



League of Women Voters of Minnesota Records

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JAN 12 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

Albert Lea

Minnesota

STATE

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?
- There was unanimous agreement that the federal government should set the standards, since:*
- A. Air knows no boundaries.
 - B. Industry should have no excuse to threaten moving out of an area where there are stricter standards than it wants.
 - C. Interstate commerce makes interstate standards necessary.
- However, it was unanimous that state governments (and local in rare instances) should have power to set and enforce stricter standards than the national ones if it so desires.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?
- controls should be federal in effect.*
- Unanimous agreement that controls should be federal in effect.*
- A. Uniform penalties should be set in connection with standards set by the federal government.
 - B. There is need for a speedier system than the one in effect now, with the delays of state hearings, appeals, etc.
 - 1. All agreed that the polluter should have the burden of proof.
 - 2. More exact methods of monitoring would help expedite cases.
- A group in one unit suggested that engineers could be encouraged to go into the field of monitoring instead of the aero-space program.*
- C. With better ways of proving pollution and tighter federal laws, enforcement of federal standards could be accomplished by the states in order to avoid the costs and red tape of removal of enforcement to the next higher level of government. Example: Criminals are apprehended by local agencies with cooperation, if necessary, of higher level agencies.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

All agreed

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for? All agreed that:

Taxpayer pays for pollution eventually either through taxes for control, or as as a consumer for control or, without control, through depletion of life and goods.

A. Since the polluter bears the burden of proof(B.L.) and the fastest way to control automobile emissions is through the manufacturer, the manufacturers need incentives to get started on controls through either tax incentives or government grants whichever is most effective.

B. Industries and individuals polluting the atmosphere must be made to pay to encourage other industries and individuals to spend the necessary funds to avoid pollution.

It was strongly felt in a group of ten members that individuals as well as industry must take responsibility. It was suggested that each auto should be tested each year, and fines levied for these not meeting standards.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

All agreed that most public participation would be through education.

The Michigan law was discussed only in the smaller group. There it was felt that lawsuits by individuals should be possible.

All felt that the cost of pollution is greater than the cost of pollution control, and that the facts proving this statement need to be made public.

This consensus was arrived at before the report of the congressional conference com.

No. members in local League ~~27~~ 46

No. present at consensus 23
reaching meeting 23

Signature W. J. F. Taylor

Position Ch'm Environmental Quality
Resource Committee

Date December 15, 1970

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE Alexandria

FEB 11 1971 STATE Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

- all powers

- not at all but rather by people (educate)

How should these powers be divided between federal, state, and local government?

- strong federal laws (state can be blackmailed)

- power of individual states

- strong committee

What about regional arrangements?

- would keep industry from moving to a nearby state

Where should the prime responsibility lie?

- consumer

- control lobbyist

- federal

- state

II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

All stronger controls set down by the government

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Yes, most definite

Federal, state, should be similar

If the state wants to have higher standards it should be allowed to do so

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Cost must be shared

Industry, the consumer, and the government must pay

Priorities should be set at National, Is pollution control as important as the SST?

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

File suits against persons and companies

Open hearings before setting standards

Notify other leagues on legislation

Write to legislature (as a league and as individuals)

No. members in local League 65

No. present at consensus
reaching meeting 35

Signature _____

Position Environmental Quality Chairman

Date 2/1/70

FEB 17 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE ANOKA-COOK RAPIDS
STATE MINN

ENVIRONMENTAL QUALITY
CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Power to close - unlimited power - much more
stringent time limits!!
Nationwide - laws! Enforced by state. Local checks
up. Nationwide laws will solve regional problem.
The Federal government must make the laws.
But each individual must do all he can.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

Whatever is necessary. This is a case of
survival.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

yes. Because of Regional conditions.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Divided between consumer - Manufacturer - Government.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

This is a matter of personal involvement. Other wise you must use the regular channels of Government Representation. What

No. members in local League 30

No. present at consensus
reaching meeting 12

Signature Wanda Gajek

Position Topic Chairman

Date 2-10-71

FEB 5 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE Arden Hills
STATE Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Federal government should have the power to set minimum standards.

State governments should be allowed to set more stringent standards where necessary.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

National minimum standards

Emission standards on stacks - Permits required

We recognize the difficulty in setting standards due to changing technology and the advancements being made, therefore some provisions should be made for upgrading standards as refinements in technology are made. License vehicles according to useage (private vs public) with emissions regulated.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

yes, this may be necessary because of variation in conditions from state to state - locality to locality.

May be necessary to guard against a locality trying to set standards that are too exclusive.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Support tax incentives ^{to industry} on both State and Federal level.

May be necessary to adopt a Constitutional amendment to allow gas and wheelage tax to support mass transit.

Attempts should be made to "shave" base monies from the dedicated highway funds to support mass transit.

Industry should be responsible for their pollution and expect to pay penalties when it occurs.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Information ^{public} type hearings

Citizen suits

Friend of Court testimony

Service on advisory boards

No. members in local League 49

No. present at consensus
reaching meeting 22

Signature Lois Rees

Position Treasurer - Committee on Environmental Quality

Date 2-1-71

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE Austin
STATE Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the Environmental Leaders Guide for Air Pollution 1970-1971 which contains (pp 8-11) the discussion questions intended to bring out member thinking on these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

To summarize briefly:

We think the Federal Government should set minimum standards which the state and local governments should enforce, the Federal Government retaining the power and responsibility to enforce its standards if the state and local governments fail.

see appended sheet

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

We had no dissenting votes on this question. The small number of votes for each suggestion consists of unanimous suggestions by small numbers of units, and one cannot assume a no vote by those units that did not think of them.

<u>Suggestion</u>	<u>Units</u>	<u>Members</u>
Any controls necessary to achieve purpose	3	32
Very strict controls	2	23
Heavy fines for polluters	2	24
Power to close plants	2	27
Auto emission control	2	22
Control of auto use (encourage mass transit)	2	22
Time limits on industry and consumer	1	9
We should start by controlling our <u>own</u> pollution	1	10

Send one copy of your report to the national office (one copy to state and one for your local league file) as soon as possible after determining consensus but no later than February 15, 1971.

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Here we had dissenting votes within units. The total was:

76 in favor

10 opposed to local and state having power to set stricter standards.

(By this time 3 members had left, as the meetings had become too long.)

One unit remarked that Federal standards set too low could lead to some parts of the country becoming more polluted than now.

Another felt the Federal standards should be as close to the maximum as possible.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?
83 members felt industry should be involved in paying for its own pollution.

22 of these felt that industry should pay the full bill.

(one unit, 12 members, added "pass it on to the consumer!")

Suggestions for help to industry included:

Subsidies (1 unit, 16 members)

Low cost loans (1 unit, 9 members)

Tax incentives (3 units: 22 members in favor, 7 opposed)

One unit said follow the water position.

Other suggestions:

Federal Gov't should pay for research (3 units, 32 members)

Federal gov't should monitor air pollution and pay for the monitoring costs (2 units, 20 members)

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Keep public hearings as in the present law (5 units, 54 memb.)

Citizen should have the right to sue (4 units, 40 members.)

28 members favor using our vote more wisely to elect well qualified representatives

12 members suggested we need more personal contact with our representatives

2 members suggested writing letters.

2 units (23 members) remarked that we need more education.

No. members in local League 131

No. present at consensus 89
reaching meeting 89

Signature Allen Spruher

Position Environmental Resource Chairman
(off board)

Date January 8, 1971

I. We had 8 units answering, including 89 members.

- 7 units, including 79 members, replied that the federal gov't should set minimum standards.
The 8th unit granted the federal gov't power to enforce where others fail, without mentioning who should set standards
- 6 units, comprising 61 members, replied that federal gov't should have power of enforcement, five of these units (56 members) adding "if other government units fail."
- Only 9 members of one unit specifically said enforcement should begin at the federal level. One dissenter from this unit and the 65 members of 6 other units assigned the primary enforcement to local and state gov'ts. (One unit of 14 members was foggy about which unit of gov't should do the enforcing, but it is clear they think enforcement by some gov't level is necessary, as they were among those accepting the strictest controls in question II.)

We are not clear about the definition of a region. Is it a group of states, a group of counties, or an air quality region set by NAPCA? We accept regional control in principle (no dissent) but the units obviously differed in definition.

Where should the prime responsibility lie?

Here we appeared to have an even split. Four units including 45 members said prime responsibility lies with the federal government. The other four units (44 members) replied "the individual citizen" or "the individual polluter".

Judging from the rest of their answers I conclude that these 44 members do not oppose government control; they simply recognize that each and every one of us is a polluter and we should not "pass the buck". One unit remarked "We are all going to be S.A.P.'s (spies against pollution) Today's Health, Sept. 1970"

FEB 8 1971

League of Women Voters of the U. S.
1730 M Street' N.W.
Washington, D. C. 20036

LOCAL LEAGUE Bemidji, Minnesota
STATE Minnesota

ENVIRONMENTAL QUALITY
CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the Environmental Quality Leaders Guide for Air Pollution 1970-71 which contains (pp 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

The federal government should set the standards and should have prime responsibility for control with the state and local governments having the power to petition. (Minority feels that local governments should be able to declare more stringent standards than the federal government.) It was generally felt that regional arrangements would be better than local but that the prime responsibility should be at the national level. (Minority report as above.)

II. REGULATION: A. What kind of controls will you support to reduce air pollution?

Local commissions to spot problem areas of air quality; promotion and support of mass public transportation; regular checks of auto emissions; and better auto mechanics (perhaps licensing them).

B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

It was generally felt that the federal government should make and regulate the air quality standards. These standards should be high enough to meet any local needs with the privilege of petition by state and local government.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Priorities of governmental financing must be changed from a strong war economy and "research for its own sake" to environmental and human resource conservation. There should be an overhauling of the entire tax system to provide temporary tax incentives for industries who install pollution control devices and, in the case of automobiles, do extensive research for new types of conveyances. Industry should be penalized heavily for polluting and should be allowed only limited profits during this change-over so that not all the costs are passed directly to the consumer. Mass public transportation, walking, and bicycling should be encouraged whenever possible. There should be strong emphasis on consumer education. Pressure should be put on government at all levels to comply with national standards with pressure on legislatures to finance pollution control devices on governmental institutions.

IV PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Public hearings should be front-page news with extremely wide publicity given. A major emphasis on public education through workshops, conferences, and seminars (with catchy titles like, "Love in a Dump-Yard".)

Control boards should have no more than 30% of their members be people who are financially involved with industry.

Education in public schools should emphasize student-citizen involvement in decision making on air quality standards.

No. Members in local League 78

No. present at consensus
reaching meeting 48

Signature Mrs. William Britton

Position Chairman Environmental Quality

Date February 6, 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE Blaine

STATE Minnesota

ENVIRONMENTAL QUALITY
CONSENSUS QUESTIONS ON AIR POLLUTION

1. POLICY AND PROCEDURES: (a) To control air pollution, what powers should the government have? (b) How should these powers be divided between federal, state, and local government? (c) What about regional arrangements? (d) Where should the prime responsibility lie?
 - a. Set standards.
Provide education funds and incentives for classes, workshops & advertising.
Require most ecologically sound methods of production based on research & development of specific product.
Set laws and enforce through the courts.
 - b. U.N. set world standards & implementation plans.
National standards set at *safe level for a majority of people. (*safe level* pollutants do not cause illness.)
More stringent laws and standards may be set by state and regional areas.
All government levels have access to laws and courts.
 - c. Regional areas (intrastate & interstate) are necessary for study and cooperation and should be able to set more stringent standards than federal standards.
 - d. State carries prime responsibility (as it is now set up under NAPCA).

II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

1. Measurement of pollution levels.
2. Fines for offenders, both industry & individuals.
3. Tax incentives.
4. Low cost loans.
5. Eventual and temporary closing of factories not complying to standards until they comply.
6. Patten issue requires pollution control measures.
7. Population control.
8. Deurbanization.

B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Answered in I. b.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

1. Fines, as mentioned above.
2. Increase in individual product price which includes anti-pollution costs.
3. Sale of recycled raw materials.
4. Taxes.
5. Private contributions.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

1. Public hearings, with adequate notification on definite dates for meetings.
2. Access to research & information through EPA and regional PCAs.
3. Right to sue polluters with public legal representation.

ADDITIONAL COMMENTS;

We question a possible conflict of interest in the AEC because of its ability to promote use of atomic energy as well as set controls.

No. members in local League 33

No. present at consensus reaching meeting 22

Signature Nancy Hartwell

Position President

Date Feb 1, 1971

Linda Crew
Discussion Leader

FEB 12 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE Bloomington

STATE Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

The prime responsibility of setting standards lies with the federal government. The units felt it should set minimum standards and have the power to enforce them. The state and local governments can set more particular standards, but due to various geographical, climatic and industrial situations, perhaps the best way to handle pollution is on a regional basis.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

The members generally agreed that they, as individuals, would have to sacrifice some of their luxuries to support stricter controls on air pollution, such as: (1) voluntary limited use of electric power; (2) emission control standards for all forms of transportation and industry.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Each lower level of government should have a right to establish and enforce more stringent standards than the next higher government level.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Private industry should share the financial burden with the consumer. Private industry should be aided and encouraged by the federal government in the field of research. The federal government could use such methods as government contracts and tax incentives to encourage industry to adapt pollution controls.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

This question was not clearly understood. However, we did feel that mass education of the public to overcome apathy and provisions for local advisory boards to report to state and federal agencies should be provided.

ADDITIONAL COMMENTS:

The units felt we needed more than one meeting to answer all the consensus questions.

We felt the consensus questions should have been given to the members before the meetings.

No. members in local League 92

No. present at consensus reaching meeting 4

Signature

E. J. Bryant

Position

E. J. Bryant

Date

2-9-70

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

2
FEB 8 1971
LOCAL LEAGUE BROOKLYN CENTER

STATE MINNESOTA

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

FEDERAL GOVERNMENT ~~AA~~ MAKE AND SET MINIMUM STDS. WITH HELP OF SPECIALISTS. STATE AND LOCAL RESPONSIBLE FOR OVERSEEING AND ENFORCING. MAJORITY FAVORED USING REGIONAL ARRANGEMENTS WHERE APPLICABLE. PRIME RESPONSIBILITY SHOULD BE STATE FOR ENFORCING STANDARDS

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

REASONABLE CONTROLS ENFORCABLE BY LAW WITH THE AGENCY FUNDED SO ENFORCEMENT IS POSSIBLE. TIMETABLES IMPORTANT AND SET BY FEDERAL GOVERNMENT. ONE UNIT (6) WISHED TO HAVE A RE-EVALUATION OF CONTROLS. ARE CONTROLS EFFECTIVELY REDUCING AIR POLLUTION?
INSPECTION AND SAFETY CHECK WITH LICENSE RENEWAL. STDS. AT TIME OF MANUFACTURE.
WISHED PRIVATE GROUPS, CONSERVATIONISTS, ECOLOGY EXPERTS POOL INFORMATION AND WORK TOGETHER

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

SUGGESTION: AGREEABLE TO ALL

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

TAX INCENTIVE FOR AIR AS WITH WATER BUT EVENTUALLY A COST OF DOING BUSINESS, REALIZING TAXPAYER EVENTUALLY PAYS THROUGH USER COSTS AND HIGHER PRICES FOR GOODS. SMALL BUSINESS PROTECTED FROM EXCESSIVE EXPENSE OF POLLUTION CONTROL EQUIPMENT. ONE MEMBER NOT IN FAVOR OF TAX INCENTIVES.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement? ELECT RESPONSIBLE OFFICIALS WHO WILL PROMOTE AND SUPPORT ENVIRONMENTAL QUALITY. MAKE SOMEONE SPECIFICALLY RESPONSIBLE FOR PROBLEMS OF ENVIRONMENT. PERHAPS A SEC. OF ENVIRONMENT. NEED OF EDUCATING PUBLIC SUGGESTION FROM ALL UNITS. PUBLIC HEARINGS AND RIGHT TO SUE BUSINESS THAT DOES NOT COMPLY WITH STDS. NEW BUSINESS MUST GET LICENSE FROM P.C. AGENCY TO OPERATE. ENFORCEMENT SHOULD INCLUDE PUNITIVE MEASURES, SUCH AS FINES

No. members in local League 54

No. present at consensus reaching meeting 29

Signature Mrs. C. E. Johnson

Position EP Chairman

Date Feb 1, 1971

*Comment from many members
the consensus taken too soon,
felt we had only scratched
the surface

ENVIRONMENTAL QUALITY

FEB 2 1971

CONSENSUS QUESTIONS ON AIR POLLUTION

LWV OF BROOKLYN PARK
MINNESOTA

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Set and enforce standards and policies- also set ~~pollution~~ penalties.

Federal minimum standards should lead the way then sliding scale down to the state and local level.

There should be regional arrangements where necessary such as the Lake Superior area and Mississippi area where such cooperation is essential.

Majority opinion is that the Federal level should set the pace in standards and assume the responsibility. Minority opinion is for local responsibility.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

Air Quality Standards such as motor vehicle inspection, burning bans, efforts in the mass transit field, strict penalties.

B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Yes

- III. FINANCING: How should the various costs connected with control of air pollution be paid for?

The polluting industry should bear the brunt of the cost where possible. Fines and strict penalties for the polluter-also licenses could be revoked when they don't comply with the law.

Minority opinions: A head tax for private citizens-the more children the more you pay.

- IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Constant educational programs for the public with public hearings .
Citizens should be able to sue the polluter.

No. present at consensus 8- Tues. unit
reaching meeting 12- Wed. unit
No. Members in local League 26

C. Proeschel
Treasurer
2-1-71

FEB 18 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

Burnsville

STATE

Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1977* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?
- a. Majority-- Government should have the right to set standards. A strong minority felt that government should also have the power to revoke ~~polluters~~ the right to operate of those who pollute.
- b. Federal government should set minimum standards. States should be allowed to set higher standards. Majority felt that local governments should have the right to set higher standards in certain situations. One unit stipulated local governments representing 500,00 or more population. The feeling seemed to be not to want to close the door on local governments right to set higher standards, even though it would probably not be necessary for it to do so if federal and state standards were adequate. A very small minority felt local government should not be allowed to maximize standards above the state level.
- c. Opinion was almost evenly divided between those who favored regional arrangements and those who did not. (The did nots had a very slight numerical edge.) Those who did not favor regional arrangements felt that the need for these arrangements were gone if the Federal government is now going to establish (cont. on back)
- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

Majority agreed they would support such regulatory controls as those listed in the FACTS and ISSUES, "A Congregation of Vapors" and any other controls that might be needed to reduce air pollution. Majority strongly supported the need for continued public education about the effects of air pollution and the reasons for air pollution control regulations, in order for the regulations to be successful. A strong minority felt that adequate mass transit should be made available to help cut down on vehicular pollution.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

- I c. (continued) national standards(Muskie Bill 1970). A small minority favored inter-state regions controlled by the Federal government and intra-state regions controlled by the state.
- d. Majority felt the Federal government should have the prime responsibility to set standards and controls. A moderate minority felt they did not have enough information about the contents of the latest Clean Air Act(Muskie Bill),to have a strong opinion at this time. A small minority felt the state should have the prime responsibility for controls and standards.

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

General feeling was that Federal government should set standards adequate enough to remove the need for any lower level of government to have to set higher standards. Lower governmental levels would then be able to concentrate on enforcement. States should still have the right to set higher standards if they felt Federal regulations were inadequate. Opinion was splintered on local governments right to set higher standards than state. Some felt it would not be practical, time and moneywise, for local governments to establish their own standards. Others felt it should not be necessary if Federal and State standards are adequate. One unit felt that local governments representing more than 500,000 population should be able to set higher standards than state. A small minority felt that each lower level of government should have the right to establish more stringent standards than the next higher level.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Majority support was evidenced for some limited form of financial aid to industry to help meet the cost of controlling air pollution. (Tax incentives, low interest loans to small business) Strong feeling that this aid should be limited and that the consumer should be protected against paying twice for the cost of pollution control (for example, through tax incentives and increased product price).

A strong minority opinion was expressed against aid of any kind (financial). Pollution control was held to be a cost of doing business and it was felt that the consumer would pay that cost in increased product price anyway.

A small minority felt the Federal government should pay the cost of air pollution control research.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Majority listed the following safeguards they felt should be provided; (1) More widely published hearing dates, (2) reports written in layman's terms, (3) Inform citizen of the laws and his rights under those laws.

A strong minority felt that public participation was safeguarded by the present laws. Individual participation under these laws was encouraged.

A small minority felt there should be a publicly funded agency available to help individuals who might wish to take action (such as a lawsuit) against a governmental agency.

No. members in local League 68

No. present at consensus
reaching meeting 49

Signature

Jacqueline L. Tarnae

Position

Chairman, E. Q. Committee

Date

2 - 15 - 71

FEB 12 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

Chaska

STATE

Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Since pollution is a Nation-wide (really world-wide) problem both units felt that the federal government should set minimum guide lines. Many members mentioned the difficulties of enforcing standards. One unit felt that the state governments should be responsible for enforcement of standards. The member also agreed that regional arrangements would have to be made since problems do not stop at state and county borders. This is another reason for federal standards.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

Levy heavy fines if company fails to meet standards. If this fails company should be forced to shut down. However a reasonable time schedule should be determined. Also there could be tax incentives to reward pollution control by industry.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

One unit felt that each lower level of government should be able to establish and enforce more stringent standards than the next higher government level. The other unit felt the federal government should set standards but lower government levels should have right to an appeal for special situations.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

There will probably have to be higher taxes to pay for the regulatory and enforcement agencies. Everyone will have to be willing to pay more for products and utilities.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

There will have to be much public education and information. There will have to be pollution inspectors like public health inspectors, etc.

No. members in local League 54

No. present at consensus
reaching meeting 25

Signature Mrs. Gerald R. Orvis

Position Environmental Quality Chairman

Date February 10, 1971

III
LEAGUE OF WOMEN VOTERS OF THE U.S. Local League
1730 M. Street, N. W.
Washington, D.C. 20036 State

FEB 8 1971

Cloquet

Minn

ENVIRONMENTAL QUALITY

FEB 8 1971

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the Environmental Quality Leaders Guide for Air Pollution 1970-1971 which contains (pp 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Federal government should set minimum standards with state or regions having the right to enforce more stringent controls. Regional arrangements should be encouraged and prime responsibility lies with polluter.

II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

Planned deadlines for industry to meet, controls on motor vehicles of all kinds, furnaces, washing powders, definite proof from new industrial product that it will not pollute. Stringent controls even if inconvenient to individuals.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

We agree the lower levels of government should have the right to enforce stringent standards over the next higher governmental level.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Industry should absorb some of the cost with some paying more than others depending on profit + amount of polluting. Also tax incentives, government loans + research. Consumer + tax payer will eventually foot the bill to pay for a better life quality.

IV. PUBLIC PARTICIPATION? What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Public hearings to set standards

Education programs

Publicity

Right of a citizen or group to bring suit against industries known to be polluters.

No. members in local League 42
No. present at consensus
reaching meeting 27

Signature Mrs. Ben Trochil
Position National Stem Chairman
Date Feb. 5, 1971

FEB 17 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

COLUMBIA HEIGHTS

STATE

MINNESOTA

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. **POLICY AND PROCEDURES:** To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Power to set minimum standards, enforcement, fines, close down industry, give tax incentives* *50%

Primary power to federal, next to state, next to local. Local to report and investigate. State should coordinate all pollution agencies. International cooperation is also important

Regional need if more than one state is involved. If federal standards are strong enough more layers of government are not needed.

Prime responsibility to federal - but if states wish more rigorous standards and enforcements their wishes should prevail.

- II. **REGULATION:** A. What kinds of controls will you support to reduce air pollution?

1. **Inspection, design of automobiles**
2. **Control of type of fuel for cars**
3. **Inspection of industry**
4. **Control of new types of plants before construction (zoning, permits pollution control devices).**
5. **Timetables for compliance for established industry.**

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Approve strongly (including AEC)

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

1. Tax incentives - 100% support
2. Effluent tax
3. Fines - 50% (large fines for polluters)
4. E.O.A. adequately funded for research
5. Loans - public and private
6. Consumer and industry must share costs.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

1. Public Meetings and Hearings with widespread publicity
2. Have a central complaint number (adequately funded and staffed).
3. Membership Boards to be balanced with representatives from industry, citizens' groups and elected officials.
4. State Commission to hear complaints.

(Suggestions made for next year's study - population growth and distribution - and solid waste (#2).)

No. members in local League 37

No. present at consensus
reaching meeting 27

Signature



Position

President

Date

Feb 12 1971

FEB 3 1971

A CONGREGATION OF VAPORS



- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about REGIONAL arrangements? Where should the prime responsibility lie?

Involvement of govt. on all levels. Since the problems vary from state to state, it is important that Regional arrangements exist. Fed. govt. should carry the main responsibility in controlling and enforcing the

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

Industrial pollution should be controlled by govt inspection. Various research programs. Controls of emission.

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Good idea! Since the geographic position varies among states so does the industry and with it pollution. Local authorities should be able to enforce standards if seen proper.

- III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Industry should take care of its own waste. Federal and State aid may provide an incentive by grants and loans for (fixed time duration) the cause.

- IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation on air quality standards, their implementation and enforcement?

Public service of information and education. TV advertising and other mass media are very effective. It should have appeal to all - soap manufacturers as well as private citizen working for a cleaner world.



Mrs. S. D. Sahlstrom
106 Golf Terrace
Crookston, Minnesota

League of Women Voters Crookston, Minn
with ~~the~~ ~~the~~ Unite in Fertile.

Mrs. S D Sahlstrom
Pres. Crookston League.

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE Duluth
STATE Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Gov't; regional, state and local have the right and responsibility to set standards higher than Federal standards, when appropriate for their area.

The Fed. Gov. has the primary responsibility to set minimum standards and must have the power and funding to enforce these standards.

The burden of proof of pollution rests with both Gov. and industry.

Regional arrangements are strongly recommended.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

Consensus was shown for strong Gov. controls on industry and individuals that will allow for proper air quality.

-controls could be on industry with requirements to disclose emission content.

-controls on individuals could include gas rationing with development of mass transit.

The suggestion was made that Fed. emission standards coupled with local ambient air standards may be the most feasible arrangement to improve air quality.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Strong support for this concept.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Gov. and industry should each pay for their own costs.

- Gov. costs should include research for standards, inspection and enforcement.
- 6. Industry costs should include abatement equipment and its attendant research costs, industry also bears the responsibility for the cost of monitoring devices.
- Marginal industries should be eligible for low interest long term gov't. loans.
- Gov't. buying should be restricted to those industries which are cooperating in air pollution control.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Consensus was shown for citizen action to be expressed through public hearings and citizen suits.

No. members in local League 196-200

No. present at consensus
reaching meeting 96

Signature Mrs. John R. Kohlberg.

Position Chmn. Environmental Qual. Comm.

Date January 27, 1970

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

FEB 11 1971
LOCAL LEAGUE Edina, Minnesota
STATE Minnesota
13 units, 254 members
February 9, 1971

ENVIRONMENTAL QUALITY
CONSENSUS QUESTIONS ON AIR POLLUTION

I. POLICY & PROCEDURES:

All Edina units want federal gov't to set minimum standards (ambient & emission), 3 emphasize strong standards, 8 want prime responsibility with federal gov't, although 2 say it rests with citizens. 11 units want states to enforce standards, 10 would like states to be able to set more stringent standards, 5 want monitoring at lowest gov't level, close to pollution source. 5 units agreed regional arrangements may be necessary, 1 thought it not appropriate for air except for monitoring & enforcement, another that it is an unnecessary layer of gov't & intrastate regions lead to red tape. 1 suggested metropolitan regions, another wants international regions, also. 3 units said new '70 bill is excellent, & now well staffed and funded programs should be enforced by cooperative gov't levels. 1 wants a statutory Nat'l deadline for pollution abatement.

* (See other side)

II. REGULATION:

Edina units interpreted controls differently. Six units agreed car inspection was a good control, 1 stipulating "yearly & mandatory". Five units agreed enforcement of present laws was a good start, but 3 stipulated need for a realistic timetable for compliance. Five units thought fines were a control, whereas 3 others thought of them only as sources of revenue, and 3 would like Minnesota violation raised to a felony. Three units believed controls also meant technology such as alternate forms of propulsion, mass transit, regulating fuels, technology for low sulfur (or recycling), enforcing open burning bans, requiring controls in blueprints for new industry, & even controls of life style (i.e. metered freeways, gas rationing, not making goods injurious to environment; limiting use of electric power, population control, discouraging single persons in cars, & discouraging concentrations of industry).

B. 10 units want states to set more stringent standards

III. FINANCING:

Seven units agreed on limited tax incentives, 2 limiting it to early in control, another on equipment & redesign, another for those who accept high standards, another for small industries to enable them to compete with larger firms. Three other units insisted industry pay costs of control, 7 allowing for research or low-interest loans (2 including loans to state & local gov'ts). 6 units admitted costs ultimately are borne by individual, so one said people must be educated to be willing to pay, & 2 units said tax to pay for inspection & enforcement must be levied. One said enforcement must be financed by the gov't, another that state gov't should bear cost of monitoring & administering, with federal help if necessary. 8 admitted money would come from fines against offenders, & one unit wondered where fine \$ goes now. 3 units said recycling could return some of the cost. One suggested LWV get behind immediate funding, as authorized funds need to be appropriated.

IV. PUBLIC PARTICIPATION:

8 units agreed there should be public hearings for setting standards, 4 said citizens should be allowed to sue violators (1 even sue the government). Three units emphasized citizen pressure groups to counteract lobbyists, 9 emphasized publicity & information be made available (i.e. state information service, pollution index, meetings, population control, recycling information, education & research, technology to solve problems, citizens rights, coming events). Information should get to schools, as well as to re-educate industrial officers on urgency & technology.

* Quote from one consensus:

"Gov't should develop timetables which balance citizen-human needs & pollution standards, to allow for gradualism in meeting standards without severe dislocation. However, such gradualism should be toward ultimate, final installation plans, not make-shift, diversionary temporary devices."

Consensus committee: Barbara Cassleman, Myrtle Coe, Helen Mjolsnes

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

Excelsior Area

STATE

Minn.

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Federal govt. should set the highest standards for pollution control & enforcement. State & local govt. should adopt PCA standards & enforcement. Regions should remain as designated under Air Quality Act of 1967.

New industry with a national or inter-state market be required to get a permit from the Fed. Govt. for ~~operation~~ operation in a non-polluting manner.

Presiding Officials in the courts should be better informed as to pollution laws & regulations.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

PCA should have more money for personnel & equipment to monitor & check the various kinds of pollution.

A standard symbol could be used on products of companies complying with PCA regulations. New scientific inventions or new products should include re-cycling techniques & consumer & ecological safeguards before being released to the general market.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

yes, they should have the right to establish & enforce more stringent standards than the next higher gov't level.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

*Industry should pay as far as possible (consumer will eventually pay, anyway)
Pollution-solving & Controlling devices will undoubtedly create new industries, thus giving more employment & taxes.
Tax or credit could be given to small industries for pollution controls installed.*

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

*Public hearings for implementation plans be required & all forms of the media be used to inform the public.
More pressure from the public for higher standards & better enforcement.
Equal opportunity in news media for presenting opposing views against organized advertising by large corporations.*

No. members in local League 14

No. present at consensus reaching meeting 15

Signature

Dorothy Lutzman

Position

Environmental Chem.

Date

Feb. 15, 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

FEB 18 1971
Falcon Heights

Minnesota

STATE

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?
- Federal Gov't.-Research and determine effects of pollutants and set ambient air quality limits; Enforcement, especially on national industries (cars, etc.) and where states will not enforce.
- State and Local Gov't.-Set emission standards (May be more stringent but federal standards are minimum); Enforcement.
- Regional-Needed to handle regional problems (metro areas and interstate situations); Enforcement.
- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?
1. Increased and stringent enforcement by all levels of government. Strict standards important; safeguards to guarantee enforcement must be established.
 2. Yearly auto inspection--mandatory and cost tied in with license fee.
 3. Expand mass transit
 4. Limit use of car within city (metro areas)--no more freeways within metro areas.
 5. Outlaw incinerators unless adequate controls are present to limit pollutants; All backyard burning must be banned.
 6. All new plant sites must be approved; they may have to face stricter regulations to begin with.
 7. Monitoring devices in plants for onsite inspection.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Agree with this general approach.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

1. Higher priced products. (Industry adds cost of control to product).
2. Tax incentives to industry; definite time limits should be applied for incentives.
3. Higher taxes by public if necessary.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

1. Public hearings should be required on standards and regulations proposals and on all major enforcement actions.
2. Citizens committees encouraged.

No. members in local League 42

No. present at consensus
reaching meeting 26

Signature

Mary M. Halden

Position

National Chairman

Date

February 13, 1971

COPY (for State file)

MAR 12 1971

From: FARIBAULT

MINNESOTA

ENVIRONMENTAL QUALITY
CONSENSUS QUESTIONS ON AIR POLLUTION

I. POLICY AND PROCEDURES: TO CONTROL AIR POLLUTION, WHAT POWERS SHOULD THE GOVERNMENT HAVE? HOW SHOULD THESE POWERS BE DIVIDED BETWEEN FEDERAL, STATE AND LOCAL GOVERNMENT? WHAT ABOUT REGIONAL ARRANGEMENTS? WHERE SHOULD THE PRIME RESPONSIBILITY LIE?

Government should have the right to set clean air standards and to prosecute violators of laws which define those standards. The prime responsibility for controlling air pollution must reside with the federal government, since an air pollution problem may originate in one state but affect other states as well. Enforcement procedures should be initially carried out by the states involved, however, with the right of intervention given to the federal government when states fail or cannot act.

II. REGULATION: A. WHAT KINDS OF CONTROLS WILL YOU SUPPORT TO REDUCE AIR POLLUTION?

Most of our discussion time was spent in determining where the responsibility for controlling pollution lies, and we did not come to any definite conclusion about kinds of controls.

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

REGULATION: B. WHAT DO YOU THINK OF THE SUGGESTION THAT EACH LOWER LEVEL OF GOVERNMENT SHOULD HAVE THE RIGHT TO ESTABLISH AND ENFORCE MORE STRINGENT STANDARDS THAN THE NEXT HIGHER GOVERNMENT LEVEL?

We could not arrive at a consensus on this question. Many felt that each lower level of government should be able to enforce more stringent standards; others strongly felt that the federal standards should be so high that state or local standards would not need to be higher.

III. FINANCING: HOW SHOULD THE VARIOUS KINDS OF COSTS CONNECTED WITH CONTROL OF AIR POLLUTION BE PAID FOR?

The consensus was that certain favorable tax allowances should be made to industries to encourage development of anti-pollution devices, plants, products, etc. We realize that the costs connected with the control of air pollution will be absorbed in the cost of manufacture in industry and that these costs will be passed along to the consumers in form of higher prices.

IV. PUBLIC PARTICIPATION: WHAT SAFEGUARDS SHOULD BE PROVIDED TO INSURE GENUINE OPPORTUNITY FOR PUBLIC PARTICIPATION IN DECISIONS ON AIR QUALITY STANDARDS, THEIR IMPLEMENTATION AND ENFORCEMENT?

We touched on this briefly. Plans to allow for public hearings when the standards are being set are desirable, and information on their implementation and enforcement should be publicized.

No. in League 38

No. present at consensus
reaching meeting 20

Phyllis Schuster
Nat'l Chm.

FEB 16 1971

League of Fridley,
Minnesota

ENVIRONMENTAL QUALITY
CONSENSUS QUESTIONS ON AIR POLLUTION

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

The Federal Government should set the Air Quality Standards for the whole country - and set them as high as possible to make the air as clean as possible.

States should continue to set strict emission standards, but, perhaps it would be better if the Federal Government set as strict emission standards as possible for the whole country.

All members favored State and Regional enforcement, monitoring and inspection with Federal reviews.

Two units felt that enforcement should start on the local and regional levels, with the State or Federal assuming responsibility if the local or regional levels failed to do an adequate job.

Implementation should be on a State level.

One unit suggested emergency plans should be implemented on the Regional level. The same unit felt where a Region coincided with existing Metro-Council, enforcement, monitoring and air alerts should be under the control of the Council instead of forming another governmental unit.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

Not in order of priority:

Vehicle inspection

Issue permits

Periodic inspection of equipment

Monitoring, constant and computerized where possible

Close polluting plants (1 unit)

Fines

Full disclosure of emissions

Tax emissions (1 unit)

A small minority suggested that pollution control devices be constructed so that the motor would cease to run when the devices fail to function.

- B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

In certain areas with special problems, higher standards could be set by States or Regions, but the majority felt that we should strive for the highest national standards possible so this would not be necessary. (Any excess pollution contributes to world-wide pollution.)

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Added tax on gasoline for research and/or inspection costs.

Research grants given by Federal government to industry, universities, etc. to develop more efficient control devices, and alternate sources of power, etc.

Research on effects of pollution should be done by the Federal government or a group not connected with the polluting industry.

Government loans to industry - supported by 2 units.

Long term - low cost loans were stressed by one unit - no tax incentives.

Tax incentives only if necessary to get the job done more quickly. (2 units)

Industry should pay its own bills in so far as possible. Very strong opinion in all units. Members recognize cost would probably be added to cost of product.

Industry-wide tax on those that do a great deal of polluting, such as paper mills. (1 unit)

Administrative costs should be shared by State and Federal Governments - perhaps 2/3 paid by Federal as we have now.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Must have a provision for public hearings, and anyone who wanted to should be allowed to testify before the committee on standards and implementation.

Two units felt that State Pollution Boards should be required to hold hearings in each Region.

One unit felt that a community should be allowed to petition to have a hearing in their Region if they felt it necessary; otherwise, open hearings at the State level would be adequate.

Two units felt that an individual should be allowed to take a polluter to court.

One unit felt that the individual citizen probably would not have the money to take a polluter to court, so it was more important for a class-action to be brought by a group such as the Isaac Walton League.

Unit I - 6, Unit II - 5, Unit III - 7.

since the 1970 law just passed came after study started, some of the areas of concern are covered by it. Resource people did not have new law available to study, so could not tell if some points were covered.

FEB 12 1971

LOCAL LEAG Golden Valley

STATE Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Prime responsibility to set standards and check enforcement should be the federal gov't. States should be allowed the option of setting stricter standards or suggesting new ones. State and local gov't. should enforce the standards and go to next higher lever of gov't. if not able to do so.

One unit said the polluter should be taxed higher or fines levied by the pollution agency.

Three units felt that mass transportation plans were very important - Federal gov't should help those states who are investigating or planning such a system, which is important to solving air pollution.

One unit suggested the federal gov't should be responsible for education and training of qualified people to enforce the laws.

II. REGULATION: What kinds of controls will you support to reduce air pollution?

General feeling was that whatever controls are necessary would be supported in order to comply with standards. There should be a timetable for converting and compliance. Incentives such as low interest loans to companies by the gov't to install equipment or convert to new systems, as well as fines for ineffective equipment.

We only received one copy of consensus questions from national

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than next higher gov't level?

Each lower level of gov't should be able to set stricter standards. One unit felt that the state could set higher standards, but not a lower level of gov't.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Varying ways involved such as federal grants, taxes, revenues and fines. Strong feeling that industry should absorb much of the cost. Federal gov't should pay for research and give the tax credits to companies making changes.

One unit suggested gov't help pay costs of those relocated because of job elimination.

One unit said that if prices on products are raised, consumer should know so he will feel that he is helping to control pollution.

One unit suggested that if costs were attached to the product, it might slow consumption and thus help in conserving resources.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

All favored citizen participation on committees and agencies. Citizens pressure should be exerted, and they should be able to file suits against offenders. There should be public hearings for implementation procedures and standards.

One unit suggested a whole network of local environmental commissions leading up to governor's commission to hold hearings around the state.

Another unit also suggested local committees set up to make suggestions and help police standards.

No. members local league 103

No. present at consensus 55
reaching meetings

Signature
Position

Dorothy Wickesberg (Mrs AK)
EQ Resource chairman

Date February 10, 1971

FEB 16 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE GRANITE FALLS

STATE MINNESOTA

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?
- A) The federal govt. must set the standards and the states should be able to raise these standards.
 - B) The federal govt. should set the standards and it should be the responsibility of the states and localities to raise them.
 - C) With state governments cooperating more and more regional cooperation will be achieved.
 - D) The major responsibility should be with the state governments after the federal govt. has set the standards.
- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

It was the consensus of the group that they will support controls leading to the betterment of the state and local governments.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

This is good. It should be the responsibility for local and state governments to raise the standards set by the federal govt. if it is possible.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

It should be the responsibility of the polluters to pay the cost with perhaps a subsidy at the beginning to help them out. There should be a penalty if it is not taken care of at a specified date.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

The group felt that the new legislation will protect the consumer. Another favorable aspect of the new bill is that it recommends one central director.

No. members in local League 33

No. present at consensus
reaching meeting 20

Signature

Lena Lindbeck

Position

Env Quality Chm.

Date

2-9-71

FEB 12 1971

League of Women Voters of the U. S.
1730 M Street, N. W.
Washington, D. C. 20036

LOCAL LEAGUE Greater Mankato Area
STATE Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the Environmental Quality Leaders Guide for Air Pollution 1970-1971 which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

All members felt that government should have the power to set standards and to enforce them. All felt that minimum standards should be set by the federal government. Most felt the state has the prime responsibility for enforcement. Most members felt regional arrangements were of doubtful value and would work only if an enforcement agency were available.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

Most members would support fines and injunctions against air polluters, and, if necessary, shutdown of sources of pollution. These controls should be handled by a government agency staffed by professionals in the field of pollution control.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

The majority of members in attendance felt that each lower level of government should have the right to do this. Most felt it would be very desirable. A small minority of about five members were afraid that if local standards were more stringent than state and federal standards, businesses might stay away from the community and they felt this would be bad.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Most members felt that government should help either with limited tax incentives or by giving research grants to universities or other institutions involved in research on air pollution control. Most felt that the manufacturer or other polluter should pay the costs of controlling pollutants by known control technology.. A few members felt polluters should also have to pay the costs of research and development of control devices without any help from government. There was not a clear consensus on who should pay for inspection and testing. At least ten members felt the state should pay these costs. Another 15 felt the state could charge a fee for emission inspection. Several members felt the consumer should pay added costs of pollution control in the products he buys and all agreed that this would be unavoidable even if it was not desirable.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

All felt that the public should be educated about pollution and also about the laws concerning it. The public should be made aware of steps they can take to combat air pollution, either individually or as part of the consuming and tax paying public. The public should also be urged to put pressure on government and industry to clean up the air by enforcing and obeying the laws which have been enacted. They should be urged to attend workshops and public hearings and to urge the enactment of new laws if they feel this is necessary.

No. members in local League 86

No. present at consensus
reaching meeting 54

Signature

Nancy Holden

Position

National Items Chairman

Date

February 1, 1971

FEB 12 1971

League of Women Voters of the U.S. LOCAL LEAGUE
1730 M Street, N.W.
Washington, D.C. 20036

Hibbing

STATE

Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

The Federal Government should have the prime responsibility to control air pollution. Since more research is needed, this phase should be shared with industry to avoid duplication. The Federal Government should present guidelines and have broad powers. It should not make arbitrary decisions so that it is not possible for the lower forms of government nor industry to meet these standards by a specified date. The Federal Government needs to have the power to enforce its regulations. The States need to know their own particular needs, to organize and attempt to solve them.

Local Governments need control for such things as heating plants, garbage disposal, etc. If regional arrangements cover more than one state, the Federal Government should have control. However, certain powers could be delegated to the areas involved.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

The Federal Government should set criteria for certain regulations. Such as emissions from cars, trucks, and so forth, thus reducing carbon monoxide and nitrogen oxide. Reasonable standards should be set for industry so that it would be possible to meet them. Regulations are also needed in regard to incinerators, disposal of trash, and so forth. If coal or other fuels which have a sulphur content are used, a standard should be set in regard to the amount of sulphur. This would decrease sulphur contents of oxides in the air.

One unit indicated that the people must accept these controls, be willing to pay more and to sacrifice some of our individual privileges since it is a matter of existence.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

The Federal Government regulations should have a broad base over all state and local governments. But at times lower levels of government need to have more stringent regulations to cover a particular situation so they should be able to pass such regulations with the approval of the Federal Government.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

The Federal Government should have the major role in costs of pollution.

One unit has suggested that money might be channeled from the Viet Nam and space programs. Another suggestion was that 6% of the National budget would bring in about 12 billion dollars.

Industry needs to do its share. Through research new methods of control of pollution will be found. In new plants, the necessary steps can be planned in advance as a part of the cost. Whenever possible alterations should be made in the older factories. One suggestion was that the Federal Government might give incentives to business to meet the new standards, especially in cases where a hardship would be borne by local people by the closing of a plant.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Each individual should do his share to end pollution. Simple steps like the use of their own car, disposal of trash, and cooperation with local governments would be of assistance.

Individual rights should be protected by such laws as the new 1971 law which allows citizens to bring suits against municipalities and industry.

A local commission could be appointed to guard rights, to inform the general public about the need for pollution regulations.

No. members in local League 95
No. present at consensus 22
reaching meeting _____

Two unit meetings of the five units have meetings too late in the month to be included.

Signature

Marion Ward

Position

President, Hibbing, Minn. LWV

Date

Feb. 11, 1977

MAR 22 1971

League: Hutchinson
State: Minnesota

CONSENSUS QUESTIONS ON AIR POLLUTION

POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local governments? What about regional arrangements? Where should the prime responsibility lie?

Whatever powers are necessary to stop the air from ~~being overpolluted~~ becoming more polluted.

Different standards will be needed for different areas.

All forms of pollution should be controlled.

Federal Government should define "What is polluting".

Federal Government in particular should enforce the pollution caused by industry & transportation.

Pollution is everyone's problem.

The local government should be responsible for particular pollution problems.

Regional arrangements are necessary both economically and in the area of authority in certain forms of pollution.

Most important - the Laws must be enforced. This is the courts responsibility.
City & County governments working together could accomplish more.

REGULATION: A. What kinds of controls will you support to reduce air pollution?

Anything the Federal Government will support & enforce; especially controls of pollution caused by mass transit and sulfur.

B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

The league is definitely in favor of this

Some state or community might have a greater pollution problem than maybe another community.

The state or community know its' own problems better than the federal government.

A community may work harder at fighting air pollution if there is local concern & enforcement.

FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Loan money to industries to fight pollution.

taxes - one form of financing

fighting pollution should be a shared cost

People spend lots of money on other things - such as luxuries.

Industry & business spend a great deal of money on investments.

PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Make the public aware of the many ways people are polluting.

Educate the public about pollution & the need to fight pollution

Hold local meetings for the public to air their views on pollution.

Not allow the Federal Government to be over powerful.

Number of League members 30

Number of members present 10

Consensus taken by Secretary - Dorothy Bullert

Date report sent 2/19/71

Sorry about the hand-typed form but ~~original~~ original copy was lost.

FEB 16 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

Jackson

STATE

Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Minimum standards set by federal & state governments, with local &/or regional setting more stringent regulations.
prime responsibility lies with local.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

We will support strict controls over factories & automobile emissions

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

yes, each lower level should have the right to enforce more stringent controls for a clean environment.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

A combination of companies' shareholders & customers of the companies

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

periodic public hearings; appointments of local interested persons to the various pollution control agencies; making heads of pollution control agencies elective

No. members in local League 24

No. present at consensus reaching meeting 6

Signature Sharon Lundblad

Position 1st V.P.

Date Feb 10, 1971

FEB 19 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

Mahtomedi

STATE

Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

The majority felt that there should be federal Standards with state control and enforcement with federal stepping in if the state does not enforce or control.

A minority felt that there should be federal laws and control with the state having power to set higher standards, and that there should be state enforcement first, and then federal enforcement if state doesn't carry out its responsibility.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

~~No agreement reached here.~~

^{There} The majority felt that ~~that~~ there should be well regulated auto emissions with checking of autos through state inspection.

That citizens should have the right to bring suits against polluters especially if the state does not. There were about half in favor of this and the other half either against or undecided.

The majority also felt that strong steps should be taken in prevention rather than enforcement.

Most felt that regional enforcement would be difficult.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

The majority felt that states should have the right to set up higher standards than Federal if so desired.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

The majority felt the individual ^{should pay} for the cost of pollution from a product in the cost of the product. A built in cost of disposal in the purchase price. This is generally, with some exceptions such as garbage.

The Federal Government should serve as an advisory board, but each industry should be responsible for meeting its own pollution standards and the costs connected with them.

Private research should be financed by industry.

Minority felt the consumer should be taxed on products.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

The majority felt that there should be ample public hearings allowed for any of these "laws".

There were mixed feelings about individuals suing polluters.

There should be reasonable control over size of packages products are wrapped in so that we aren't having to dispose of unnecessary extra packaging.

State pollution control agencies should be set up in such a way that they represent the public citizen rather than vested interest parties.

No. members in local League 45

No. present at consensus
reaching meeting 19

Signature Marilyn L. Cummings

Position National Chairman

Date 2-13-71

FEB 16 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

Maplewood

STATE

Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

- a) The government should set minimum standards; enforce penalty; provide tax advantages for a set number of years; set up a continuing air quality education program.
- b) Set minimum standards -- to federal
Provide tax advantages -- to federal
Policing -- federal, state, local (with emphasis on local)
Continuing education -- all three
- c) Leave regional arrangements as they are.
- d) The prime responsibility should lie with the local public.

II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

We support the following controls:

- 1. Burning bans
- 2. Ordinances to enforce oxygen-producing landscaping around apartment complexes and trailer parks
- 3. Restriction on cars going into certain heavily populated areas.
- 4. Pollution control inspection on autos and air planes.
- 5. Inspection of factory pollutants
- 6. Treaties with other countries saying we won't build the supersonic if they don't. Even if they do, they wouldn't be allowed to land on our fields.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Yes, we think each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

- a. Consumer and manufacturer -- ~~fair sharing~~ fair sharing
- b. By each of us through products
- c. Fines from policing
- d. Tax breaks for certain period of time (3-5 years)

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

- a. Regional hearings with public attendance
- b. Continuous air quality education
- c. Adequate machinery for handling complaints

No. members in local League 26

No. present at consensus
reaching meeting 13

Signature

Barbara Oliver

Position

Secretary & Air Quality Chairman

Date

February 10, 1971

FEB 8 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE Provisional Marshall

STATE Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Complete consensus on absolute powers to the government to set minimum standards.

Complete consensus that the federal government should set guidelines.

Membership was evenly divided between state as the strongest enforcement body and local as strongest enforcement body.

Strong minority felt enforcement recommendations should be sent from local health officer to Regional enforcement board when inter-state problems are involved.

Consensus that prime responsibility should lie with the individual citizen.

Strong minority felt that prime responsibility should lie with the federal government.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

Consensus on a type of state level board.

Strong minority agreed on a regional level board for inter-state problems.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Consensus reached that each lower level of government should not have the right to establish and enforce more stringent standards than the next higher government level--necessary that the highest level sets strict enough standards--at least a minimum.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Consensus that business must use its profit to pay for pollution control.

Strong minority asked for reorganizing of priorities.

Strong minority asked for a tax according to the % of pollution done.

Minority asked for no new taxes.

Minority asked that state continue federal policy in Clean Air Act not to purchase goods from agencies and companies that pollute.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

No consensus

Strong minority asked that we be assured of open sessions of all rulings and all committee meetings. This group also asked for education for all people and that individuals write to their Congressmen.

No. members in local League 63

No. present at consensus
reaching meeting 4

Signature Mrs. Lewis H. Furda

Position National Program - Environmental
Loyalty

Date Feb. 5, 1971

League of Women Voters-US Environmental Quality study
AIR POLLUTION

Minneapolis, Minn. consensus

January-February 1971

I. POLICY AND PROCEDURES

A. What powers should government have?

1. Unanimous feeling that government should enforce standards
2. Nearly unanimous feeling that government should set standards.

(Note: the apparent contradiction here is ^{because} one unit of about a dozen members agreed that absolutely pure scientific decisions as to "safe" standards could be better made by an independent scientific group rather than a governmental agency which uses political considerations when setting standards.)

- 2, a. there was a small minority which specified ^{here} that emission standards should be set as well as ambient air.

3. Various court procedures or judicial remedies were the third most agreed upon power. Almost half our units reported unanimous or very strong feeling here. This category includes suggestions such as injunctions, fines, penalties, burden of proof on the polluter, etc.

4. There was a small minority who supported incentives and/or subsidies.

B. How should powers be divided between federal, state and local gov'ts?

1. Very strong consensus (nearly all members) thought minimum standards should be set at the national level but about half conditioned this by adding that states and/or local governments should have standard-setting powers to the extent that they could make the federal standards more stringent.
2. Slightly more than half thought enforcement should be a local function and about 1/3 thought it should be a state function.
3. A small minority added that the federal level should be able to enforce as a last resort if local or state levels refuse
4. Various other minority answers include: all levels should help finance, research should be local, and disclosure of polluters should be made by both federal and state pollution agencies.

C. What about regions?

1. Slightly more than half thought regions were good for several reasons.
2. About 20% either said they hadn't enough information to answer to showed it in their unresponsiveness.
3. Small minority was concerned about overlapping--would rather have cooperation among the 3 governmental levels.
4. Another small minority feared that regional standards might be lower than national, eg. already polluted regions might be allowed to have "dirtier" standards than the rest of the country, as a matter of feasibility.

D. Prime responsibility

1. A strong majority (about 75%) thought it should be federal.
2. The minority was evenly divided in the following 3 responses:
a. state b. local c. all levels

II. REGULATION

A. What kind of controls? (Answers in order of decreasing support)

1. Strongest support for regulating or taxing fuels that pollute.
2. Fines
3. Controls of various kinds on car engine design and emissions
4. Regulating, requiring permits and inspecting of pollution control equipment for industry.
5. National ban on outdoor burning
6. In-plant inspection and good monitoring
7. Transfer to mass transit
8. Zoning controls
9. Definite timetables
10. Criminal charges
11. Publication of emissions

B. What about each lower level's right to establish and enforce more stringent standards?

1. Overwhelmingly Yed. (25 of 27 units reported their members were unanimous)
2. One "no" unit felt that the federal level "always supersedes" and the other was the unit that wants a non-governmental scientific board to establish really "safe" standards.

(Note: This is a very real question to Minnesotans who have seen their state go to court to try to set more stringent nuclear discharge standards from a proposed nuclear generator than those set by the AEC.)

III. FINANCING--How should the costs be paid for?

- A. The most commonly given answer (more than half our units reported it as a first, second, or third choice--mostly first choice) was some version of the polluter should pay. This was also phrased "expense of pollution control is a cost of doing business" and consumer will pay the cost if it's passed on."
- B. The next most suggested answer was tax incentives or subsidies
- C. Tying for third place and suggested by about 1/6 of the units were:
 1. Federal help
 2. Fines
 3. Taxes
 4. ~~Loans~~ Loans to older industrial concerns to install pollution -abatement equipment
 5. Two units had as their first choice, special taxes to halt certain polluting purchases:
 - a. 1¢/lb. tax on all manufactured good to be used for solid waste disposal rather than incineration
 - b. tax on electric appliances to cut down consumer demand.

IV. PUBLIC PARTICIPATION--how insure genuine opportunity for?

A. Half our members thought there should be a right to bring legal action against a polluter.

B. Next most given answer was more information about standards before public hearings and more widespread publicity before public hearings.

C. Third was the encouraging of citizens groups as "watchdogs."

(Note: This is a wellpublicized phenomenon in this area. The media have carried many stories about environmental groups' charges that certain permits, variances or other actions permitted by agencies are unsafe.)

D. Fairly strong minority mentioned advisory groups or individual consumers giving advice in setting standards or on citizens' advisory committees.

E. About the same minority strength was apparent for education of the general public as to its own pollution habits as well as more education to industrial polluters.

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

Minnetonka

STATE

Minnesota

FEB 16 1971

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Our League feels that the prime responsibility for standard-setting and enforcement should be the federal government's. The majority believes there is need for some kind of regional control structure to facilitate this process. A minority feels that primary responsibility should stay "close to home" with either local or state authority, backed up by federal policing power. (One unit pointed out that, philosophically, the basic responsibility lies with the individual.)

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

In this area we have a variety of minority opinions, but no real consensus.

Support of auto inspections and other measures to control auto emissions was expressed by some, also support of private burning bans. There was some feeling that standards and enforcement should first be applied to industry. There was apparently a lack of uniformity in how this was discussed in our six unit meetings, or at least in how it was recorded.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

This was one of our few points of unanimity! We feel that more stringent standards on lower levels should tend to force higher ones on the federal level. One unit thought the governmental level with the stricter standards should take precedence in enforcement. However, with standards set for individual pollutants, this would be almost impossible to apply.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Some restricted tax incentives were upported by all units, with some specifying tax breaks or low-interest loans, presumably government subsidized, for pollution control equipment. Fines againstt polluters were mentioned by a majority, and three units (of six) favored special taxes to support pollution control agencies and measures (but there was no agreement on what level of government should levy the taxes.

Interesting comments: "The bulk of control cost should be borne by industry as a

cost of doing business." "The public should be willing to pay more for products *
IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Here the dominant theme seemed to be the need for greater public education and support for the principles and specifics of pollutioncontrol. Two units felt public hearings were essential, whereas one unit wondered whether the long time-lag imposed by such hearings on the standard-setting and enforcement process nullified their usefulness. Among ideas mentioned were exertion of pressure on legislatures and industry and use of ditizen groups as advisors to government bodies.

No. members in local League _____

No. present at consensus 71
reaching meeting _____

Signature Florence C. Boyle

Position National Topic Coordinator

Date February 12, 1971

* and services to insure non-polluting production." "Government grants to industry and universities would stimulate research." "Planned reconversions (to non-polluting materials and methods) by industries will lessen economic shock, avoid by-offs."

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

Maarhead

STATE

Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

1. The Federal gov. should have strong power and supply research funds and information.
2. Lower levels of gov. should be able to have strict standards, and these should be upheld in court

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

1. We are willing to support high standards necessary to have clean air.
2. Education of public is important here.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

*Very important, here in Minnesota
this has been a problem with
the mining industry and the power
companies.*

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

- 1. incentives for industry*
- 2. as a rule the groups felt that the
average citizen would pay for it.*
- 3. Gov. provide research funds*

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

- 1. Public Hearings*
- 2. appeals in Court*
- 3. Education*

No. members in local League 51

No. present at consensus
reaching meeting 40

Signature

Judey Koeb

Position

National Chairman

Date

Feb 13, 1971

FEB 16 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

Moundsview Provisional
League of Women Voters

STATE Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?
- A. All our members agreed that the government should have the power to set and enforce standards. 16 members also felt they should have the power to inspect. Eleven felt they should have the power to test. Eleven members would also give them the power to prosecute. Other comments: the standards should be updated and continually examined, and a pollution court should be established.
 - B. All of our members felt the Federal government should have the power to set minimum safe standards. The State should have the power to inspect and enforce standards as well as to set up their own department. The local government should also have the power of enforcement and inspection.
 - C. All of our members were in favor of regional arrangements.
 - D. Seventeen of our members felt the prime responsibility should be with the Federal government. Five members were in favor of State and Regional responsibility and one member felt it should be divided among all levels.

II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

- A. Twelve members said they would support any controls to keep pollutants at a healthy level.
 - 2. Phase out of the internal combustion engine. (11 were in favor, emphasizing a mass transit system. 1 member felt families should have only 1 car.)
 - 3. Control specific activities which emit harmful pollutants. (Example: the burning ban.)
 - 4. Products should be researched before put on the market to assure it won't pollute. (5 were in favor of this)
 - 5. Stronger emission standards for stationary sources. (Both visible and invisible.)
 - 6. Regulate use of fuels, some fuels not allowed. (small minority)
 - 7. Support world wide controls so companies moving out of the country would not be allowed to pollute.
- Other Comments: A special tax on cars the money to be used toward developing new forms of transportation. Also mentioned was zoning ordinances for industry and highways.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

All members present agreed with this unanimously.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

1. Industry pay their share as a cost of doing business. (7 in favor)
2. Individuals pay their share. (7 in favor)
3. Low interest loans. (16 in favor)
4. Government buying to influence pollution control.
5. Have fines a source of revenue for pollution control.
6. Tax incentives--- temporary tax break for one year. (several were in favor)
7. Federal grants to universities and companies for pollution research and pollution control.
8. Federal agencies should be supported by federal income tax. State by state tax.
9. One person felt money should be given outright to companies for installation of pollution control devices.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

1. Public hearings.
2. Right of redress. (Sue as a group action)
3. Assurance that it is a definite issue in elections. Candidates should take a definite stand.

No. members in local League 54 (1 member transferred)

No. present at consensus
reaching meeting 23

Signature Betty A. Wilson

Position Resource Committee Chairman

Date Feb. 12, 1970

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE NEW BRIGHTON

STATE MINNESOTA

FEB 2 1971

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

At the federal level of government, the consensus was that broad basic standards should be set. 1/3 of the members felt that these standards should be reviewed each year and be made more stringent. 1/3 felt that special care should be given to standards for aircraft and industry at the federal level. At the state level the consensus was that the states should be allowed to set more stringent standards. 1/3 of the members felt that states should be especially concerned with problems peculiar to its own state. No consensus was reached at local level. 1/3 felt that local government should encourage individual initiative in the home & neighborhood to minimize pollution. 1/3 felt that no local ordinances should be set. 1/3 felt that they should adopt the ordinances set by the state. All agreed that monitoring and enforcement should be done at the state and local levels. 1/3 felt that all areas of pollution should be dealt with by a single agency. The consensus on regional arrangements was that where a common problem exists between states a region should be set up. 1/3 of members added that these regions should act in an advisory capacity. 1/3 thought that regions set up within a state might have more enforcement power than individual local ordinances. Concerning prime responsibility--the consensus was that the burden of proof should rest with the polluter.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

The consensus was that emission standards should be set and that all standards should be enforced by law. 2/3 of the membership felt that ambient air standards should be set. 1/3 felt that if adequate emission standards were set, it was not necessary to set ambient air standards. Other suggestions: 1/3-standards for green space (O₂ production); 1/3-mass transportation as a control; 1/3-immediate temporary measures such as closing down a suspected polluter until he can prove he is not polluting; 1/3 stressed prevention rather than cleanup.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

The consensus is yes--each level of government should be able to set more stringent standards than the next higher level. 1/3 added that the national standards should be high.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

The consensus is that the cost of pollution should be included in the cost of product or service causing the pollution. Fines should be diverted to pollution control costs. Other suggestions: 1/3-individuals pay progressively higher amounts for services over a minimum use of natural resources (e.g. electricity); 1/3-encourage low interest loans to individuals and industry for anti-pollution controls; 1/3-encourage government to use products that do not pollute; 1/3-divert military spending to pollution control and research instead of raising taxes. Inspection and monitoring to be done by the government. 2/3-states should pay the extra costs if their standards are more stringent than federal. 1/3-specified use of state funds with matching federal funds.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Consensus was reached on the following: 1) well publicized public hearings; 2) education and informational programs to make the public aware of the problems and possible solutions. Other suggestions: 2/3-representation on pollution control agencies from the public with provision for electing some members; concerned citizens and citizens groups to act as watchdogs for polluters; 1/3 suggested local ticketing of visible emissions; publication of emissions from industries; and consumer pressure.

No. members in local League 62

No. present at consensus
reaching meeting 33

Signature

Jojo Clague

Position

President

Date

1-30-71

League of Women Voters of the U.S.

FEB 12 1971
LOCAL LEAGUE Northfield

1730 M Street, N.W.

Washington, D.C. 20036

STATE Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

- I. **POLICY AND PROCEDURES:** To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

The federal government should have the powers to set strict standards and establish strong enforcement of laws to provide the cleanest air possible. Some feel that a separate cabinet post should be established whose only responsibility would be to protect the environment. Atomic radiation should be treated as an air pollutant instead of being regulated by the AEC only.

The primary responsibility for setting standards should belong to the federal government, so that states are not tempted to lower their standards to compete for industry. Enforcement should be by local or state officials. If they fail to enforce the federal standards, then the federal government should have the power to enforce them. Regional arrangements should be unnecessary with good federal standards. The prime responsibility should lie with the federal government.

- II. **REGULATION:** A. What kinds of controls will you support to reduce air pollution?

The government should regulate vehicular engine design, fuel type and composition, manufacturing processes, power plants, and incinerators. There should be high taxes on polluters and excise taxes on consumer articles that pollute. Potential polluters will need a license to operate, and can be inspected at any time. A polluter could be shut down during an investigation.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

For unusual geographic problems higher standards could be established and enforced by a lower level of government.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Primarily the burden should be on industry itself, as a cost of production, which in turn is passed on to the consumer. Government should subsidize basic research directed to finding less polluting fuels, controlling noxious emissions, and finding new kinds of non-polluting products to replace old polluting products. The government itself should buy only from non-polluting industries.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Well publicized public hearings should be held before setting standards, or allowing new industries to be built. Class action suits should be allowed.

No. members in local League 77

No. present at consensus
reaching meeting 40

Signature Elizabeth Henderson

Position E. Q. Chairman

Date Feb. 10, 1971

League of Women Voters of the U.S.
1730 M St. NW.
Washington DC.C 20036

LOCAL LEAGUE OWATONNA
STATE MINNESOTA

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the Environmental Quality Leaders Guide for Air Pollution 1970-1971 which contains (pp.8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. **POLICY AND PROCEDURES:** To control air pollution, what powers should the government have? How should these powers be divided between federal, state and local government? What about regional arrangements? Where should the prime responsibility lie?

Federal set basic standards and enforce them.

State and local standards should be allowed even more stringent laws.

Regional standards to be set by Federal Government

A minority felt that Federal should do more research on Mass Transit.

- II. **REGULATION:** A. What kinds of controls will you support to reduce air pollution?

This was felt to be an ambiguously worded question.

Stringent standards should be enforced, protecting citizens' right to clean air - finally leading to a goal of zero pollution.

A small minority felt that there should be very stringent controls on some specific issues - vehicle inspection, fuel types; car ownership, numbers and size.

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Yes, but Federal and State Standards should not be so low so that neglect in some local instances could ensue.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

*Tax credits to Industry and low interest loans.
Higher prices of products have to be accepted by public - Taxes
and/or higher prices will cost in either case*

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

*Support and control through committees, interested organizations, etc.,
(Owatonna already has such an organization to cope with complaints, suggestions, etc.)
The right for the public to complain and support action groups should be protected.*

No. members in local League 49

No. present at consensus
reaching meeting 30

Signature Jon Vagt
Position Nat. Ag. Chmn.
Date Feb. 2nd '71

FEB 16 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE RED WING

STATE MINNESOTA

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?
- A. Government should have power to set minimum standards for the public health and well-being, and to monitor industry. It should train personnel to test effects of pollution, and should find and pass on technical assistance to industry, for specific types of pollution.
- B. Local and state governments should be able to set some standards which would deal with specific problems that geography or some industries cause. However, the very nature of air makes regional standards, set by the Fed. Govt. necessary. (International standards were also discussed.)
- C. The prime responsibility still lies with the individual: he must protest bad air. He must also pay for its elimination in some manner, either by higher prices, taxes, revision of life style - or suffer bad health.
- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

Controls on cars and heavy industry seem to be the thing to press for first.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

B. Each lower level of government should retain the right to set more stringent standards because of being close to and able to survey emergency situations. However, it was also felt that lack of uniformity in local laws could be used by industries who would threaten to leave communities with more stringent laws.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

There was a strong feeling that in the last analysis the individual pays. The question is: do you pay through taxes or as a consumer? Most of us felt that paying as a consumer would be more direct and in the end, less expensive. If business pays for pollution abatement equipment and passes the cost on to the consumer, competition will adjust costs and make companies more efficient. (A local industry head commented that air pollution equipment added three years ago made their heating operation more efficient and has paid for itself.) Government should give more tax breaks and small business loans for this purpose.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

The public lacks knowledge of such things as radiation pollution and must depend on the government for this.

In general, however, it was felt that the public must be educated to recognize pollution problems. Advertising and consumer buying play a huge roll in our society. Use these to educate. Companies respond to public pressure. Local newspapers and radio stations must act as watchdogs for the public, and individuals must participate. Minority opinion: politics plays too large a part in problem.

Suggestion; Government should stop buying from polluters. Same as Civil Rights laws. Ex: Paper - one item, paper companies are big polluters. Also defense contracts to polluters should be investigated. Government vehicles should be first to stop polluting.

No. members in local League 59

No. present at consensus reaching meeting 12

Signature

Barbara Title

Position

Environmental Quality Chm.

Date

Feb. 13, 1971

FEB 16 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE Robbinsdale
STATE Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Members unanimously agreed that government should set standards for ambient air quality, emissions and set timetables for compliance. One third indicated that government should have on site inspections and power to fine violators. A large majority said that government should have the right to initiate law suits. All thought that minimum ambient air standards should be set by the federal government but 2/3 want the states and local governments to be able to set higher standards. 1/3 wants federal standards to be high enough so there will be no need for tougher local standards. Prime responsibility for setting emission standards for moving sources of pollution should be held by the federal gov. 4/3 wants emission standards set by states; while 2/3 did not distinguish between ambient air and emission standards. Enforcement should be on all 3 levels but a majority want state and local agencies to have prime enforcement responsibility. Enforcement on moving emission should be by federal government at time of manufacture. (continued at bottom of this page)

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution? Members all want strict enforcement of standards. Majority favors fining polluters. Government should not buy products of violators. A large minority favor limiting conveniences and if consumers over use they will have to pay extra for that convenience. One third suggested that vehicle emissions should be checked routinely to insure proper functioning of pollution control devices. A large minority said they did not want nationalization of industries that refused to comply with pollution control regulations.

(I. continued) A majority favors encouragement of cooperation between states in interstate regions. A minority thinks interstate regions are not workable because there is no organized power structure under which to work. A majority say ultimate responsibility should lie with the Federal Government.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Two-thirds said that lower levels should be able to set and enforce stricter standards if they are willing to pay the costs and consequences such as possible loss of industries.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

2/3 of members favored government grants for research. A large minority favored tax incentives. 1/3 wanted tax penalties for and fines used for enforcement and research. A large minority favored user taxes. About 1/2 of members want industry to pay the greatest share of costs and they realize that these costs will be passed on to the consumer in most cases.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Members were unanimous in desiring well-publicized hearings for the public on both emission and implementation plans. A majority feel that individuals should have the right to start a law suit against polluters. A small minority suggested that there should be an environmental bill of rights.

No. members in local League 48

No. present at consensus
reaching meeting 32

Signature Barbara D. Pyle
Position Environmental Chairman
Date 2-1-71 2-1-1971

state

MAR 3 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE Rochester
STATE Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Government should be able to set standards, inspect emission levels, and enforce compliance. Standards should be primarily federal to ensure uniformity, and avoid industrial blackmail where companies threaten to locate or relocate where standards are lax. The state can provide the necessary inspection and through its PCAgencies bring suit where non-compliance is found. Regional arrangements e.g. air quality regions are fine to delineate the problem areas but are virtually powerless as agencies of inspection and enforcement. A political entity must fund and be responsible. As yet, we have no workable solution to a multiplicity of overlapping regions (ie. water, air, soil conservation).

We do support the provisions of the Air Quality Act 1970. The League should lobby for adequate funds for this bill.

International standards may be necessary. Cooperation on this level should be solicited.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

The group is willing to relinquish secondary "freedoms", both for itself and the community as a whole to obtain the more vital goal of a safe and liveable environment. In an air emergency, it would support police powers to forbid traffic flow into a city or region, and mandatory reduction in use of power. With regard to industry, we have seen that fines are not enough to discourage polluters, especially when they are tax deductible as a business loss. We support closing of plants where reasonable notice and opportunity have failed to produce compliance. Power utilities must be prohibited from encouraging new and unessential uses of power. They should husband their resources as belonging to the people to allow time for development of alternative sources of power.

We must undertake the re-education of the public. Priorities should be re-evaluated. Mass transit developed. Research into new power sources encouraged, and a substitute for the internal combustion engine established.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

We support the principle that a lower level of government has the right to establish and enforce more stringent standards. Concretely, Rochester, located in the Zumbro River Valley, subject to temperature inversions 15% of the year and with a wind velocity 0-7mph, one-third of the year, might set standards so high as to prohibit industrial development or at stress periods might limit auto traffic flow within city limits.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

The group is well aware that the public will foot the bill, but wants the primary responsibility to be with industry. They are to remove pollutants from the effluent air before exhausting it and absorb the cost directly. No government subsidies to install devices; no tax credits. We did not discuss (1) human assistance in terms of displaced jobs, nor (2) possible government underwriting of research.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

1. Adequate pre-notice of hearings. More than once and in more than one medium.
2. Local newspaper to carry pertinent information to allow citizens to take a knowledgeable stand. (Reluctance to admit an existing problem for fear of discouraging industry or tourism must end.)
3. Citizen suits against polluters or government regulatory agencies sustained in future laws.
4. Federal and local inspection in all cases.

A minority opinion expressed a wish for a referendum in a community when stronger standards are proposed.

No. members in local League 103

No. present at consensus
reaching meeting 65

Signature

Katherine Sholtz

Position

President

Date

Feb. 15, 1971

League of Women Voters of the U. S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE----- Rock County
STATE----- Minnesota

FEB 17 1971

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

I. POLICY AND PROCEDURES:

- A. Standards to provide adequate ^hhealth protection for all individuals where ever they live should be set by the federal government. Standards should be based on research on the effects of pollution on human life and on the national environment. Most of our members felt that basic research should come first, to be followed by regulatory and disciplinary powers; but that the federal government should make the final decisions when an immediate problem is acute.
- B. The federal government should make final decisions; otherwise regulations can be enforced at state and local levels with the federal government reserving the right to step in when lower levels do not meet their responsibilities. There was considerable confusion among our members as to which level of government should have which powers, due to the clear understanding on our part of what state lines can do to thwart efforts. (We live with our western boundary the state line between Minnesota and South Dakota and our southern boundary the state line between Minnesota and Iowa.) A minority felt that local pollution could be dealt with locally; the majority felt that this was not likely to work out.
- C. The majority said that regions for control should be nationally set to enforce observance of nationally set standards. A minority felt that regional arrangements were unnecessary if federally uniform standards were used and felt that regions would mean a duplication of costs and efforts.
- D. Primary responsibility for setting standards should lie with the federal government. Primary responsibility for enforcement should lie with the local and state government. At all times the federal government should have the right to step in when lower levels fail to assume their responsibilities.

II. Regulation:

- A. We feel the most stringent regulations should govern polluters. They should be identified individually and shut down immediately until they meet national standards. The majority of our members felt that the burden of proving that they are not polluting should rest with the polluters rather than with the government having to prove they are polluting.
- B. There was unanimous agreement that local and state levels should be allowed to set more stringent standards when they feel such are needed; even so, some of our members recognized the possibility that our state might lose some industries to neighboring states with the result that we might still have the pollution but lose the economic advantages.

Some of our members (probably a minority) felt that political pressures could be offset by having the standards set by regulatory agencies like the FCC.

III. Financing:

The consensus was that the polluter should pay to clean up his own pollution. We also felt that fines should be heavy for violations. This would imply that the polluters should research their own abatement processes; however, some of our group felt that basic research on standards should be funded by the federal government; also that the states should pay for their own enforcement procedures.

IV. PUBLIC PARTICIPATION:

There was almost unanimous agreement that citizens should have the right to sue the polluter whether it was an industry or any level of the government. (i.e. sue the polluter as perpetrating a crime against the public good even though the individual bringing the suit might not specifically have been harmed.)

There seemed to be general agreement that when citizens see pollution they should go into immediate action as individuals as well as with groups to protest and to demand that standards be set and then that standards be met, and should demand proof that there is no pollution in each case.

Studies should be made of land use to determine what pollution may develop before allowing a potential polluter to establish himself.

Education needed so each person will be aware of what he can do as an individual.

FEB 24 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE Roseville
STATE Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Powers. The federal government should set standards to accept no risk to health or property.

A. The powers of inspection

1. Federal inspection of major industry and power plants of interstate problems such as aircraft and railroads.
2. State inspection of auto emission levels, intrastate industries, state institutions such as schools, hospitals, and prisons.
3. Local inspection of residential sources such as furnaces and incinerators.

B. The power of prevention

1. Federal- require best available air pollution control devices on major new factories and require all new cars to meet strict standards.
2. State- accept responsibility for installing pollution control devices on state-owned property including vehicles.
3. continued

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

We support annual or periodic automobile emissions inspections. We support mass transit. We encourage levying heavy fines on polluters. We want injunctions to stop violators. We want more publicity about the convictions of violators.

3. Local- require approved heating systems and incinerators for new construction as part of the building code, Regional arrangements were strongly favored to replace local whenever logical, mostly for enforcement.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Each unit of government should have the power to set more stringent standards than the federal standards.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Industry should regard pollution control as a cost of doing business. Second choice is a tax relief for 3-5 years to induce industries to install expensive equipment before they are taken to court.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

There should be local and regional hearings for setting standards with provisions for periodic review; such as every two years. Individuals as well as corporations and government officials should be welcomed to testify. Citizens should be able to initiate court action against corporations for losses of health aesthetics etc.

No. members in local League 93

No. present at consensus
reaching meeting 44

Signature Dorena Sandifer

Position Director - National Office

Date Feb. 12, 1971

FEB 10 1971

Local League St. Anthony
State Minnesota
Unit Jan 19-20, 1971
Members 31 Guests 3 at consensus
Total membership 55

ENVIRONMENTAL QUALITY
CONSENSUS QUESTIONS ON AIR POLLUTION

- I. **POLICY AND PROCEDURES:** To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Federal government: 1. set good minimum standards. 2. prime responsibility for setting standards.

State: enforce federal standards; set and enforce more stringent standards/

Local: set local standards which may be higher than the federal, have inspection and enforcement powers.

Region: not considered a necessity except where special problems exist.

Minority: question the cost required to set up, operate, and enforce efficiently.

- II. **REGULATION:** A. What kinds of controls will you support to reduce air pollution?

Support mandatory annual car safety and emission checks.

Public pressure control by consumer purchase.

minority:

1. tax relief incentive

2. support mandatory disclosure of pollutant discharges by industry.

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Majority: agree

Minority: agree state should be allowed more stringent standards than federal. Disagree for local and state. Regional problems should be treated individually.

III, FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Cost of pollution control passed on to consumer through purchase price.
Industry to be given tax relief consideration

Minority: 1. feel Federal government should give low cost loans to existing deserving companies to obtain pollution abatement equipment. New companies should be built to meet standards. 2. state taxes should be used to pay for inspection and enforcement. 3. fines.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Public education program so general public will be willing to pay more for items whose price includes the extra cost of pollution abatement. Better communications between pollution agencies and public, for example better publicity for public hearings.

JAN 29 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE St. Cloud Area
State Minnesota

ENVIRONMENTAL QUALITY
CONSENSUS QUESTIONS ON AIR POLLUTION

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

The prime responsibility lies with the Federal government to:
establish air quality criteria on all pollutants,
set minimum standards on all pollutants,
enforce minimum standards thru air quality regions:
NAPCA regions, state, or local community governments--
whereever applicable.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

- A. Heavy (meaningful) fines for polluters.
- B. Closing down of polluting industry for non-compliance.
- C. Tax incentives to industry to clean up.
- D. Government boycott of products manufactured by a company that pollutes.

Minority opinions:

- A. Penalties of imprisonment on producers of polluting products.
- B. Federal government makes public information naming companies that violate standards.
- C. Surcharge added onto products that pollute, such as cars and containers. The added cost would be clearly marked on packaging providing public awareness and education.
- D. Class action lawsuits on behalf of all people in similar situations.
- E. Abolishon of the internal combustion engine.
- F. Wheel tax on automobiles.
- G. Ration electricity.

(The above statements are not listed in order of importance.)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

YES

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

- A. Establishment of an Environmental Trust Fund and Bank financed by the sale of Environmental Savings Bonds sold to the public. The monies received would finance construction of such facilities as waste treatment plants, air, water, noise abatement and proper land use management. The loans would be long term and low interest.
- B. The costs of cleaning up and maintaining a healthful environment should be paid for by everyone. The general feeling was that industry would pay the main burden but the costs would most likely be passed on to the consumer (as always).

Minority opinions on specific financing:

- A. Reappropriation of national budget from military appropriation to environmental defense.
- B. No profiteering from sale of added on anti-pollution devices such as the type used on autos. The manufacturer can make his profit on the product not because the government made him act in the public interest.
- C. Industries could pay their share of the clean-up at the expense of the stockholders. They would also be responsible for innovation and disposal of waste products.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

OVERWHELMING AGREED: Public hearings at the local level would insure public participation. Notice of time, day and agenda of meeting to be published in advance of hearings.

Minority suggestions for safeguards:

- A. Citizen Commissions as watchdogs for implementation and enforcement.
- B. Citizens right to sue industry and government for non-compliance.
- C. Advance planning for cross section of citizens groups to speak at hearings.
- D. Hearing boards should not be represented by special interest groups, for example a U.S. Steel executive on a board judging U.S. Steel's liability in dumping mercury into Lake Superior.

No. members in local League 100
No. present at consensus 35

Signature Abby Fischmann
Position Environmental Quality Chairman
Date Jan 20, 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE ST. LOUIS PARK

STATE MINNESOTA

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: 1- To control air pollution, what powers should the government have? 2- How should these powers be divided between federal, state, and local government? 3- What about regional arrangements? 4- Where should the prime responsibility lie? 1- Majority viewpoint that fed. govt. should set first standards. 2- Majority viewpoint seems to be that the states should have the right to set higher standards than fed. if they feel they are warranted. Minority felt that local govt. should be given exclusive authority or authority in conjunction with the state for setting standards and enforcement. 3- Majority felt air quality regions were necessary to handle the common problems of policy and enforcement. Minority viewpoint: the state govt. should be higher, state legislature over local and fed. for air quality regions. 4- Majority viewpoint for local enforcement, then state and finally to national. Minority fed. govt. for setting and enforcing minimum standards. Minority: policy should come from a regional area.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution? A. Majority will support most kinds of controls; especially inspection agencies on transportation and industries and public pollution. Strong enforcement with consistent decisions and penalties.

Minority: support incentives and tax breaks with a time limit; thereafter, high fines and meaningful jail sentences to force compliance or force out of business.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Majority feel strongly in support of this statement.

- III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for? Majority viewpoint was that industry should be given a tax break to help them clean up! Majority also felt there should be federally funded research programs with info. going back to the public and industry. NOTE: suggestion from one person in a unit that space engineers (unemployed) should be put to work on these probs. and paid by the fed. govt. as in the space program. Minority viewpoint on taxes on gasoline -- cents going to research on freeing gasoline of pollutants. Minority viewpoint on govt. buying as incentive and cost of pollution control devices included or added to cost of product.

NOTE FROM BOTTOM: Unit minority viewpoint on IV. is that public could stop purchases from known polluters if monitoring results were published.

- IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement? Majority viewpoint was for public hearings on standards, implementation and enforcement -- massive education programs for school and general population -- publish standards and monitoring results -- public have right to bring law suits against offender with burden of proof taken off public -- public should be able to register complaints with local pollution control agency and know that the agency will investigate. (One unit felt that the local govt. charter should require ordinances on setting standards with public meetings required before an ordinance can be effected with a special dept. for pollution to ensure public participation with a hired professional at its head with inspectors. Minority of one member felt that a continual flow of info. from this dept. to the news media to keep it in the public eye is a good idea. SEE ABOVE IV.

No. members in local League 158

No. present at consensus
reaching meeting 81

Signature

Position

Date

Lianne Liljekrans
Environmental Quality
Chairman
2-15-71

St. Paul

AIR QUALITY CONSENSUS
13 Units

FEB 9 1971

Feb. 8, 1971

Consensus Questions on Air Pollution

1. Policy and Procedures: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements: Where should the prime responsibility lie?

There was agreement that air quality, the setting of minimum standards and their enforcement, were proper concerns of government. Participants were agreed that the establishment of minimum air quality standards can be most effectively done by the Federal government. The Federal government was also assigned the power to enforce standards in the area of aircraft pollution and interstate pollution. One unit felt the Federal government should assume responsibility for the regulation of automobile emissions.

Regional powers of enforcement were mentioned by three units as being desirable in cases of interstate pollution. One unit felt regional enforcement would not be effective. One unit felt it would be better if regional officials were appointed rather than elected as this would remove them from the influence of special interests.

Opinion was about equally divided on the question of assignment of enforcement powers; half favoring municipal enforcement of Federal standards and half giving this power to the states. One unit stated that local government was perhaps the least effective means of controlling pollution because of the power which could be exercised by local industry. One unit felt that enforcement should be handled on the local level. Two units felt that the federal government should take major responsibility for continual research into pollution control technology and a program of education of the citizenry on air quality. One unit stated that control of pollution should be at the governmental level just above the political region of those involved, pointing out that international treaties are needed when pollution becomes a hemisphere or global problem.

2. Regulation:
 - A. What kinds of controls will you support to reduce air pollution?
 - B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

A. Members expressed support for the following controls to reduce air pollution (in the order of the frequency mentioned): a) higher fines for polluters, b) limitation on highway construction, c) limitation on downtown traffic, d) emission controls on automobiles even if this would add to the cost of the vehicle, e) a ban on open burning, f) restrictions on power consumption, g) encouragement of the use of low sulfur coal. Also mentioned were: a ban on non-returnable containers, continual monitoring, recycling of waste products, restrictions on snowmobiles, laws enforcing eventual replacement of the internal combustion engine, require the use of non-leaded gasoline, statewide inspection of all vehicles (including power boats and snowmobiles) at time of purchase and once a year thereafter, controls over aircraft pollution, shutdown of plants convicted of illegal pollution, regular status reports by industry on emissions and plans for improvement, require environmental impact statements before approval of new projects is given, a tax imposed on a second car, encourage legislation designed to discourage excessive advertising of products and power consumption which contribute significantly to air pollution.

All units agreed that lower levels of government should have the right to set more stringent standards than the larger governmental unit. Two units felt this right should not be extended below the state level of government.

3. Financing: How should the various kinds of costs connected with control of air pollution be paid for?

Financing continued: All units were agreed that the cost of improvement of air quality was going to be high but differed on how the costs were to be apportioned. The majority favored the use of taxation in some form, e.g. tax deductions or credits for installation of pollution control equipment, a use-tax based on the concept of citizen ownership of resources. Many favored placing the cost of pollution control on the users of the product or service involved. In regard to the cost of enforcement: Several units suggested that the costs of enforcement should be shared, as much as feasible, by state and federal governments. One unit felt that fines should be used for research.

4. Public Participation: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement:

All units were agreed that public hearings should be held on implementation plans as well as the setting of standards. The hearings should be well publicized in all the media with HEW criteria information published well in advance of the hearings. Many units requested publication of specific information on pollution levels in the individual neighborhoods, with identification of polluters, and enforcement activities. The concept of public hearings was expanded to include a broad program of public education on problems of air quality control and sources of local information. The following concern was expressed by a number of units; that a constitutional amendment be sought to the Minnesota Constitution for a reallocation of dedicated highway funds for the development of a minimally polluting alternative transportation system.

All questions were answered by all units in considerable detail, indicating concern about the topic.

Mrs. George Young, Chairman

League of Women Voters of the U. S.
1730 M Street, N. W.
Washington, D. C. 20036

LOCAL LEAGUE

St. Peter

Minnesota

STATE

FEB 11 1971

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the Environmental Quality Leaders Guide for Air Pollution 1970-1971 which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

The federal government should have prime responsibility for setting standards, but each lower level should be able to impose stricter ones. Most felt the federal government should enforce standards, but a strong minority wanted a federal-local arrangement wherein local people would do actual enforcing. All wanted local deputies and monitoring services. Mandatory state car inspection should be implemented. A federal control agency should not be the spokesman for industry, and should consist of mostly pure scientists, smaller numbers of businessmen, and no congressmen!

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

Laws limiting the numbers of cars, the setting up of mass transit systems should occur, recycling should be encouraged. Industry should be made to bear the burden of proof that they aren't harming the environment. The government should control stationary sources of pollution.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Yes, definitely.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

There should be adequate and immediate federal funding. Also, increased taxes should be imposed on offending industries.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Public hearings should be held when standards are being set.
Citizens should have the right to bring suits against polluters.
The federal government should set up a public information service regarding all matters of interest pertaining to air quality.

No. members in local League 48

No. present at consensus
reaching meeting 36

Signature

Sara Bailey

Position

Nat'l Resource Comm. Chmn.

Date

2-9-71

STATE

FEB 11 1971

Silver Bay
Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

1. **POLICY AND PROCEDURES:** To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Federal responsibility for setting standard.
State controls and regulations should be
allowed over Federal standards - allowing
updating and localization of problems. Monitoring
at State level.

Local govt should be the identifier & polluter. State Committee should supervise solution.

State Commissioners
Prime responsibility for supervision - H + Natl.
Salvage - industry

II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

REGULATION: A. What kinds of controls will you support to reduce air pollution?
New Industry must meet standards before beginning. Public transportation required for cities.

You submit
 staggered office hours for accommodation to
 abroad

Technological improvements are imperative

Education of persons supervising these problems an absolute necessity

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Approve - for State level especially

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Tax Relief for existing industries - to improve pollution.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Open Hearings following the laws of jurisprudence

Public education should never be relaxed.

No. members in local League 30

No. present at consensus reaching meeting 10

Signature Mrs. Vernon D. Lee

Position Vice Pres.

Date Feb. 1971

2/19/70

Dear Mrs. Brascugli,

I'm sorry this
Consensus is late -
Apparently I had
the wrong address
when I mailed it
the first time.

A. Salmi

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE L.W.V. of the Mid-Mesaba

STATE Virginia, Minn. 55792

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

The federal government must set standards, to be used as guidelines for regional and/or state and local governments. If "regional" means multi-state, we regard that as either joint state or subdivision of federal.

Local governments (state-county-city) should have enforcement powers such as the right to demand public hearings, even in the absence of local ordinances and state statutes. States and citizens should have quick complaint procedures at their service.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

Some form of licensing probably will be required for industry. Perhaps another approach might be that industry must prove that it is meeting standards, in order to operate, rather than government trying to detect violations.

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

We believe that each level of government should have the ultimate right to establish higher standards than the next because this is the traditional American aid to progress, but again because air pollution knows no boundaries, only large area enforcement will be very feasible. We hope that any controls enacted will anticipate and avoid jurisdictional disputes.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

The pollutor should be charged with the cost of cleanup because this is the best preventative. Enforcement will result in an advantage to the pollutors' competitors. (We are aware that in the final result the cost will be born by the consumer.)

Penalties for polluting should be severe enough to make compliance practical.

A tax advantage for those who comply may make cleanup more desirable.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Fix responsibility on elected officials and provide for truly informative public hearings to which adequate notice has been given in order to insure opportunity for citizen participation.

No. members in local League--52

No. present at consensus
reaching meeting 6
(4 units represented)

Signature Mrs Dorothy M. Salmi

Position Co-Chairman Pollution Comm.

Date Feb. 8, 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE Wayzata Area

STATE Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. **POLICY AND PROCEDURES:** To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

The federal government should set minimal standards with provision for their enforcement. The state should have the power to set regional standards. Local governments should work with neighboring governments to set and enforce standards that will protect their local environment.

If the order of power should be reported, let us say that the prime responsibility should be: 1) Federal, 2) State, 3) Regional, & 4) Local.

- II. **REGULATION:** A. What kinds of controls will you support to reduce air pollution?

1. League Action
2. Inspections
3. Tagging
4. Fines
5. Permits
6. Reporting by the Public

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Each level should set standards to re-enforce one another.

The "federal" should set minimal standards with provision for their enforcement.

The "state" should be able to set stricter standards and insure their enforcement.

The "regional" level of government should be able to set (cont. ~~even stricter standards and make recommendations to the state below~~)

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Industry should be able to apply for government loans or should be given tax incentives.

There should be heavy taxation, up to the confiscatory level on high polluting, non-essential items, (such as snowmobiles, power boats, etc.)

Federal and state governments should appropriate the necessary funds to carry out a workable program.

for better enforcement and implementation.

Local governments should set standards and pass ordinances to protect their local environment.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

"Citizen" advisory boards, perhaps called "Environmental Councils", should be set up in every village, city or town to insure local participation in preserving their environment.

Also, existing and/or new laws should be supported by the reporting of violations by the public.

No. members in local League 58

No. present at consensus
reaching meeting 21

Signature Mrs. Alan Sweetser

Position National Item Chairman - Air Quality

Date 2/3/71

FEB 10 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE WELS-KEISTER

STATE MINNESOTA

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

1. The Federal government should have the power to set high uniform standards; we should have ~~inex~~ laws to enforce.
2. The local government should have the power to react first, followed by state, and then by Federal government.
3. We support regional and interstate arrangements already in effect.
4. The federal government should have the Prime responsibility.

We feel it necessary to bring attention to the fact that rural areas have different pollution problems as compared to the city.

II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

We support more stringent, pertinent controls and we feel time tables must be accelerated.

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

We agree with this statement, again we stress different areas have different problems.

III. FINANCING: How should the various kinds of costs connected with control of Air pollution be paid for?

As free citizens we should be willing to bear some of the cost involved in providing for clean air.

We felt tax incentives would prove effective; government buying restricted to firms who are earnestly involved with their own clean-up air pollution prevention.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

A private citizen should have the right to bring suit in court against air polluting firms.

Public hearings should be absolute before any standards or timetables are adopted.

We felt most importantly was the need to educate our populace. We must be an informed citizenry if we are to be effective. Our League Air Quality consensus was held ahead of our schedule because of an unavoidable change in program. Our membership felt they went away far more informed, but still inadequate to answer these difficult questions. If this is so, we wonder about John Q. Public!!!

No. members in local League 53

No. present at consensus
reaching meeting 65

Signature



Position

National Committee member

Date

February 4, 1971

FEB 23 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

West St. Paul Area

STATE

Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

Government should have power to set standards and enforce them. The standards should be strict, affect new and old industry without tax-incentives. Standards should be set for all known pollutants.

Federal government should hold the balance of responsibility in abating air pollution. By setting high federal standards (e.g. 99% pollution free) all states would have common high standards. One set of standards is preferable but incases where states and local government feel a need for even higher standards they should be allowed to set more stringent standards.

The level of government which makes the rules should enforce them. Perhaps this could be done on a regional basis.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

Since automobile emissions are amajor source of pollution we would like to see regulations placed on performance of new cars, pressure on the industry to eliminate the internal combustion engine, inspection of old cars, and development of good masstransit systems.

Legislation should be enacted to require all industry including nuclear plover plants to install pollution control devices to meet very rigid standards.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

Yes, if you can do it.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

As far as possible the costs should be internalized into the consumer price so that if a consumer chooses a product that will pollute he pays for the control of the problem from when the product is new through the destruction of the product. Industry should pay for cleaning its emission without tax-incentives. The taxpayer will have to pay for the enforcement of the laws.

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

Well-publicized public hearings should be held on standards proposed and on implementation procedures before the laws are enacted. The public should be kept informed of the urgency of the pollution problem and on the importance of control. However the standards must be determined by experts. A crash research program is necessary to find non-polluting fuel and improved industrial methods ~~which have been~~ where problems now exist.

Pollution control agencies should include lay people. The term of office should be limited. Ecology groups should be encouraged to act as watchdogs on the enforcement of regulations. Citizens should be able to sign a complaint against polluters.

No. members in local League 50

No. present at consensus
reaching meeting 27

Signature

Abbey E. Kuller

Position

Environmental Quality Chairman

Date

Feb. 18, 1971

FEB 16 1971

Westonka
Minn.

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state and local government? What about regional arrangements? Where should the prime responsibility lie?

The federal government should set high basic standards; state and local governments should have the power to set more stringent standards, if they deem it necessary. State and local governments should be responsible for enforcement.

Since some regions may have specific pollution problems, there was agreement that there should be regional regulations with enforcement powers.

Each level of government must enforce its own regulations; appeals to higher courts may be necessary and should be utilized to insure against laxity in enforcement.

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

We will support any controls necessary to meet established standards.

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

We agree that this is an important right.

- III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

In most instances, the consumer will pay through higher costs of the product or service. It was suggested that products which are most responsible for pollution be taxed accordingly; this would help further to discourage their purchase and would also help defray the cost of cleaning up the pollutants. Tax credits should be given to companies to help with pollution control device costs.

- IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

The public should be aware of, and included in, public hearings on implementation. Public hearings are required when standards are set. There should be education of the public through the news media and through public meetings. Public participation in enforcement is now possible through class action law suits.

54 members
30 present

Mary Watson (Mrs. R.D.)
Pres.
2/11/71

FEB 11 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

White Bear Lake

STATE

Minnesota

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

The League of Women Voters of White Bear Lake agreed that the government should have the power to set standards and enforce them. It was also generally felt that the prime responsibility would have to lie with the federal government.

Concerning division of power, the federal government should set standards in order to assure uniformity. The states should do the enforcing of air standards, but there should be in existence a federal agency ready to step in and enforce such standards if the state failed to do so. (Several members pointed out it would seem that such machinery already exists--has it ever been used?) A small number preferred enforcement to be on the local level with a state agency stepping in if the local government failed.

(continued on accompanying paper)

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

(A) Strict controls were desired by all, followed by consistent enforcement and a judiciary that doesn't dilute the existing laws. Most conceded (reluctantly) that some variances from stern controls may be necessary, but they should be fair and few. A minority opposed the idea of variances altogether.

(B) It was felt that states should have the right to set more stringent standards than the federal government. One unit noted that no state was likely to set such high standards as to commit economic suicide by driving out all industry. Another unit felt the federal government should set controls for the worst situation that might exist, so that lower levels of government wouldn't find it necessary to set higher standards.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

Three units nearly unanimously support the idea that pollution control should be a cost of doing business, realizing that the consumer will ultimately pay for such control in the price of the product, and that some products may be priced off the market. These members pointed out, "We'll do the paying, no matter how." Several members noted that the cost of pollution control was probably less than repairing the effects of pollution.

Another unit unanimously supported tax-incentives to industry. A minority of the other three groups agreed with the tax-incentive idea as more realistic. Several others who preferred the "cost of doing business" idea, were agreeable to grants or low-interest loans for non-profit or small-profit industries.

(continued on accompanying paper)

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

All the various suggestions reflected a desire for more information and education--both for awareness of the problems involved and for the need for public participation. It was felt that groups like LWV, MECCA, environmental-conservation groups, etc., can take the lead in such education and arousal--sort of a "watchdog" for the public. Besides attendance at hearings, support of pollution control lobbyists, letter-writing campaigns, many felt there wasn't enough publicity of such hearings or whom to contact about offenders. Other ideas were a return to honesty in advertising (cease urging the consumer to purchase "more" and "bigger", etc.); to inform individuals about what each can do to lessen pollution; and more actual support from the administration to industry for pollution control (e.g., research contracts).

No. members in local League

101

No. present at consensus

reaching meeting 55

Signature

Barbara Nelson

Position

EQ Chairman

Date

Feb. 9, 1971

CONSENSUS ON AIR POLLUTION**WHITE BEAR LAKE, MINNESOTA

POLICY AND PROCEDURES: (continued)

Regional arrangements were generally considered necessary, but---. One unit felt the federal government should oversee this. Another unit thought the states should be mainly involved. Another unit wondered how necessary this was if, ideally, the federal government set uniform standards and the states involved enforce these standards. Wouldn't the region already be taken care of?

FINANCING: (continued)

Some other suggestions were:

- A license fee or similar tax on industry to pay the cost of monitoring them.
- A tax on polluters, the money to be used by the pollution control agency.
- The federal government should be responsible for the cost of research on pollutants.

Complete consensus report forms were not received. Hope the plain typing paper suffices.

AIR QUALITY Consensus Report (30 members participating) January 1971

I. POLICY AND PROCEDURES:

To control air pollution, what powers should the government have?
How should these powers be divided between federal, state, and local governments?

What about regional arrangements?

Where should the prime responsibility lie?

Unanimous agreement that pollution control is an individual responsibility demanding personal involvement.

Although division of powers among different levels of government is difficult to determine, all levels should be involved and should cooperate with other levels in sharing powers and responsibility of pollution control.

One-third felt strongly that pollution must be controlled by law, "just like any other offense or crime. If an incident of pollution is strictly local and affects only that locality, local government should have the enforcement power. If pollution affects more than one municipality or locality within a state, or is statewide, then the state should have enforcement powers. If pollution is interstate, the federal government must have enforcement power."

Two-thirds regard regional arrangements as desirable if everyone affected can agree on the same standards, etc.

One-third felt that, "In one sense, prime responsibility must lie with local government, where the pollution problem can most quickly and directly be met."

Strong, unanimous consensus that, ultimately, the federal government has the right and responsibility to control pollution through the setting of federal minimum standards, and must have powers to enforce these standards. (One-third spelled out the application of these standards to testing or measurement, research, enforcement, and air emergencies.)

II. REGULATION:

A. What kinds of controls will you support to reduce air pollution?

Unanimous agreement to support the following controls:
(* indicates strong emphasis)

1. vehicular engine design; regulation of fuel type and composition*; regulation of siting and processes of manufacturing plants, power plants, and incinerators

2. setting ambient (outdoor) air, emission, fuel, and air episode standards* (this was strongly supported in discussion of federal minimum standards)

3. applying permit requirements; timetables for compliance*; penalties for non-compliance*; in-plant inspection*; vehicle emission inspection*; on-site monitoring

4. requiring full disclosure by industry of contents of emissions*

5. provisions for extremely hazardous pollutants or especially large-scale installations

Specific suggestions for vehicular pollution control:

1.) Pollution control standards must be applied and met before the vehicle leaves the factory

2.) For vehicles new and old alike, each owner when applying for vehicle license must produce certificate indicating that this vehicle has passed state pollution control inspection.

A large majority voiced the need for efficient, rapid mass transportation in addition to effective vehicular pollution control.

Running through all units was the determination to accept sacrifices to comfort, conveniences, and adaptation of life-styles, plus some economic

repercussions, if we are to make any progress at all in preserving and cleaning up the environment.

B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher governmental level?

Yes. Unanimous agreement that the state may set higher standards than the federal, and the local higher than state, if the citizens desire it. One-third felt that the lower level of government setting the higher standards should then bear the costs of the more stringent standards.

III. FINANCING:

How should the various kinds of costs connected with control of air pollution be paid for?

Unanimous agreement that air pollution control should be part of the cost of doing business. However, the consumer ultimately pays much of the cost in higher prices.

In general, governmental financial assistance for air pollution control was not encouraged.

A large majority (almost two-thirds) would approve low-interest federal loans when absolutely necessary, i.e., for industries in initial stages of effective pollution control.

One-third would approve various tax incentives, if absolutely necessary, to help with costs of pollution control, but low-interest loans would be preferred.

A very small but strong minority (3%) could accept any form of government financial assistance (grants, loans, tax incentives) to small businesses in the early stages of pollution abatement.

One-third stressed the need for strict enforcement of fines or penalties for polluting.

Unanimous approval was given for government buying from businesses, industries, etc. who are taking leadership in investing in research, latest and most effective control techniques, etc.

*(It may be noted that the Willmar League's attitude toward polluters as expressed in this Air Quality consensus is "tougher" than our position expressed in the Water Resources consensus of 1966-67.)

IV. PUBLIC PARTICIPATION:

What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

There was general agreement that we can help provide our own safeguards by: Joining interested, well-informed groups

Supporting and attending public hearings as provided for under the law.

Making our position and concern known to our legislators

Working for the election of persons at all levels of government who are environment-oriented, and then supporting their efforts.

Nowhere in any of the discussions did we sense a request--or demand--for expansion of the public hearings (as suggested by proponents) set forth in the "action flow" of the Air Quality Act. Our members seemed to feel that our own actions, prompted by individual concern and desire for effective involvement, would guarantee the right of citizens to be heard.

Mrs. George Davies, Air Quality Chm.
Willmar League of Women Voters
February 5, 1971

WINONA

I received only one form from National and do not have a copying machines, thus the appearance of this report. MINNESOTA

FEB 16 1971

Policy Procedure

I There was total agreement among the members taking part in the consensus that the government should have the power to set standards, with the funding necessary for personnel, research and enforcement. It was also unanimous that the Federal Govn. should set minimum safety standards. There was great divergence of opinion as to how the powers should be divided with no majority being seen. Some thought that the level that set the standards should enforce them while others felt that whichever level would be most effective at enforcing should do so. A small group thought that regional agencies would be most effective. One group thought the federal government should enforce the laws. Another group divided the responsibility into 2 areas - state should be responsible for enforcement of both federal and state laws, local and regional gov. should control local pollution laws.

Although only 3 units answered this question there was general agreement that regional arrangements should be encouraged, would occur naturally. There was minority feeling that regional arrangements are necessary for similar geographic areas, and that the federal gov. should begin implementation as soon as possible. Federal Gov. has prime responsibility

II Regulation: There was no majority opinion regarding controls. Several units recommended fining those individuals and industries that do not meet standards. One strong minority carried this farther so that if fines are not successful then the source of the pollution should be closed, then if still unsuccessful jail terms for the polluters or responsible executives of the polluting source. Other suggestions were use of tax incentives, subsidizing public transportation, control of all types of pollution e.g. by regulation of use of fuel, enforcement of zoning ordinances, declaration of air pollution emergencies. Some favored tax incentives and tax breaks for industries doing research on controlling pollution. Legislation and enforceable laws were thought by some to be the best method of control.

Regulation B

It was unanimous that each lower level of government should have the right to establish and enforce more stringent standards than the next higher level. Half of those taking part thought that the federal govn. should be encouraged to set adequately high standards so there will be no need for reliance on state or local standards.

III Financing

A strong majority felt that the polluting source should pay for its own pollution control. Once again there was a great divergence of opinion. One unit recommended that the federal govn. should provide interest-free loans to industry wishing to install expensive pollution control devices. Another unit thought that manufacturers should be encouraged through tax breaks to send products to the consumer without pollution-causing packaging. A strong minority suggested that industries that did install pollution control devices should receive a tax break. A strong minority felt emphatically that there should be no tax breaks or incentives provided.

IV Public Participation

A strong minority recommended that the public may participate through the use of educational programs, public hearings, citizen suits. One suggestion was that there should be a local competent advisory group to act as an advisory group only. A strong minority said that the public should be allowed and encouraged to participate directly in setting standards, implementation of programs, and of enforcement. Those areas which do have public participation have higher standards and stricter enforcement. One unit felt that with adequate legislation there was no need for any more public participation than at the present time.

Beverly M. Collins

Chairman E.Q.

Feb. 10, 1971

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

LOCAL LEAGUE

WOODBURY

STATE

MINNESOTA

FEB 16 1971

ENVIRONMENTAL QUALITY

CONSENSUS QUESTIONS ON AIR POLLUTION

Be sure to refer to the *Environmental Quality Leaders Guide for Air Pollution 1970-1971* which contains (pp. 8-11) the discussion questions intended to bring out member thinking for these consensus questions.

- I. POLICY AND PROCEDURES: To control air pollution, what powers should the government have? How should these powers be divided between federal, state, and local government? What about regional arrangements? Where should the prime responsibility lie?

The women felt that since the problem is urgent, government is going to have to take strong steps in setting standards and enforcing them. They felt that the role of the federal government should be to set the standards, and enforcement should be carried out by states or by regional authorities where they are deemed to be most effective. The ultimate control should be by the federal government if the states fail to do their duty. Some felt that certain areas of the country should be kept "pollution free" as much as possible by special federal standards (i.e., national parks, etc.)

- II. REGULATION: A. What kinds of controls will you support to reduce air pollution?

League members appeared to be more concerned that there would not be enough controls rather than too many. They thought there should be control on engine designs to enable automobiles to run on lead-free fuel, and a firm deadline on the production of engines with afterburners or similar devices. They would approve regulations encouraging the manufacture of smaller cars.

Manufacturing plants with polluting emissions should not be given variances easily but should be forced to clean up.

Send one copy of your report to the national office (one copy to state and one for your local League file) as soon as possible after determining consensus but no later than February 15, 1971.

(see over)

REGULATION: B. What do you think of the suggestion that each lower level of government should have the right to establish and enforce more stringent standards than the next higher government level?

There actually was no real consensus on this point. All felt that federal standards should be set so high that no state would feel that setting more stringent standards was necessary. Most did feel, however, that states or regions should have the right to set more stringent standards. The concern was mainly due to the problems the Minnesota Pollution Control Agency has had in attempting to set more stringent standards for a nuclear generating plant than those specified by AEC.

III. FINANCING: How should the various kinds of costs connected with control of air pollution be paid for?

League members felt that we should do whatever is necessary to get the job done now. They realize that the consumer-taxpayer will ultimately pay but would prefer to pay this in the form of higher prices rather than higher taxes. Generally, research, changes in plant design, and the addition of pollution control equipment should be considered a business expense, with possibly some tax incentives for a limited time and/or low-interest, long-term loans available. Some members even felt that industry could regulate itself to a large extent, possibly through the engineering associations. (The associations might have effective ethics on pollution similar to the ethics of the American Medical Association).

IV. PUBLIC PARTICIPATION: What safeguards should be provided to insure genuine opportunity for public participation in decisions on air quality standards, their implementation and enforcement?

The women felt that public hearings on the standards should be continued, and that information on complaint procedures should be more widespread. Some felt that a citizens' advisory board to pollution control agencies should be considered. Legislation allowing the public to sue polluters, placing the burden of proof on the polluter was considered desirable.

No. members in local League 42

No. present at consensus
reaching meeting 25

Signature

Jean Brustman

Position

Chairman, Environment Committee

Date

February 12, 1971

March 29, 1974

Sent to MN Senators and Representatives in
Washington, D.C.

The League of Women Voters of Minnesota has been greatly concerned over the attacks on the Clean Air Act through the emergency energy bill; we commend those who voted against the weakening amendments.

Now that the energy bill has been vetoed, we want to make certain those same weakening amendments do not become a part of a future energy bill. We realize that some temporary variances and delays may be necessary to meet the present situation, but we oppose any long term blanket relaxation of air quality standards.

With the expiration of the Clean Air Act in June it is imperative that responsible members of Congress fight against special interest groups who oppose emission controls because of selfish interests and continue to work for strong air standards.

Sincerely,

Mary Ann McCoy
President
League of Women Voters of Minnesota

MM:jm

c: Mary Ann McCoy, Liz Ebbott, Helene Borg, Mary Watson

March 29, 1974

To: The Honorable Henry Jackson, Chairman,
Senate Interior and Insular Affairs Committee
The Honorable Harley Staggers, Chairman,
House Interstate and Foreign Commerce Committee

The League of Women Voters of Minnesota strongly opposes measures to weaken the Clean Air Act and the National Environmental Policy Act in emergency energy legislation.

While we in Minnesota are fortunate to be free of chronic air pollution problems, we do have individual industries who fight compliance with air standards. Northern States Power was granted a two year extension; now they are seeking another additional one to two years for their sulphur dioxide emissions. Weakening of standards would allow these recalcitrant companies to continue to violate the primary standards set to protect public health.

The Environmental Impact Statement has been the source of information for the public; if this is removed, the citizen will have little opportunity to know the full implication of the action.

With the lifting of the oil embargo, many people will return to their former energy consumptive ways. Measures to encourage conservation of energy should have the highest priority with individual variances granted to industry only if necessary.

Sincerely yours,

Mary Ann McCoy, President
League of Women Voters of Minnesota

cc: The White House; attention Richard Fairbanks, Domestic
Council
Russell Train, Administrator, EPA

c: Mary Ann McCoy, Liz Ebbott, Helene Borg, Mary Watson

CLEAN AIR

costs and trade-offs

Clean air regulations and energy shortages

We have reached the point where the nature and extent of the costs involved in improving the environment are beginning to be apparent—costs measured by taxes, prices, foregone conveniences, or perhaps by different ways of doing things. At the same time, the very real benefits which will flow from a cleaner environment are not yet equally apparent. The time has not yet arrived when the average citizen can see with his own eyes that the skies are clearer and the rivers are cleaner. Thus, I believe we are entering a period which will test the commitment of the American people to environmental goals.

Russell E. Train, EPA Administrator, before the National Press Club, September 18, 1973.

The sense of urgency and impending ecological doom that characterized public outcries for environmental protection in the late 1960s is now overshadowed by somber discussions of clean-up costs and trade-offs. Commenting on Russell Train's appointment as head of the Environmental Protection Agency, a *Washington Post* editorial observed gloomily: "The palmy days are over for the environmental cause. Decisions are becoming harder and resistance mounts....the pressures to trim, delay and circumvent environmental laws will only increase as the cost and impact of those laws become clearer."

In 1973, vigorous com-

plaints from automakers, electric utility spokesmen, coal industry representatives and some local officials about the economic costs of air pollution control sparked a congressional review of the Clean Air Act Amendments of 1970. The House Subcommittee on Public Health and the Environment (part of the Interstate and Foreign Commerce Committee) conducted two weeks of general oversight hearings on the law. The Senate Subcommittee on Air and Water Pollution (of the Public Works Committee) heard testimony on the prevention of significant deterioration in air quality, auto emission standards and transportation controls. By October, mounting concern over fuel shortages added energy-cost questions to the controversy about the Clean Air Act.

Criticism of the costs of achieving cleaner air are coming at a time when the American public is most vulnerable. The average consumer faces a bleak prospect: on the one side, ever-rising prices for food, clothing and shelter; on the other, the possibility of a recession, job layoffs and higher gasoline prices because of fuel shortages. Given these immediate and overriding concerns, environmentalists worry that the public's enthusiasm for a prompt cleanup will wane and that lawmakers, already intent on reexamining the Clean Air Act, will be prodded by industry arguments to weaken the law.

Coal industry spokesmen cite air pollution regulations as the "single most depressing factor in limiting use" of coal. Some electric utilities predict blackouts due to critical shortages of less-polluting low sulfur fuel. Congressmen complain about a loss in gasoline mileage from pollution controls on their 1973 cars. A manufacturer of lead antiknock additives for gasoline runs full-page newspaper advertisements charging that removing lead from gasoline will waste one million barrels of oil per day.

Critics of the Clean Air Act Amendments of 1970 link air quality regulations to energy problems, while advocates of the law point out that sulfur content restrictions and auto pollution controls are only two factors in a complex web of energy supply and demand equations. Nevertheless, the vituperative attacks by some spokesmen from industry and government alike attest to the need for a thorough examination of the charges against clean air regulations.

Sulfur emissions and electricity

In order to achieve the health-protecting primary air quality standard for sulfur oxides (SO_x), state implementation plans include measures to reduce emissions from fossil fuel-burning electric power plants, a major source of SO_x pollution. In carrying out the mandate of the Clean Air Act, most states and localities have sought to reduce sulfur emissions by restricting the sulfur content of fuels burned by utilities and industry. Regulations in many

Current focus

League of Women Voters
Education Fund
1730 M Street, N.W.,
Washington, D. C. 20036

states, though based on controlling emissions in the most polluted urban areas, apply across the entire state.

While the deadline for compliance with the primary standard is mid-1975, few coal-burning electric utilities have substantially reduced their emissions, although some plants in north central and midwestern areas now use low sulfur coal. Most east coast plants have met sulfur restrictions by switching from coal to low sulfur oil.

It should be noted that the eastern power plants had begun switching fuels in the mid-1960s for economic reasons. Oil was cheaper and easier to obtain than coal. By the late 1960s, local and state authorities in the Northeast, increasingly concerned about the air pollution dangers of SO_x, began to impose sulfur content restrictions on fuel. Because low sulfur oil was less expensive than low sulfur coal, this action, combined with the Clean Air Act Amendments of 1970, accelerated the movement among electric utilities in the East from coal to oil.

Long before the current problems with foreign oil imports, EPA officials had grown concerned about compliance with sulfur emission restrictions via fuel-switching. In the early 1970s government studies of U.S. fuel production revealed that petroleum extraction and natural gas exploration had peaked and that shortages of these clean domestic fuels could be expected. (Natural gas is virtually sulfur-free and U.S. oil is largely low sulfur.) The expected low sulfur fuel shortfalls were partially attributed to a galloping demand for electricity.

Between 1950 and 1970 U.S. population grew by 34% while electric power consumption increased by 395%. Increased electric heating, more air conditioners, more color televisions, and other electric appliances contributed to the rise in demand. But shifts in industry and agriculture to more energy-intensive labor-saving procedures were largely responsible for the dramatic increase. Thus, demand for electricity had by 1968 already outstripped domestic oil and natural gas supplies, but it cannot be disputed that fuel-switching from coal to oil added to the problem.

In May 1972, EPA officials expressed apprehension about meeting Clean Air Act deadlines: "Unfortunately, our long overdue concern for air quality comes at a time when the abundance of cleaner energy fuels in the U.S. is rapidly disappearing and energy experts are becoming worried about our energy fuel needs even independent of environmental

considerations." EPA concerns were sparked by the knowledge that several states had established mid-1975 as the date for meeting both primary and secondary standards. (A date for meeting secondary air quality standards is not specified in the Clean Air Act. States are allowed to establish "a reasonable time" for compliance.) Since few utilities appeared willing to invest in high sulfur coal emission controls, the agency knew that competition for available clean fuels would be keen. Accordingly, EPA adopted a policy of encouraging states to stretch out their timetables for emission reductions needed to meet secondary ambient air goals. At the same time, EPA stepped up its pressure on power plants to seriously explore equipment for removing SO_x from stack gases, to make possible the continued use of high sulfur coal.

In the early 1970s other administration officials saw that domestic oil and gas supplies could not match the growth in demand and that restrictions on imported oil had to be lifted. But action did not come fast enough. Delays in lifting oil import quotas and expanding domestic refineries to handle increased amounts of crude oil created shortages of low sulfur fuel oil in the East in the winter of 1972-73. EPA granted seven emissions variances to power plants that were unable to obtain low sulfur oil.

In September 1973 the White House Energy Policy Office attributed the reasons for fuel shortages this winter (1973-74) and for probably the next 3 to 5 years "to the inability to increase domestic refining capacity rapidly and increasing world-wide demands for the limited production of these fuels which we must import."

In sum: current and expected energy shortages are due to a variety of factors including the Arab oil boycott, decreased domestic exploration for petroleum and natural gas, limited domestic refinery capacity, increases in world-wide demand for petroleum and enormous increases in domestic demands for electricity. To the extent that power plants have converted to oil to meet sulfur emission regulations, the movement for clean air has added to the demand for petroleum. But while this trend has helped to exacerbate energy problems, it cannot be blamed for the shortages we will experience.

Industrial emission controls

Critics of the Clean Air Act charge that pollution control equipment for

industrial plants wastes precious electricity. No one denies that electrostatic precipitators and bag houses (to reduce particulate emissions) and SO_x removal equipment use electricity. But in April 1972 an Oak Ridge National Laboratory report sponsored by the National Science Foundation concluded, "The electric energy required for particulate and sulfur dioxide removal from stationary sources (power plants, furnaces, cement plants, refineries, etc.) would be about 24 billion kilowatt hours per year [and] this represents only 1.7% of the 1970 electric energy consumption in the U.S."

Environmentalists emphasize that electric power generation itself is far more wasteful of basic fuels than any pollution control measure. In a pamphlet on energy savings the Shell Oil Company notes that the "average overall system efficiency [of generating electricity] by conventional means is about 30%." In other words, seventy percent (70%) of the energy used to produce electricity is lost, mostly as waste heat during generation and transmission.

Auto emission controls, 1969-1974

General Motors President Edward Cole recently pointed out that removal of all emission control systems from 1970-74 cars could save gasoline this winter. While the suggestion horrifies environmentalists, it appears sensible to some consumers. Disconnecting pollution controls is believed to be a flourishing business, despite the heavy penalties in the Clean Air Act for "tampering."

Some car owners do not appear to realize that increased vehicle weight, air conditioners and engine design have as much impact on fuel economy as do emission controls—or more. According to a study which involved the testing of more than 4,000 cars, EPA has calculated the following fuel penalties on 1973 autos (which were built with emission controls) compared with 1968 models (which were built without emission controls):

Vehicle modification	Impact on fuel economy
emission controls	gains up to 3% in small cars; losses up to 18% in larger cars
air conditioning	losses of 9%-20%
automatic transmissions	losses of 2%-15%
increased weight	losses of 50%-100%

Since the greatest fuel penalties come from increased weight, a reversal of the general industry trend toward heavier vehicles offers the greatest single target for fuel savings. The average full-size sedan now weighs 4,000 pounds, 22% more than 1965 average weights.

Auto weight directly affects fuel penalties associated with emission controls. Compared with 1968's pre-control cars, 1973 vehicles weighing less than 3,500 pounds show an average gain of 3% in fuel economy; those heavier than 3,500 pounds show losses up to 18%. This difference has led EPA analysts to conclude that: "The fuel economy of light vehicles has not been significantly affected by emission controls, but heavy cars have realized significant penalties."

The engine designs that automakers adopt to meet required emission reductions also differ in their effect on fuel efficiency. Some control techniques for 1969-74 autos, such as ignition spark retard, result in fuel penalties; others, such as fuel injection, improve fuel economy. The EPA study indicates that engine designs that both control pollution and save fuel cost manufacturers more than do designs that control pollution but impose fuel penalties. As a result, "Fuel economy tends to be sacrificed by automobile manufacturers in favor of lower vehicle sales prices."

Yet another perspective on the fuel penalty controversy is offered by John Quarles, EPA's deputy administrator. Commenting on a Mobil Oil Company advertisement on the causes of fuel shortages, Quarles said: "By limiting the amounts of pollutants released into the community's atmosphere control devices continuously provide a valuable social function. They are clearly necessities, not luxuries." Still, in the recent controversy over emergency energy legislation some House members were more interested in removing pollution controls than banning gas-guzzling extras such as air conditioners. (In 1972, 70% of all new cars were equipped with factory-installed air conditioning.)

New auto pollution controls

It is true that emission control techniques used in 1969 through 1974 model cars have contributed to losses in fuel economy, but according to all reports new technologies designed to meet standards for 1975 and 1976 cars will reverse this trend. Starting in 1975, American automakers plan to use, in about

60% of their new models, a catalytic converter that will transform unburned hydrocarbons (HC) and carbon monoxide (CO) into harmless water vapor and carbon dioxide. With the converter, Detroit claims it can recapture some fuel losses resulting from previous emission control engine modifications. Car manufacturers explain they will retune engines for better fuel economy and use the catalytic converter to clean up exhaust emissions in the tailpipe.

While all American automakers say catalyst-equipped cars will achieve fuel savings, they disagree on the precise amount. Estimates range from an average fuel economy gain over 1974 model cars of 3% (Chrysler) to 13% (General Motors). EPA thinks even higher gains (up to 20%) may be possible with the accelerating buyer trend towards smaller cars.

But critics of the catalytic converter emphasize that the device requires lead-free gasoline, as the leaded variety fouls the catalytic agent. And new scientific research indicates that in order to avoid toxic sulfuric acid emissions, cars with the converter may also be forced to use sulfur-free gasoline. (For a discussion of the acid emissions problem and health, see section on catalytic converters in "Cleaning Up Auto Emissions.")

Removing sulfur from gasoline will require additional investments in refinery equipment, but this process is not expected to cut deeply into energy supplies. Removing lead from gasoline is expected to increase crude oil consumption.

Removing lead from gasoline

The controversy over production of unleaded gasoline is marked by intensive advertising and debate over statistics. Manufacturers of lead antiknock compounds whose markets will be diminished by a shift to lead-free fuel, have tried to convince the public that lead content regulations and catalytic converters are wasteful of energy resources. In addition, independent refiners claim they cannot raise the necessary capital or secure the additional crude oil needed to compete with major oil companies in producing unleaded gasoline. Major oil companies protest that in a time of fuel shortages, extra responsibilities should not be placed on the industry.

Believing that industry arguments about energy costs are exaggerated, EPA officials counter with their own data analysis. Inevitably, the issue rests on the answers to certain ques-

tions: Will the production of unleaded gasoline require more crude oil? If so, how much? Are there trade-offs? What will be the energy cost to consumers?

Lead antiknock compounds are added by refiners to certain types of gasoline to produce the octane levels required by high compression engines. Refiners say that unless lead products are added more crude oil will be needed to produce gasoline with a high octane rating. EPA officials point out, however, that the demand for high octane gasoline has been dropping since 1971 when manufacturers began producing more cars with lower compression engines. In addition, improvements in refinery processes have raised the octane rating of the average pool of gasoline to a level close to that required by most new cars.

Part of the problem in evaluating projected crude oil requirements is knowing the basic assumptions behind the data. Often, critics of lead regulations use figures based on removal of lead from all grades of gasoline by 1975, but such figures distort the situation.

Since 1970 EPA has established two sets of regulations relating to removing lead from gasoline. To supply new catalyst-equipped cars, gasoline distributors are required to make one grade of lead-free gasoline "generally available" by July 1, 1974. Since most cars on the road in the next several years will be pre-1975 models, only a fraction of the total gasoline produced will have to be lead-free. EPA estimates that by 1976 about 12% of the cars on the road will have catalytic converters. To ensure an adequate distribution of gasoline supplies for these vehicles, about 30% of the total gasoline available will need to be lead-free. EPA's former Administrator for Air and Water Programs, Robert Sansom, told the House Interstate and Foreign Commerce Committee that the additional oil needed will represent slightly more than one-half of 1% of the total available crude.

A second EPA regulation, promulgated November 28, 1973 calls for the phased reduction of lead in all grades of gasoline to one-half gram per gallon by 1979. These rules are designed to lessen the adverse health effects of airborne lead from automobile exhausts. (See Section on lead in "Cleaning Up Auto Emissions" for a discussion of health effects.) EPA analysis indicates that by 1980 these low-lead requirements will cause less than a one-half of 1% increase in the demand for crude oil. Furthermore, EPA officials emphasize that none of their regulations

will force the complete removal of lead from all grades of gasoline.

These statistics contrast dramatically with those from industry. Ethyl Corporation, a major manufacturer of lead additives, says the removal of lead antiknocks "means that 5 to 6% more crude oil will be consumed."

While producing unleaded gasoline is expected to cause some increase in the demand for crude oil, there will be benefits for car owners. Eliminating lead additives should reduce engine maintenance time and costs. In 1972 a report prepared for the White House Office of Science and Technology claimed savings "should accrue from additional exhaust system life, longer spark plug life, and less oil contamination." A test performed by American Oil Company indicates consumer savings in maintenance over the lifetime of an average car of about 5¢ per gallon. EPA Administrator Train believes the increases in crude oil needed to provide unleaded gasoline for 1975-76 model cars will be more than offset by net fuel gains made possible by use of the catalytic converter to clean up exhausts.

Cost complaints

In addition to complaints of oil companies that unleaded gasoline required by the converter will increase the demand for crude oil, Chrysler, which has been slow to develop catalyst technology, says the device will prove expensive and unreliable. The auto manufacturer forecasts that catalyst-equipped cars "will end up as orphans," abandoned in disgust by their owners. Chrysler seems convinced that, given time, a stratified charge engine, similar to one developed by Honda, could be offered by U.S. manufacturers as a less expensive and more effective control. But the company could not promise when these new cars would be available.

EPA believes significant advances within the last two years in catalyst development overshadow earlier gloomy assessments, including one from the National Academy of Sciences. Contrary to previous cost estimates that went as high as \$600 (auto industry), General Motors now says its catalytic converter system will add only \$150 (similar to early EPA estimates) to the sticker price of new cars, and the company thinks fuel and upkeep savings will pay for the system in its first year. Furthermore, G.M. predicts that with unleaded fuel and proper maintenance, the equipment won't have to be replaced before 50,000 miles.

Control of nitrogen oxides (NO_x)

The fuel savings expected in 1975 and 1976 from using a catalytic converter to control HC and CO may be nullified in 1977 if no breakthrough occurs in the technology to control emissions of nitrogen oxides (NO_x). As of this date, no auto company says it can meet the NO_x reduction goals without substantial fuel penalties.

One control system tested in Detroit uses two catalysts, one to oxidize HC and CO and another to reduce NO_x emissions. The fuel economy of the dual catalyst technique is in dispute. Auto manufacturers estimate the system requires 21% more gasoline per mile than 1970 model cars. But environmentalists report that the New York State Department of Environmental Conservation has driven a dual catalyst-equipped American Motors Matador for 25,000 miles with fuel savings of up to 20% as compared to other Matadors in the New York State fleet on the same driving schedule. And Esso Research indicates a 3% fuel saving for dual catalyst vehicles as compared to 1973 vehicles.

Another NO_x control method would be to maximize exhaust gas recirculation (EGR), but this system results in a fuel penalty of up to 39% over 1970 vehicles. Honda says it can meet the target NO_x reductions by using EGR in its stratified charge engine. But only subcompact cars have been tested by the Japanese company, and fuel efficiency is diminished.

Despite these reports, environmentalists remain hopeful that improved control methods now in the experimental stage will prove commercially feasible for model year 1977. They stress that less than a year after automakers protested Detroit could not meet emission goals for 1975, the industry announced technology was available to control HC and CO. One catalyst manufacturer, Gould, Inc., is confident that its dual catalyst system will meet the NO_x reduction timetable "with no additional fuel penalty over 1973 cars, and perhaps with a fuel credit." And Eric Stork, EPA's Director of Mobile Source Pollution Control, told a House Subcommittee in September 1973 that progress is being made in developing a three-way catalyst that would control HC, CO, and NO_x in combination and improve gas mileage at the same time.

The NO_x controversy is complicated by a shift in EPA's position. EPA officials now say the schedule

they previously required for reducing NO_x emissions is unnecessary because the agency overestimated concentrations of nitrogen dioxide (NO₂) in the air. Only 5 air quality regions exceed or are close to exceeding the current NO₂ air quality standard. In a November message to the Senate Public Works Committee the agency proposed keeping the NO_x reduction goal, but setting 1990 as the compliance deadline. Environmentalists believe EPA's decision was timed to combat congressional critics who wanted to add amendments to emergency energy legislation to weaken the NO_x emission standard.

Some environmentalists believe EPA was right the first time. Clarence Ditlow of the Public Interest Research Group thinks EPA's previous faulty measurements indicate that the current NO₂ air quality standard may not provide an adequate margin of safety. Ditlow points out that the Japanese ambient NO₂ standard is 6 to 7 times more stringent than the U.S. NO₂ standard. In contrast to EPA's judgment that the final NO_x auto emission reduction can be delayed until 1990, Ditlow says the NO_x control deadlines should be met on schedule.

How clean must the air be?

In a recent talk before the National Conference on the Clean Air Act, Joseph Swidler, Chairman of the New York State Public Service Commission, summarized the growing concern of some officials: "This country's resources are large but not unlimited, and many needs cry for attention. If cost is not to be a consideration in the clean air program, we shall be pursuing . . . small incremental benefits at great cost when the money could be put to better use in satisfying major needs of the American people, for jobs, food, shelter, [and] health care...." There is no guarantee, of course, that monies freed from pollution control would be spent on social and economic services, but Mr. Swidler is also asking how clean must the air be?

Critics of the Clean Air Act Amendments of 1970 say the air quality standards set by the legislation and the emission reductions mandated by EPA to meet clean air goals are far too stringent. Industry spokesmen charge that in addition to helping deplete available petroleum supplies, Clean Air Act requirements have cost workers jobs and

will cause consumers to pay higher electricity rates and increased automobile prices. Some local officials and land developers claim that EPA regulations to discourage auto use, to review new construction and to protect air quality in relatively clean air regions will impose indirect penalties on consumers by decreasing individual mobility and restricting economic opportunities. Other observers caution we need to analyze trade-offs in controlling pollution to insure that cleanup techniques do not create other environmental problems.

Cleaning up sulfur emissions

Approximately 20 industry suits challenging ambient air quality standards for SO_x and emission reductions required for plants have delayed compliance and inhibited enforcement efforts. Various companies claim that in setting standards EPA did not give adequate consideration to investment and operating costs needed to meet clean air goals. Electric utilities maintain that pollution controls required by EPA to remove SO_x from stack gases are unreliable, costly, and will create enormous quantities of waste. The power industry says that public health could be adequately protected with less expensive control systems which utilize tall stacks to disperse pollutants. But EPA believes it draws a proper balance between financial costs and health risks.

Employment

Despite the acknowledged health dangers of SO_x pollution, unemployed workers cannot help but resent clean air regulations which their employers say have forced plant and mine closings. Arnold Miller, President of the United Mine Workers, supports the Clean Air Act but describes the miner's dilemma, "Coal miners don't want to be poison pushers . . . but it is slight comfort to coal miners on the unemployment line, whose children go hungry and forego their educations, that the air they breathe is pure." Miller is concerned about some high sulfur coal mines shutting in West Virginia, Ohio, Illinois, and Pennsylvania. In April 1973 he predicted 26,000 miners would eventually be out of work if state clean air plans were implemented.

Industrialists used to refer to soot and ash pouring from stacks as "gold dust." Even today, workers are reminded of the 19th century adage that smoke means jobs. Recently an official of a Montana copper smelter told local union workers: "This is no

perfume factory. If you don't like it get another job." Industry critics of the Clean Air Act sometimes threaten to shut their plant doors rather than install SO_x controls, and in some communities companies have actually done so. For the most part, the plants closed have been marginal operations suffering from aged equipment and declining markets.

Leonard Woodcock, president of the United Auto Workers, urged Congress in 1972 to consider legislation that would compensate workers for jobs lost if a company had to close because it could not comply with pollution control regulations. Environmentalists have argued for the right to sue companies and force industry to prove that shutdowns were caused by environmental laws. Today, there is still no legal or governmental mechanism to prevent industrial polluters from pitting clean air advocates and workers against one another.

Removing SO_x from stack gases

Government officials find the electric power industry the most resistant to installing SO_x controls on coal-fired plants. Since these utilities spew over 50% of the total SO_x into the air each year, they are prime targets for control. But many utility representatives adamantly oppose investments in flue gas desulfurization equipment to reduce SO_x pollution, arguing that the technology is unproven.

The phrase "flue gas desulfurization" refers to a variety of chemical systems designed to remove unwanted SO_x from plant smokestacks (flues). Some of the methods use a solution containing lime or limestone to "scrub" the combustion gases before they leave the stack. Another technique uses a catalytic agent to oxidize SO₂ in the flue gas. The resulting SO₃ is then absorbed in sulfuric acid. After further processing to eliminate sulfuric acid mists, the cleaned gases leave the stack.

In 1972 a panel of experts from various federal agencies reviewed the status of flue gas desulfurization systems operating in some Japanese and U.S. plants and concluded that "sulfur dioxide removal from stack gases is technologically feasible in commercial-sized installations." But representatives of the Federal Power Commission did not agree with this finding. Like the utility industry, the FPC is not sure that SO_x removal equipment tried in relatively small, newly constructed power plants will be as successful in older and larger utilities.

Most of the SO_x control systems installed to date have experienced

various maintenance problems when first put into operation. Power plant officials, generally unfamiliar with chemical engineering problems, worry about having to shut down generating facilities to make repairs. As a result, many utilities require that manufacturers of desulfurization equipment agree to tough performance and durability standards. Environmentalists and EPA believe these requirements are excessive because other power plant equipment does not have to meet such tests. EPA maintains that reliability obstacles cited by the power industry have been overcome at one or another plant using SO_x controls in the past few years.

Despite prodding by EPA and by some state and local officials, only 45 power plants (mostly coal-burning) have contracted to install desulfurization units and only 10 are in operation. After hearing lengthy testimony at national power plant compliance hearings held in October 1973, *Air and Water Pollution Report* concluded: "Witness after witness has been forced to admit that little or no serious commitment has been made to scrubber technology research and development." UMW President Miller chides the electric utility industry for "fight[ing] a rear-guard action against pollution control," while devoting "a meager one-fourth of one percent of gross revenues to research."

When will power plants comply?

Because they claim flue gas desulfurization is not yet fully proven, utilities think the compliance dates by which coal-burning plants must reduce their emissions should be extended into the 1980s. The utilities maintain that even if every coal-fired plant placed orders today, manufacturers of the pollution abatement equipment could not fill them in time for plants to meet the deadlines set by the Clean Air Act (mid-1975). In addition, the power industry cites difficulties in obtaining working capital and rate increases to cover the expenses of investments in pollution control.

The Edison Electric Institute, a power industry trade association, proposes that current compliance timetables be scrapped and replaced by a joint utility and EPA program to monitor developments in SO_x control technology and to phase in the installation of sulfur removal systems as they are perfected. As an interim control measure the institute recommends the use of tall stacks. John Quarles of EPA pointed out that the industry timetable might delay compliance until 1986.

Since EPA thinks desulfurization

technology has been adequately demonstrated in some Japanese and U.S. plants, the agency says utilities should be placing orders for the equipment now. Manufacturers of SO_x removal systems testifying at national power plant compliance hearings said that insufficient demand from utilities, not limited vendor capacity, is currently blocking prompt installation of the control equipment.

The Industrial Gas Cleaning Institute (IGCI), a trade association, believes the required number of desulfurization systems can be produced and installed by 1980. EPA officials point out that IGCI estimates of total demand include plants that need to reduce SO_x emissions in order to meet secondary air quality standards established in state implementation plans. The agency believes that plants violating primary air quality standards could be supplied with SO_x removal systems by 1978. EPA's policy is to assure compliance of these plants first and to encourage states to extend deadlines for achievement of secondary standards.

Waste disposal problem

One cost of SO_x removal systems may be a new problem of industrial waste disposal. Some flue gas desulfurization methods produce useless liquid and solid wastes, while others produce substances that have a market value.

The oldest and currently the most popular sulfur removal technology (lime and limestone scrubbing) creates enormous quantities of sludge. Limestone scrubbing, for example, yields 8-13 tons of sludge per ton of sulfur removed. Air pollution control officials in Kentucky estimate that nearly 2.3 million tons of waste would be generated annually if SO_x removal equipment was installed in all coal-fired power plants in the state. In Jefferson County, Kentucky, Louisville Gas and Electric is pleased with the operation of their SO_x control system, but the company is having trouble coping with resulting wastes. They have been dumping the sludge into abandoned underground mines and are experimenting with ways to convert it into building materials such as gypsum board. Other utilities claim they can't get the water out of the sludge to make a stable landfill and also express concern about chemicals leaching from the wastes into groundwater aquifers.

Despite the obvious environmental benefits of a system with usable wastes, utilities may not always choose this over a "throwaway" method. Sulfuric acid and sulfur re-

covered from flue gas desulfurization may not be easy for some plants to sell. Transportation costs may make the power plant's product more expensive than that of manufacturers located near markets for sulfuric acid and elemental sulfur. And some utilities may not be anxious to make investments in new business ventures.

EPA officials tend to downgrade waste disposal as an obstacle to power plant compliance. The agency maintains that utilities could recirculate liquid wastes, line disposal sites with impermeable materials, and treat sludge with chemicals to make it more suitable for landfills. EPA believes that as more power plants install control equipment, improved waste-handling methods will emerge. Plants located in large cities with very limited sites for disposal may be encouraged to keep burning low sulfur oil or required to buy "recoverable" systems.

Electricity rates

At the national power plant compliance hearings officials of the Tennessee Valley Authority (TVA) made it clear they would not use flue gas desulfurization equipment even if TVA found the technology was effective and available today. The reason? Cost! General Manager, Lynn Seiber, said installing gas cleaning equipment on all TVA's 63 units would require a capital investment of over \$1 billion and annual operating costs of at least \$225 million. The authority believes it can achieve desired ambient air quality standards by using a system of tall stacks "with less waste of natural resources and fewer environmental consequences," and at a lower cost to consumers.

Costs of SO_x removal systems vary markedly because each is custom-made to fit individual plant specifications. Plant size, generating capacity, location, waste disposal considerations, and prices of raw materials all account for wide variations in costs. Generally, it is cheaper to design and install control equipment for new plants than for existing plants, which often require complicated retrofits. The utility industry thinks investment in controls on plants that are near the end of their useful life is a waste of money. Proposed amendments to the Clean Air Act included in emergency energy legislation would exempt power plants due to close in 1980 from compliance with SO_x emissions regulations.

If all coal-fired power plants install SO_x removal equipment, EPA officials estimate increases of 5-15 percent in some household electric-

ity bills. But not all utilities use coal in each of their plants, so the average increase in electricity costs to consumers is more likely to be 3-6 percent.

Power plant officials believe EPA underestimates the capital investment costs as well as operational expenses, pointing to increasingly higher interest rates and inflated material costs.

Consumer response

It is going to be hard for the average user to understand the multiple reasons for bigger electric bills. Buying and installing pollution controls will raise electric rates. But so will higher prices his utility will be paying for oil, coal and other raw materials necessary for power generation. The important question is, Will air pollution controls receive all the blame?

In the aggregate, the price tag on air pollution control, \$2.5 billion by 1977, seems small alongside estimated costs of \$12.8 billion in damage to health, metals, buildings, and crops from sulfur oxides and particulates. The leader of a local Sierra Club chapter in Nebraska's Platte Valley says her group "prefers increased electric rates to a polluted and unhealthy environment." But will the majority of consumers share this perspective?

Tall stacks

Tall stacks to disperse pollutants high into the air, combined with temporary plant shutdowns or switches to low sulfur fuel during atmospheric inversions, are touted by utilities as "the most workable and satisfactory answer to the sulfur problem at this time." Power plant officials prefer this so-called intermittent control system over constant emission control systems (such as flue gas desulfurization).

Tall stacks are the oldest form of industrial pollution control, dating from 19th century efforts to clear the city air around factories. Buoyant plumes of smoke rise from flues and diffuse in the atmosphere, avoiding dangerous ground-level concentrations of pollutants. American utilities cite the experience of Great Britain in improving air quality through use of tall stacks. Studies of air quality in Britain from 1958 to 1962 show progressive reductions in annual average concentrations of SO_x in the ambient air. But environmentalists attribute English air quality improvements to sulfur content restrictions on home heating fuel, not to tall stacks, and emphasize that total SO_x emissions rose dramatically in the four-year period. And some scientists now blame sulfur-bearing winds from

Great Britain for plant damage observed in Swedish forests.

EPA is concerned about potentially undesirable effects from widespread application of intermittent control systems, even though the agency has decided to allow their use by certain copper smelters and coal-fired utilities as a temporary air quality compliance measure. In issuing its regulations for these plants EPA noted it was wary of the impact tall stacks would have on "suspended sulfate formation, acidification of soil and water, visibility reduction, and changes in background concentration."

The Sierra Club reports that recent studies demonstrate that acid rain, even at today's levels, "poses serious dangers to soil, vegetation, lakes and rivers and the fish and other life which live in them." Environmentalists warn against treating the atmosphere as an "aerial dump."

But the electric power industry says there are no demonstrable adverse effects on human health from tall stack dispersion of SO_x, so it is foolish to dismiss less expensive intermittent controls in favor of more costly sulfur removal systems. Environmentalists agree that tall stacks are cheaper for the company, but because extensive meteorological data must be collected to anticipate high winds or inversions, this system is difficult to monitor.

EPA officials concede that intermittent controls might be workable and acceptable in isolated locales where the effects on ambient air from individual plant emissions are easy to measure and control. But the agency rejects tall stacks as an alternative to flue gas desulfurization or to the use of low sulfur fuel for coal-burning power plants located near population centers.

The authors of the Clean Air Act do not think intermittent control systems are an acceptable method for cleaning up SO_x pollution. Although the House approved language in recent emergency energy legislation that would have allowed utilities the use of tall stack systems, the wording was eliminated in conference. Senator Edmund Muskie explained that intermittent control systems were "not an adequate alternative to purchasing equipment or fuel or fuel by-products that will provide for continuous and constant emission reduction."

Health risks

The controversy about SO_x control systems is not over and may increasingly focus on health effects. Results of studies done for EPA since 1970 confirm the perils of SO_x in combina-

tion with varying amounts of particulates. Analyses of health data from various urban communities and sites near major SO_x polluters indicate sulfur oxides plus particulate pollution aggravate chronic respiratory disease, impair ventilatory function in children and add to the risk of chronic bronchitis. EPA researchers worry about the effects this type of pollution may have on asthmatics and persons with heart and lung diseases.

The agency is not sure controlling SO_x will alleviate the observed health problems. Some air pollution control experts believe more emphasis should be placed on controlling the emissions of submicron-size particles. But EPA scientists maintain: "Until more definition of these issues is achieved . . . our findings strongly argue against any measures that would allow more sulfur loading of the atmosphere."

A recent report prepared for the Office of Management and Budget by Dr. David P. Rall, Director of the National Institute of Environmental Health Sciences, concluded: "There is . . . no basis for relaxation of the present standards for sulfur oxides at this time." However, Dr. Rall emphasized that "further studies [of SO_x and particulate pollution] are crucial for sound policy."

EPA researchers and Dr. Rall agree that the widespread use of tall stacks as an SO_x control measure would probably worsen observed health problems. But the officials are not certain that current SO_x and particulate removal requirements and technologies will adequately protect public health.

Cleaning up auto emissions

In addition to emphasizing the energy costs of auto pollution controls, critics of the Clean Air Act now question the judgments Congress made in 1970 on how clean the air must be to protect public health and the consequent degree to which harmful auto emissions must be reduced. Some automakers and oil companies warn that increasingly stringent emission standards combined with tough deadlines will force the introduction of dangerous control devices.

Debate over health effects

A Chrysler Corporation pamphlet claims, "There is no evidence that even prolonged exposure to average street level concentrations of automotive emissions is a threat to health." Similarly, the Ethyl Corporation is suing EPA over regulations

requiring the phased reduction of lead in gasoline on grounds that the agency has not produced "one instance" of health damage from lead in auto exhausts.

During recent debates on emergency energy legislation, supporters of an amendment to allow removal of control devices in 90% of the nation maintained the action would not compromise public health.

Controversy over the health dangers of pollutants will continue because it is hard to prove the exact cause and effect relationship between illness and measurable amounts of air pollution. Since the health effects of each automotive pollutant in the ambient air cannot be quantified precisely, auto emission reductions must be based on "best estimates." EPA agrees that the technique used to figure emission standards "is at best an imperfect tool."

Ironically, the emission standards now challenged by some car manufacturers were approved by Detroit at a White House meeting in November 1969. However, the goals, sanctioned then as reasonable and desirable, were not to be implemented until 1980.

Carbon monoxide (CO)

Since passage of the Clean Air Act Amendments of 1970, auto companies have focused their criticism on EPA conclusions about the dangers of carbon monoxide (CO). Health studies which appear to conflict with government data have been interpreted and publicized. Chrysler asserts that smoking and stationary source emissions are far more dangerous to health than carbon monoxide exhaust.

In countering these claims, EPA's health expert Dr. Carl M. Shy commented: "New knowledge reveals that highly susceptible groups of diseased individuals [victims of angina, a heart disease] are extremely sensitive to low levels of carbon monoxide at ambient levels, and that even the strict CO emission standards required by 1976 may not be sufficient. . . ." Further, Shy emphasized, "The sum of scientific evidence strongly argues against any change in the direction of more relaxed standards." The American Medical Association House of Delegates concurs with EPA and in 1973 passed a resolution supporting established primary air quality standards.

Whom to protect?

The Clean Air Act Amendments of 1970 called for air quality standards "requisite to protect public health" that would allow for an "adequate

margin of safety." A report of the senate Public Works Committee emphasized that "included among those persons whose health should be protected . . . are particularly sensitive citizens such as bronchial asthmatics and emphysematics." Subsequent air quality standards promulgated by EPA were designed to protect the largest number of people, including those most susceptible to air pollution (e.g., victims of respiratory diseases, the elderly, the very young.) Similarly, the auto emission standards in the Clean Air Act were aimed at providing health protection in the most polluted cities. Arguments raised in 1970 against this approach are now resurfacing as the costs of cleanup become more apparent.

Dr. Bartram Dinman, medical director for ALCOA, has questioned whether the public should pay the heavy price of reducing CO emissions to minute levels in order to protect angina victims. He suggested requiring susceptible individuals to install air cleaning and scrubbing systems in their homes or relocating those persons to areas with less air pollution.

A "two-car strategy" which would require only cars in urban areas to have pollution controls, is another variation of the idea that the costs of cleaning up pollution should be borne by its victims.

Lead

Controversy over the health basis of EPA's rules on reducing lead in gasoline also illustrates the challenge the agency faces from industry critics. Public health officials are particularly concerned about lead from auto exhausts settling in dust alongside streets and highways. While children can be poisoned by swallowing leaded paint chips, researchers believe they can also be harmed by breathing or eating dust containing lead ("dust-fall" theory). EPA studies conclude that such children run a greater risk of being anemic, having learning problems, and suffering behavioral abnormalities. Unfortunately, it is not yet possible to quantify the amount of lead in street dust that can be attributed to auto exhausts, as opposed to other possible lead sources (e.g., dust from demolished buildings).

Industry critics of EPA conclusions on lead say reducing lead in gas means a \$4 billion investment in new refinery equipment and processes, costs that will be passed on to motorists at the gas pump. But EPA argues lead regulations will probably cost consumers less than 1/10 of 1¢

per gallon (excluding additional crude oil requirements) and that "inaction carries a price tag" too. The American Thoracic Society's Committee on Air Pollution believes "the prudent course [on low-lead fuels] should be to prevent pollution now wherever possible, rather than run a substantial risk of damages to the health of the community while incontrovertible evidence of its dangers is accumulating."

Groups such as the Center for Science in the Public Interest, the Environmental Defense Fund, and the Public Interest Campaign feel EPA's lead regulations are too lenient and will not adequately protect public health. They want all lead removed from gasoline by 1977. But EPA officials think the decision to phase lead reductions reflects a proper balancing of control costs and estimated health risks.

Catalytic converters

Opponents of the catalytic converter point to recent findings linking the pollution control device to emissions of dangerous pollutants. What's worrying scientists is that the catalytic agent speeds the conversion of sulfur in gasoline to harmful sulfates, which includes sulfuric acid and sulfur salts.

It should be noted that sulfates also result from gasoline combustion in non-catalyst cars. In this case, sulfur from gasoline emerges from the tailpipe as SO₂ which eventually undergoes oxidation and reacts with water vapor in the air to form toxic sulfuric acid and/or with ammonia or metallic oxides to form sulfur salts. But EPA researchers believe cars equipped with catalytic converters will create three to five times more sulfates than cars without the device. And *Science* magazine reports that "the projected roadside concentrations of . . . sulfuric acid mist range from 3 to 15 times those which top health officials consider safe for asthmatics, elderly people and possibly children."

Recent reports of the projected adverse health effects have caused

EPA to launch a crash program to study emissions from catalytic converters. The agency plans to have a report for Congress in April 1974.

In the meantime, Administrator Train cautioned Congress in November 1973 against requests by Ford and Chrysler to freeze emission standards at 1974 levels and thereby eliminate a need for the catalytic converter. Train said, "The nation's overall momentum in achieving health-related air quality standards would suffer." EPA was supported by environmental groups, such as the National Clean Air Coalition, who are concerned about sulfate emissions from converters but believe delays in the reduction of harmful HC, CO and NO_x "would not be in the best interest of the health and well-being of the American public." Train emphasized that close to 90 per cent of the cars on the road in 1975 would not have catalytic converters, so there would be time either to develop sulfate emission controls or to desulfurize gasoline.

For the time being, lawmakers have adopted a compromise stance. Pending emergency energy legislation would maintain emission reduction goals, but delay deadlines to allow time for new data on the health effects of sulfates and second thoughts about energy-cost trade-offs. (See Table I for proposed new timetable.)

Scientists to report

To help in resolving the controversy, Congress has asked the National Academy of Sciences to review all current data on the health effects of automotive pollutants as well as the basis for established primary air quality standards.

The scientists, whose report is due by the end of July 1974, will also evaluate regulations covering SO_x emissions from stationary sources and analyze air cleanup costs and benefits. An initial NAS review in the fall of 1973 supported EPA judgments about retaining present air quality standards.

TABLE I: Proposed auto emission control timetable (grams per mile)

	1975	1976	1977	1978
Hydrocarbons	1.5	1.5	0.41	0.41
Carbon Monoxides	15	15	3.4	3.4
Nitrogen Oxides	3.1	3.1	2.0	0.4

Sources: Environmental Protection Agency; Energy Emergency Act of 1973. (shows 1-year delays granted by EPA, and additional delays pending in Congress)

Putting controls on transportation

Congress knew when it passed the Clean Air Act Amendments in 1970 that stringent controls on stationary sources and new cars would not be sufficient in some urban areas to attain and insure the maintenance of air quality goals. The legislation directed that state implementation plans include "other measures as may be necessary" such as "land-use and transportation controls." But transportation control plans required by EPA to help meet air quality goals have aroused a storm of protest from local officials, labor leaders, and chambers of commerce. These critics say the controls will be costly for motorists, downtown merchants and municipal governments. Metropolitan areas built around the automobile are especially hard hit by the regulations designed to cut vehicle use by 1977 and promote mass transit.

As a result, some civic leaders in affected communities have exerted increasing pressure on Congress to extend compliance deadlines and restrict EPA's authority.

Older cars and service stations

Since it will be many years (approximately 30) before all cars on the road are equipped with the most effective pollution controls, EPA says some metropolitan areas will have to require car owners to install emission controls in older autos. Called a "billion dollar band-aid" by some news media, retrofit cost estimates are from \$30-\$59 for pre-1968 cars to \$90-\$140 for 1968-74 vehicles.

Inspection and maintenance systems costing motorists between \$1.20 (inspection) and \$31.20 (average repairs) are proposed in some urban areas to monitor required installations on older cars and the performance of emission systems in new cars. In addition, gasoline stations in certain air quality regions will need vapor controls to reduce hydrocarbon emissions resulting from tank truck unloading and auto fueling. EPA estimates annual costs of \$3.20 per car for the additional service station equipment.

Reductions in vehicle traffic

Of the 33 air quality control regions requiring transportation controls, 13 are expected to achieve clean air goals by 1975 with controls at gasoline stations, vehicle inspection and maintenance systems, and a com-

bination of parking restrictions and mass transit improvements. The remaining 20 urban areas must install pollution controls on older cars and adopt a number of techniques to cut vehicle circulation in order to comply with clean air standards by 1977. (The Clean Air Act sets a mid-1975 deadline for compliance with air quality goals, but EPA is authorized to grant extensions up to 2 years.)

Fifteen of the 20 metropolitan areas needing reductions in traffic would have to curtail vehicle use by over 20%. In the extreme case of California, vehicle reductions required by 1977 in various air quality

regions are: San Diego—55%, Sacramento—64%, and San Francisco—97%. Los Angeles would have to eliminate automobile travel completely. EPA officials now call their earlier plans for gasoline rationing in California "unreasonable." They recognize that a 1977 deadline for compliance with air quality standards in the state is unrealistic. Long before the current uproar over transportation controls, Administrator Train planned to ask Congress for more time for the most heavily impacted regions to meet clean air goals. (See Table II showing regions needing transportation controls.)

TABLE II: Air quality control regions requiring transportation controls

Regions	Yr. of Compliance	Remarks
Rochester, NY Cincinnati, OH Dayton, OH Toledo, OH Austin-Waco, TX Corpus Christi, TX Chicago, IL	1975	need some parking restrictions and/or inspection-maintenance system
El Paso, TX Springfield, MA Dallas, TX Minneapolis-St. Paul, MN Portland, OR Indianapolis, IND	1975	need several strategies to reduce emissions such as gas station vapor controls, vehicle retrofits, parking restrictions, and mass transit improvements
Seattle, WA Spokane, WA Philadelphia, PA Washington, DC Area Salt Lake City, UT	1976	need several strategies; reduce traffic up to 20%
Pittsburgh, PA San Antonio, TX Los Angeles, CA San Francisco, CA Sacramento Valley, CA San Diego, CA San Joaquin Valley, CA Southeastern Desert area, CA Denver, CO Fairbanks, AK Boston, MA Phoenix-Tucson, AZ Houston, TX Interstate NYC region Baltimore, MD	1977	need several strategies; traffic reductions of over 20% required; EPA will ask Congress to extend compliance dates for some of these areas

Sources: Environmental Protection Agency; *Air and Water News*, Vol. 8, No. 5 February 4, 1974.

EPA authority challenged

EPA's control over transportation measures was challenged recently by House members who included amendments to the Clean Air Act in emergency energy legislation that forbid EPA from imposing parking

surcharges and requiring cities to limit parking lot spaces and to establish preferential bus/carpool lanes. The legislative pressure came largely from California and Texas delegations, speaking for constituents who would have to make some of the

most wrenching transportation changes.

Opponents of the parking surcharge, originally set for 3 cities, feared economic disruption if shoppers were discouraged from traveling to the central business district or to regional shopping centers. Stanley E. Long, legislative representative for the Los Angeles Parking Association believed merchants who now provide free parking for customers would pass the federal parking tax to consumers in the form of higher prices for goods and services. And some officials said the surcharge would place an unfair burden on students and workers who had no alternative to the automobile.

Although the Energy Emergency Act of 1973 has not yet been approved by Congress, EPA has announced it will not impose parking surcharges because of "firm guidance" from lawmakers on the issue.

State highway officials in California are particularly disturbed by requirements for bus and carpool lanes which they say will cause chaos on freeway systems with numerous interchanges.

And some congressmen see EPA acting as "super government," forcing people to change transportation habits and life styles they don't want to give up. EPA officials realize transportation controls will be difficult for many Americans to accept. As Administrator Train explains: "The value of clean air has run head-on into the value of personal transportation freedom."

Mass transit outlook

Promoters of mass transit emphasize that the social, economic, and ecological benefits of adequate public transportation far outweigh any loss of individual mobility. Integrated bus, subway, and rail service would improve air quality, reduce demands for energy and aid the poor and elderly who are now largely immobile without cars.

Despite these advantages the immediate outlook for public transportation isn't too bright. The Federal-Aid Highway Act of 1973 authorizes a total of one billion dollars for mass transit uses over three years (fiscal years 1974, 1975, and 1976). But transit industry spokesmen say the funds will not adequately cover improvements required to implement the Clean Air Act. And without federal operating subsidies, they maintain, community mass transit systems face skyrocketing deficits. Congress is now considering legislation that would subsidize transit operations.

Even with increased federal spending, government officials doubt that significant improvements in public transportation could come in time to meet Clean Air Act deadlines. EPA estimates that 47,700 additional buses would be needed by 1977 to reduce vehicular traffic as well as replace and make normal additions to existing urban bus fleets. If bus production doubled its present rates, there would still be a deficit of 20,000.

Rapid transit systems take an average of eight years to plan and construct. Although several cities are exploring subways, only BART (Bay Area Rapid Transit) in the San Francisco metropolitan region is expected to be fully operational by 1975. The METRO system in Washington, D.C. probably won't be finished until the late 1970s or 1980.

Innovative mass transit strategies such as the Denver Regional Transportation District's personalized rapid transit system (involving small computer-controlled cars traveling on fixed guideways) are long-term projects estimated for completion in the 1980s. EPA concludes that "although the potential for reducing auto use through improved transit is large, it may be unrealistic to expect reductions [in vehicle traffic] greater than 10 to 20 percent by 1977."

Carpool potential

Until more mass transit becomes available carpools may be an interim approach to reducing vehicle traffic in metropolitan areas. A number of companies, colleges, and public service organizations have recently tried to promote carpooling. Some company programs offer incentives such as preferred parking spaces and small bonuses. A few cities have special carpool lanes, and in the San Francisco area cars with at least 3 passengers pay a lower toll to cross the Oakland-Bay Bridge. One Boston radio station matches carpool applicants by computer and glamorizes the advantages of shared driving in a "clubcar," where "friends gather on the ride to work." According to the *Wall Street Journal* EPA officials in Boston think the area could meet Clean Air Act deadlines by 1977 without additional transportation controls if 55,000 of Boston's commuters formed carpools.

Despite optimism in Boston and the stimulus for carpooling coming from fuel shortages and high gasoline prices, shared rides are expected to reduce urban traffic by only 5 to 10 percent by 1977. In metropolitan areas commuter patterns are diverse: not everyone

works downtown. In southern California, for example, where home and work are usually many miles apart, workers pour into various commercial and industrial centers from all directions. Private carpool experiments here have not proven effective.

Environmental assessment

Environmentalists believe transportation control measures are a key element in the struggle for clean air. They point out that the continued concentration of automobiles in urban areas, even with emission controls, will lead to more air pollution. They see transportation controls as necessary levers of change, helping to move people out of one-person cars into carpools, buses, and subways. Such shifts in transportation habits, ecologists stress, will conserve energy as well as clean the air. And some urban planners believe the control measures give them tools needed to revitalize core cities.

At the same time, environmentalists realize that some cities will need additional time to implement control strategies and they favor giving EPA discretion to extend deadlines beyond 1977. But such flexibility may not assuage those who see no need for transportation controls and those who view EPA's involvement as an infringement on traditional local or individual prerogatives.

Influencing growth

In reviewing the Clean Air Act this year, a key issue likely to be explored by Congress is the extent to which EPA regulations aimed at protecting air quality should guide local land use decisions. When the Clean Air Act Amendments of 1970 were passed, lawmakers accepted the premise that the achievement and maintenance of clean air goals required land use planning. A Senate Public Works Committee report accompanying the bill said that state review of the location of new stationary sources of air pollution required by the legislation "would necessitate long-term decisions about the character of . . . growth and development." Subsequently, environmentalists contended in court suits that EPA guidelines for state implementation plans did not go far enough in designating land use planning tools that states needed to prevent the air from becoming dirtier. Environmental groups successfully argued that in addition to reviews of new stationary sources,

state plans must include procedures to evaluate increases in automotive pollution arising from the construction of certain new facilities (indirect source review) and means to prevent "significant" deterioration of air quality.

Critics of the court decisions claim that in passing the Clean Air Act Amendments of 1970, Congress never intended that EPA become so involved in guiding land use decisions. Some chambers of commerce, anxious to attract new industries, shopping centers, and housing fear that indirect source review and rules to prevent "significant" deterioration in air quality will stop desired economic growth. Land developers say the regulations ignore trade-offs that need to be made between environmental and socioeconomic considerations.

EPA officials believe that land use control properly belongs in the hands of local governments. The agency also recognizes that many communities and most states have no planning programs that would enable them to forecast environmental problems arising from growth. The controversy over land use and growth may force Congress to decide if EPA rules regarding indirect source review and preventing "significant" deterioration improperly infringe on local prerogatives or if the federal guidance is necessary and proper.

Indirect source review

EPA rules requiring states to establish procedures to review new facilities or improvements that would generate significant auto traffic (called "complex" or "indirect" sources of pollution) complement transportation control strategies. Indirect source review is similar in concept to existing state air plan controls over new industrial plants. In this case, designated state or local agencies will evaluate the potential air quality impact of large shopping centers, sports arenas, some parking lots and garages, sizeable residential, commercial, and industrial developments, certain new roads, highways, and airports.

The EPA regulations also require states to identify those regions which may experience significant growth within the next ten years, growth that could lead to violations of national air quality standards. States will have to analyze potential environmental problems in these areas and propose plans to deal with them. Indirect sources proposed for designated growth areas will be subject to more stringent evaluation than those in other parts of the state.

Builders fear the review procedures will block all new construction, but EPA has set complex source regulations so as to affect only major projects. The agency estimates indirect source reviews will be needed for approximately 350 shopping centers (out of 1,000 built each year), 150 parking lots and garages, and only a few airports. And review will not necessarily mean denial. Applicants are encouraged to come up with plans incorporating measures to lessen impacts on air quality, (e.g., providing mini-bus service from regional shopping centers to surrounding residential areas). EPA Administrator Train explains that the rules are not intended to stop the construction of facilities served by automobiles but rather "to insure that such sources are incorporated into the nation's future development through proper location and design."

Some environmentalists think the new rules don't go far enough. The National Resources Defense Council (NRDC), whose suit forced EPA to consider complex sources, says the regulations are "wholly inadequate." NRDC objects to the fact that only the largest projects in suburban areas will be scrutinized and that the cumulative effect on air quality from many new smaller sources in downtown areas will be ignored. NRDC also thinks the regulations would be stronger if the approval of a state or local air pollution control agency was a prerequisite for the issuance of construction permits.

Indirect source regulations for each state have yet to be promulgated (they were due December 5, 1973). EPA now says implementation of the rules will be delayed for one year. Environmentalists worry that builders will rush to sign contracts for developments now and escape state scrutiny. Of even greater concern to supporters of the Clean Air Act is the possibility that Congress will decide to revoke the rules altogether.

Preventing significant deterioration

Proposed EPA rules to prevent significant deterioration in air quality are even more controversial as they strike at the heart of the growing national debate over growth. Should air pollution be allowed to increase in Arizona to accommodate southern California's new power plants? And who should decide? Will rules to protect relatively clean air regions unnecessarily restrict new job and housing opportunities in Wyoming or Montana? Or will central cities lose industrial and commercial de-

velopment because outlying areas have less stringent emission requirements? Answers to these questions are important. As EPA's Quarles emphasized, "Any regulations which prevent 'significant' deterioration will affect where growth will occur and the manner in which it will occur."

On June 11, 1973 the Supreme Court affirmed lower court rulings (*Sierra Club, et. al. v. Administrator of EPA*) that the federal government could not approve a state implementation plan that permitted "significant deterioration" in areas where the air quality is now superior to federal standards. The original district court order which required EPA to promulgate rules to prevent "significant deterioration" in "any portion of any state," did not specify an interpretation of the word "significant." As a first step toward reaching a definition EPA proposed four alternative approaches to regulation.

Each approach would control two pollutants (sulfur oxides and particulates) and would require certain new or improved industrial facilities to install emission controls which reflect the "best available control technology" (BACT). Except in the case of coal-burning power plants, BACT is identical to New Source Performance Standards (NSPS) already required by EPA for new industrial projects. Coal-fired utilities could meet NSPS with low sulfur coal, but EPA says the use of this less polluting fuel may not be sufficient to prevent "significant" deterioration in air quality. Some new utilities which plan to use low sulfur coal may be required to install emission controls as well.

Except for the common elements discussed above, EPA's four alternatives differ in their interpretation of what constitutes significant deterioration. One of the regulations establishes national standards for measuring significant deterioration. Another sets emission ceilings for state "pure" air regions. A third plan gives states the power to designate two regions of allowable deterioration and includes a provision for variances. The fourth alternative would let states decide, case by case, if a new source threatened to create significant deterioration.

Because there is no accepted scientific basis for defining what constitutes "significant" deterioration in air quality, rules must be based on value judgments. EPA recognized the problem and hoped that by proposing four alternative plans they would get an indication of the public consensus. In general, groups commenting on the options agreed

about one thing only—they did not like any of the EPA proposals.

The Sierra Club spoke for most environmentalists when the group said it doubted any of the four plans met the requirements of the district court's order. Sierra criticized EPA for ignoring the potential effects of four other pollutants and maintained that only one of the proposed regulations sets a specific national limitation on allowable deterioration. At least three of the possible rules, the club argued, would actually promote degradation by allowing certain state regions sizeable pollution increases. Many environmentalists testifying at hearings on the proposed rules backed Sierra's plan for a national standard of significant deterioration based on allowable emission increases for six pollutants.

Representatives from the electric utilities, the National Coal Association, the National Chamber of Commerce, copper companies and other businesses questioned whether coal-fired plants in clean air regions should be forced to invest millions of dollars in new emission control technologies in the absence of demonstrable threats to public health and welfare. These groups maintained Congress never intended to establish air quality goals more strict than national primary and secondary standards. If some additional protection were needed, industry representatives preferred EPA's plan allowing states to determine significant deterioration case by case.

Controversy over the rules is clouded by uncertainty over their effects on growth. The Sierra Club says its proposals to prevent significant deterioration will not stop development but will make builders and planners consider the impact on air quality of a project's scale and location. The group points out that even with controls, emissions from several large power plants in the Four Corners region of the Southwest have spread a haze over a neighboring national park. But spokesmen from

some industries and state agencies believe tough pollution restrictions in clean air regions will hinder needed energy production, deprive rural communities of economic opportunities and prevent the relocation of polluting industries away from crowded urban areas. EPA believes each of their proposed regulations would "accommodate a reasonable degree of growth in a manner consistent with protection of the environment."

Outlook for the Clean Air Act

Energy and air

Amendments to the Clean Air Act incorporated into the pending Energy Emergency Act include long-term variances (until 1979) from state and local emission regulations for plants required to switch from burning oil to coal by the Federal Energy Office. The energy legislation also extends the 1975 interim auto emission standards for HC and CO through 1976 and gives EPA the discretion to grant automakers an additional extension through 1977. The final NO_x reduction deadline is postponed from 1977 to 1978.

Because environmentalists believed the proposed changes had little to do with current oil shortages, they pressed lawmakers to send the bill back to the conference committee with instructions to eliminate amendments to the Clean Air Act. Other forces working for recommitment of the Energy Emergency Act were White House officials and oil companies. They objected to provisions dealing with windfall profits in the petroleum industry. Although the Senate voted to recommit the legis-

lation to the conference committee, the outcome, as we go to press, is uncertain.

Review to continue

Regardless of what Congress finally approves as emergency energy measures, leaders in the House and Senate agree the clean air law needs further examination. Senator Muskie explains, "We knew in 1970 that the Clean Air Act would reshape our lives in many ways, and that there would be problems which could not be solved in the administration or in the courts." Clean air supporters in Congress hope the review will produce constructive changes to aid the timely achievement of air quality goals. But those who think the Clean Air Act tries to go too far, too fast, at too great a cost doubt that consumers are ready to pay the price for clean air.

Public commitment?

Studies conducted since the passage of the Clean Air Act Amendments of 1970 affirm earlier predictions that the overall price for cleaning up the environment is far outweighed by the estimated costs, to health and property, of failing to do so. EPA Administrator Train emphasizes, "The price tag for pollution control does not pose any threat to the economic health of the nation." Various nationwide and local polls still indicate the public approves increased government spending to combat pollution. In several instances, voters have sanctioned tax increases or bond issues to aid environmental protection. And a recent Gallup poll showed that Americans do not blame "ecologists" for energy shortages. But no one knows if consumers will change their attitude once they face additional costs stemming from advanced auto and plant emission controls, reduced mobility, and restraints on growth. □



memorandum

The League of Women Voters of the United States

March 8, 1974

THIS IS GOING ON DPM

TO: Local and State League Presidents (for EQ/Air chairmen)
FROM: Ruth C. Clusen, Chairman, Environmental Program and Projects
RE: Current Focus "Clean Air--Costs and Trade-offs"

Here is the publication we promised you in the Continuing Time for Action on clean air standards and programs (February 5, 1974).

The Current Focus summarizes major issues and arguments likely to be discussed during congressional oversight hearings on the Clean Air Act that will be held this spring (schedule is not set at this time). Besides giving background information the publication provides facts and analyses that you will find useful in presenting your views about the urgent need to support ongoing clean air programs.

The relationship between energy shortages and clean air regulations is a major topic of the Current Focus. This discussion should help you evaluate energy legislation that would waive clean air standards or delay compliance timetables. Even though the Energy Emergency bill containing several amendments to the Clean Air Act was vetoed by the President, League members should expect to see congressmen try to attach similar changes in the air quality law to future energy legislation. The Wall Street Journal reports (March 5, 1974, p.3) that President Nixon is planning to present Congress with a new emergency energy bill that includes sweeping amendments to the Clean Air Act.

"Development of land use plans in which air quality represents a single overriding criterion is not. . . a desirable course of action for most areas. The regulations . . . are therefore designed to inject consideration of air quality as one of many constraints on land use decisions, but not to mandate land use decisions based solely on air quality. In this regard, the 'significance' of any air quality deterioration is defined in terms of the proper and desired use of an area as well as the magnitude of pollutant concentrations." from proposed EPA rules on prevention of air quality deterioration, *FEDERAL REGISTER*, August 27, 1974.

". . . it is hardly surprising that the courts found that the Clean Air Act was intended to prevent significant deterioration of air quality. None of the judges had any apparent difficulty with what Congress intended. . . the administrative and legislative history was so overwhelmingly clear that the courts found that Congress intended to prohibit significant deterioration despite the perhaps inartistic manner in which this intent was carried out. . . We believe that those who want Congress to change its position have the burden of showing that the prohibition against significant deterioration would produce serious injury to the country." Laurence I. Moss, "Implications of *Fri v. Sierra Club: Preventing the Graying of America*." Statement of the former president of the Sierra Club before the Senate Public Works Committee, July 24, 1973.

RECENT EXECUTIVE ACTIONS

The Environmental Protection Agency has issued a number of proposed and final regulations on several important air quality issues. The rules appear in the *FEDERAL REGISTER*, copies of which are available at most public libraries or from the Government Printing Office. (Order individual copies from the Supt. of Documents, U.S. GPO, Washington, D.C. 20402. 75¢ prepaid.)

1) Indirect Sources. July 9, 1974. (FR, Vol. 39, No. 132, p. 25292 ff.) Final rules on indirect (complex) sources that generate significant amounts of traffic and which may therefore cause or aggravate air pollution. The rules apply to facilities such as shopping centers and sports complexes that accommodate at least 1,000 (or in some cases, 500) cars.

2) Parking Management. August 22, 1974. (FR, Vol. 39, No. 164, p. 30440ff.) Proposed rules on one aspect of EPA's transportation control strategy. Parking management review pertains to new parking facilities that are not considered indirect sources. The rules, applicable in 17 selected metropolitan areas, cover lots or garages containing at least 250 spaces. Comments due Oct. 31, 1974; final rules to take effect on July 1, 1975.

3) Stationary Sources. September 11, 1974. (FR, Vol. 39, No. 177, p. 32852ff.) Proposed new source performance standards, including emission monitoring requirements and performance testing methods. Comments due by Oct. 29, 1974.

4) Prevention of Significant Air Quality Deterioration. August 27, 1974. (FR, Vol. 39, No. 167, p. 31000ff.) Proposed rules; final rules to be promulgated shortly.

PERHAPS YOU'D LIKE TO READ

League of Women Voters Education Fund, *CURRENT FOCUS on Clean Air—Costs and Trade-offs*, 1974. Pub. No. 467, 60¢. 12pp.

League of Women Voters of United States, "The Clean . . . Controversy," in *THE NATIONAL VOTER*, Oct.-Nov. 1973. \$2 subscription for 5 issues.

League of Women Voters of the United States, *COMMITTEE GUIDE on Air Quality Consensus and Prospects for Action*, June, 1971. Pub. No. 685, 35¢. 6pp.

Publications available from LWV, 1730 M St., NW, Wash., DC 20036, Attn: Publication Sales

* * *

American Lung Association, *AIR POLLUTION PRIMER*, 1974. 50¢.

102 pp. Revised version of a comprehensive look at air pollution, including its sources and health effects. Contains a glossary of technical terms.

American Lung Association, *CONTROLLING AIR POLLUTION—A PRIMER ON STATIONARY SOURCE CONTROL TECHNIQUES*, 1974. Free. 52 pp. Explanation of pollution control methods, including a discussion of alternative energy sources and costs of pollution control.

Order both from the American Lung Association, 170 Broadway, New York, N. Y. 10019 or from your state or local Christmas Seal Association.

A WORD ABOUT UPDATE

This Environmental UPDATE on Air Quality is the first in a new series of UPDATES on a variety of environmental issues. Each UPDATE will be sent to local, state and Inter-League presidents on Duplicate President Mailing (DPM). Additional copies are available @ 25¢. Order from the LWVUS, 1730 M Street, N.W., Washington, D.C. 20036. Attention: Publication Sales Department.

environmental UPDATE on air quality

Pub. No. 547

October 1974

NONDEGRADATION: HOW CLEAN MUST WE KEEP THE AIR?

An electric utility plans to build a coal-burning power plant in a part of Wyoming where the air is virtually unpolluted. Development of the power plant will cause some air pollution, but pollution levels will still fall below those established under national ambient air quality standards.

Should the utility be permitted to construct its plant—and thus foul clean air? Did the authors of the Clean Air Act intend to protect clean air from all degradation? From some degradation? Does the federal government or Wyoming have the right to deny permits to the utility because clean air will be soiled? And what effect will a nondeterioration rule have on industry and suppliers of energy? On land use?

The case above is hypothetical, but it represents a very real dilemma facing government officials and industry. The issue is called "significant deterioration," and on August 27, 1974, the U.S. Environmental Protection Agency proposed rules that, according to the agency, begin to resolve the question. The rules will be finalized by November 27, 1974, but public response thus far indicates strong opposition on the part of environmentalists, industry and some government officials as well.

The Protagonists

The issue of deterioration of air quality has evoked three types of responses from observers. The Administration position, as formulated by EPA, asserts that some deterioration can and must take place, but it is EPA's contention that the amount of deterioration permitted by the proposed rules is so small as to be insignificant. Thus, EPA defends its position

and sees itself aligned on the side of the environment.

Environmentalists, however, say that EPA has issued rules that do indeed open the door to significant deterioration. While they acknowledge that small increments of pollution may be reasonable in certain areas, they say that the new EPA standards are far too permissive. They have been joined in their criticism of the proposal by officials of some state and local governments.

Opposing any EPA rules on significant deterioration—and contending that the EPA proposal is too stringent—are a number of industries, many of them electric utilities. They say that prohibitions against deterioration of air quality in pristine areas will curtail development, particularly of energy facilities. If utilities are forced to limit operations or expansion, the nation will experience energy shortages and further increases in energy costs.

Some History

The protection of clean air from deterioration became an issue in 1973 when the Sierra Club, along with a number of other environmental groups, filed suit against EPA. The plaintiffs contended that there was nothing in the language of the Air Quality Act of 1967 or the 1970 Clean Air Act amendments that permitted fouling the air in places where air quality was better than that established by federal standards. Consequently, the Sierra Club said EPA could not approve state implementation plans (required by the Act) if those plans lacked provisions to prevent degradation of pure air. EPA contended, however, that the law contained no such requirement.

The U.S. District Court for the District of Columbia agreed with the Sierra Club and stated in its decision that "significant deterioration" was not permissible in clean areas. While ordering EPA to disapprove all state implementation plans

(because none prevented deterioration) and to formulate new rules, the court did imply that some deterioration of air quality could be acceptable. On appeal, the U.S. Supreme Court, by a tie vote, affirmed the lower court's decision.

As a result, EPA, in July, 1973, proposed four alternative strategies to deal with nondegradation. Briefly, the four proposals were:

- 1) The Air Quality Increment Plan, in which specific increases above 1972 particulate and sulphur dioxide concentrations would be permitted.
- 2) The Emission Limitation Plan, establishing emission ceiling regulations in areas where particulate and sulphur dioxide levels were below secondary ambient air quality standards.
- 3) The Local Definition Plan, in which each state would decide, on a case by case basis, if a new source would create significant deterioration.
- 4) The Area Classification Plan, requiring states to establish two zones for permissible deterioration. Each zone could experience varying increases in pollutant levels, but only one would permit development of large-scale polluting facilities.

EPA requested written comments and held hearings on its four schemes. The agency was particularly interested in determining how citizens defined "significant deterioration," and what balances had to be maintained between clean air and growth. As could be expected, response to the proposed rules differed widely. Industry suggested that Congress had never intended to place EPA in the position of issuing nondeterioration regulations. Some federal officials, including the Secretaries of the Department of Health, Education and Welfare and the Department of the Interior, warned against strategies that protected the environment at the expense of what they termed economic and social interests. Environmentalists,

citizens and some state and local officials suggested that none of the EPA options would prevent significant deterioration because all failed to include all identified pollutants, as well as all sources of pollution, and also because the onus of nondeterioration decisions was placed on the individual state's pollution control agency.

The New EPA Proposal

Because of continuing uncertainty about the approach it should take, the August 27 rules, reflecting the earlier comments, are still only proposed. EPA says that it will issue final rules when it can clarify--through public comment--means of implementing the deterioration rules. It also attributes the delay to the lack of precise direction, both in the Clean Air Act and in the court order. (Many observers feel, however, that EPA has been avoiding final action because of disagreements within the Administration which have apparently pitted EPA against the Federal Energy Administration and the Departments of Commerce and Treasury. The Administration, by the way, has introduced an amendment to the Clean Air Act which would eliminate entirely the nondegradation requirement of the Act--an amendment which EPA opposes. EPA may thus be caught between environmental goals and political considerations, and may be loath to involve itself more deeply in a volatile situation.)

Basically, the proposed new rules reclassify clean areas of the country into three zones:

- Class I--areas in which existing pure air is to be protected because of scenic, recreational or ecologic reasons; areas where no additional major industrial growth is desired.
- Class II--areas in which moderate changes in air quality are permissible because of expansion of major facilities.
- Class III--areas in which major polluting developments are

permitted, or where increases in pollutant levels would be minimal. (A state could, however, reclassify all lands to Class III.)

The rules apply only to two pollutants, sulphur dioxides and particulates; the other three pollutants regulated by the Clean Air Act--carbon monoxide, hydrocarbons and nitrogen oxides--were omitted. EPA justified its decision by alleging that, among other things, new car emission standards, required by 1977, will eliminate the need for controls over carbon monoxide and hydrocarbons, and that carbon monoxide has no noticeable effects at concentrations less than existing ambient standards. The agency does acknowledge, however, that hydrocarbons and nitrogen oxides may need regulation at some future date, as more is learned about their effects.

Once the rules are final, EPA will designate all relatively clean areas Class II (equivalent to about 80 percent of the U.S.). Individual states will then be permitted, after a public hearing, to redesignate areas it desires. Reclassifications, while subject to EPA approval, will be permitted so long as states follow required procedures--using accurate technical data, considering all "relevant environmental, social or economic considerations" and following proper new source review rules and policies.

The Rules' Impacts

Land Use. The EPA rules will have their greatest impact on land use planning and zoning, a fact recognized by EPA when it stated that "development of land use plans in which air quality represents a single overriding criterion is not...a desirable course of action...The regulations are therefore designed to inject consideration of air quality as one of many constraints on land use decisions, but not to mandate land use decisions based solely on air quality." The rules go on to say that as a result, the "significance"

of any air quality deterioration is defined in terms of the proper and desired use of an area as well as the magnitude of pollutant concentrations."

Many environmentalists and planners fear that the rules' effect will be to move land use decisions from state or local planning agencies (which, presumably, have an expertise in the field) and from elected officials to a state air pollution control board that represents no constituency and that has narrow responsibilities and expertise. Most importantly, however, environmentalists say that state officials who classify lands into appropriate air zones will indeed be deciding how land may or may not be developed. In states with land use plans, the air pollution control board will have to adjust clean air zones to coincide with approved comprehensive land use plans. In states without land use plans, pollution control boards will inadvertently "adopt" plans based solely on an air quality classification system.

The level of government--federal, state or local--that exercises the real power in implementing significant deterioration rules will also have a tremendous impact on land use and air quality decisions. EPA concludes that state governments should assume overall responsibility for implementing the new rules but suggests that states delegate to lower levels "substantial authority." In any event, federal oversight of state and local decisions is limited to a review based primarily on data submitted by the state. Some critics feel that information could be manipulated to obscure facts or to "sell" a particular decision. They say it is virtually impossible for the federal government to exercise effective review of land reclassifications for 80 percent of the nation's land area. If EPA rules were more stringent; if states were required to make classification decisions on the basis of established criteria, there would be fewer arbitrary decisions as well as less need for federal review.

Growth and Energy. Advocates of policies that would permit deterioration say that nondegradation rules will limit needed industrial and energy development throughout the country. They say that national energy needs must be considered as important as the need to protect the environment. If, for example, huge new power plants are forbidden, the energy needs of a large portion of the nation's population will not be met. Similarly, utilities claim that the rules will increase the price of energy.

Foes of EPA rules also say that any limitations on the growth will contribute to the nation's already faltering economy. Instead of issuing rules that curtail development, EPA should suspend, at least temporarily, its already stringent rules as a way of promoting productivity.

These arguments are countered by those who contend that well-planned development (whether a power plant or a steel mill) that utilizes effective pollution control technologies can continue without impairing air quality to a significant extent. Large energy facilities could be built near existing power plants as long as advanced pollution control technologies were utilized. Smaller facilities would be acceptable in cleaner areas as long as pollution control devices were also installed. Environmentalists do not deny that the cost of energy may be increased, but they contend that the public has demonstrated its willingness to pay higher prices as long as it knows that the environment--and public health--are protected.

Center Cities. Some opponents of any EPA regulations on significant deterioration say that the rules will have an adverse impact on cities. Dirty air is one of the reasons, they say, why big cities are being abandoned by people and business. Unless polluting industries can relocate to rural areas, air quality in urban centers will grow even worse. They also suggest (and HEW concurs) that if industry remains in the center cities,

the elderly and the poor will continue to bear the burden of unhealthy air.

Both arguments are countered by others who contend that the principal source of air pollution in inner city areas comes not from industry but from automobile emissions. Prohibitions against fouling pristine air will actually help strengthen urban areas that need to attract and hold revitalizing industries. By encouraging the concentration of intensive uses--as long as strict emission controls are required--EPA will stimulate urban redevelopment instead of dispersing polluters to isolated areas (and thereby spurring haphazard growth and wider-spread pollution). Industry will find it difficult to relocate to remote parts of the country if deterioration is prohibited.

What Happens Now?

EPA expects to publish its final rules on significant deterioration by the end of November. The Sierra Club has warned that if the rules resemble the proposed version it will again bring suit against the government. On its part, EPA has warned that if environmental lawsuits continue to challenge EPA actions, Congress will probably decide the deterioration issue itself--by amending the Clean Air Act to specifically permit deterioration of air quality. Many environmentalists seem willing, as one said, "to fight it out in Congress. It's a lot easier to find out what a congressman is thinking--and talk to him--than it is to find out what the White House is planning to do."

It is, of course, far too early to prognosticate on congressional action in 1976. Whatever decisions are made will depend in large part on the nation's energy supplies and the state of the economy. Any additional information developed between now and then on the effects of air pollution on health, and continuing research on the effectiveness of pollution control technologies may also influence Congress.

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GOING ON DPM

March 19, 1975

STATEMENT TO THE SUBCOMMITTEE ON PUBLIC HEALTH AND ENVIRONMENT

of the

HOUSE COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE

by

BETTY N. MACDONALD

DIRECTOR, LEAGUE OF WOMEN VOTERS OF THE UNITED STATES

on bills relating to the Clean Air Act

My name is Betty MacDonald of Madison, Wisconsin. As chairman of the League of Women Voters' Environmental Quality Committee, I am pleased to have this opportunity to appear before your committee in support of extension of the Clean Air Act.

The League is a volunteer citizens' organization with approximately 140,000 members in all fifty states. For several decades, the League has actively worked for improvement in our environment. During 1970 and 1971, our members specifically undertook an extensive study of Air Quality. Local Leagues participated in this study by examining first-hand in their own communities the many aspects of air pollution. A League study is not an academic exercise; its purpose is to provide the substantive underpinnings for subsequent member action on public policy issues. Leagues have acted at all levels of government to ensure that the Clean Air Act of 1970 becomes a truly effective means of cleaning up our air as soon as possible. They have testified at thousands of hearings to assure the development of high federal standards and strong state implementation plans. They have worked in their states and communities to establish state and local standards which not only meet but exceed federal standards where possible. Leagues have acted to ensure enforcement of standards, preferably at the lower levels of government, but at the federal level if necessary. Throughout these efforts League members have expressed their willingness as consumers and taxpayers to share the costs with business in paying for pollution controls.

Last year, Leagues were asked their views towards possible changes in the Clean Air Act during hard economic times and energy shortages. Contrary to those who say there has been a reduction of environmental concern, Leagues uniformly said that any changes should be to strengthen, not weaken the Act. For example, the State League of Wyoming said, "There is a need to extend and strengthen the Clean Air Act rather than erode it." The New Jersey League said the Act should be "renewed and strengthened." The Vermont League "strongly opposed" weakening the basic structure of the Act. The Connecticut League wrote that the Clean Air Act established

"a good plan with time tables for achieving air pollution control." And these comments are but a sample of the hundreds of responses we received. Attached to my statement is a summary of some of these replies.

While recent national concern has centered on energy and economic problems, the solution to these problems cannot be effected through dismantling environmental protection based on public health standards. The alleged gains in energy and economics may not even occur or will be minimal at best; meanwhile, we will have needlessly sacrificed our environment. Though some midcourse adjustments may be needed in the Clean Air Act, we must hold firm on environmental standards and permit flexibility only in cases where a good faith effort at compliance with the law has been demonstrated.

Significant Deterioration

We strenuously oppose the Administration's proposal to delete significant deterioration provisions from the Clean Air Act. Leagues from across the country sent a clear message that air quality not be allowed to deteriorate to minimum primary and secondary standards. For example, my homestate League in Wisconsin wrote:

"Our League would argue that the health, environment, and economic benefits of clean air outweigh the costs of cleaning up emissions at the factory smokestack or the automobile tailpipe, and we would not see dispersal of pollutants as a satisfactory answer. We believe an area has the right to resist degradation of its air, even if the area is below federal minimum standards."

Or, listen to what a local League in New Jersey says:

"A firm federal commitment to steady improvement in air quality is essential to a more healthful environment in all New Jersey. While Atlantic County has been lucky to enjoy relatively clean air so far, we see every day threats to turn this county, as well as every other South Jersey county, into a copy of the mismanaged development--along with its poor air quality--of North Jersey."

We agree with EPA Administrator Russell Train that consideration of air degradation should be part of overall state and local land use planning. But we do not agree that the best way to achieve consideration of air quality in comprehensive land use planning is to delete entirely the non-degradation requirement. While we object to several provisions of EPA's recently promulgated regulations, and believe that other approaches may be preferable, we do see them as a start at addressing this complex problem. We would like to see how the regulations are implemented before passing judgment on their effectiveness. Therefore, we urge Congress to take a "wait-and-see" attitude and to take no action to delete significant deterioration requirements at this time.

Extension of Compliance for "Isolated" Power Plants

The League opposes the Administration amendment which would allow the use of intermittent control systems for isolated, electric power plants. The League believes that stack gas scrubbers or the burning of low sulfur fuels in older plants should be mandated. While this "scrubber" amendment is limited in its application, we view it as possibly a first step for utilities which might, then, push for complete acceptance of intermittent control systems. The industry has long been on notice to

begin cleaning up stack gases--further delay would only result in more foot dragging. In the words of the Illinois State League, "We believe the utilities and other larger users of high sulfur fuel should control SO₂ emissions at the source and include the capital and maintenance costs as part² of the utility rate."

Automobile Emission Standards

The League opposes EPA's proposal to freeze standards at existing levels for five years, and the Administration's amendment for a five year freeze at slightly higher standards in the case of hydrocarbons and carbon monoxide. We are concerned about the sulfate problem from catalytic converters, but use of a more sophisticated emission device or low sulfur gasoline at a small increase in price are better short range solutions. Put quite simply, we believe the days of the traditional gas guzzling internal combustion engine are limited.

Thus, any changes in auto emission standards should be coupled with mandatory requirements for fuel economics and a reasonable level of investment into research for alternate engine designs.

The Louisville, Kentucky League wrote:

"At levels commonly found in urban areas, including Louisville, noxious gases emitted from automobiles contribute to the incidence of such chronic ailments as emphysema, bronchitis and asthma, diseases which have increased dramatically in recent decades. The pollutants spewed out into the atmosphere by automobiles are absorbed by the lungs and reduce the oxygen carrying capacity of the blood. They impair visual and time interval discrimination. They particularly endanger those with or prone to heart disease. Moreover, these chemical agents in the atmosphere may have long term effects that are not yet fully understood.

"To prevent energy shortages over the next few years and decades, it may well be that some environmental controls will have to be temporarily relaxed. But the public interest demands that we not save energy by permitting air pollution to rise to levels that endanger human health..."

The League supports amendments to the Clean Air Act to make automobile emission standards applicable to trucks, recreational vehicles and, if feasible, motorcycles. There is no reason why other polluting vehicles should be exempt from standards set for automobiles.

Preemption of State Standards

Administration amendments concerning waivers for technology innovations, and provisions for compliance extensions for plants which are required to shift from burning oil to coal, contain provisions which could have the effect of preempting state standards. We do not want changes in the Clean Air Act which would give EPA the authority to exempt powerplants from state and local air quality standards which are higher than those set by the federal government.

Assessment of Civil Penalties and Right to Sue States

The League supports the Administration's amendments to empower EPA to bring a civil

action against polluters for stationary source violations. We believe that civil actions are often better than criminal actions for gaining compliance with air standards. The lower level of proof required in civil actions gives wider latitude for ensuring compliance. Further, the League supports a proposal to clarify the right of citizens to bring suit against a state air control agency. The fact that state actions are reviewed by EPA should not preclude legal action against states where the state is alleged not to have made good faith efforts.

Other Amendments

The League supports other strengthening amendments, proposed by Representatives Brown and Ottinger, which would:

- . Require EPA to promulgate national primary and secondary air quality standards for suspended particulate matter which reflects the latest scientific evidence on the relationship between the size and weight of particulate matter and the degree of health hazards. The present standards, based on weight, do not take into consideration the more serious health hazards of small particulates.
- . Prohibit employers from discrimination, firing or otherwise penalizing employees who initiate law suits under the Clean Air Act, or who testify or involve themselves in public hearings or court proceedings.
- . Require EPA to investigate and institute civil penalties against an employer who willfully misrepresents the loss of jobs resulting from compliance with air pollution standards.
- . Where unemployment is found to be caused by meeting clean air standards, provide extended periods of unemployment benefits and assistance in meeting mortgage or rental payments during such unemployment. In instances where cutbacks have severely impacted the local economy, such as a company town with a single employer, the Secretary of Labor should be authorized to provide compensation for loss in home values and to pay for moving expenses for workers who are forced to relocate in order to find new jobs.

In conclusion, we want to assure the committee that the public remains your greatest ally in continuing the Nation's strong effort in reducing air pollution. We urge you to extend and strengthen the Clean Air Act for another three years.

APR 28 1975

LEAGUE OF WOMEN VOTERS OF MINNESOTA

555 WABASHA

ST. PAUL, MINNESOTA 55102

PHONE: 224-5445

M TO: Harriet

E FROM: Helene

M SUBJECT Clean Air

DATE 4/24/75

O

Mary Watson wants me to send this to you in case she wants it copied to send out to local Leagues. If so she will be sending you a cover letter and instructions. You probably already have this because you sent copies to so many of us. Please put a copy back in my folder or I will forget what this said - I hope. My brain is getting cluttered with too many extraneous facts.

League of Women Voters of the U.S.
1730 M Street, N.W.
Washington, D.C. 20036

April 1975

FACT SHEET ON ISSUES CONCERNING THE CLEAN AIR ACT

AUTO EMISSION STANDARDS

Issue - Should new car emission standards be frozen for five years?

Background - Statutory emission standards for new cars have already been delayed three years from those established in the Clean Air Act - twice by the EPA Administrator and once by Congress. The most recent postponement, March 5, 1975, was based on an EPA conclusion that although current technology was available to meet full statutory emission standards, the technology itself - the catalytic converter - posed a new health hazard through the emission of sulfuric acid mists. EPA Administrator Russell Train, called for a five-year legislative freeze - three years at current federal interim standards for carbon monoxide and hydrocarbon and two years at the California standard for nitrogen oxide. Train said the freeze was necessary because the production of new cars with "two-way" converters, necessary to meet higher standards, would produce greater quantities of hazardous sulfuric mists reaching danger levels in urban areas within two to ten years. The EPA decision to grant a one-year delay has been challenged as to whether or not sufficient technical information was available concerning the problem. Subsequent to the EPA decision, the California Air Resources Board conducted hearings on the sulfuric mists hazard and concluded against relaxing standards for 1977 models.

Further delays in meeting the full statutory standards for pollutants such as carbon monoxide, is trading a known for an unknown hazard. For example, a five year postponement would double carbon monoxide levels by 1985 and thereby increase exposure to this harmful oxidant by 31 billion additional person-hours.

The League's Position - The League opposes any freeze in the statutory requirements for auto emissions. While concerned with the sulfuric mist problem, we believe that either a more sophisticated emission device, such as the "three-way" converter, or the use of low sulfur fuels are more reasonable ways to solve the problem. For the short-term, sulfur content can be reduced through blending of fuel stocks allowing sufficient time for a program of complete desulfurization. The League further supports an amendment to the Clean Air Act, contained in the Brown-Ottinger bill --HR 4369--to make automobile emission standards applicable to trucks, recreational vehicles and, if feasible, motorcycles.

COAL CONVERSION

Issue - Should isolated power plants which switch to burning coal be allowed to use intermittent emission controls for up to 10 years?

Background - The 1970 Clean Air Act established a regulatory procedure for protecting the health and environment from air pollution. Emissions of particulate matter and sulfur dioxide (SO₂) were to be controlled by 1975, or 1977 at the latest, to the extent necessary to protect health. States were permitted to set more stringent emission limitations. The 1974 Energy Supply and Environmental Coordination Act required the Federal Energy Administrator to order power plants to shift from burning oil and natural gas to coal in order to encourage reliance on domestic energy sources. Under certain circumstances, the legislation also

authorized EPA to delay state SO₂ emission limitations until 1979 for power plants converted to burning coal as a result of an FEA order.

League Position- The League opposes Administration amendments which would allow the use of intermittent controls for isolated electric power plants and grant up to 10-year delays in meeting SO₂ standards. The League believes that stack gas scrubbers or the burning of low sulfur fuels in older plants should be mandated. The League opposes the so-called "scrubber amendment" because:

1) intermittent control systems disperse rather than control sulfur emissions which can contribute to hazardous sulfate formations hundreds of miles downwind from the source and cause economic damages in the immediate vicinity;

2) intermittent control systems are almost impossible to enforce because of the difficulty in pinpointing a polluter in an area with dozens of emission sources; and

3) intermittent controls are inherently unreliable because of the difficulty of predicting changes in atmospheric conditions.

The League further opposes an Administration amendment concerning compliance extensions for plants ordered to burn coal because it contains a provision which could preempt state standards in certain cases. A similar preemption is contained in an amendment to permit waivers for technological innovations. We do not want changes in the Clean Air Act which would exempt power plants from state and local air quality standards that are higher than those set by the federal government.

SIGNIFICANT DETERIORATION

Issue- Should Congress eliminate the requirement to prevent significant air deterioration?

Background - The courts have interpreted the Clean Air Act to require states to develop plans to prevent the significant deterioration of clean air areas. Following a successful suit by the Sierra Club, EPA published regulations in December 1974 which required states to establish procedures to prevent significant deterioration.

The deterioration of air quality in clean regions to the secondary standards can result in economic damages to land and a major reduction in visibility. Allowing the air quality to deteriorate could speed rapid energy development in the West to the detriment of the environment and create an incentive for industries to locate in clean air regions where costs for pollution control devices could be avoided.

League Position - Though the League objects to several provisions of the EPA regulations for the prevention of significant deterioration, the regulations are a start at addressing this complex problem. The regulations will take effect June 1, 1975. The League would like to see how they are implemented by the states before passing judgment on their effectiveness. Therefore, the League urges Congress to oppose amendments to delete significant deterioration requirements and support clarification of congressional intent that clean air regions not be allowed to deteriorate.

TRANSPORTATION CONTROLS

Issue - To what extent and under what circumstances should the deadlines for implementing transportation control strategies be extended?

Background - Section 110 of the Clean Air Act requires states to adopt and enforce transportation control plans if the Federal auto emissions standards are inadequate to meet air quality standards for the region. Thirty-seven air quality control regions have been designated as requiring transportation control plans and additional regions may soon need such plans. The control measures vary from region to region depending on the magnitude of the problem. Typical measures include: improvements in mass transit, mandatory auto inspection and maintenance programs, restraints on new parking construction, car pooling, exclusive bus lanes, etc. EPA estimates that at least 10 communities will be unable to achieve health-related air quality standards by 1977 unless gas rationing is imposed.

League Position - The League agrees that certain cities need some additional time to attain clean air standards. The main issue for cities needing extensions is to establish interim compliance steps during the period of the extension. The League believes that the Administration amendment should be strengthened in this regard.

INDIRECT SOURCES

Issue - Should EPA's authority to require states to review indirect sources of air pollution be eliminated?

Background - Indirect sources are facilities such as shopping centers, airports, highways and sports arenas which do not emit pollution themselves but induce or attract significant numbers of motor vehicles with their attendant air pollution. Current EPA regulations require state plans to have procedures to review the location and design of new indirect sources. The regulations have been postponed several times by congressional and administration action and now are scheduled to go into effect January 1, 1976. Numerous bills have been submitted in Congress to modify or eliminate indirect source review.

League Position - The League believes it is better to review projected pollution prior to construction of indirect sources rather than attempt to correct an unhealthy situation after it has been created. Indirect source review will help maintain air quality standards through assuring that adequate traffic flow measures are included in the design of indirect source facilities. The League opposes amendments to weaken indirect source requirements.

OTHER ISSUES

The League supports the Administration's amendment to empower EPA to bring a civil action against polluters for stationary source violations because the lower level of proof required gives wider latitude for ensuring compliance. We support various strengthening amendments contained in the Brown-Ottinger bill--HR 4369--which would:

- . require EPA to promulgate national primary and secondary air quality standards for suspended particulate matter which reflects the latest scientific evidence on the relationship between the size and weight of particulate matter and the degree of health hazards. The present standards, based on weight, do not take into consideration the more serious health hazards of small particulates;

- . prohibit employers from discrimination, firing or otherwise penalizing employees who initiate law suits under the Clean Air Act, or who testify or in-

volve themselves in public hearings or court proceedings;

- . require EPA to investigate and institute civil penalties against any employer who willfully misrepresents the loss of jobs resulting from compliance with air pollution standards.

- . where unemployment is found to be caused by meeting clean air standards, provide extended periods of unemployment benefits and assistance in meeting mortgage or rental payments during such unemployment. In instances when cutbacks have severely impacted the local economy, such as a company town with a single employer, the Secretary of Labor should be authorized to provide compensation for loss in home values and to pay for moving expenses for workers who are forced to relocate in order to find new jobs.



**LEAGUE OF WOMEN VOTERS
OF MINNESOTA**

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EQ

NOTES AND QUOTES

TO: EQ Chairpersons
FROM: Peggy Watson, EQ Lobbyist
RE: Clean Air Act Amendments
February 20, 1976

Amendments to the Clean Air Act of 1970 are currently being discussed in committees in the House and Senate.

A concerted effort by electric power companies, the Chamber of Commerce and other groups to undermine legislation is of concern to us. It is their contention that the amendments will result in "no growth."

In a recent brochure, the Chamber of Commerce charged that the Clean Air amendments "would deny people the use of large sections of the United States for future development and set them aside as huge clean-air preserves, regardless of the cost in future jobs or the fact that many poverty areas would be forever doomed to stay poor." The Chamber is leery of federal land use control.

Nondegradation is a term that is causing confusion. Under the policy of nondegradation, air that is cleaner than necessary to meet National Ambient Air Quality Standards, would not be degraded by pollutants from new industry. Particulates (soot and smoke) and sulphur dioxide are the main pollutants under fire.

There are three classifications of lands at present. Class I has been defined as a "pristine air area." This includes national and international parks, national seashores, wilderness areas, etc. No "significant deterioration" of air quality is allowed in these areas.

Class II lands are "regulated growth areas." A moderate increase in pollution is allowed. This is to encourage some industrial development.

In Class III areas, pollution up to air quality standards is allowed. This was to allow for major industrial and other growth.

The above classifications were designated by Russell Train of the EPA in 1974. The EPA has done little to enforce the regulations. It will do so after the Clean Air amendments are passed.

The Senate subcommittee bill would eliminate Class III designations in order to prevent groups of large polluting plants. Nondegradation of clean air is the goal. (Ironically, industry requested the amendments and urged Congress to permit degradation of clean-air regions up to national air-quality standards. However, the bills under consideration are stricter than the EPA regulations.)

Major responsibility for protecting U.S. lands would be given to federal land managers and the states.

In order to build a new, major emitting facility in any area, an operating permit would have to be applied for. The builder must assure that the best possible technology will be used to control regulated pollutants, and demonstrate that Class II increments for sulphur dioxide and particulates will not be exceeded, before construction will be permitted.

States would be required to notify the EPA of any permit application. The approval of EPA, the federal land manager and the state governor is necessary for a permit to be issued.

This procedure would be necessary for major emitting facilities. It would not affect the building of homes or clean industry.

At the present time all of Minnesota is designated Class II. After the Clean Air Act amendments are passed, redesignation of areas could occur. Before this can be done, public hearings and a study of the health, environment, economic, social and energy effects of the proposed change must be considered.

Voyageurs Park and the BWCA will be classified Class I in Minnesota. The copper smelting issue is being studied very carefully for this reason.*

Variances would be allowed. For example, NSP could apply for a five-year variance, subject to approval by the governor, to allow for experiments in technological development.

If the Clean Air Act provisions are enforced, the air over the western states (Colorado, Montana, Wyoming, etc.) where coal mining and processing is being done, will not be hopelessly fouled.

* In order to be designated Class I, an area must be at least 5000 acres in size.

UPDATE on air

Controlling hazardous pollutants: in the air

In short

Our technological society has a voracious appetite for consuming fuels and a host of natural and man-made products. An awareness of how this appetite affects our biological system is only gradually emerging. For example, recent scientific and medical information indicates that a large proportion of cancer incidence is related to environmental factors. How significant air pollution is in contributing to the occurrence of cancer and endangering health is not fully known, but research studies increasingly reveal that some air pollutants, through delayed, cumulative effects, possess cancer-causing or -promoting (carcinogenic) properties, cause changes in genes, lead to birth defects or cause premature death. Of the many pollutants of particular concern—including asbestos, vinyl chloride, arsenic and cadmium—ten are currently controlled by the Environmental Protection Agency (EPA) which has regulatory authority under the 1970 Clean Air Act (CAA). What is being done to identify and control hazardous air pollutants? And, more importantly, what pollutants not under control merit immediate attention?

Background

The 1970 CAA calls for the establishment of two kinds of standards for dealing with hazardous air pollutants--

- National air quality standards (which put a ceiling on the concentration of pollutants in the air) for pollutants that are nationwide problems and
- National emission standards for hazardous air pollutants (which cover emissions from new and existing stationary sources [e.g., industrial plants]) that are more local in scope, yet pose substantial harm to human health.

As a prerequisite to setting national air quality standards, EPA published between 1967 and 1970 "criteria documents" describing existing scientific knowledge of the effects of various air pollutants on public health and welfare. Based on these documents, standards were issued in 1971 for six pollutants: sulfur oxides, aimed at sulfur dioxide (SO_2); total suspended particulate matter (TSP); carbon monoxide (CO); hydrocarbons (HC); photochemical oxidants (O_x); and nitrogen dioxide (NO_2). (See LWVEF FACTS & ISSUES A Congregation of Vapors, Pub. No. 393, \$.35, and COMMUNITY GUIDE Toward Cleaner Air for more information on the 1970 CAA and EPA implementation.)

While some progress in improving the nation's air quality has been achieved, health effects research conducted since 1971 indicates that the public's health continues to be endangered, to an unknown extent, by pollutants at levels below the present national standards. This evidence, pointing to inadequacies in both the number of pollutants regulated and the safety margins established, has led many to challenge the validity of the present national standards. EPA recently released a timetable for publishing updated criteria documents for the six pollutants, which may include revisions of the national air quality standards.

As a result of a court decision in March 1976, EPA has added lead to the list of pollutants for which air quality standards must be established. A ubiquitous pollutant, lead is highly toxic and cumulative; it attacks the body's nervous system and may cause brain damage. Public health experts are particularly concerned about children who, while playing outdoors, may ingest fine lead particles from dust along streets. In announcing its decision to list lead, EPA stated that it had not previously done so because it believed the pollutant could be adequately controlled through its regulations limiting lead content in gasoline (though it has since delayed certain compliance deadlines) and the possible issuance of performance standards controlling certain new stationary sources. If the decision is reversed on its appeal, EPA will withdraw lead from the air quality pollutant list.

In dealing with hazardous air pollutants of more localized nature, EPA has issued final national emission standards for four hazardous air pollutants--asbestos, beryllium, mercury and vinyl chloride. The agency recently tightened up the emission standards for asbestos and mercury, modifying the regulations to include additional pollutant sources and amending test methods. When publishing this revision, EPA said that a lack of information still hampered the agency's determining specific safety levels and emission rates for the asbestos standard.

In October 1976, EPA published a final hazardous air pollutant emission standard for vinyl chloride applicable to certain types of manufacturing plants that contribute 95 percent of all known vinyl chloride emissions. Exposure to vinyl chloride has been linked to cases of angiosarcoma (a rare form of liver cancer), to increased incidence of other types of cancer and to birth defects and stillbirths.

Unregulated pollutants

During 1975 hearings on the CAA conducted by the Subcommittee on Health and Environment of the House Committee on Interstate and Foreign Commerce, an EPA official testified that "we have...great concerns that health effects associated with unregulated pollutants may be as great [as] or greater than those currently attributed to the regulated pollutants." The subcommittee proposed an amendment to the CAA providing that EPA specifically evaluate vinyl chloride, cadmium, arsenic and polycyclic organic matter (POM) and issue regulations to control them, if necessary; that EPA prepare a health effects study on each of these pollutants, as well as on sulfates; and that EPA examine hazards relating to nitrogen oxide compounds. Clean air legislation including this amendment died in the closing days of the 94th Congress. Vinyl chloride has already been mentioned, but what about cadmium, arsenic and other air pollutants known to be dangerous, yet not regulated by EPA?

Cadmium particulates, released into the air primarily through zinc refining, are deposited on water and soils, where they may be passed through the food chain and eventually ingested by people. Exposure to this chemical, classified as a "biologically cumulative toxic material" by the National Academy of Sciences, may lead to hypertension, kidney diseases and emphysema. It also may be the cause of some forms of cancer. Despite the fact that the National Air Quality Advisory Committee has recommended that cadmium air emissions be controlled to the maximum extent feasible, EPA has not acted on cadmium air emissions, though it has set limits for cadmium in *drinking water*.

Arsenic, in addition to being a potent inorganic poison, is a suspected carcinogenic agent. This chemical is released into the air through the smelting of copper, lead and zinc, through the operation of coal-burning facilities and cotton gins, and in the production and application of pesticides. EPA is in the process of preparing a scientific and technical assessment report on arsenic that could possibly lead to the establishment of a hazardous air pollutant emission standard.

Polycyclic Organic Matter (POM) is a class of ubiquitous organic substances produced in any combustion process involving carbon and hydrogen. Evidence suggests that POMs may be carcinogenic. The National Air Quality Advisory Committee has recommended control of POMs to the maximum extent practicable, but EPA has not yet proposed emission standards.

Sulfates. Not all air pollutants disappear as they disperse; some may go through a series of chemical reactions and transformations, sometimes increasing in toxicity as they travel downwind. The products of these chemical changes are called secondary pollutants. An example is the sulfate compounds, which originate from SO₂ directly emitted into the air from facilities burning fossil fuels (coal, oil and gas). While SO₂ is under federal regulation, studies indicate that some sulfate compounds may be more hazardous than SO₂ itself. EPA has not yet decided on a control strategy for sulfates until its research efforts can determine which sulfates need control and at what levels.

In conclusion

Why are hazardous pollutants allowed to continue to damage our health and environment? What can be done to improve control over them? There are several reasons for the deficiencies in regulation. Generally, research is begun only after a problem arises and environmental contamination has occurred. While EPA has authority under the CAA to conduct research necessary to set standards, agency critics feel it has been lethargic in developing programs necessary to acquire sufficient information on potentially hazardous chemical substances. They feel this has resulted in an inadequate scientific data base for determining which substances are environmental threats and at what levels, if any, they are reasonably safe. Moreover, they believe monitoring efforts for setting baselines are inadequate. On the other hand, limitations on EPA's budget and manpower resources restrict its ability to regulate the large number of air pollutants which may be hazardous. There are also problems of fragmentation and coordination among federal agencies responsible for research, standard-setting and controls.

Whatever the reasons for failure or delay, stronger control over hazardous pollutants is needed in the future. EPA must have the necessary resources if it is to fulfill its legislative mandate. Many observers think that more vigorous legislation is needed. They feel, for instance, that there should be consistency in the language and standards of proof required for establishing relationships between exposure and effects of pollutants and that the burden of proof should lay on polluters rather than on the regulatory agency. More emphasis needs to be placed on techniques capable of detecting very low toxic pollutant levels and on research programs studying the adverse health effects of hazardous environmental pollutants. Standards should be set at sufficiently low levels to protect public health and the environment. Finally, there should be greater vigilance in monitoring known and potential hazardous pollutants. These improvements are essential if we are to protect public health and welfare from hazardous air pollutants.

The League of Women Voters of the United States
1730 M Street, N.W.
Washington, D.C. 20036

TESTIMONY BEFORE THE SENATE PUBLIC WORKS SUBCOMMITTEE ON
ENVIRONMENTAL POLLUTION

BY

JEAN ANDERSON, CHAIRMAN

ENVIRONMENTAL QUALITY COMMITTEE

LEAGUE OF WOMEN VOTERS OF THE UNITED STATES

FEBRUARY 10, 1977

I am Jean Anderson of Billings, Montana. As chairman of the League of Women Voters' National Environmental Quality Committee, I am pleased to have this opportunity to appear before your subcommittee in support of strengthening amendments to the Clean Air Act. Accompanying me today is Mrs. Ann Rick of Charleston, West Virginia, who is the environmental quality chairman for the West Virginia League of Women Voters.

The League of Women Voters of the United States is a volunteer citizens' organization with approximately 140,000 members in all fifty states. For thirty years the League has actively worked for improvement in our environment. During 1970 and 1971, our members specifically undertook an extensive study of Air Quality. Local Leagues participated in this study by examining first-hand in their own communities the many aspects of air pollution. A League study is not an academic exercise; its purpose is to provide the substantive underpinnings for subsequent member action on public policy issues. Leagues have acted at all levels of government to ensure that the Clean Air Act of 1970 becomes a truly effective means of cleaning up our air as soon as possible. They have testified at hundreds of hearings to assure the development of high federal standards and strong state implementation plans. They have worked in their states and communities to establish state and local standards which not only meet but exceed federal standards. Leagues have acted to ensure enforcement of standards, preferably at the lower levels of government, but at the federal level if necessary. Throughout these efforts League members have expressed their willingness as consumers and taxpayers to share the costs with business in paying for pollution controls.

When the 94th Congress began deliberations on amending the Clean Air Act, Leagues were asked their views towards possible changes during hard economic times and energy shortages. Contrary to those who say there has been a reduction of environmental concern, Leagues uniformly said that any changes should be to strengthen, not weaken the Act. For example, the state League of Wyoming said, "There is a need to extend and strengthen the Clean Air Act rather than erode it." The Vermont League "strongly opposed" weakening the basic structure of the Act. And these comments are but a sample of the responses received.

And in 1977, again amidst hard economic times and energy shortages, a poll by Lou Harris & Associates indicates that the American people's support for pollution control is stronger than ever. Sixty-six (66) percent now feel that air pollution is a "very serious problem" in their area as opposed to forty-four (44) percent in 1975.

While recent national attention has centered on energy and economic problems, the solution to these problems cannot be effected through dismantling environmental protection. The alleged gains in energy and economics may not even occur or may be minimal at best; meanwhile, we will have needlessly sacrificed our environment.

The American public is not seeking a pristine natural environment. They understand very well that we do not have that now, and very few of us could maintain our high standard of living if we found ourselves in an environment not modified by human hands. People want an environment beneficial to life. However, they do not want "to freeze in the dark," as the bumper sticker of a few seasons ago suggested as an appropriate future for those who did not embrace unrestricted, unlimited energy development. Nor do people want to abandon the hard work of the last 10 years -- and the small gains -- in controlling the careless destruction of a life-supporting, beneficial physical environment.

Therefore, while some adjustments may be needed on environmental standards and programs, we must hold firm and accept relaxation only in cases where a good faith effort at compliance with the law has been demonstrated. As the Kansas State League put it:

"Kansas will keep her air breathable only so long as we insist on high standards of air quality...If we are willing to follow reasonable practice of energy conservation, we can have adequate energy resources without the sacrifice of a livable environment."

Above all, we must not forget the original intent of the clean air legislation--to protect the public health and welfare. Health effects research conducted since 1971 (when the national ambient air quality standards were established) indicate that the public's health--particularly that of the elderly, children and those susceptible to cardiovascular and respiratory diseases--continues to be endangered by pollutants at levels even below the national ambient standards. We must also be aware of those air pollutants which, through delayed cumulative effects, possess carcinogenic properties, may cause changes in genes, lead to birth defects or cause premature death. Delaying auto emission deadlines or promoting policies that tend to disperse pollutants more widely will not achieve the adequate health protection that the public deserves.

Prevention of Significant Deterioration

The League strenuously opposes any effort to delete or delay significant deterioration provisions in the Clean Air Act. Leagues from across the country sent a clear message that air quality not be allowed to deteriorate to minimum primary and secondary standards. My homestate League in Montana wrote:

"Montana has been fighting for ~~cleaner~~ air for years and presently with few exceptions our air is clean. Yet Montanans feel particularly threatened by the 'energy crisis'...Our pristine skies of the eastern part of the state are going to be blackened for the sake of neon lights in St. Louis and Minneapolis."

And the League in Wisconsin said: "We believe an area has the right to resist degradation of its air, even if the area is below federal minimum standards."

The League basically supports the two-class system established in S 252 for preserving clean air regions. We do have a few suggestions, though, for tightening up the prevention of significant deterioration provisions. The procedure for designating

air quality standards in the bill starts with an initial presumption that most federal lands should be classified Class II, allowing considerable deterioration in air quality for areas which belong to all American citizens. This procedure is inconsistent with the basic concept of preventing significant deterioration. In addition, if national or local interests indicate an area should be allowed to deteriorate, the burden of proof should rest on those advocating air quality degradation, not on those attempting to preserve clean air. We would like to see the presumption changed. Experience tells us that if states are given the discretion to go to Class II or, in the case of current EPA regulations to Class III, they probably will. For example, the state Leagues in Utah and Oklahoma have fought unjustified redesignation to lower classes. We would like to see, therefore, expanded mandatory Class I coverage to provide protection of the national interest over as many federal lands as feasible. We also would like to see provisions to improve the air quality for Class I areas in which the air quality is already degraded.

The League urges you not to provide any procedural loopholes which would allow permits for developments that do not meet the Class I increments. Since the increments are based on air quality values, permits should not be issued to developments which exceed those increments. We agree with requirements in S 252 on the use of Best Available Control Technology (BACT) to control stationary source emissions. We are glad to see that the definition of BACT takes into account energy and economic factors, provided such considerations do not provide loopholes. The use of BACT means that the building of one plant will not use up the total allowable air pollution increments for an area, but will allow other developments to occur. A closely related issue is the need to maintain requirements for continuous controls on stationary sources.

Expansion in Nonattainment Areas

We support the provisions on nonattainment as promulgated by EPA and see them as a start at addressing this complex problem. We have been active in responding to EPA's development of this policy and many of the comments we submitted to the agency on previous drafts have been incorporated in their recently published interpretative ruling. If this Committee decides to legislate on this issue, we would like to offer further suggestions for improvement. We believe, first of all, any tradeoff policy should result in a better than one for one ratio so that further degradation of national standards will not occur. Secondly, we are against a policy of trading off "hypothetical" or future pollutant emissions. This will only result in a banking of pollutants and postponement of their control as a hedge for tradeoffs until a time when an industry wants to move or expand in a nonattainment area. We feel that any tradeoff must be measurable, with analysis done independently of any industries involved. The tradeoff policies must be aggressively enforced including strict adherence to compliance schedules. The majority of reductions should come from the dirtiest plants in an area--not from the ones which have already installed adequate pollution control equipment. In this way, greater progress can be made in attaining the national standards in nonattainment areas.

The League supports substantial penalties for delayed compliance with enforcement orders. We believe that recalcitrant firms which do not comply with the law should not gain a competitive advantage over firms which have met the requirements of the law. We believe such penalties should be sufficiently high to make delay more expensive than compliance. The League supports the stronger Senate language on delayed compliance penalties in S 252.

Auto Emission Standards

Frankly, the League is somewhat hard pressed to find something new to say on the

issue of auto emission standards. In working to kill last year's clean air bill, the auto industry continued its sorry record of foot-dragging towards meeting necessary emission limitations to protect the public's health. In 1974 and 1975, the National Academy of Sciences produced unbiased technical analysis that emission standards for hydrocarbons, carbon monoxide and nitrogen oxides are achievable. In our review of the facts, the League finds the evidence clear that currently applicable auto emission standards are both feasible and desirable. We urge Congress to take the heat generated by the auto industry and resist pressures for unwarranted and unjustifiable extensions or weakening of auto emission deadlines and standards.

In a related issue, the League supports tough standards written into S 252 for the granting of extensions to regional transportation controls. The failure to clean up the automobile's pollution has contributed to a continued decline in urban air quality that jeopardizes the physical well-being of city residents and city workers. Leagues across the country have participated in efforts to curb the extravagant and wasteful use of the private automobile. Leagues have steadfastly supported public transit as a means to reduce vehicular pollution.

We support automobile inspection and maintenance requirements for pollution control devices and believe such requirements should be mandatory in regions which exceed national ambient air quality standards. In this regard, we endorse the House-passed inspection provisions which were incorporated in the compromise bill, now before the committee as S 253. Furthermore, the League supports pollution equipment warranties of 5 years or 50,000 miles. These warranty protections for the consumer should be strengthened. Weakening the warranty provisions could provide an incentive for auto manufacturers to construct emission control systems of poor quality.

Finally, the League urges the Committee to extend the California waiver provision to allow any state with areas not attaining national ambient air standards to opt for higher interim auto emission standards. The California waiver has forced the auto manufacturers to improve their emission control devices for a significant portion of their national market. If other states with similar severe air pollution problems also adopt higher standards, it will spur progress in obtaining the 90% reduction for all automobiles no matter where they are marketed. Expanding the waiver provisions is even more important if Congress decides to stretch out the auto emission schedule.

In conclusion, we want to assure the Committee that the public remains your greatest ally in continuing the nation's strong effort in reducing air pollution. Thank you for giving us the opportunity to present testimony on ways to strengthen the Clean Air Act.

NAME _____

ADDRESS _____

CITY _____ STATE _____ ZIP _____

PHONE _____

Discussion Groups (please rank your preference 1, 2, 3, 4)

_____ Toxic Substances in Workplace _____ Air Quality

_____ Energy Conservation _____ Water Quality

_____ Solid Waste

_____ Transportation Planning

In order to arrange a good "mix" of interests in each discussion group, please indicate which category best fits you. "1" consider myself primarily a representative of" (mark **only one**)

_____ community (minority) _____ labor

_____ community (non-minority) _____ business

_____ environmental groups

_____ other (specify) _____

The registration fee of \$3 each provides a box lunch and refreshments at coffee breaks.

_____ \$3.00 Registration, lunch and refreshments

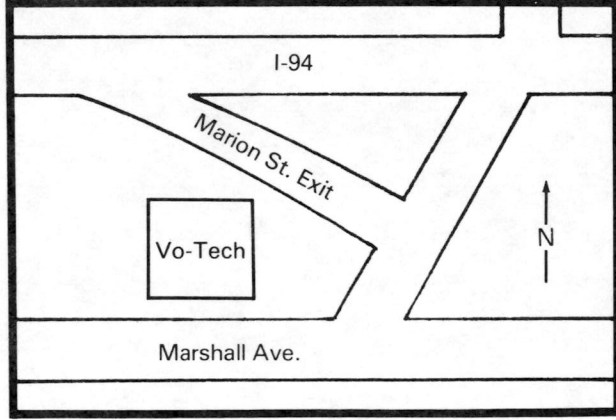
_____ \$1.00 Registration and refreshments. No lunch.

RETURN NO LATER THAN NOVEMBER 1

PEOPLE, JOBS AND THE ENVIRONMENT CONFERENCE

Detach and
Return to: Metro Clean Air Committee
1829 Portland
Minneapolis, MN 55404

WHAT	"PEOPLE, JOBS AND THE ENVIRONMENT", an action conference
ABOUT	the environment and related economic, employment and social issues
FOR	labor groups minorities/community groups environmentalists
TO	share views listen to one another find common ground on issues respect areas of conflict recognize the importance of one another's goals and strategies
IN ORDER TO	improve public participation in environmental issues relate views of labor, minority and environmental groups to the U.S. Environmental Protection Agency
WHEN	Saturday, November 5, 1977 9 a.m. to 4 p.m.
AT	St. Paul Vocational Technical Institute 235 Marshall Avenue St. Paul, Minnesota



PEOPLE, JOBS AND THE ENVIRONMENT

Saturday, November 5, 1977
9 a.m. to 4 p.m.
St. Paul Vocational Technical Institute
235 Marshall Avenue
St. Paul, Minnesota

Sponsored by:

American Lung Association of Hennepin County,
Metro Clean Air Committee
Clear Air, Clear Water, Unlimited
Environmental Conservation Library (ECOL)
Greater East Side Community Council
League of Women Voters of Minnesota

Minneapolis Urban League
Minnesota Environmental Control
Citizens Association (MECCA)
Minnesota Lung Association
Minnesota Public Interest Research Group (MPIRG)
Oil, Chemical, Atomic Workers Union

Ramsey Action Program
St. Paul Community Development Council,
District 12
St. Paul Urban League
Sierra Club



METRO CLEAN AIR COMMITTEE
1829 PORTLAND AVENUE, MINNEAPOLIS, MINNESOTA 55404



Hello!

It took a week of talking last year at the Black Lake, Michigan, conference for environmentalists, labor and minority people to learn that they had a lot in common, that they still disagreed on some topics, and that they had important things to say about the interrelationships between social, economic, employment and environmental problems.

We'll try to do it in a day in Minnesota.

We hope you will get to know one another as you explore the way Minnesotans think about air and water quality, energy, solid waste and workplace pollution questions.

In the discussion groups you may, as a group, choose what issues you want to work on. We expect some of the discussion groups will focus on air pollution and cars, water laws, or occupational health problems, solid waste and container legislation or energy conservation measures, for example.

Each of these — as well as other environmental issues — has no simple answers. But solving environmental and related questions can only be done by people working together. We need to consider such questions as

- What happens to jobs? people?
- What are long-term health effects?
- How does a program affect the poor? minority? young?
- What are the benefits? costs? risks?
- What is the effect on the economy?
- What happens in the air, water, soil?

Most of all, we need to decide what we can do, and how we can affect decisions concerning the environment, our jobs and our society.

One session will be aimed at helping individuals and groups learn how they can work with the U.S. Environmental Protection Agency. New public participation programs are proposed to make an honest effort to involve the public in EPA's decision making processes — in all programs and at the state level.

- How do we get information and technical assistance?
- Who's consulted and how?
- What programs and issues require public participation?

These sessions and more will help the environmental, minority and community as well as labor groups fully participate in the rule, regulation and policy making process of the federal government.

Won't you join us for the day? Share your opinions. Listen. And let's work together!

For more information call Barbara Hughes, Metro Clean Air Committee, 871-7332.

PROGRAM

People, Jobs and the Environment

St. Paul Vocational Technical Institute
235 Marshall Avenue
St. Paul, MN
Auditorium

8:30 a.m.
Hall

Registration

9 a.m.
Auditorium

Welcome
Barbara Hughes
Conference Coordinator
Metro Clean Air Committee

9:15 a.m.

"Occupational Health: An Example of Citizen Participation"
Steven Jellinek
Assistant Administrator for Toxic Substances Designate
U.S. Environmental Protection Agency
Washington, D. C.

9:50 a.m.
Auditorium

"A Citizen View of Environmental Issues"
Jayne Gray, St. Paul Urban League
John Herman, Dayton, Herman and Graham law firm
Russell Trout, Sr., Oil, Chemical, Atomic Workers Union

10:30 a.m.
Hall

Coffee Break

10:45 a.m.
Classrooms

Discussion Groups

Session I

Join a small discussion group and spend the rest of the day on the topic of your choice.
Each group will include representatives of minority, community, labor and environmental groups.
Topics are:

Toxic Substances in the Workplace
Energy Conservation

Air Quality
Water Quality

Solid Waste
Transportation Planning

12 noon
Classrooms

Lunch and Discussion Groups

Session II

Box lunch served in classrooms so you can continue discussions.

12:30 p.m.
Classrooms

Discussion Groups
More discussion.

Session III

2:45 p.m.
Auditorium

"The Citizen's Role in Environmental Issues"
How the individual or organization can affect the rules, regulations and policy of the U.S. Environmental Protection Agency.
Lee Botts, Assistant Director
Governmental and Public Information Office
Region V
U.S. EPA
Chicago, Illinois

3:15 p.m.
Hall

Refreshment Break

3:30 p.m.
Auditorium

Final Report
A review of discussion group findings
Barbara Hughes

4 p.m.

Adjournment

Metro Clean Air Committee
1829 Portland Avenue South
Minneapolis, MN 55404

APR 27 1978



League of Women Voters of the United States 1730 M Street, N.W., Washington, D. C. 20036 Tel. (202) 296-1770

memorandum

April 24, 1978

TO: State EQ or NR Chairmen (memo only to state presidents)

FROM: Jean Anderson, Chairman, Environmental Quality Committee

RE: Air Quality--Revision of State Implementation Plans

As you well know, the League has fought long and hard for strong national and state air quality legislation. But laws are only the beginning--effective implementation at the state and local level will be the true test of a national commitment to cleaner air.

Many of you may already have been involved in your state air quality implementation plan (SIP) revision process. Of particular importance will be the development of plans to attain compliance in major metropolitan areas those with 200,000 or more population. Except for Honolulu, Hawaii and possibly Spokane, Washington all 105 such areas are out of compliance for photochemical oxidants and may also be non-attainment areas for other "criteria" pollutants. An enclosed EPA press release lists these cities.

The Clean Air Act amendments of 1977 require each state to submit a revised SIP by January 1, 1979. Among other features, the plan must contain mechanisms by which non-attainment areas are brought into compliance with primary national ambient air quality standards by December 31, 1982. It is, however, possible for the state to obtain an extension to 1987 in the case of auto-related pollutants. The plan must also show "straight line" progress toward attainment during the 1979-1982 period. Failure to adequately plan for attainment will trigger a number of sanctions including suspension of permits for new or modified stationary sources, cutoff of grants and other federal funds under the Clean Air Act, and cutoff of certain federal highway funds.

Since the act only allowed a year for this very ambitious planning process and since sanctions only apply to the non-attainment question, EPA is giving highest priority to the non-attainment part of the SIP. Provisions for prevention of significant air quality deterioration (PSD) and other measures are still required in the SIP, but apparently EPA won't disapprove the whole plan if these other parts are not fully fleshed-out by January 1, 1979.

A first step is the identification of geographic areas not currently attaining one or more of the Primary ambient standards. The enclosed Federal Register reprint lists the areas which states have initially identified as being out of compliance or unclassified due to lack of monitoring data. Because of the implications for economic growth, states may tend to be conservative in their designation of non-attainment areas. Review the areas listed by your state. Are there any blatant omissions of areas you know to be in violation of one or more air quality standards? Has the state been overly restrictive in its geographic definition of non-attainment areas--i.e. should there be inclusion of surrounding areas which you know are affected by emissions from the designated area?

Continue The League's Involvement:

Although you probably will not have time to comment on the state designated non-attainment areas this is the time for Leagues to be gearing up for full participation in the SIP revision process. EPA is encouraging--and indeed the states must demonstrate--strong public participation in SIP development. Take advantage of this atmosphere. Here are some suggestions:

[] Ask to be put on the state agency and regional EPA mailing list for all SIP related notices and background material. An excellent document to request is a memo of February 14, 1978 from EPA administrator Costle to all regional administrators outlining criteria for SIP revisions. I regret that the Washington EPA office could not supply us with sufficient quantities for this mailing.

[] Try to have a League member placed on all regional COG or other agency advisory groups working on the plan within your state. You may wish to organize state working groups. For example the Texas League is participating in a coalition with other environmental and public interest groups in order to affect SIP development.

[] Develop contacts with League EQ leaders in neighboring states. Interstate plan consistency and cooperation is an important part of the SIP revision process. Obviously, a state's air pollution problems may not be all of its own making.

Members of the LWVEF staff will be following the nationwide SIP revision process. If you would like further information or have any questions about SIPs contact Sam Sasnett, Staff Specialist, Environmental Quality Department.

For Your Information

The Clean Air Coalition through a grant from EPA is holding over 50 public meetings throughout the country. These meetings will highlight the 1977 Clean Air Act Amendments, will address local air quality problems, and will outline means by which you can affect the SIP revision. It is encouraging to note that Leagues have been chosen to coordinate a number of these meetings.

For time and place--if you are in EPA Regions I,II,III,IV,V or VII

contact - Ms Betsy Agle
 National Clean Air Coalition
 620 C St., S.E.
 Washington, D.C. 20003

If you are in EPA Regions VI,VIII,IX, or X

contact - Mr. David Gardner
 Sierra Club
 530 Bush St.
 San Francisco, CA 94108

fear an enhanced "greenhouse" effect from CO₂ buildup. Even a small overall increase in the earth's temperature could create dramatic shifts in climatic patterns. This in turn could cause ecological changes that would shift agricultural production patterns, with social and political upheaval as a possible consequence. But controlling the CO₂ problem may be even more difficult than controlling acid rain.

Realities

There appears to be a great deal of conflict between national coal-use goals and clean-air goals. But does there need to be? The reciprocal impacts of one on the other must be put in perspective with other air pollution problems and the absolute importance of coal in our energy future.

Increased coal use may increase or exacerbate the level of respiratory illness in some regions of the country. But it would be inaccurate to characterize the NEP's coal-use goals as an imminent, widespread public health threat. The 97 counties known to be out of compliance with the standard for SO₂ are only 3 percent of all the counties in the country. By comparison, almost every city with a population of over 200,000 is a noncompliance area for photochemical oxidants—basically an automobile-related pollutant.

The 1977 Clean Air Act has some very strong provisions for health-related air-quality standards and gives action priority to their attainment. If enforcement mechanisms provided by the act are used in a fair but diligent manner, noncompliance areas will be brought into line and other areas will not be allowed to exceed those standards for pollutants from coal combustion. The law also provides for the setting of additional "hazardous emissions" standards, if other "nonconventional" emissions such as fine particulates, sulfates and POM prove to be a threat to public health. Hence, growth of coal use should not unduly compromise health-related air-quality goals. It is the long-range, long-term impacts of future coal use that are less amenable to resolution.

However, new clean-air rules will be a constraint on future coal use. They will modify and in some cases even prevent the siting of new coal-fired facilities. These regulations, with their increased planning requirements and the expense of installing and operating BACT, will also undoubtedly increase the cost of using coal. But air-quality regulations will be only one of a number of possible limitations to future coal use.

Some experts are even beginning to question the basic assumption that increased coal use needs to be a near-term national energy imperative. The main national policy objective of encouraging more coal use is to supplant foreign oil imports. But coal just can't do everything oil can do—at least not yet. Furthermore, the projected new coal-use figures don't add up to make much of a dent in oil imports. Most new coal use will be for producing electricity, but oil currently produces only about 15 percent of our electricity. Even a maximum conversion could at most give a net reduction in oil imports of 7 to 8 percent—a modest result for a major effort. And even in electricity production there is not a direct correlation between using more coal and importing less oil. Most new coal use will probably take place in parts of the country where oil would not be used anyway. And estimates of coal's potential to substitute (directly or indirectly) as an industrial or domestic fuel have been scaled down. Considering these facts, the assumption that a rush into near-term increased coal use can make a difference in our balance-of-payments deficit becomes questionable.

Government projections show that there would be a substantial increase in coal use without the encouragement of the NEP. And even with the prospect of stringent clean-air rules, coal producers are not pessimistic about their future. Near-term coal-use goals should therefore not be regarded as sacrosanct nor should any limitations imposed by clean-air regulations be viewed as an obstruction of national purpose.

Accommodation

Neither clean-air nor coal-use proposals have been considered in isolation, as they have worked their way through Congress. In fact, both issues were worked on by the same legislators. Since all legislation is a product of compromise, neither side got all it wanted, but advocates on both sides of the debate are ending up with some powerful tools to promote their respective objectives; and there are sure to be further court tests over clean-air regulations and new coal-use facilities. Certainly, conflict and advocacy have their rightful place when strong interests clash; but accommodation must also be a strong value in developing national policy.

That there is an alternative to conflict is illustrated by a 1977-78 endeavor called the Coal Policy Project, under the auspices of Georgetown University's Center for Strategic and International Studies. Individuals representing both industry and the environmental community sat down together and drew up some mutually acceptable strategies for attaining both coal-use and clean-air goals. These agreements have received high praise; they have also been criticized on grounds that they don't really address the gut issues. Certainly this venture tested the process of accommodation in the private sector and revealed that the gulf between energy and environmental interests may not be as wide as it appears. Its greatest value may lie in demonstrating that the two can carve out some mutually beneficial pathways.

The alternative—prolonged and unbending conflict between coal-use and clean-air advocates—could lead to two unfortunate consequences: a possible congressional backlash against one or both sides in the debate and almost certainly a foreclosing of some workable options that would promote the general welfare.

Resources

LWVEF publications

Update on Air: Controlling Hazardous Pollutants in the Air. Pub. #385. 2 pp. 15¢.

Cleaning Up the Nation's Cities. Pub. #135. 12 pp. 75¢.

Energy Options. Pub. #628. 54 pp. \$1.00.

Energy Dilemmas. Pub. #688. 39 pp. \$1.00.

Federal Environmental Laws and You. Pub. #564. 12 pp. 75¢.

The Impacts of Western Coal Development. Pub. #165. 6 pp. 40¢.

Other League Publications

Coal: The Burning Issue. Produced by Pennsylvanians Assess Coal Today of The League of Women Voters of Pennsylvania. 215 Pine St., Harrisburg, PA 17101. 20 pp. Free.

Additional reading

U.S. Coal Development—Promises, Uncertainties. U.S. General Accounting Office, Distribution Section, Rm. 4522, 441 G St., N.W., Washington, D.C. 20548. (EMD-77-43). Free to members of nonprofit organizations.

Actions to Increase the Use of Coal: Today to 1990. (Symposium proceedings.) Mitre Corp. METREK Division, 1820 Dolley Madison Blvd., McLean, VA 22101. Free.

Where We Agree—Report of the National Coal Policy Project (SUMMARY). Center For Strategic And International Studies. Georgetown University, 1800 K St., N.W., Washington, D.C. 20006. Contact for price.

Environmental Challenges of the President's Energy Plan: Implications for Research and Development. For sale by Superintendent of Documents, U.S. GPO, Washington, D.C. Stock #052-070-04274-5.

Researched and written by Sam K. Sasnett, LWVEF Environmental Quality staff specialist.

Printed on paper recycled from 100% consumer scrap.

COAL USE & CLEAN AIR: GOALS IN COLLISION?

The increased use of coal is an economic and political issue that generates much heat but little light. And the unveiling of the Carter administration's National Energy Plan (NEP) in 1977—with its proposal to double coal production by 1985—lit a fire under a number of the nation's special interest groups.

The proposed increase has its strong supporters. Understandably, coal producers would like to expand their operations; so, too, the makers of coal-fired boilers. Mine-worker unions can foresee an increase in their memberships, railroads would realize much-needed profits from increased coal transport, and many industries and electric utilities are already planning for more coal use.

But others now using oil or natural gas shudder at the thought of an expensive forced conversion to coal. The same union officials who hope for more jobs and members worry that a headlong rush into more coal production would require many new and inexperienced workers, thereby jeopardizing recent gains in mine safety. Environmental groups generally prefer more coal use to nuclear power development but still fear a marked worsening of environmental quality. And government agencies are caught in the middle, often treading on each other's toes and those of numerous vested interests as they try to administer laws with conflicting national goals.

The Administration insists that increased coal use will not be allowed to compromise recent environmental gains. Yet, the NEP's projected public benefits are couched almost exclusively in economic terms: the objective of using more coal is to displace some foreign oil imports and thus reduce our balance-of-payments deficit. That's one side of the equation.

In contrast, the Administration is also charged with enforcing a number of federal laws, only recently enacted after long years of debate, that seek to control the health and environmental impacts of coal use. And of all energy sources, the total cycle of coal production and use is one of the most hazardous to health and the environment. Though deaths in coal mines have been reduced, as recently as 1976, 141 miners died and 13,117 suffered disabling injuries; many more continue to contract black lung disease. The rail transport of coal accounts for many more deaths—approximately 600 in 1975. Also, the boom created by new coal use, especially large power plants being built in the West, can create great social and economic stress in small communities (see the LWVEF's *The Impacts of Western Coal Development*).

Strip mining has scarred eastern lands for years and environmentalists now fear that some fragile western areas slated for coal development may never be brought back to their naturally productive state—even with strict enforcement of new federal legislation.

But air pollution is the most pervasive environmental impact of coal use. Pollutants from coal combustion

have been linked to an increased incidence of lung disease, including cancer. Damage to crops, forests, buildings and whole ecological systems has also been blamed on air pollutants from coal use. The federal Clean Air Act now regulates a number of these pollutants, but there are additional unregulated pollutants that may require further controls. Some experts believe that increased coal use may even contribute to a future change in global climate.

Can we use more coal without slowing or reversing the drive to improve the nation's air quality? Can the apparent conflict between these goals be resolved?

Coal: the once and future (?) king

In 1977 the United States produced some 688 million tons of coal, most of which (475 million tons) was burned to produce electricity. In fact, coal combustion provides 47 percent of the energy used by electric utilities. Though the original NEP goal of doubling total coal use by 1985 has been tempered, the NEP still proposes a near doubling of coal use for electrical production.

The federal push

Federal intentions to promote more coal use are not new. Although more refined in its approach, the NEP is not very different in thrust from the Nixon administration's Project Independence. The basic idea is to shift nontransportation fuel use toward more dependence on electricity—generated by both more coal and more nuclear power. Other objectives are greater direct industrial use of coal and the production of synthetic gas and liquid fuels from coal.

The first federal legislation—really a reaction to the OPEC oil embargo—was an emergency measure, the Energy Supply and Environmental Coordination Act of 1974 (ESECA), which attempted to force large consumers of oil and natural gas to switch to coal. But "the force" has not been with ESECA: not a single facility that did not already intend to convert has converted to coal under federal order. Under ESECA the federal government must prove that a facility has the ability to convert. So far, conversion orders have either been successfully challenged by the facility or vetoed by the Environmental Protection Agency (EPA) on environmental grounds.

In response to Administration proposals, Congress may soon pass a stronger version of ESECA. Major new facilities would have to show why they must use oil or gas instead of coal; for conversions of existing plants, the burden of proof would still rest with the government. Certain tax proposals are also designed to make coal more economically attractive as a boiler fuel. One is a heavy tax on the fuel used in new oil- or gas-fired boilers. Another is a fuel tax to be levied against those facilities that could burn coal but con-

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Washington, D.C. 20036

tinue to use oil or gas. A third proposal would offer a larger investment tax credit for coal-related capital equipment, including hardware necessary to meet air-quality standards.

Will we mine that much?

The NEP originally estimated coal production of 1.2 billion tons per year by 1985. After considerable criticism—partly from Congress's General Accounting Office (GAO)—the Department of Energy (DOE) cut the estimate to 1 billion tons per year. An American Gas Association estimate is even lower: 850 million tons per year by 1985.

The National Coal Association (NCA), however, predicts that future levels of coal production could closely approach the original NEP goal, even without government prodding. They cite plans for 241 new coal-fired electrical generating plants to be in operation by 1985, almost doubling utility coal use. But the NCA also predicts that industry could, at most, only double the amount of coal it used in 1975—in contrast to the original NEP prediction of an ultimate four-fold increase in industry's coal use.

Where will the coal be burned?

Of those 241 new coal-fired utility plants, about half will be built in the West. This will triple the number of electrical generating plants in that region. The plants planned for the West will probably be large, centralized facilities located in or near the remote coal fields. New direct industrial coal use will also increase in the West and along the Gulf Coast. For example, in the Houston, Texas area, Dow Chemical plans to build its own electrical generating units using locally available lignite coal; this is the heart of oil country.

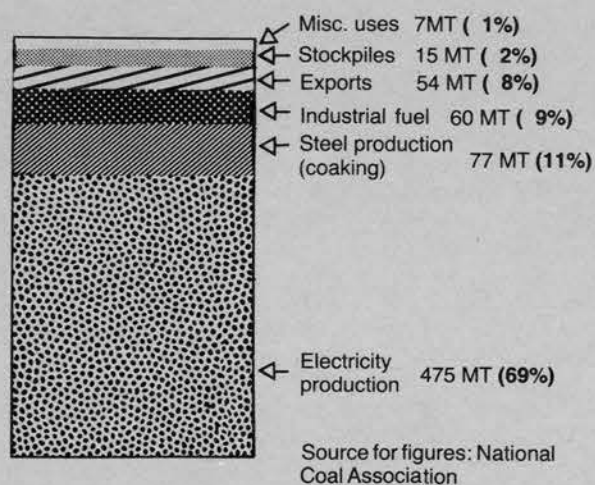
But the largest absolute increase in coal use will probably take place in the already heavily industrialized and heavily coal-dependent Midwest. And, unlike the fairly remote Western power plants, new power plants and expanded industrial coal use in the Midwest will continue to center around major metropolitan areas.

Producers' perspective

The estimates and projections of how much and where more coal will be used are just that. But, even the industry's most optimistic outlook is tempered by uncertainty over a number of questions: Will government regulation allow new mines to be opened in a timely fashion? Will labor unrest be a drag on coal production? Will railroads be upgraded and the proposed coal slurry pipelines be approved so the coal will move? And most of all, will federal air-quality regulations allow the timely siting and construction of new coal-fired plants? It is the certainty that such plants will be built that triggers activity all along the production chain.

Coal production and use 1977

Total production—688 million tons (MT)



Coal producers (and willing consumers) seem to be saying that they welcome the NEP with its emphasis on more coal use. Besides, they assert, market forces are pushing us in that direction anyway. What they would welcome much more, it seems, is a lot less government regulation.

But what coal interests consider one big thorn in their side—clean air regulations—is to others a national goal as important as increased domestic energy development.

Up in the air

Sulfur dioxide (SO₂) is blamed for a number of our nation's ecological ills. And coal combustion is the largest single source of SO₂ pollution in the United States. Latest available data from EPA show that in 1976 there were an estimated 26.9 million metric tons of SO₂ emissions. Of this total, about 17.6 million metric tons were a result of electric power production, for which coal is the major fuel.

Certainly, there are other sources of SO₂ emissions, including oil burning, ore smelting and even natural sources. But most areas that violate the federal ambient air-quality standard for sulfur dioxide appear to be those areas where coal use is most prevalent. For example, EPA data show that at least 97 counties are violating the health-related primary ambient air-quality standard for SO₂, the majority of which are in the heavily coal-dependent Midwest and part of the Southeast (Tennessee River Valley).

Coal burning also generates particulate matter and nitrogen oxides, two other major pollutants regulated under the Clean Air Act. (For a complete explanation of the act and the standards it mandates, see the LWVEF's *Federal Environmental Laws and You*.)

So, if we double our coal use in the near future will we double our air-pollution problems? Will our cities revert to the smoke-shrouded conditions of the Victorian age? The answer to both these questions is almost certainly no. However, pollution emissions from coal combustion will increase. Even with the best of controls, certain "clean" regions may experience significant increases in concentrations of one or more pollutants while other areas may find it more and more difficult to meet the deadline for compliance with ambient air-quality standards established by the Clean Air Act Amendments of 1977.

Air-quality impacts

In late 1977 DOE released a study of the projected air-quality impacts of more coal use under the NEP. Their scenario assumed a vigorous conservation effort, NEP's projected high levels of coal production, and strict application of "best available pollution control technology" (BACT) as required by the 1977 Clean Air Act amendments. BACT was assumed to remove 90 percent of the sulfur from coal burned in new large industrial and utility boilers. (Pollutant emission levels of 1975 were used as a baseline.) These are all very optimistic assumptions.

The study predicts an average national increase in SO₂ emissions of about 8 percent by 1985—12 percent by the year 2000. Nitrogen oxide emissions would increase by 25 percent by 1985—61 percent by 2000. Emissions of total suspended particulates would actually fall below 1975 levels because of advanced technology.

But national averages and percentage increases of emissions have little meaning until they are translated into specific effects on specific regions. For example, the DOE study predicts that by 1985, SO₂ emissions in the Southwest will increase by 69 percent over 1975 levels—131 percent by the year 2000. And, contrary to national trends, the Southwest would also experience increases in coal-generated particulates. However, in many parts of this region ambient SO₂ levels are quite low, so that the impact of even a 131 percent increase in SO₂ emissions may not be as dramatic as it sounds.

By contrast, SO₂ emissions in the Midwest will stay roughly the same. This, of course, is not a positive statement because much of this area is already violating the SO₂ standard. The 1977 law will not allow new construction in nonattainment areas unless offsets can be guaranteed. This will in theory lower ambient SO₂ levels to the national standard. But new construction will take place in adjoining

areas not yet in violation of the standard and the overall impact for the region will be to keep pollution levels constantly high. Moreover, the possible drift of pollutants from the new facility to a nonattainment area could hamper that area's clean-up effort.

Health and environmental impacts

The basic purpose of the Clean Air Act is to protect public health and the resources that support our well-being. Naturally, predictions of increased air pollution from more coal use raise some serious questions about our chances of reaching Clean Air Act objectives.

In response to this concern, President Carter established the Committee on Health and Environmental Effects of Increased Coal Use; its final report appeared in early 1978 (*Federal Register*, Vol. 43, No. 10, Monday, January 16, 1978).

In general the committee did not foresee a health problem of such magnitude that the NEP will need to be modified before 1985, provided that there is strict adherence to the Clean Air Act. But the committee did warn of potential adverse regional impacts,—i.e., increases in the incidence of both acute and chronic respiratory disease in the Southwest and Midwest. In addition, the report addressed a myriad of uncertainties that, "impair the confidence with which we assess potential adverse health and environmental effects [of increased coal use]."

New worries from an old source

One major concern is that coal combustion emissions can contain materials not now subject to regulation yet potentially hazardous to health.

Sulfates Recent evidence indicates that compounds called sulfates (including sulfuric acid aerosol) may be causing much of the respiratory damage originally attributed to SO₂. Some sulfates are formed in the smokestack, but experts believe that most result from downwind conversion of SO₂ through complex atmospheric reactions. Thus, sulfates present a particularly difficult control problem.

Fine particulates A similar concern is that measurement of total suspended particulates (TSP) may not accurately reflect the impact of what are termed "fine particulates." This minute dust effectively eludes most present control equipment and can penetrate to the deepest recesses of the lungs. Such particulates may themselves be toxic (e.g., the acid sulfates mentioned above or heavy metals like lead), or otherwise innocuous fine particulates may have toxic materials stuck to them—mercury, for one. Because of its special physical properties, mercury, trapped in coal, volatilizes upon combustion but condenses downwind.

Toxic organic materials Another group of compounds of special concern is polycyclic organic materials (POMs). One of these POMs—benzo-A-pyrene—is known to be a potent carcinogen. Currently, POM levels in our urban areas are not high enough to cause much concern. Airborne POMs usually result from inefficient fuel combustion, and at present most of our coal is burned in large, fairly efficient facilities. However, experts worry that the future proliferation of smaller, less-efficient coal-burning plants around our cities may raise POM emissions. Stricter controls and air standards for these and other toxic materials may be warranted.

But increased coal combustion may contribute to a different type of damage that, in the long run, may far outweigh direct health effects.

Long-range transport Under the Clean Air Act, states designate air-quality control regions (usually counties) in which air quality will be measured and regulated. A large coal-fired power plant may meet federal emission requirements and may not violate air-quality standards in that area; but each county does not, of course, have its own independent air supply. Emissions may be carried long distances, and this so-called long-range transport can hamper the ability of other counties or states to meet their own requirements under the law. A specific example of this problem is the transport of pollutants from power plants in Ohio to parts of West Virginia and Pennsylvania. In the West, long-range transport can degrade scenic and recreational values. The visible river of emissions from the Four Corners Power Plant in New Mexico is a striking example.

Clean Air Act provisions that will affect future coal use

Nonattainment Designated areas (usually counties) are nonattainment areas if they are not in compliance with the primary ambient air-quality standard for one or more coal-related pollutant (SO₂, NO₂ or particulates). Such areas cannot allow further large-scale coal use unless action is taken to more than offset the proposed new emissions.

PSD—Prevention of significant deterioration Areas currently cleaner than standard for one or more coal-related pollutants can only allow a certain incremental increase in such pollution. Large federal parks and wilderness areas receive the highest protection. In no case can the standards be violated.

BACT—Best Available (Pollution) Control Technology New or substantially modified large coal-fired plants will have to add such equipment. This will probably mean flue gas desulfurization units, commonly called scrubbers.

Visibility Scenic vistas in large federal parks and wilderness areas receive special protection. This will especially affect the siting of large coal-fired power plants in the West.

Tall stack limitation Smokestacks are limited in height. This effectively rules out the method of high altitude dispersal of pollutants as an acceptable pollution-control strategy.

Local coal use petition A state may petition that its utilities or other large coal-burning facilities use only locally or regionally available coal. This, in essence was a provision added by congressmen from eastern and midwestern states to head off large-scale importation of "low sulfur" western coal as a pollution-control strategy.

Acid rain Acid rain is the focus of serious concern. Over the past few decades scientists have noted that precipitation over parts of the United States and Europe has become increasingly acidic. In pH measurement, 7 is the neutral point; lower numbers indicate acidity. Rain is slightly acidic to begin with, but precipitation over the north-eastern United States currently ranges from pH 5.6 down to as low as pH 4.2. And the areas affected by this acid rain continue to widen.

Experts believe that rain becomes abnormally acidic when it mixes with acid sulfates and nitrates already suspended in the atmosphere. Coal burning in large stationary sources has been pinpointed as one of the major sources of these acids. Unlike the parent compounds (sulfur dioxide and nitrogen dioxide), the sulfates and nitrates have a long residence time in the atmosphere—about four days—and can be carried on air currents for hundreds of miles. Acid rain then is another kind of long-range pollution transport.

Lakes in the Adirondack Mountains of New York present the most striking example of acid rain impacts. Apparently, acid sulfate and nitrate emissions blown in from the Midwest build up in the mountain snowpack. Over successive springs the acid runoff has changed the ecology of certain lakes so that they can no longer support fish and other higher life forms.

Other suspected consequences of acid precipitation include retardation of forest growth, reduction of crop yields, and lowering of plant resistance to disease. The danger is that acid rain may be causing slow and insidious changes in the soil in many areas and this may affect our future ability to produce food and fibre.

CO₂—a long-term threat There is a natural annual cycle of generation and absorption of a very essential compound—carbon dioxide (CO₂). Scientists are concerned that two human activities—increased use of fossil fuels and increased deforestation—are throwing this cycle out of kilter, thus raising the world-wide atmospheric concentration of CO₂. In 1860, early in the Industrial Revolution, the ambient CO₂ concentration was 225 parts per million; in 1977 it stood at 331 parts per million. Increasing world energy demand in general and increasing coal use in particular (coal's CO₂ production is 1.2 times that of oil; 1.8 times that of natural gas) could triple present atmospheric CO₂ levels in 100 years.

Since CO₂ acts like glass in a greenhouse—allowing solar radiation to pass through but blocking the reradiation of heat—scientists

NOV 29 1978

MINNESOTA ENERGY AGENCY SENDS COAL STUDY FINAL REPORT TO LEGISLATURE

The Minnesota Energy Agency, in cooperation with the Department of Natural Resources, Department of Transportation, Pollution Control Agency, and State Planning Agency, has submitted a final report to the Minnesota Legislature entitled "The Minnesota Coal Study Executive Summary and Recommendations".

Coal use in Minnesota is projected to nearly double by 1995. Electric utilities are the single largest user group. In 1976 over 57 percent of all electricity used in Minnesota was generated by coal-fired power plants. Except for peaking plants, all new generating facilities planned through 1995 will also be coal-fired. The food processing and paper industries are also significant users.

In addition to the projected coal use by current users, the potential of coal as a replacement fuel for industrial, commercial or institutional use is of great importance to Minnesota. With future supplies of natural gas and oil uncertain, it will be necessary to develop replacement energy sources, especially for current industrial and institutional natural gas users scheduled for curtailment.

Environmental considerations will also limit coal conversion. Over half the potential industrial and institutional users of coal are located in "non-attainment" areas (areas where air quality standards are currently being violated). In non-attainment areas such as the Twin Cities, conversion to coal from natural gas will be restricted unless emissions of these pollutants from other sources are reduced to the extent dictated by the State Implementation Plan or unless additional strategies are utilized to reduce air pollution from burning coal.

Some of the recommendations made by the study are listed below.

- . The State should explore ways to use coal that might make coal more attractive from both an environmental and an economic perspective.
- . Decisions by the State as to the desired extent of and strategy for coal conversion should not be made until the State Implementation Plan for air quality is completed by the Pollution Control Agency.
- . The Pollution Control Agency should examine the feasibility of reducing emissions from other sources to permit greater coal consumption in areas presently non-attainment for sulfur dioxide or particulates.
- . The State should encourage direct burning of coal where it is environmentally acceptable.

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SIP NEWS

A NEWSLETTER ABOUT
STATE IMPLEMENTATION PLAN REVISIONS
Clean Air Act Amendments of 1977

Vol. 1, No. 2

December 1, 1978

PROBABLE ITEMS TO BE INCLUDED IN I/M BILL

The Minnesota Pollution Control Agency anticipates that a vehicle inspection/maintenance program will be necessary to control hydrocarbons. HC are precursors to oxidants.

A bill which would be introduced in the State Legislature would probably include the following major provisions:

- 1) Mandatory inspection and maintenance
- 2) Exemptions as classic, racing cars, over 8,500 pounds, etc.
- 3) Repairs and reinspection required
- 4) Estimated fee: up to \$10
- 5) Free reinspection
- 6) Maximum repair cost
- 7) Emission system warranty eligibility under Section 207(b) of the Clean Air Act protected
- 8) Owner can make repairs
- 9) State contract with private business for inspections only

It is expected a bill will be introduced in the 1979 Legislative session.

The SIP NEWS is funded under a contract with the Minnesota Pollution Control Agency to increase public participation and consultation with elected officials. For further information call 871-7332.

HYDROCARBON REGS BEING DEVELOPED

Hydrocarbon regulations being considered for Minnesota will be proposed to require reasonably available control technology (RACT) for existing sources of emissions: refineries, gas bulk terminals, can and tape/paper manufacturers, auto assembly plants, vapor degreasing and gas bulk storage plants in the seven county metro area. Stage-one vapor recovery systems will also be proposed for individual gas stations. The only operations currently controlled are bulk storage plants for gasoline.

S & T MAY REVIEW I/M

The Science and Technology Project is expected to study a vehicle inspection and maintenance program for exhaust emissions in the next few months.

The S&T office advises legislative committees about technical and scientific issues involved in bills under consideration. The Project is currently funded by a National Science Foundation grant and is under the jurisdiction of the Legislative Coordinating Committee.

The Legislative Science and Technology Committee agreed on November 14 to develop a study plan to determine questions that need answers. S&T is expected to work with the Pollution Control Agency Air Quality staff.

The Project is expected to review background material on exhaust emission tests which has been developed at the EPA Mobile Source Air Pollution Control research facility in Ann Arbor, Michigan, and at the Center for Motor Vehicle Emissions Control and Safety at Colorado State University, Fort Collins, Colorado.

AROUND THE STATE

The Minnesota Pollution Control Agency is the lead agency for developing control plans for pollution in Minnesota. In Rochester the designated agency for the transportation control part of the plan is the Rochester-Olmsted Council of Governments.

MnDOT has hired a consultant, David Braslau Associates, to help the outstate agencies to evaluate the various strategies selected to bring the areas into compliance with the Clean Air Act.

A computer program -- SAPOLLUT- was developed to establish a base line for 1977 and a projections of what the carbon monoxide (CO) level will be in 1982. MnDOT runs the computer program, and the local agency was responsible for updating data on population and employment figures. This work is complete.

While the consultant is evaluating the various strategies, the Transportation Division is giving presentations to local elected bodies, planners, and organizations in cooperation with the Chamber of Commerce. It is explaining the amendments to the Clean Air Act, the local impact, what has to be done, and the various strategies to reduce CO. So far 40 presentations have been made.

Some of the strategies being considered which will have a positive effect on air quality is a transit improvement plan, parking plan, transportation management plan, thoroughfare plan, proposed bikeway plan, and a proposed land use plan.. The transit plan includes long range plans with new routes, schedules, vehicles and image.

The parking plan considers the consequences of parking ramps, shortening duration and higher rates of parking, and prohibiting parking in the periphery to discourage use of private automobiles.

The Transportation Systems Management plan considers car pooling, park and ride lots and traffic improvement.

The Thoroughfare Plan proposes two circle drives east and west of Rochester because of the lack of through routes through the city.

MCAC DISCUSSES CAAA WITH CITY COUNCILS

Barb Hughes and Marge Christensen of the Metro Clean Air Committee have appeared at over 40 city council meetings to date to present the developments under the Clean Air Act which are important to the communities.

The Clean Air Act Amendments of 1977 encourage local and regional governments to assume a greater responsibility for air quality planning. The planning involves developing implementation and enforcement measures needed to attain ambient air quality standards.

The opinions and desires of the cities must be considered in the process of writing state regulations. The involvement of local elected representatives is greatly needed to make sure plans are reasonable, can work, and are needed.

Barb and Marge give a seven minute presentation to the councils explaining the requirements under the Clean Air Act. Also, they have been answering various questions put to them.

Barb Hughes said some of the questions are about the increased use of coal and the types of pollutants that will result. Council members wonder how these will be treated in the State Implementation Plan (SIP). They ask whether the Clean Air Act controls all the pollutants produced when coal is burned.

Another frequent question concerning inspection and maintenance is whether a city would be allowed to inspect its own light duty vehicles.

After the presentation the council is asked to designate a liaison with whom to exchange information in the future and who can relay opinions and positions on particular programs, strategies and plans.

Presentations are also being given to the Board of Commissioners of the counties of Dakota, Anoka, Washington, Scott, Carver, Hennepin and Ramsey.

A conference for the designated liaisons will be held January 10, 1979 at the Thunderbird Hotel.

Federal Rules Govern Economic Development In Clean-Air Areas

The Clean Air Act of 1970 established a regulatory scheme for cleaning up dirty air, but it quickly became apparent that there were no specific provisions in the 1970 law dealing with air that was cleaner than the national minimum standards. The options were clear: existing clean air could be protected from deterioration by new pollution sources, or it could be allowed to deteriorate to the lowest common denominator, the national minimum health standards.

Congress specifically stated that the national air standards were only minimum standards of purity, probably not sufficient in the long run to protect the health and welfare of the nation's people. It would therefore be unwise to allow existing clean air to deteriorate to the level of the national standards. Other considerations, such as the need to protect air quality in such areas of special importance as national parks and prime agricultural areas, also played a part in Congress' decision. At the same time, however, Congress recognized that prohibiting any pollution increases in clean air areas would be economically and socially unacceptable.

Congress was also concerned that the flight of new and existing industry from dirty air areas would make clean air areas the dumping grounds for pollutants that industries did not want to clean up as they would have been forced to do in their previous locations.

The mechanism enacted by Congress should alleviate these concerns by placing a ceiling on overall pollution increases in clean air areas and requiring major new industrial plants to install "best available control technology." States now have until March, 1979, to incorporate the new program, known as "prevention of significant deterioration" (PSD) into their State Implementation Plans. In the interim, the program will be administered by EPA.

The PSD program will guide and, to a great extent, govern economic development in clean air areas. It is therefore important that municipalities in clean air areas understand what the program means to them and participate fully in the process. Because states and municipalities are in a better position to judge their growth needs than EPA, it is of foremost importance that states prepare their PSD plans and submit them in March, 1979.

How Industrial Pollutants Can Harm You

Industry, including electric utilities, is responsible for most of the sulfur dioxide and particulate emissions—the two pollutants specifically limited by the 1977 air law to protect clean air areas. Utilities alone account for three-quarters of all sulfur emissions in the U.S. Generally, these pollutants impair lung functioning and cause respiratory problems in humans.

- **Sulfur Dioxide**, when it enters the atmosphere, changes into sulfates that can damage the lungs and produce breathing difficulty and heart problems, especially among persons who already have such conditions. High levels can cause bronchitis and severe respiratory illness, possibly including lung cancer. Sulfur dioxide also converts to airborne sulfur and sulfuric acid that also increase the acidity of rainfall, reducing crop production, fish population, and forest growth and damaging clothes and paint. Sulfur dioxide's effect on food and forest production is of particular concern in rural clean air areas. Industrial sources (primarily coal- and oil-burning electric utilities) were responsible for 26 million of the 27 million tons of sulfur dioxide emitted in the U.S. atmosphere in 1976.

- **Particulates** impair heart and lung functions; particulates from some industrial processes can be toxic and carcinogenic. Only larger solid or liquid particles suspended in the air are currently regulated, but EPA is considering regulating finer particles since they can penetrate deeper into the lungs, bypassing the body's natural defense mechanism. Of 105 major urban areas 69 now violate the particulate standard. Industry and utilities emitted 11 million tons of the 13.4 million tons of particulates in U.S. air in 1976.

About The Author

Dennis Bass, director of NLC's Air Quality Project since 1977, has worked on environmental issues in Washington for six years. He received a law degree from Vanderbilt University.

National League of Cities

Traffic Planning: Putting the Brakes on Air Pollution

DEC 7 1978

Last May's *Inside Report* featured a discussion of federal and state programs that focus on limiting harmful emissions from Minnesota's top air polluter — the automobile. The May feature looked at the impacts of automobile pollutants and examined programs that control direct emissions from autos. This month's feature will examine the other facet of automobile pollution control: transportation planning.

Transportation planning programs concentrate on reducing air pollution by limiting the actual number of vehicles on the road or by altering traffic patterns.

Automobiles cause two major types of air pollution: carbon monoxide (CO) and ozone (the main component of "smog"). CO, a by-product of incomplete combustion in engines, is directly emitted from automobile tailpipes. Ozone, however, is not directly emitted; instead, the pollutant is formed chemically when nitrous oxides and hydrocarbons (both of which are produced by cars) react with sunlight in the atmosphere.

Health studies have shown that CO can impair the heart and circulatory system and may damage the central nervous system. Ozone — even in relatively small concentrations — can irritate lungs and eyes, eventually inflaming eye tissue or impairing lung function.

Minnesota, like other states, is required by the federal Clean Air Act to submit a "State Implementation Plan" to the U.S. Environmental Protection Agency (EPA) next year. By law, this plan must include an analysis of possible programs for controlling automobile pollution through transportation controls and traffic management.

This transportation planning process has been assigned by the MPCA to local lead agencies — the Metropolitan Council in the Twin Cities area, and special planning committees in Duluth, St. Cloud and Rochester. These groups will prepare preliminary plans, which will be submitted to the MPCA for approval, and then forwarded to the EPA.

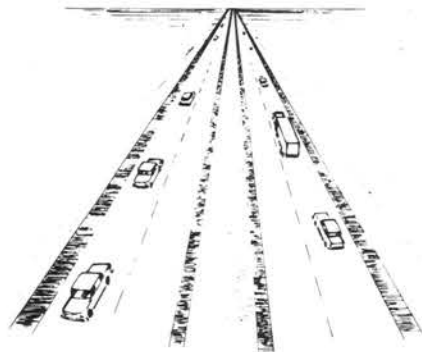
Since the most serious problems exist in the Twin Cities and surrounding suburbs, the most in-depth study will be conducted there.

Most of the Metropolitan Council plan will look at ways to reduce the amount of rush-hour traffic on the road. The key to traffic reduction is the development of mass transit and ride-sharing programs.

Some of the specific programs investigated will be: expanded "park and ride" programs to allow suburban commuters greater access to the bus system; improved bus rider information; increased transit marketing; alterations in bus routing and scheduling; downtown fringe parking areas with shuttle buses running to major office buildings; special expressway access for buses and carpools; reduction in bus fares; employer-sponsored car and van pool programs; and policies that limit the increase of downtown parking space.

The plan may also examine traffic reduction methods that encourage increased bicycle and pedestrian traffic.

(Traffic continued inside)



CALENDAR

December

● December 4,5,6, Public Hearings on MPCA proposed rules for preparation of a behind-schedule and substandard wastewater treatment project list (see related article, column 2, inside). Times and locations: Monday, December 4 at 9 a.m., MPCA Board Room, Roseville; Tuesday, December 5, 7:30 p.m., Courthouse, Brainerd; Wednesday, December 6, 7:30 p.m., Blue Earth County Emergency Services Operation Center, 710 S. Front St., Mankato. For more information, call (612) 296-7283.

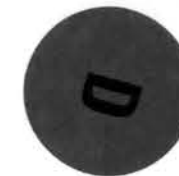
● December 14 Regular Environmental Quality Board meeting, 10 a.m., Room 81, State Office Building, St. Paul. Time and date tentative when *Inside Report* went to press. Call (612) 296-2723 for more information.

● December 18 Public Hearing on state and Federal water quality disposal permits for municipal wastewater treatment facility in Buffalo, MN; 1 p.m. and again at 7 p.m., Public Safety Building (Fire Hall), 216 Central Ave., Buffalo. For more information call (612) 296-7283.

● December 19 Regular MPCA Board meeting, 9 a.m., MPCA Board Room, 1935 W. County Rd. B2, Roseville. For agenda information call (612) 296-7283.

MPCA INSIDE REPORT DECEMBER 1978 Vol. 2 No. 11 Published monthly by the Minnesota Pollution Control Agency, 1935 W. County Road B2, Roseville, MN 55113. All questions and comments should be sent to the Public Information Office at the above address, or call (612) 296-7284

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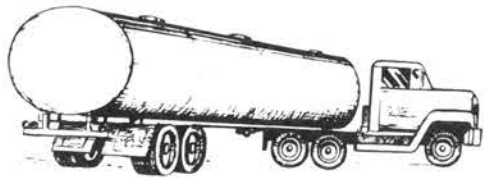
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December 1978

Minnesota Pollution Control Agency

INSIDE REPORT



Trucking Company Pays Spill Penalty

At the recent November meeting, the Board approved a stipulation agreement with Quickie Transport Company that includes a \$500 penalty payment for failing to notify the MPCA of an oil spill into the Minnesota River. The spill occurred on May 24th in Mankato. Although most of the approximately 3,500 gallons spilled when a company truck rolled over was recovered, about 300 gallons were not. The company also agreed to join Missota Croix Company in beginning a spill clean-up program for possible future spills.

Creosote Site Development Rejected

At its November 14 meeting, the MPCA Board voted to oppose any further construction on the north portion of a site in St. Louis Park formerly owned by the Reilly Tar and Chemical Company and now owned by the city. Chemical wastes from a creosote plant on the site have seeped into the soil, resulting in heavy contamination of the southern portion of the site. MPCA staff are concerned that the contamination has also migrated into the soil and underground waters of the northern portion.

On November 13, the state Health Department issued a report that lent more validity to those concerns. The Health Department indicated that low levels of possible carcinogenic substances related to creosote wastes have been detected during laboratory analysis of well water in the area. The Health Department ordered a shut-down of four wells north of the site that showed traces of polynuclear aromatic hydrocarbons (PAH), which have been proven to cause cancer in animals.

The Reilly Tar creosote production facility was closed in 1972, but for over 50 years of the plant's operation, mishandled creosote wastes accumulated in the soil. Since the company's departure from Minnesota, studies sponsored by the MPCA and the Health Department have indicated the contamination has spread away from the original dumping locations and has seeped into the soil to depths exceeding 100 feet, thereby threatening the aquifers that provide drinking water to several western Minneapolis suburban communities.

The MPCA is currently suing Reilly Tar, now located in Indiana, for damages resulting from the contamination. Since the damages will be tied to the costs of cleaning up the pollution, it is likely that the suit will run into millions of dollars.

The MPCA will hold hearings in early December on rules for preparing a list of engineers and contractors who are responsible for substandard or behind-schedule wastewater treatment projects. The proposed rules, if adopted, will establish standards and procedures to be used by the Agency in adopting such a list and will establish procedures to be used by those who may wish to challenge the inclusion of their names on the list. Anyone may present oral statements at the hearing or written statements either at the hearing or by mail to Mr. Howard Kaibel, Office of Hearing Examiners, 1745 University Avenue, St. Paul, MN 55104. Hearing dates and locations are listed in the Calendar section of this Inside Report.

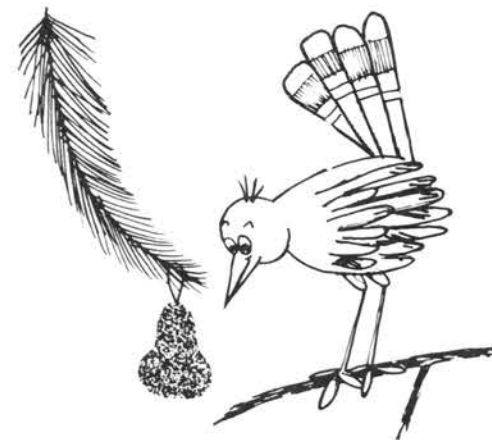
Environmental Gifts for Holiday Season

If you're tired of the expense and waste that too often accompanies the holiday season, you might want to try some of the following suggestions which are both economical and environmentally sound.

Gifts that are educational and have lasting value include bird houses and feeders, houseplants, flower seeds and bulbs, craft or hobby kits, camping equipment, bicycles, sports clothes and equipment, cameras, binoculars, and subscriptions to environmental or outdoors magazines. You might want to use your talents to produce such gifts as baked goods, plants started from cuttings, macrame or crochet work, a special photograph or painting, etc.

One of the biggest wastes during the holiday season is wrapping paper. Instead, use newspapers, magazines, out-of-date road maps, tissue paper or last year's greeting cards. Or buy durable, high-quality wrapping paper that can be saved and used again and again.

For the Christmas tree, cut down on the amount of electric lights you use. Try the old-time traditions of stringing popcorn and cranberries, or use your imagination to fashion decorations from thrown-away tin cans and egg cartons. Dried flowers, corn shocks, gourds, fruits and vegetables also make colorful decorations for your home. If you're sending holiday cards, use cards made of recycled paper or try making your own. Remember, the ideas listed here can make enjoyable activities for the kids and can even become annual family traditions.



(Traffic continued)

By reducing the amount of traffic, these programs can help control both CO and ozone. Other types of programs discussed in the plans will specifically address CO problems caused by slow-moving, stop-and-go traffic and idling cars. The lead planning agencies in Duluth, St. Cloud, and Rochester, as well as in the Twin Cities area, are studying programs for improving traffic flow which include: traffic signal synchronization, tougher enforcement of rush-hour parking bans, design of more efficient traffic patterns, conversion to one-way streets in congested areas, programs to encourage staggered work hours to ease rush hour pressure, and programs to develop designs that minimize pedestrian/auto conflicts (a good example of this is the "skyway" system in downtown Minneapolis, St. Paul, and Duluth).

We can all expect some beneficial side-effects from sound transportation planning policies. Mass transit and car pooling, for example, reduce highway noise and help conserve scarce energy resources at the same time that they help reduce air pollution. On the other hand, transportation planning is often controversial because of its influence on core city development, as well as the inconvenience it might cause to those who prefer to use an automobile as their only source of transportation.

But the greatest effect of sound transportation planning will be cleaner air in Minnesota. With cleaner air, we stand to save millions of dollars in pollution damage to crops, wildlife and farm animals, and property. Most important, clean air will prevent illness and save lives.

New Auburn Earns National Award

The city of New Auburn and former operator Herman Knacke received an Environmental Protection Agency Award November 1 for excellent operation and maintenance of a wastewater treatment system.

Val Adamkus, Region V EPA Deputy Administrator, presented the first Operation and Maintenance Award ever given in Minnesota to the mayor of New Auburn, Merlin Bergs, and to the wife of the late Mr. Knacke in a special awards ceremony at the New Auburn City Hall.

Herman Knacke, the operator of the New Auburn plant since its construction in 1973, died of cancer this past June. While in the hospital he wrote a detailed description of the plant's operations so that others could continue to run it properly. The city's wastewater treatment system, a two-cell stabilization pond with spray irrigation, consistently operated within treatment standards during 1976 and 1977 and has maintained an overall program of excellence.

The EPA began the Operation and Maintenance Awards to publicly recognize wastewater treatment plant operators who improve their plant's operation and consistently achieve compliance with state and federal standards. The MPCA nominates communities for the EPA award. During 1977 the New Auburn plant and Mr. Knacke also received an MPCA commendation for complying with state and federal standards.

NEWS ROUND UP

Landy Pays \$5000 Pollution Penalty

Landy Packing Company has signed a stipulation agreement with the MPCA that includes payment of \$5000 for various water quality violations.

The complaints, filed against the St. Cloud company beginning in January, 1977, have included three separate incidents where blood and other animal wastes were discharged or dumped into the Mississippi River. Also, during a February, 1978, site investigation of the Company's facilities, MPCA personnel discovered a spill of fuel oil and other oil in the Mississippi from the oil storage facilities. The agreement also includes a requirement for modifications to the Landy facility and an employee education program to avoid similar incidents in the future.

Western Transport Agrees to Penalty & Spills Plan

The Western Cooperative Transport Association has paid a penalty of \$500 and has signed a spills prevention agreement with the MPCA as a result of a May, 1978 incident that released approximately one ton of anhydrous ammonia into the air near Lester Prairie, Minnesota. The MPCA's Division of Air Quality alleges that the release was caused by operator error in the operation of control valves. The gaseous ammonia cloud drifted over a residential area, forcing evacuation of Lester Prairie citizens, and the ammonia caused vegetation damage over a two square block area. Under the terms of the agreement, the company will establish a strict program for storing and handling ammonia, as described by Minnesota Department of Agriculture rules.

Kjellberg Acts to Remedy Pollution Problems

At its regular October Board meeting, the MPCA approved an agreement with Kjellberg Dayton Mobile Home Park Inc., of Dayton Minnesota including a compliance schedule to remedy water pollution problems and penalties for any future delays. MPCA staff allege that the park's wastewater treatment system has been operating with flow rates that substantially exceed the system's capacity, and that the company had violated several provisions of a 1977 Court-ordered compliance schedule intended to resolve past pollution problems. An MPCA Notice of Noncompliance was issued to the company last March for a spill of 400,000 gallons of wastewater to French Lake and for other violations.

The agreement requires that several improvements be made in the park's wastewater treatment facility, including a reduction in wastewater flow, reparation of stabilization pond dikes, and replacement of the flow meter system. The company will be subject to a delay penalty of \$1000 for each month that it remains in violation of the agreement.

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HOLD FOR RELEASE
WEDNESDAY, DECEMBER 13, 1978

Washington, D.C.--The League of Women Voters of the U.S. today supported EPA's proposed emission standards for coal fired power plants, stating they are "mandatory if national air quality and energy goals are to be met." Speaking for the League, Meg Titus of Dallas, Texas, a member of the organization's national Environmental Quality Committee, challenged the proposed standards in only one area.

Regarding the performance of scrubbers, Titus said, "We agree with the conclusions of the Natural Resources Defense Council and others that an 85 percent SO₂ removal requirement would be obsolete the day it was promulgated." Citing several studies supporting her conclusions that higher standards are attainable now, Titus declared, "The League believes that a 90 percent removal requirement is the very minimum necessary to protect human health and welfare from the pollutant impacts of increased coal use."

The League strongly supported the EPA's proposal to apply uniform controls to all new coal burning power plants regardless of the sulfur content of the coal used. "We believe that the 'full scrubbing' proposal is the only way to satisfy both the intent of Congress and the language of Section 111 of the Clean Air Act as amended in 1977," Titus said.

In addition, Titus stressed that the clean air benefits of full scrubbing would far outweigh the marginal increase in consumer power bills. "In 1995, a full control option would cost the average residential consumer only 12 cents more per month than the least stringent partial control option," she said. "And for this 12 cents per month, emissions from new plants would be at least 33 percent lower."

MORE

Titus also noted that the full scrubbing requirement would reduce potential litigation, and increase energy production and employment through new plant construction.

Addressing other parts of the proposal, Titus urged a continuous monitoring period of 24 hours to assess plant compliance and urged a maximum emission ceiling of no more than 1.2lb./million Btu.

A citizen education and public interest advocacy organization, the League of Women Voters has for many years advocated strict clean air standards. The League also supports greater reliance on coal for energy in the near future.

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Reporters please note: Full text of testimony is attached.