GOVERNMENT REORGANIZATION FOR ENVIRONMENTAL AFFAIRS: DURING THE 92ND CONGRESS, FIRST SESSION

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During the 92nd Congress, First Session

Proposals in the 92nd Congress to reorganize both the legislative and the executive branches in order to deal more effectively with environmental issues are summarized and discussed in the following report. The minor changes in government structure that were made during 1971 are also described.

PART I -- EXECUTIVE REORGANIZATION

Few reorganization measures were enacted in 1971, in contrast to the many changes accomplished in the executive branch during 1970 which affected environmental affairs. Major reorganization legislation has been introduced in the 92nd Congress, however. Attention during the year centered on a major proposal by the Nixon Administration.

President Nixon's Reorganization Proposals

The President's proposed massive restructuring of the executive branch would consolidate seven of the existing departments--Agriculture, Interior, Commerce, Transportation, Labor, Housing and Urban Development (HUD), and Health, Education and Welfare (HEW)--into four new departments, Natural Resources, Economic Affairs, Community Development, and Human Resources.

Most programs affecting the environment would fall under the Department of Natural Resources (DNR), and would be brought together not only from these seven departments, but also from several independent agencies such as the Atomic Energy Commission (AEC) and the Water Resources Council.

In his January 22 State of the Union Message, President Nixon described the need for such "sweeping reorganization". On February 5 he made available to Congress the report on which

his proposals are based, memoranda from the President's Advisory Council on Executive Organization, formed in 1969, and better known as the Ash Council after its chairman, Roy L. Ash.

Several reorganization measures had already been implemented in 1970 as a result of the Ash Council's recommendations. These included the formation of the Domestic Council, the Office of Management and Budget (OMB), the Environmental Protection Agency (EPA), and the National Oceanic and Atmospheric Administration (NOAA) within the Commerce Department, each of which has important functions affecting the environment.

On March 25, Mr. Nixon sent a letter of transmittal to Congress, presenting the rationale for the proposals. On March 30, H.R. 6959, which would set up the DNR, was among the four bills introduced in the House of Representatives to provide the proposed reorganization legislation. Its counterpart in the Senate is S. 1431, introduced April 1. In May and June the Senate Government Operations Committee held hearings on the four proposals, and in June and July a subcommittee of the House Government Operations Committee received testimony.

The over-all need to restructure the executive branch has been the focus of most discussion concerning the four new departments. The main rationale for creating them is that the formulation and execution of domestic policy has become unmanageable under the current fragmented system. Therefore, it is argued,

domestic programs must be rearranged into components that correspond with major purposes and needs of the nation.

The major needs to be met by the DNR, as outlined by the Administration would be:

> --To provide sufficient supplies of petroleum and other sources of energy, water, minerals and timber to support our future economic development;
> --To maintain and enhance our forests, unique natural areas, historic properties, lands, waters, fish and wildlife, beaches and estuaries in a manner which meets aesthetic, cultural and recreational needs of the people;
> --To understand our physical environment and the natural and man-made changes that are taking place so that modifications can be made when advantageous and possible, and, when modifications are not possible, to provide advance hazard warnings;
> --To manage our resources in ways which will assure ecological balance and thus sustain the basis on which all public needs can continue to be fulfilled.1/

At present, programs affecting the nation's natural resources and environment are scattered among many departments and agencies. Water resources and energy resources are examples of areas in which a comprehensive policy is now being sought in Congress and in the Executive, but in which existing programs are so scattered that the implementation of such policies would be difficult.

Current efforts to avoid the waste, inefficiencies and duplication of such fragmentation have been largely through interagency coordinating groups. These have had little success, according to the Ash Council Report.

1/ Papers Relating to the President's Departmental Reorganization Program. A Reference Compilation. March 1971. U.S. Government Printing Office, Washington, D.C. p. 155.

The report states that regrouping natural resource programs in the DNR would have the following advantages:

--It would establish a center of responsibility for developing essential broad, unified natural resource policies. This would provide greater effectiveness in the development of policies and the evaluation of performance than is now possible with programs for any one policy scattered among several agencies;

--It would make possible a more rational balance among conflicting demands, such as between preservation and development, in planning and managing resources;

--It would resolve disagreements on resource problems at a departmental level and would thus reduce the role of the White House in mediating jurisdictional disputes;

--It would simplify the relationships of states, local governments, and the private sector to the federal government in natural resource matters, federal assistance grants, etc.;

--It would provide greater accountability to the public and to Congress.

DNR Organization

Chart "A" illustrates the proposed organization of the DNR and the components that would go into it. (See pages 18 and 19.)

This organizational scheme generally follows the recommendations of the Ash Council, but with a few differences.

The Ash Council proposed six major components: (1) Land and Recreation Resources, (2) Water Resources, (3) Energy and Mineral Resources, (4) Marine Resources and Technology, (5) Geophysical Sciences, and (6) A Counselor for American Trust and Treaty Peoples. These components parallel the Administration proposal, except that the porposed DNR would combine (4) and (5)

in the Oceanic, Atmospheric and Earth Sciences Administration, and add, as a fifth unit, the Administration for Indian and Territorial Affairs. The Administration agreed with the Ash Council that both consultation with Indian and Territorial peoples and attention to history favored the traditional association of Indian and territorial affairs with natural resource programs.

In another departure from the Ash Council proposal, the Administration included the Department of Transportation (DOT) among the departments to be consolidated, with the resulting additional transfer of the DOT Oil and Gas Pipeline Safety Program to the DNR.

Relationship of EPA to DNR

The relationship of EPA to the proposed DNR was not defined in either the President's messages concerning the DNR or in the Ash Council Memoranda. Environmental protection and resource development have been discussed in both as two distinctly separable areas of concern.

The Ash Council Memorandum on the establishment of the DNR begins by noting:

> In our memorandum to you of April 29, we recommended that key anti-pollution programs be merged in a new and independent Environmental Protection Administration in recognition of the pressing need to give priority to the task of cleaning up our environment. We believe that it is also

> important to strengthen our nation's ability to develop and use its natural resources in productive harmony with nature.2/

The Ash Council Memorandum again addresses the separate nature of these two areas of concern in its list of other organizational alternatives explored. Heading the list is a possible comprehensive Department of Natural Resources and Environment, which would embrace "the full range of development, management, preservation and protection functions affecting our physical and biological resources."

Such a comprehensive unit is dismissed by the Ash Council on the grounds that:

> It would subject the standard-setting function to the inherent bias of that department, to the relative disadvantage of other departments with equally important perspectives on the problem. That department would be called upon to make decisions bearing on the authority of other departments when its own objectivity could be called into question.3/

2/ President's Advisory Council on Executive Organization. Memoranda for the President of the United States. Establishment of a Department of Natural Resources and Organization for Social and Economic Programs. Washington, D.C. p. 3.

3/ Ibid, p. 22

Hearings Discussion[4/]

In the hearings on the reorganization plans, discussion covered mainly general aspects, and only rarely concerned the specific departments.

Among the problems discussed was the question of manageability in departments of such increased size. This was dismissed by several witnesses as not a problem if the organization is properly managed. However, this question was pursued further from the standpoint of whether the comparisons between big business and government used by witnesses were valid, in view of the disparate goals of business and government.

The disruption of government operations inherent in such massive changes was also considered. However, witnesses indicated they thought this could be minimized by proper planning; and the resulting improvements, they said, are so badly needed as to be worth even considerable temporary disruption.

The probable disruption of relationships between particular interest groups and their contacts in the agencies now

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4/ Hearings before a Subcommittee of the Committee on Government Operations, House of Representatives, 92nd Congress, First Session, on H.R. 6959, H.R. 6960, H.R. 6961 and H.R. 6962. Reorganization of Executive Departments. Part I--Overview. June 2, 3, 7, 8, 14, 16; July 7, 8, 22 and 27, 1971. Hearings before the Committee on Government Operations, U.S. Senate, 92nd Congress, First Session, on S. 1430, S. 1431, S. 1432 and S. 1433. Executive Reorganization Proposals. Part I. May 25, 26; June 22, 1971.

dealing with programs that affect them was discussed as both an advantage and a disadvantage. Witnesses acknowledged the valuable role of such contacts in identifying the needs and problems in any given area. However, it was also noted that agencies sometimes allow such constituencies to play too large a role in decision-making and program development, with the result that the agency may get a reputation for being the advocate for special interest groups. In this regard, the new department was said to offer several advantages: such groups will still have access to those who administer relevant programs, and this access will be more effective in a more effective organization; and the tendency to regard (or disregard) an agency or secretary as the biased spokesman of any one special interest will be eliminated in an agency with a more comprehensive view.

Nevertheless, it was noted that the strength of developed interest group ties is likely to produce strong resistance among these groups to the proposed reorganization. The Department of Agriculture was cited several times as an example of such resistance by the affected constituency.

There is little question that a Department of Natural Resources could greatly facilitate the execution of national resource policies. Among the many advantages of better coordination, difficulties of preparing and reviewing environmental impact statements required by the National Environmental Policy

Act of 1969 (NEPA) would be alleviated, and resource use conflicts could be better anticipated and resolved more effectively.

However, several major areas of concern have not been thoroughly considered, and this makes specific criticism of the plan difficult.

The relationship between the proposed department's role in developing policy and that of the Council on Environmental Quality has not been addressed.

Little attention has been directed to the relationship between the goals of the NEPA and those of the DNR. The stated goals of the DNR emphasize traditional objectives of resource exploitation and sustained yield management, stressing the satisfaction of economic needs. Yet NEPA goes far beyond this approach, and stresses the urgency of rationalizing often conflicting economic and social objectives. Preservation of a "quality" environment plays a key role in NEPA objectives, but is only rarely mentioned in the DNR proposal.

The relationship between the development programs of the DNR and the regulatory actions of the EPA has not been adequately considered.

Another possible shortcoming of the proposal is the failure to consider adequately the consequences of separating the several stages of resource development. For example, leaving standard setting and enforcement for environmental quality in the EPA

undoubtedly has both advantages and disadvantages, but these have not been explored. The water resource activities of the Corps of Engineers have been separated, giving only planning and funding to the DNR, with construction and operation to be handled by the Corps. And, in the energy field, the Federal Power Commission would continue to handle licensing, a function with definite impact on resource use.

In addition, as efforts to formulate water and energy policies are carried out, it is important that a proposed DNR take into account the specific needs in these areas and anticipate the organizational framework that would be effective in carrying out such policies.

Later Developments

On November 12, upon announcing the resignation of Agriculture Secretary Clifford Hardin and the appointment of Earl L. Butz to succeed him, President Nixon indicated that he would submit a new reorganization plan designed to retain the Department of Agriculture, rather than to divide its functions. The details of the new plan were to be made public early in 1972.

Proposal for a Department of Natural Resources and the Environmnent

On March 1, 1971, Senator Frank Moss (D-Utah) introduced S. 1025, a bill to create a Department of Natural Resources and the Environment (DNRE). This bill is essentially the same proposal

that he introduced in each Congress since the 89th. Hearings were held on his proposal in the 90th Congress. Senator Moss is also a cosponsor of President Nixon's DNR proposal, but he continues to argue for two basic changes which would bring the President's proposal into accord with his own.

Senator Moss's proposal would include the activities of the Environmental Protection Agency in the new department, and he would not transfer the Bureau of Indian Affairs and the Office of Territories to the DNR, but rather to the Department of Health, Education and Welfare, or to the Department of Human Resources when it is created.

Senator Moss argues that the dual tasks of "keeping the environment clean and of developing sufficient resources to maintain an acceptable standard of living" can best be accomplished by a DNRE with comprehensive authority. Combining regulatory and development policies in one agency, he maintains, need not result in favoring exploitation at the expense of environmental protection. One agency concerned with both protection and development can best resolve conflicts between these two vital needs, Senator Moss contends.

The Council on Environmental Quality can serve as an effective "watchdog" to monitor the activities of the DNRE, Senator Moss asserts, and he advocates the establishment of the proposed

Joint Committee on the Environment in Congress which would further oversee and investigate programs and activities of the DNRE.

The placement of Indian and territorial affairs in the DNR is opposed on the grounds that the functions of the present Bureau of Indian Affairs and the Office of Territories are mostly in social and community programs. Economic development, education, and community service are among the functions which would be a primary concern in an agency dealing with Indian and territorial affairs, and these should be dealt with under a department concerned with human resources and/or community development.

Other Proposals

Two bills introduced in the House (H.R. 652 and H.R. 653) would create complementary departments, one a Department of Environmental Quality, which would be mainly concerned with regulatory aspects, and the other a Department of Natural Resources, which would emphasize development and wise use of resources. The Environmental Protection Agency and various water and air pollution functions from other departments would be transferred to the first, and resource functions from the Departments of Commerce, Transportation and Agriculture would be transferred to the second.

In the Senate, S. 1184 has been introduced, to establish a Department of Science and Technology intended to receive several functions that would be transferred under the President's plan to

the DNR. The stated purpose of this department does not mention environmental quality, and stressed the need for an orderly and fully coordinated pursuit of a national science plan.

No action has been taken on these bills.

Both the Senate and the House passed different but related measures to improve the capacity of the government to deal with environmental data and research needs. The House passed H.R. 56, to establish a National Environmental Data System, which would provide a central collection center for all types of environmental data. It is intended for use by state and federal governments. It would also publish "environmental quality indicators" which measure relevant environmental characteristics against established standards for quality.

The Senate passed a bill (S. 1113) to establish a National Environment Center (NEC) which would conduct basic research, development, and analysis of human and natural activities affecting the environment. This would include data collection and the establishment of as many as six National Environmental Laboratories. Formulation of policy is specifically excluded from the NEC functions, but the Center would provide expert analysis of alternative courses of action.

Legislative History:

House: H.R. 56--Referred to Committee on Merchant Marine and Fisheries Jan 22, 1971. Hearings held Mar. 24, 1971 by Subcommittee on Fisheries and Wildlife Con-

servation. Reported to House May 13, 1971. H. Report 92-203. Passed House May 17, 1971. Referred to Senate Committee on Interior and Insular Affairs. Hearings held Nov. 19, 1971.

Senate: S. 1113--Referred to Committee on Public Works Mar. 4, 1971. Hearings held by Subcommittee on Air and Water Pollution on April 28, 29, and May 3, 4, 5 and 6, 1971. Reported to Senate Nov. 30, 1971. S. Report 92-518. Passed Senate Dec. 7, 1971. Referred to House Committee on Science and Astronautics.

Other proposals would establish specific commissions or agencies to deal with energy policy needs, noise abatement, managing national coastline resources, and other such specific purposes.

Another bill, reported in the Senate but not acted upon is the Interstate Environment Compact Act of 1972 (S. 907). This legislation would augment the means by which states can deal with pollution problems by giving advance consent of Congress to supplementary agreements between two or more states to deal with specified interstate pollution problems.

Legislative History:

Senate: S. 907--Referred to Judiciary Committee Feb. 23, 1971. Hearings held April 19 and 21, 1971. Reported Dec. 11, 1971. S. Report 92-577. Referred to Committee on Public Works Dec. 11, 1971, for further action within 45 days.

Reorganizations Accomplished

Most changes in the organization of the executive branch relating to environmental activities were within individual departments or agencies.

--The Atomic Energy Commission reorganized its internal structure in December. The changes put greater emphasis on civilian-oriented programs, and in part respond to criticism that AEC activities have neglected environmental and safety issues. Program areas are reduced from nine to six, as follows: Environment and Safety, National Security, Energy and Development Programs, Research, Production, and Administration.

--The Environmental Protection Agency has progressed in organizing itself into a cohesive unit, although many of its components are still in scattered locations.

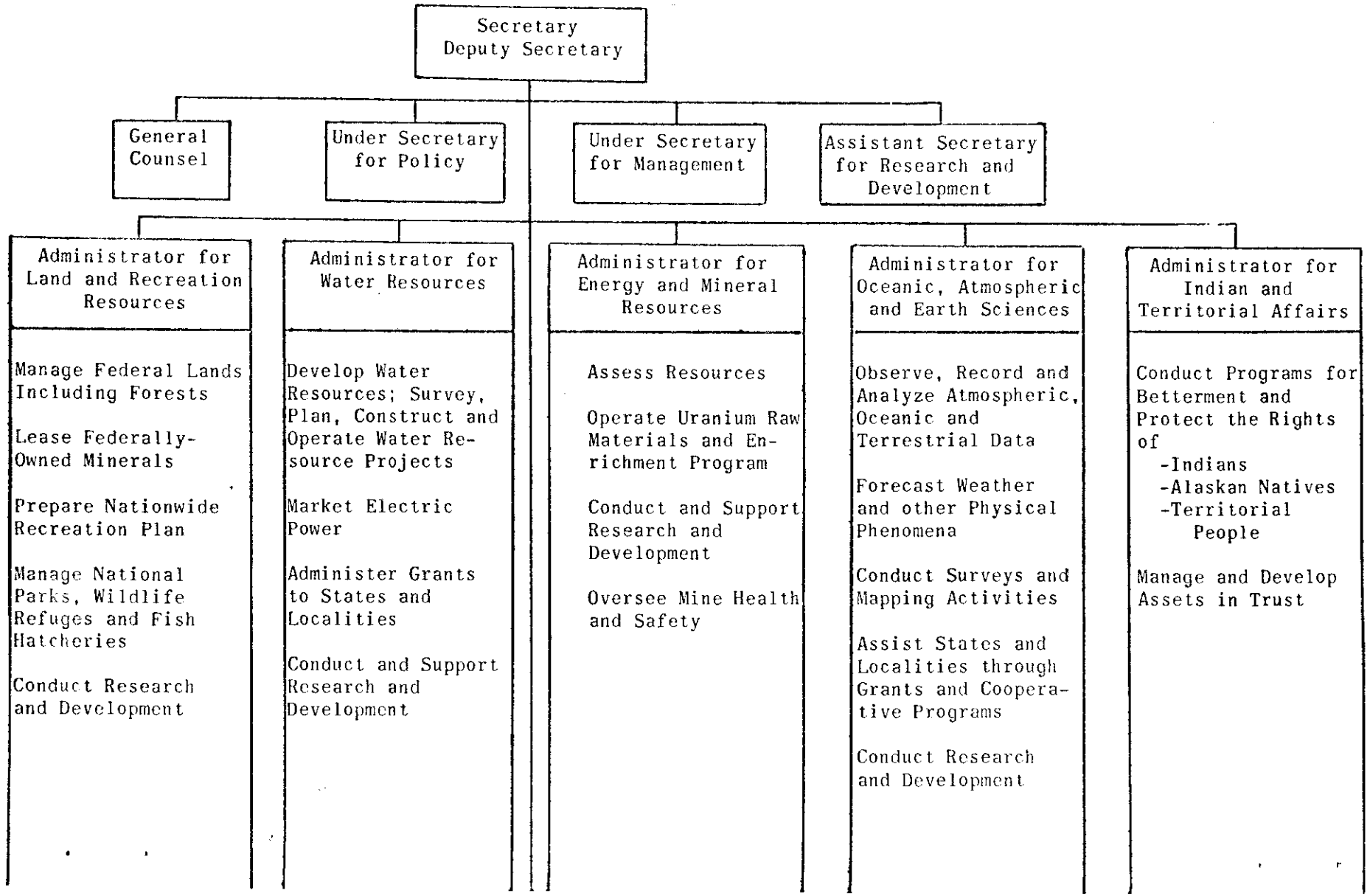
--Several departments have added units or changed their organization dealing with environmental affairs. The Joint Chiefs of Staff have added an Environmental Services Division; the Department of Interior has added the Office of Environmental and Project Review; the Department of Housing and Urban Development has added an Environmental Factors and Public Utilities Division; and the Department of Transportation now has an Associate Administrator for Right-of-way and the Environment.

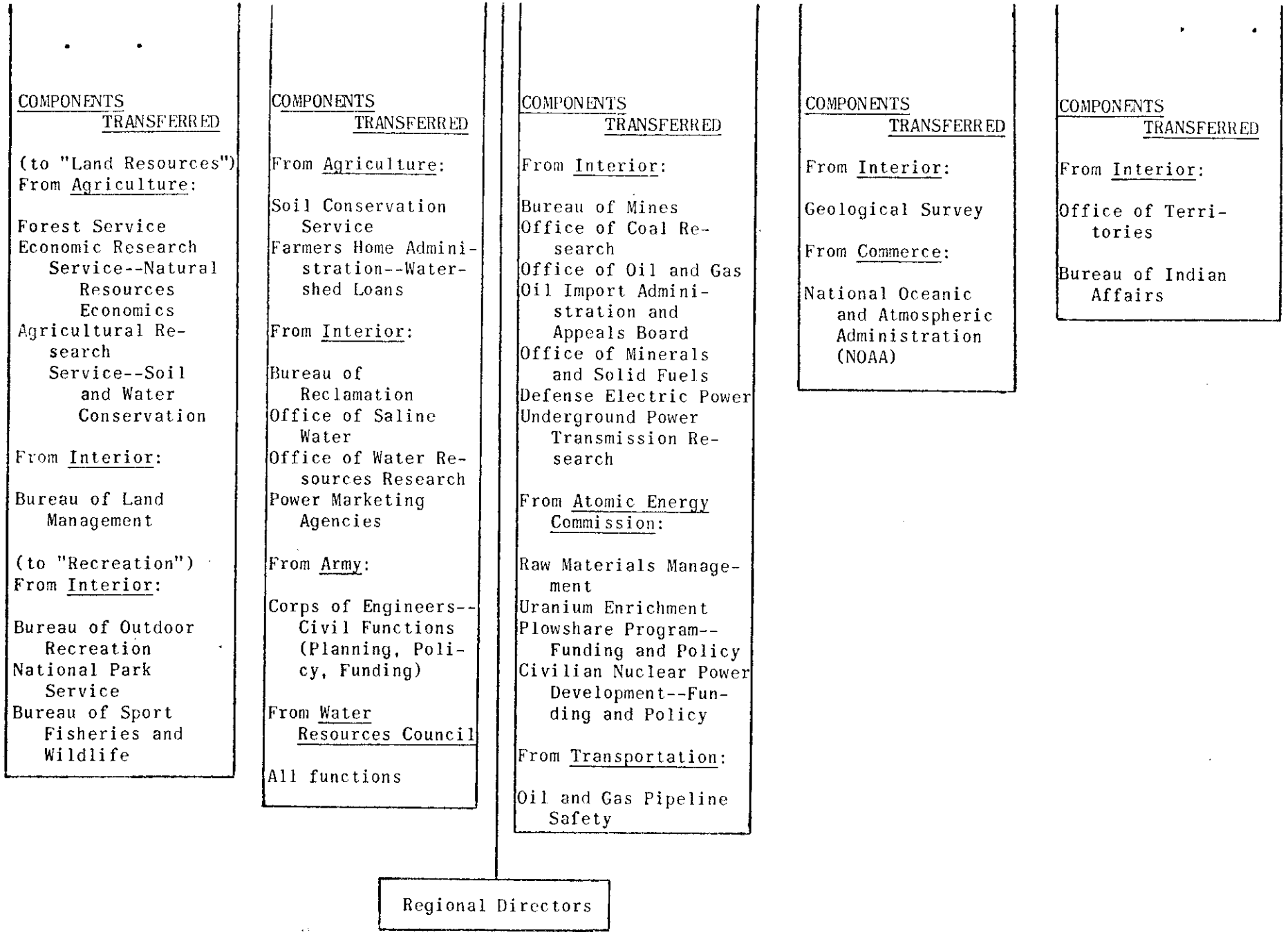
Interest in planning and assessing technology has been widely expressed in both Congress and the Executive. President Nixon has appointed a special consultant to the President to head the New Technology Opportunities Program. The program reportedly will have a wide range of projects, and many will be environment-oriented, such as seeking better ways to recycle solid waste, investigating low-pollution autos, and focusing wherever possible on using technology to improve environmental concerns.

Chart "A"

PRESIDENT'S DEPARTMENTAL REORGANIZATION PROGRAM

Proposed
DEPARTMENT OF NATURAL RESOURCES




COMPONENTS TRANSFERRED
(to "Land Resources")
From Agriculture:
Forest Service
Economic Research Service--Natural Resources Economics
Agricultural Research Service--Soil and Water Conservation
From Interior:
Bureau of Land Management
(to "Recreation")
From Interior:
Bureau of Outdoor Recreation
National Park Service
Bureau of Sport Fisheries and Wildlife
COMPONENTS TRANSFERRED
From Agriculture:
Soil Conservation Service
Farmers Home Administration--Watershed Loans
From Interior:
Bureau of Reclamation
Office of Saline Water
Office of Water Resources Research
Power Marketing Agencies
From Army:
Corps of Engineers--Civil Functions (Planning, Policy, Funding)
From Water Resources Council
All functions
COMPONENTS TRANSFERRED
From Interior:
Bureau of Mines
Office of Coal Research
Office of Oil and Gas
Oil Import Administration and Appeals Board
Office of Minerals and Solid Fuels
Defense Electric Power
Underground Power Transmission Research
From Atomic Energy Commission:
Raw Materials Management
Uranium Enrichment
Plowshare Program--Funding and Policy
Civilian Nuclear Power Development--Funding and Policy
From Transportation:
Oil and Gas Pipeline Safety
COMPONENTS TRANSFERRED
From Interior:
Geological Survey
From Commerce:
National Oceanic and Atmospheric Administration (NOAA)
COMPONENTS TRANSFERRED
From Interior:
Office of Territories
Bureau of Indian Affairs
Regional Directors

PART II -- LEGISLATIVE REORGANIZATION

The need to provide a Congressional forum for consideration of broad environmental concerns was acknowledged in the 91st Congress by the enactment in both houses of bills to establish a Joint Committee on the Environment. However, that measure did not emerge from conference committee before the adjournment of the 91st Congress, and it therefore died.

Joint Committee Proposal in 92nd Congress

Virtually identical bills have been introduced and enacted in each house during the 92nd Congress, but a conference committee has not been requested by either Senate or House, and no further action has been taken to finalize these measures.

As provided in these bills, the Joint Committee on Environment would consist of eleven members each from the House and Senate. Six of the eleven from each body would be from the majority party, five from the minority. Chairmanship would alternate between members from the Senate and the House, as would the vice-chairmanship, but members from the same house could not fill both posts at the same time.

The committee would be without authority to receive or report legislative measures. Its duties would be:

--To conduct continuing and comprehensive review of the interrelationship between environmental and technological changes and effect on population, communities and industries;

--To study methods of using all practicable means to foster, promote and maintain harmony between man and nature and fulfill the future and present economic, social and other needs of man;

--And to develop policies that would encourage maximum private investment in means of improving environmental quality.

In addition, the committee would receive the annual report of the Council on Environmental Quality required under Section 201 of the National Environmental Policy Act of 1969. It would also submit to the Senate and the House an annual report on the studies, reviews and other projects it has undertaken, together with its recommendations. The committee is directed to avoid unnecessary duplication of the work being done by any other committees of the Congress.

It is expected that, although the joint committee is non-legislative, it would review and comment on any proposed measures that would have environmental effects.

Legislative History:

Senate: S.J.Res. 17--Placed on Calendar Jan. 26, 1971. Passed Senate March 16, 1971. Referred to House Rules Committee March 17, 1971.

House: H.J.Res. 3--Reported from Rules Committee May 5, 1971. Report 92-181. Passed House July 20, 1971.

Office of Technology Assessment

In each of the past four Congresses there has been an attempt to create within the legislative branch better methods of gathering and evaluating data on the impact of science and technology on society.

Bills to create an Office of Technology Assessment (OTA) for the Congress are again the focus of serious consideration in the 92nd Congress. "Grave threats to the security and general welfare of the United States" are described in the bill to be resulting from "(1) the increasing pressures of population; (2) the rapid consumption of natural resources; and (3) the deterioration of the human environment, natural and social."

It goes on to state:

> The growth in scale and extent of technological application is a crucial element in such problems and either is or can be a pivotal influence with respect both to their cause and to their solution. . . .It is therefore imperative that the Congress equip itself with new and effective means for securing competent, unbiased information concerning the effects, physical, economic, social and political, of the applications of technology, and that such information be utilized whenever appropriate as one element in the legislative assessment of matters pending before the Congress.

The OTA is to be within and responsible to the legislative branch. Basic responsibilities are to provide an early warning of probable impacts of the applications of technology in order to assist Congress in determining priorities of programs before it. Activities of the OTA could be initiated by the chairman of any committee of Congress or the ranking minority member, the director of the Office, or by the Technology Assessment Board, the policy and oversight body.

Legislative History:

House: H.R. 3269--Referred to Committee on Science and Astronautics Feb. 2, 1971. Approved by Subcommittee on Science, Research and Development

on June 10, 1971. Full committee approved with minor amendments on July 22, 1971, and ordered the following clean bill:

H.R. 10243--Introduced July 30, 1971. Reported August 16, 1971. Report 92-469.

Senate: S. 2302--Referred to Committee on Rules and Administration on July 19, 1971.

Standing Committee

Several identical measure were introduced in the House to create a standing committee on the Environment with a broad legislative mandate to consider "all measures relating to the quality of the physical environment of the United States," including water quality, air quality, weather modification, waste disposal, pesticides, and acoustic problems. These bills were referred to the Rules Committee.

Changes in Committee Structure

With the creation of the Environmental Protection Agency, several components of other executive departments and agencies were grouped together in a new combination. Congressional committees continued generally to follow the previous jurisdictions established over these components before they were transferred to EPA.

However, some changes occurred in the assignment of appropriations considerations. In both the House and the Senate, Agriculture subcommittees of the Appropriations Committees were

renamed the Agriculture-Environmental, Consumer Protection Appropriations Subcommittees, and their mandates were broadened during 1971. In addition to considering Department of Agriculture appropriations, these subcommittees now also report on budget requests for the Council on Environmental Quality, the Environmental Protection Agency, the Office of Environmental Quality, Basic Water and Sewer grants for the Department of Housing and Urban Development, the National Commission on Materials Policy, and various consumer issues.

Some committees have added units to deal with environmental issues. The House Committee on Interior and Insular Affairs added an Environment subcommittee, the mandate of which is to consider "Environmental aspects of any laws or programs under the jurisdiction of the committee."

The Senate Committee on Public Works Subcommittee on Air and Water Pollution has added a permanent Panel on Environmental Science and Technology. And the House Select Committee on Small Business has added a Subcommittee on Environmental Problems Affecting Small Business.

Possible Effects of Proposed DNR on Congressional Committees

Concern was expressed during hearings in the Senate and the House about the possible effects of the President's reorganization proposals on committee jurisdictions relating to the new departments.

The effects of the President's proposals on Congressional committee jurisdictions have been discussed in some detail in a report by Walter Kravitz, a Senior Specialist in the Library of Congress Congressional Research Service.5/

He notes that the most significant effect would be the quite sizable increase in the number of committees overseeing each new department. For example, the DNR would have nine committees exercising jurisdiction over it. Interior Department at present has five committees overseeing its activities. Thus jurisdictional overlaps or disputes would be increased. However, Kravitz cites two authorities who take opposing views as to whether the effects of such fragmented supervision will be fundamentally harmful or beneficial.

It may inhibit Congress's ability to evolve coherent policies in legislation to be carried out by the new departments, and may subject the departments to conflicting legislative directives. The other possibility is that an increased number of oversight committees will, on the whole, serve to broaden the range of considerations and constituencies that each department will take into account in formulating and executing programs.

5/ Walter Kravitz. Some Effects of the President's Reorganization Proposals of 1971 on Congressional Committee Jurisdictions: The Legislative Committees. Congressional Research Service, Library of Congress (Multilith #71-166 GGR). Washington, D. C.

Generally, the Kravitz study concludes that, if broad reorganization proposals are enacted, some reshuffling of legislative committees may well occur, in order that oversight functions may more generally correspond to executive structure.

PART III--RECENT REPORTS AND THEIR RECOMMENDATIONS

1. Ford Foundation-sponsored study by Elizabeth H. Haskell and associates. Managing the Environment: Nine States Look for New Answers. Washington, D.C. 1971. (443 pp.)

Recent changes initiated by nine state governments to improve management of the environment are described, categorized, and discussed in the context of relationships to the federal structure.

The report indicates that these states are merely a representative sample of many states in which substantial organizational changes have been made in order to deal with the environment. Four major categories of the new institutions are discussed: (1) Consolidated environmental departments (Illinois, Minnesota, Washington, Wisconsin, New York); (2) Land use management agencies (Vermont, Maine); (3) A waste management agency (Maryland); and (4) State court systems given a new role in environmental protection through public interest lawsuits by citizens (Michigan). The final chapter describes and analyzes the federal structure, focusing on the Council on Environmental Quality, the Environmental Protection Agency, and the National Oceanic and Atmospheric Agency. A second part of the study, scheduled for future publication, will be designed to take an analytical approach, evaluating the experience of the agencies described in this section.

2. U.S. Department of Commerce, Bureau of the Census. State and Local Government Special Studies No. 57. Expenditure for Selected Large Governmental Units: Fiscal Year 1968-1969. April 1971. GSS No. 57. U.S. Government Printing Office, Washington, D.C.

Detailed figures for expenditures on air, water, and solid waste pollution control are presented for federal, state and selected local governments during fiscal year 1968-69. Summaries of pollution control procedures at each level of government are presented, followed by extensive tables showing expenditures in carrying out these efforts.

3. Committee for Economic Development. Improving Federal Program Performance. New York, N. Y. September 1971.

This report is an over-all analysis of the role of government programs, the conditions affecting program performance, and possible reform measures to increase effectiveness. Among recommendations that would touch on reorganization for environmental affairs, the CED concludes:

> --We recommend that the federal government sponsor continuing efforts to devise, improve, and publish measures of social and environmental conditions.
>
> --We support the objectives of the President's reorganization plans and urge cooperation between the Executive Branch and the Congress in working out the details of an improved structure for the executive departments.

The other 19 recommendations of the report deal with ways to increase accountability and specific methods of improving program effectiveness and the evaluation of programs in relation to government objectives and expenditures.

4. Citizens' Advisory Committee on Environmental Quality. Report to The President and to the Council on Environmental Quality. April 1971. Washington, D.C.

The Committee is divided into five subcommittees. This report summarizes the concerns and recommendations of these units in their respective areas as follows:

1) Land use and population--the DNR proposal supported as a significant move to improve contribution to land use planning; a goal of balanced distribution of population urged as a major goal of land use programs; new town development recommended, especially near or within inner city areas; use of Highway Trust Funds for highway beautification and public transportation urged.

2) Energy production and use--more research and development recommended for relatively pollution-free processes such as magneto-hydrodynamics, controlled fusion and solar energy; research on reducing thermal pollution, better transmission methods, and on breeder reactors; public programs for reducing energy waste; and a comprehensive assessment of energy needs and the dynamics of supply and demand in order to shape a future policy of energy use.

3) Pollution abatement--in the areas of solid waste, air and water pollution, the report summarizes and urges full implementation of present legislation. In water pollution, the committee posits tertiary treatment as the ultimate goal of our water quality programs.

4) Environmental Education--fullest possible use of citizen education in problems of the environment, and inclusion of citizen groups in government decision making highly recommended.

5) Priorities and Financing--general recommendations are made for increasing government contributions to research, local government and private industry efforts to control pollution.