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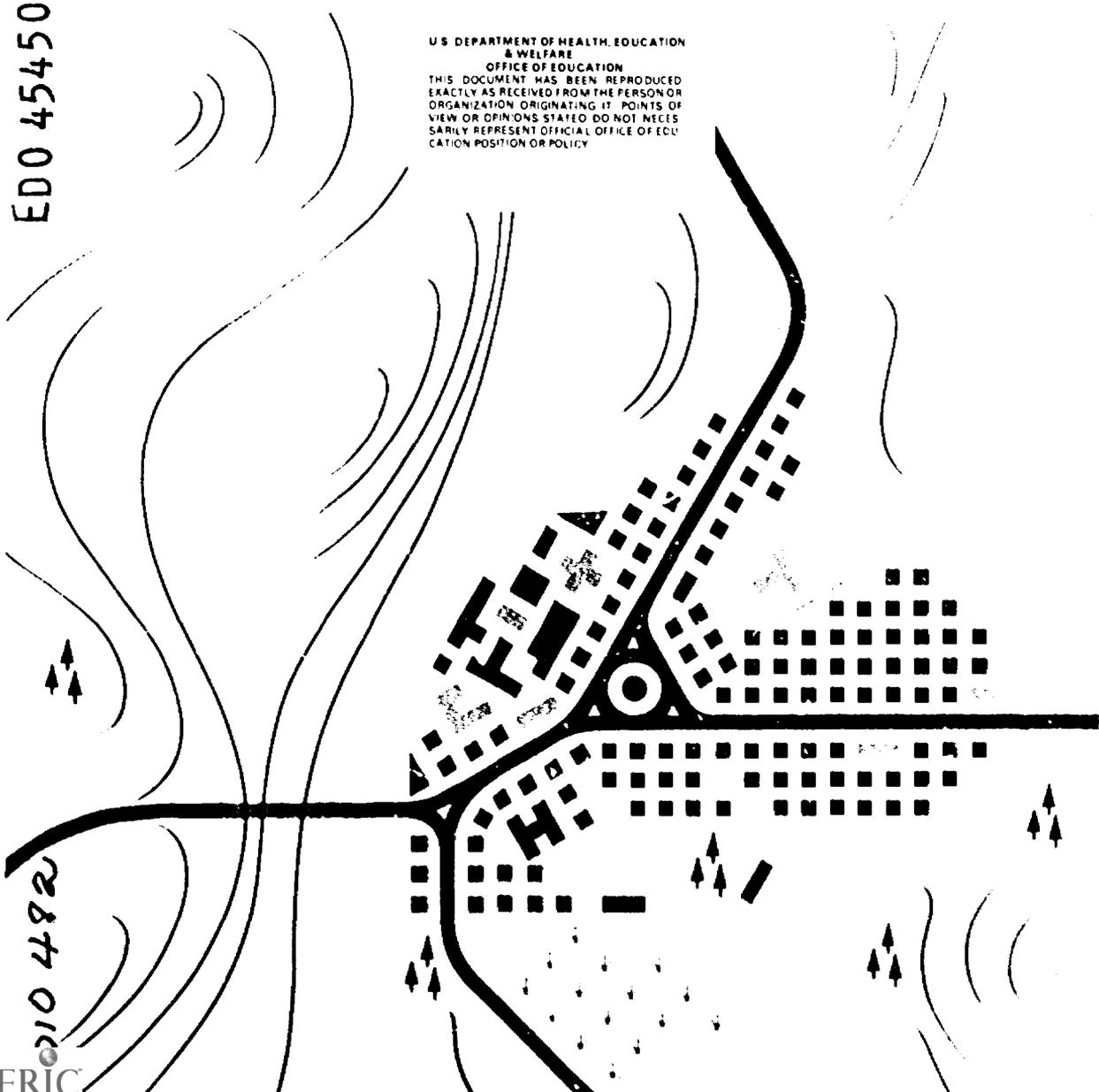
ABSTRACT

For citizens who want to participate in practical action to make their communities better places for living, this guide considers numerous approaches for community involvement. It stresses not only comprehensive planning but also the importance of getting action started. A rough order of business is suggested. First, considered are the various government and private agencies - what their programs are and the ways they can help the community; next, the major techniques and tools for action programs of protecting open space, improving the townscape and the landscape, cleaning up the air and water, and enlisting and training the youth of the community to continue environmental quality programs. The final section on follow-through indicates the tasks required to sustain action. Contained in the appendix are a directory of federal, state, and private agencies and organizations and a list of useful publications. (BL)

# Community Action for Environmental Quality

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“The 1970s must be the years when  
America pays its debt to the past  
by reclaiming the purity of its air,  
its waters and our living environment.

“It is literally now or never.”

Richard M. Nixon

*January 1, 1970*

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# **Community Action for Environmental Quality**



**The Citizens Advisory Committee on Environmental Quality**  
1700 Pennsylvania Avenue, N.W., Washington, D.C. 20006

## PREFACE

This is a guide for citizens who want to participate in practical action to make their communities better places to live in. We think it fitting that our Committee has undertaken it, for we are citizens too. The President has asked us to advise him in the great national effort to improve the quality of our air and our water and our land.

A major part of the effort is the launching of new programs at all levels of government and the strengthening of those that already exist. To give direction to these many activities the President has set up a Cabinet Committee on the Environment. Another major new entity is the Council on Environmental Quality, a three-man body which will function in the environmental field much as the Council of Economic Advisors does in the economic. The Council and its staff will serve the President and the Cabinet Committee as the principal coordinating and idea agency for the environmental effort. We will be working closely with it.

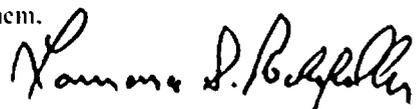
The ultimate test of the federal programs, however, is what happens in the local community. Here is where the big job must be done and what we find most encouraging is the great groundswell of interest in the towns and cities and over the country. People want action — immediate, tangible action where they live.

They want help. New federal and state programs are providing technical aid and money for local action, but there are so many of these programs that it is often difficult to know where to start, or how to fit them together. Many lessons are being learned; about different forms of zoning, for example; about fresh approaches to land acquisition and preservation. For local governments to make effective use of these tools, however, they have to know about them, and they have to be stimulated to follow through. Here is where the efforts of the informed citizens can make the critical difference.

Thus this guide. It is not meant to be definitive. For each of the different kinds of action programs noted, more detailed manuals are available and in the appendix is a list of them. This guide concentrates on the principal approaches, how each works, how they can work together, and what organizations and agencies one can go to for further help.

We wish to thank the many citizen and governmental groups whose work we have drawn upon. We also wish to thank Mr. William H. Whyte for pulling all these elements together.

There are exciting opportunities for action ahead of us. We hope that this guide will help citizens to seize them.



Laurance S. Rockefeller *Chairman*

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## I. The Groundwork

The important thing is to make a start. A program for a more livable community involves so many problems that the citizen can feel somewhat overwhelmed by the complexity of it all. Can we really accomplish anything, some wonder, until we have arrived at a complete master plan for all the community's needs?

This guidebook stresses comprehensive planning. But it also stresses the importance of getting action started. The immediate project may only be a line of trees to be saved, but it is something that needs doing now—and there is no better way to get people involved in the larger community problems than through such efforts.

It is significant that many of the pioneering conservation programs which have sparked action across the country began quite modestly. They were the outgrowth of a group of people who tried to tackle a particular local problem, and who in tackling the problem did it with such imagination and skill that they provided a model for others.

The chances are that there are several immediate challenges for your community. It may be more playgrounds for children, a stretch of roadside to be planted, a marsh to be saved. The project will be worth doing in its own right; it will also serve as a wedge for further and broader efforts.

This guide suggests a rough order of business. First, it takes up the various government and private agencies; what their programs are, and the ways they can help the community; next, the major techniques and tools for protecting open space, improving the townscape and the landscape and cleaning up our air and water. The final sections are on the follow-through: enlisting the youth of the community, meeting the opposition, and winning the critical victories. In the appendix is a

directory of agencies and a list of useful publications.

These steps are not meant to be neatly chronological. A set blueprint outlining phase one and phase two and so on would be much too rigid to be practical; in actual practice many of the tasks have to be tackled more or less simultaneously and action sometimes has to precede study.

But you have to start somewhere. Assuming that you have a specific goal you want accomplished, your first move should be to get the facts. There may be a lot of detail to be mastered—relevant statutes, for example, pollution indices, tax assessment records—but getting the facts about the situation down cold is far more important than generating emotional heat. Time enough later for that. Homework is the reason the League of Women Voters have been so effective with water resource projects; they usually end up knowing more about the local problem than anybody else.

You will want to find out what your local government is doing, or not doing, about the situation, and what it can do. In some cases the county will be the unit to be chiefly concerned with, in others the city or the municipality, and in New England the town. In any event, you will want to pose several basic questions.

### **How Do the Elected Officials Stand on the Matter?**

Have they ever shown any interest? Has anyone approached them on the subject? Which official would likely be most hospitable to the project? Often you will have to build a fire under them to get action and sometimes with a good bit of heat. But give them a chance. There is no surer way to court failure than to start off with truculence. Politicians are

rarely against such causes as conservation—in principle; their problem is the host of other needs competing for the same dollars. Convince them that there is strong citizen support for your program, and they will want to be for it. Politicians like to look good. Help them.

#### **Is There a Planning Commission?**

Does it have a master plan under way? Or, is it bogged down in subdivision applications and dealing with zoning disputes? Is there a paid staff planner and what are his ideas? He could be an unimaginative hack; he could also be full of vigor and ideas, and if this is the case you have an extremely important ally, for he is in the key communication slot. Since he is a staff man, there are some things he may not wish to say publicly, but for the same reason he will be very happy to have your group say them. As one of the first stages in your program, ask him to give a talk to your membership on the problems of the area. He may have to be a bit cautious on some matters in a public presentation; for that reason, be sure he has an opportunity to talk informally with your top people.

#### **What Regional Organizations Exist?**

Is there a regional plan? At this time, generally speaking, most regional planning organizations are only advisory in nature, but where they exist they can be a tremendously valuable source of factual information. Regional planners tend to feel a strong sense of cause, and they are likely to leap at any invitation to get the message to a citizen group.

#### **Is There a Park and Recreation Department?**

What kind of budget does it operate under? If there is a full-time director of it, what would he like to see done?

The park director should be delighted with your interest; he gets plenty of complaints about vandalism and rubbish and such problems, yet when budget time comes around he

does not often get much active support from the citizens for money to meet the problem.

Is there a park association in your community? The existence of such a group can be critically important. Through promotional efforts it can insure decent appropriations for the park department; it can act as a watchdog to fight threats to park space, and it can press for new approaches and programs in the operation of the department.

#### **Is There an Overall Recreation Program?**

For want of joint effort, many communities fail to make full use of their recreation assets. In some cases, the facilities of the schools lie unused after hours and are rarely made available to the general public. Facilities of private groups are often underused, too.

What is being done in your community to coordinate recreation activities? Are park and school officials working together?

Are they making good use of the private groups? People to work with children are always in short supply and volunteer aides are essential to effective community effort. All too often, however, they are regarded by professional recreation people as fill-ins. They ought to be treated as partners and given continuing responsibilities in recreation programs.

What is being done about recreation transportation? Most regional park facilities serve middle class people with cars; for children of low-income neighborhoods, however, the regional parks might as well not exist. Is there a program in your community to bus children to outlying facilities? What use is being made of rail and water transportation?

#### **Is There an Agency for Air Pollution Control?**

What enforcement powers does it have? Does it use them? Has it been really cracking down on major offenders? Sometimes local governments are themselves the worst offenders--

in the use of inefficient incinerators, for example, and buses that belch fumes. How does your government rate on this score?

#### **Is There Effective Pesticide Control?**

Government action is at last taking place to curb indiscriminate use of dangerous pesticides. The federal government, through an inter-agency agreement, is restricting use of DDT; several states have already limited or banned the use of DDT and others are considering similar action. What is your state doing? Does it have a registration requirement for pesticides? Regulations for their use? Does your local government have regulations, and if so, does it enforce them?

#### **How Vigorous Is the Community's Program for Waste Disposal?**

Are projects for improved sewage facilities being pushed forward? How progressive is the sanitation department's handling of solid wastes? Are there plans for higher efficiency incinerators? Is the capacity of landfill sites being extended by mounding?

#### **Is There a Conservation Commission?**

In Massachusetts, New Hampshire, New Jersey, New York, Rhode Island, and Connecticut, Iowa and Illinois, local governments are empowered to set up conservation commissions or boards. These have fairly broad powers, and at their behest the town can acquire land or an interest in land for a broad range of conservation measures.

At first some feared that such commissions would merely duplicate the work of the planning commissions, but it has been found that they function as an ally rather than a competitor. By enlisting an extra slice of the citizenry they give conservation a much more powerful voice in day-to-day government.

If your community has one, it is the ideal government agency to tie in with. If it does not, you should try to get one set up.

#### **Is There a Local Land Trust?**

Paralleling the growth of the conservation commissions, there has been a notable increase in the number of local land trusts. These are private, tax-exempt organizations that are authorized to receive gifts of land. Their existence can stimulate gifts of land that might otherwise not be made. Many people who would like to give land for a community nature area or park are loath to give it to a local government for fear the land may later be used for another purpose, such as a parking lot or dump. If they give it to a local land trust these fears can be removed. The land trust can also act as a guardian for land that is given to a local government. At the time the donor gives the land he can insert a reverter clause in the deed, stipulating that ownership will go to the land trust if the government tries to develop the land for another purpose.

#### **Is There a Soil Conservation District?**

People in urban areas rarely realize the existence of farm-oriented conservation programs -- and the great potential that they have for urban areas. As farms are made into subdivisions and shopping centers, new soil and water problems are posed -- storm water runoff, for example, is greatly increased. Federal and state agricultural departments can help meet these problems and they are highly receptive to urban conservation as a new rationale for their programs. The National Association of Soil and Water Conservation Districts is aggressively promoting the operation of districts for broad resource goals.

Talk to the county agent and to the local farm organization. Farmers can be important to conservation groups, for conservation groups are important to them. In the large urban states farmers have been aware for some time that the strong power they long enjoyed in the legislatures has been declining, and the recent decision of the Supreme Court on apportionment is likely to spur them even more

to look to non-farm groups for support.

A prime concern of the farmers at this time is tax relief. They want to continue farming without having to pay what they feel is a disproportionate share of the taxes levied for urban improvements needed for new subdivisions. They have been seeking legislation that will freeze assessments at the farm value of their land rather than full market values. These laws raise problems, but the essential point is that farmers do need the support of suburban groups. Since the farmers are likely to control the bulk of the remaining open space there is some good logrolling to be done.

#### **Is There a Small Watershed Project in Your Area?**

Is one planned? Under the Small Watershed Act the federal government foots the entire cost of small dams if the state and/or the community furnishes the land. These projects have a great recreation potential. The federal government has been paying up to half the cost of developing recreation facilities in old and new watershed projects. State fish and game or park agencies will usually help pay the remaining half.

In addition to your county agent, you should get in touch with your state resource or conservation department. Like most such agencies they will probably be delighted to send someone to talk with your group.

There are other local, federal and state agencies that can be of help, and in the process of finding them out you will at the same time be getting a pretty thorough view of the political realities of your community—who counts and who doesn't, which agencies really do the work and which do not.

It is the man who is important, rather than his official title. The official who will be your biggest help could be in the most unsuspected of places; in one town, for example, the assessor is the spark plug.

#### **What Civic Groups and Private Organizations Will Join You?**

This is an obvious enough step, but unfortunately it is so obvious that you can get an over-optimistic idea of the support you are lining up. It is the quality of the involvement and not the number of organizations you can list that is important.

A good steering committee can help greatly. The initial interest group should form itself into such a committee and invite representatives from other groups.

In addition to representatives of organizations, you should seek individuals with special talents. You will want advice on business procedures, legal questions, design, construction, and the like.

A word of caution: When your group comes up against a wall of apathy or opposition, one escape route that seems attractive is through an appeal to a national foundation for support. Save your breath. National foundations have a rather firm policy against retailing their funds to support local programs, and they are quite right to do so. Were they to help lagging local causes, they could find themselves putting their money on the losers or taking the pressure off the community to do what it should do itself.

You may feel that your particular program could be a model of sorts for communities everywhere. Even if you were right, however, what makes it a valid model is that it is reproducible. If your program was achieved largely through the beneficence of a national foundation, what it would largely prove is that you can do a lot if you are given a lot of money. Some of the most outstanding local programs never really got going until the leaders realized that they could not count on outside gifts and would have to do the job themselves.

Local foundations, however, are something else again. Where local conservation groups have received foundation support, in almost

all cases it has come from a foundation within the area. Seek such foundations out and solicit all the help you can. But don't look to them as a crutch.

#### **Organize a Conference.**

You can do your cause and the community a great favor by taking the initiative in holding an area-wide conference of all the official and private groups concerned with a better environment. The chances are that a great many of these people have never before met each other, and quite aside from what is said at the conference, the fact that you are providing a common meeting ground is a great benefit to them. You are helping them to do their homework.

Somewhat similarly, you may wish to hold a legislative workshop and have your state legislators and congressional representatives report on the status of upcoming conservation and recreation legislation. The League of Women Voters can be of great help in this kind of effort.

You may also want to think of presenting awards — particularly to those outside the camp of angels. This is a hoary device for softening up key officials, but it can often do a lot of good.

#### **Find Out What the Public Thinks.**

Conservationists tend to assume that all good people share their viewpoint. Often they do not, and if they do, their support is apt to be quite latent. The same good people, furthermore, may feel that a dilemma is always involved — i.e., that it is conservation versus growth; that we should not stop progress; that bird watching is all very fine, but new industries and more jobs are needed more.

You have missionary work to do. Certainly it is true that there may be head knocking conflicts over use of specific tracts of land or bodies of water. But, taking the community as a whole, the only sensible goal is con-

servation and growth. Good planning will provide for both, and in the process will sharply reduce the prospect of pitched battle over specific sites. You can document the validity of the conservation and growth approach with good hard facts. But you had better prepare for the argument.

One step is to make a survey of how members of the community feel about the key problems. And don't load the questions so they will show everyone is against sin. An objective poll will reveal a considerable support for cleaner air and water, stepped up park programs and landscaping efforts, and this fact will be useful in pressuring local officials. At the same time, however, you want to find out the not-so-good side; the areas of ignorance, the amount of prejudice there may be against "outsiders," federal aid, etc. You will find out quick enough when there is a controversy; find out beforehand and you can save the cause a lot of grief.

## II. Action: Open Space and Recreation

For a group wondering how to get action started there is a very simple precept. Go out and walk. There is no more useful tool for getting a local movement started than involving people in a job of inventorying the community's land and water resources. It gives the group a clear task, and it happens to be an interesting and important one.

It will uncover opportunities that few may have dreamed of. Even in communities with extensive planning programs it is surprising how many there are in which no one has actually gone out and walked to see just what open spaces there are. Aerial photos and maps are a help, but there is no substitute for the ground level view. Would that ravine be a good natural area? Who owns the land? Has it been bought for speculation? (Tip: Look for farmland that is reverting to second growth. Those weeds and scattered saplings are often a sure sign the land is being held for later development.)

On the edge of suburbia, you are very likely to find a pattern of ownership in which a large proportion of the remaining open land is held by older people, and some of these might be quite willing to give part or all of their land for a recreation or conservation area—particularly if it is pointed out to them that the tax advantage of such gifts can often be very considerable. Pay them a call.

You will also want to check local records to see what lands are tax delinquent. Many communities acquire such lands only to sell them for what they will fetch; but some put them into a land bank and develop them for recreational use whenever possible. Your community should do the same.

Some of the open spaces you are inventorying may have cloudy titles. Searching the records is an arduous task, but it is one that can be quite rewarding. In New England, for

example, conservation commissions have found that many wetlands and floodplains are a crazy quilt of small holdings, dating back to the earliest colonial days. Their boundaries are a puzzle—so many rods from the large oak—and the forebears of the owners went west many generations back. Acquiring clear title is quite a job for the speculator; in time he will do it, but not if you get the jump on him by some "pre-emptive" acquisition—that is, the assembling of a few strategic parcels to make it economically impossible for him to dike or fill in the rest.

You should not only anticipate the speculator, you should borrow some of his tactics. Before he does any buying he carefully researches the market potentials of an area and he is well aware that high cost land can be the best buy if it is accessible to many people. One of the saws he follows is that there are three cardinal things to look for in a property: location, location, and location. So it should be with you. In evaluating possible acquisitions you should consider how easy it is to reach the area by family car, school bus, or public transportation.

Distance is more of a problem in heavily congested areas than in rural ones. Time is the critical dimension. Generally speaking, people should be able to get to an area in an hour or less. There are cases, however, where available land is more distant and where the programs, such as those found in outdoor education camps of youth organizations, school districts and colleges, permit more time for travel.

Then there is the quality of the land itself. Does any part of the land reflect the historic growth of the countryside, perhaps the transition from wood or prairie to farmland?

Has the tract any particular natural features — a cliff or an outcrop of rock, for

example, that exposes several different formations? What are the characteristics of its soils? What kinds of trees are there? What kinds of plants, birds and animals?

How does it tie in with the drainage network of the area? Streams and rivers are the best of all guides for open space planning. The land along them is usually the most beautiful, the best for recreation and, happily, it is often difficult to subdivide.

You should find out how much of the water frontage is accessible to the public. Are there unspoiled sections that can still be acquired? Could some of the spoiled sections be reclaimed? Some of our best shoreline parks and beaches were once a mess of rubbish and dilapidated buildings.

Always look for the hidden assets. Dumps and derelict areas often make fine parks (New York's Central Park was fashioned out of a wasteland covered with squatters' shanties). Abandoned quarries and sand and gravel pits are good examples. They are usually regarded as dangers and eyesores. So they are, but the fact that children so often search them out is a clue. Many would make fine sites for swimming and skating ponds. And don't overlook pits and quarries that are still being worked. With a well thought out plan, they can be quarried in a way that will provide an excellent recreational site later.

Utility rights-of-way are another example. All too often they are only vacant land and useless except for rubbish. But with moderate effort they can be transformed into "greenways," and since they cut across urban areas they can be the spine of a pedestrian network connecting schools and parks and subdivisions. The same is true of abandoned transit rights-of-way. In the Los Angeles area, for example, the planting of these swaths has greatly improved some neighborhoods.

Don't take your golf courses for granted. Find out if any of the private clubs intend to sell their land and relocate further out. The

old course might make an excellent community course--if the developers don't get there first.

### **Consider a "701" Planning Grant.**

Under Section 701 of the Federal Housing Act, the Department of Housing and Urban Development can pay two-thirds of the cost of a community planning study. If your community has not taken advantage of this excellent program, you should try and see that it does; as long as a study is geared to a comprehensive planning effort, it can be aimed at a number of problems, and open space surveys are one of the most important. Such a study will not lessen the need for your own, more immediate, inventory, but it can provide the detailed kind of follow-up that is so vital.

### **Zoning**

Let us now turn to the tools for conserving the community's land and water resources. The layman cannot be expected to master all of the technical details, but it is important that he know the main outlines. Because of recent enabling legislation there are more tools available than ever before. But public officials do not necessarily know about them, and where they do, they can be unduly cautious about trying something new. To build a fire under them you must be familiar with the principal approaches and what they can do.

Broadly speaking, there are two ways the local government can act to conserve its land and water resources. It can use its police power to zone land so that it won't be misused, or it can buy the land or an interest in it so that it will be well used.

Zoning is the most immediately appealing tool; it doesn't cost anything, or, rather, it does not appear to. Before taking up specific forms of zoning, a word about its limitations is in order. Since zoning can strip a piece of property of much of its commercial value, it is constantly under attack by people who want to realize the commercial value. Local zoning

boards are not always the staunchest defenders, and what they propose they can dispose of. Then there are the courts; if ordinances are not drafted with great care, they may be upset in a court test. This is especially likely if the zoning has been pushed so far as to be the taking of land without compensation.

Zoning cannot be used to compel people to keep land open simply because it would be nice for the community to have the land open, and zoning which purports to do this is likely to produce a mirage. In some cases sizable tracts of developable land have been designated as "open space zones" and because the land is being kept open people assume the zoning works. But the zoning has not kept the land open. What has kept it open is the owners' disinclination to sell or develop prematurely. Later, when the surrounding development has driven market prices sky high, the owners are very likely to change their minds and the open space zoning will collapse.

Another illusion to beware of is the idea that large lot zoning will conserve open space. It may preserve the character of a particular residential enclave but it provides no public open space and by requiring large amounts of land for a house forces subdividers to leapfrog further out into the countryside in search of space.

These caveats noted, let us look at forms of zoning which do work.

#### **Flood Plain Zoning.**

Probably the single most important use of the police powers for conservation in your community will be zoning of the flood plains against development. These are the lowlands bordering your water courses. In times of flood they act as a gigantic sponge.

Flood plain zoning is a necessary water resource measure; it also happens to guard what are usually the most scenic parts of the countryside. But aesthetics is not the justification. A flood plain ordinance takes away an

owner's right to build on such property and some owners are bound to complain that the taking is unfair. To stand the test of a court case, the ordinance must clearly be based on the necessity of protecting a resource that is vital to the community.

The designation of the flood plain area must be backed up with solid data about previous flood experience. The Corps of Engineers can be helpful in this respect. It has an active Flood Plain Management Services program designed to provide communities with the information and maps they need for effective zoning. This help is provided without cost if it is requested by a local government.

#### **Cluster Zoning.**

Until very recently most communities have restricted the density of development by specifying precise lot sizes. This has had its advantages, but it has forced developers to chew up an inordinate amount of land to house not too many people, and to lay down a great amount of asphalt roadway to connect the lots together.

Under cluster zoning the community takes a different tack. It still restricts the number of houses the developer may put up, but instead of specifying precise lot sizes it allows him to group the houses somewhat more tightly and use the land that is saved for common open space. This is good for the community, and it is also good for the developer, for he has offsetting economies in construction and land improvement costs.

Who owns the common land? In return for permitting clustering, some communities demand that the developer deed the common open space as a public park. This sounds like a good bargain, but it is not necessarily the best policy for the community. It has every right to require that some of the common open space be deeded to the community, but the bulk of the land that has been saved has really been paid for by the home buyers. They should get first call on the use of it.

The best arrangement is to deed the neighborhood open space to a homeowners' organization. The community's main interest in this land is that it remain open and not later be built upon, and it can insure this by requiring a separate deed giving it that interest.

The most important potential for the community in cluster lies in the connective quality of the separate open spaces. If the community will anticipate the fact of future development, it can lay down a rough open space skeleton so that when the subsequent cluster developments are built their open spaces will complement each other. Instead of a miscellany of separate spaces there will be an overall network in which the various components such as public parks, school sites, superhighway buffer spaces, and the like can be joined to the various developments with walkways threaded throughout the whole.

#### **Billboard Zoning.**

Recent court decisions have been favorable to regulation of billboards, particularly in rural areas, and there are good examples of effective billboard control by communities. Monterey County, California, was the first to prohibit signs along its rural roads, and despite repeated attacks by the billboard interests its beautiful landscapes are still relatively unspoiled. Does your county have a good ordinance? Is it enforced? If there isn't an ordinance, how can you get one?

One of the best ways to conserve the landscape is to create scenic corridors along the highways, in which compatible uses—such as farming—are permitted but in which billboards are not. To this end the Highway Beautification Act of 1965 provided 100% grants to states for widening and enhancing scenic corridors along the principal highways. Unfortunately, a troublesome provision was added requiring payment to private owners for removal of billboards and this has undercut the overall program. In the meantime, how-

ever, some states have been moving ahead and legislating stricter roadside controls than were envisioned in the federal act. The most notable example is Vermont. In 1968 it passed the stiffest measure yet proposed. All billboards are prohibited, save for on-premises signs. Some existing billboards are permitted to stay up for a limited period but eventually most of these will have to come down. Penalties for not taking the signs down or for putting up new ones are quite stiff. Vermont has special reason to protect its landscape — recreation and scenery are now its principal industry — but this approach should be applicable in all states. Is your state following suit?

The principal fighters for effective billboard control are the Roadside Councils. If there is one in your state, seek its guidance and give it your support.

#### **Historic District Zoning.**

A number of states have passed legislation enabling communities to establish historic districts. Once these districts are established, the buildings and natural features within them cannot be changed or remodeled in a way that would be out of character with the area. So, at least, is the hope. It is by no means easy to enforce such regulations, however, but the arduous job of winning community support to set up a district can be a big step forward. Under the open space programs of the Department of Housing and Urban Development, grants-in-aid may be sought for both acquisition and development of historic districts. If there are areas of historic significance in your community, you should investigate the possibility of a district. The Department of the Interior can help preserve historic properties with grants of up to 50 percent of the cost of acquisition or development.

#### **Agricultural and Open Space Zoning.**

Where farmers or landowners would like to keep an area free from development, it is often

advisable to have the area designated as an open space zone. This can help keep assessments geared to the open space value rather than the full development value.

Do not, however, expect too much of this kind of zoning. It is not really an exercise of the police power, for it works just so long as the landowners involved want it to. If they later decide to develop their land, the community would have a very hard time making the zoning stick.

#### **Acquisition.**

There is a line, then, beyond which we cannot push the police power. If we want a benefit, we have to pay for it. This means acquisition. Parks are the most obvious example. But local governments can also buy land even where no immediate public use is contemplated. Recent open space legislation in most of the bigger urban states is quite explicit on this point. Be sure and get a copy of your state open space legislation. Many officials still do not realize that it is quite legal to use public money to buy open space which will not necessarily be put to active public use.

The government can buy land and then lease it back to private owners, subject to restrictions. It can buy land with a life tenancy to the present owner. These devices are particularly useful for conserving farmland. A tract of farmland might be ideal for a future park, but it may be quite some years before there would be sufficient money available to develop recreational facilities on it. Until this time comes the best use for all concerned might be its continued farming. Purchase and lease-back, or life tenancy arrangements encourage this use—and insure that the land will be well cared for until the time comes for park use.

#### **Easements.**

So far we have been talking about buying all of the rights in a man's property—the "fee simple," as the lawyers call it. But we do not

necessarily have to buy all the property rights to achieve our goal. We can buy only those rights that are needed to serve the public interest, leaving the remainder of the rights in the hands of the owner. This is the ancient device of the easement.

We may buy an easement that grants public access. An example of this is the purchase of fishing rights along the banks of a stream. Many state game departments have stretched the public dollar very far by purchasing the right of the public to fish along a stream with the land otherwise remaining in private hands. States also buy hunting rights on private lands so the public can use them; trail easements so the public can hike over them.

Another kind of easement is one which does not grant public access but restricts the use of the property in a certain way. Along a parkway, for example, the government can purchase scenic easements from the landowners. These might cover a strip of, say, three hundred feet on either side of the right-of-way. The landowner agrees not to chop down trees or put up billboards or houses in the area covered by the easement; except for those conditions, he continues to use the land as he did before. The cost of such easements is usually only a fraction of what the outright purchase would be.

Easements are useful for conserving land that the local government might wish to purchase later. A park might have surrounding farmland that eventually should be included but is not needed now. One approach would be to buy the land and then lease it back for farming for a given period. Another would be to acquire a conservation easement. The land would continue to be productive; it would remain on the tax rolls, and, most important, the flanks of the park would remain unspoiled. Whether the farmland was subsequently purchased for park use or not, the easement would provide important community benefits at reasonable cost. An outstanding example is

"The Country Common" near Dayton, Ohio; through a combination of easements, fee simple purchase and gifts, local conservation groups are preserving farmland on the edge of an urban area.

Many communities have been scared away from considering easements because of the notion that easements cost as much as the land itself. This is one of those myths that provides just the discouragement some cautious officials are looking for. In urban areas where land fetches \$3,000 and up for an acre for development, easements can be prohibitively expensive if they are applied to highly developable land. Even in built up areas, however, much of the land is unsuitable for development — steep hillsides, for example, and marshland. On such land easements can be quite inexpensive, and sometimes are available as gifts. Along the Sudbury River outside Boston, for example, property owners in one town gave a local land trust conservation easements on the wetlands. They felt this was to their benefit as well as the common good.

In rural areas easements do not cost very much. Wisconsin, for example, has been buying scenic easements along its Great River Road for around \$22 an acre.

#### **Solicit Gifts of Land.**

There are a surprising number of landowners who will give land for parks and natural areas if they are asked to. Over half of our existing parklands were donated and the gift potential is as great as ever. Federal income tax regulations make it possible for many people to give land and get full market value as a charitable deduction.

Private groups are the best vehicle for stimulating gifts. A good example is the Open Space Institute set up in the New York metropolitan area. Its field men call on landowners and suggest various ways gifts might be made and help match the donor with a suitable recipient; in some instances, it might be the

local government; in others, an organization such as The Nature Conservancy. In only a year and a half, the Committee has stimulated gifts of many thousands of acres.

#### **Raising the Money.**

Even if you do well in soliciting gifts, money is going to be needed. It is going to be needed to buy recreation land and to develop and maintain it. Much can be done with private funds—nature centers are a particular example—but for the main job public money is a must.

Land acquisition and development are capital improvement items in local government budgets and no matter how good your cause you will be getting stiff competition from other good causes—school building especially. If the sums involved in your program are modest, you may get the local government to include them under regular appropriations. If the sums are considerable, a bond issue will probably be necessary.

In recent years, the number of successful local bond issues for recreation land has been most impressive. Where the case for the purchase has been well explained to the public, the *yes* vote has been heavy. But it is also clear that it takes a very sustained and vigorous effort to get the case across to the public, and in a number of instances excellent but complacently supported programs have missed by a hairbreadth. The art of winning bond referendums is not complex, but it does require a good plan. For guidance on this, two publications should be helpful to you: *Recreation and Parks: Case Studies in Local Program*, and *Successful Bond Election Campaigns* (see Appendix page 41).

#### **Has Your Community Applied for a Federal or State Open Space Grant?**

For building a fire under your local government you now have a very persuasive argument. If it will raise money for the job it can stimulate matching money. There are a num-

ber of programs which have been set up by the federal and state governments to help communities buy open space and to develop recreational facilities. Here are the principal programs:

(1) The Federal Open Space Program, administered by the Department of Housing and Urban Development, provides grants for the acquisition of open space land in urban areas, and its development for recreation use. The definition of urban is so broad that almost every community in a metropolitan area can qualify.

The definition of open space is similarly broad. Parks are the most obvious kind, but the grants can also apply to the purchase of lands for conservation purposes—such as wetlands—and for the acquisition of easements for the conservation of areas in private ownership.

The grants cover 50 percent of the cost of the acquisition. But a number of requirements must be met. One is that the acquisition be in line with the comprehensive plan for the community. Another is that any recreational land purchased with the grant funds be open to all people regardless of their color or where they live. There is also a stipulation to inhibit local officials from later turning the open spaces to other uses, such as a dump or sewage disposal plant.

(2) A far-reaching program is that set up by the Land and Water Conservation Fund Act. It can provide upwards of \$65 million a year in grants to assist state and local acquisition and development. The program is administered by the Bureau of Outdoor Recreation, which is part of the Department of the Interior.

The grants can be applied not only to the acquisition of recreation land but to development of facilities and to planning—indeed, a condition of the grants is a comprehensive recreation planning job by the states. The Bureau makes the grants to the states rather than to individual communities, but the states can in turn pass along monies for local projects.

(3) Additional sources are the grants under the Pittman-Robertson and Dingell-Johnson programs administered by the Bureau of Sport Fisheries and Wildlife. The federal government may reimburse states up to 75 percent of the cost of acquiring and developing wetlands for waterfowl, public hunting areas and fishing areas, access points, public fishing lakes, and other fish and game restoration projects. Grants are made to states; local governments may work with the states in helping plan and finance community projects. The state's fish and game department is the agency to get in touch with.

(4) Many states have launched open space grant programs of their own; these include Maine, Massachusetts, Rhode Island, Connecticut, New York, New Jersey, Pennsylvania, Florida, Michigan, Ohio, Wisconsin, Illinois, Minnesota, California, and Washington.

The terms vary from state to state, but in more cases than not the grants cover 50 percent of the cost of the land. Like the federal open space grants, they can be used for purchase of lands for a broad range of conservation purposes as well as recreation and can be used for the purchase of easements in land. The requirements are essentially the same as for the federal grants; they should be geared to the community's overall planning, and people should not be barred from recreational lands acquired because of the color of their skin or the fact that they do not live in the community.

Let it be noted that the process of applying for a grant requires a good bit of paper work, title searching, etc., and thus a good bit of patience. In qualifying for a state grant, however, the community can at the same time qualify itself for a federal grant—as a matter of fact, most of the states which have grant programs urge the community to apply simultaneously for federal money, and they help a good bit in the paper work.

By taking advantage of both the federal

and the state grant programs, your community can get a great deal of leverage out of its own dollars; in many cases the community has to put up only 20 to 30 percent of the cost of the land. (Some communities are entranced by the thought that the federal and state grants together add up to 100 percent or more and thus give the community a completely free ride. It does not work out this way, however. States which offer 50 percent make it 50 percent of the cost that remains after the federal grant has been applied.)

One obstacle is likely to be fear on the part of the local citizen that the provision of more recreation spaces would attract a hoard of outsiders. In some communities outsiders could, indeed, overtax facilities. But there are ways to meet this problem. Although a community cannot take public grant money for a park and exclude some of the public from the park, it can, in most states, charge a nonresident fee so that the facilities won't be overtaxed.

Another point that some of your fellow citizens might raise, quite heatedly, is that acceptance of a grant means federal control and the yielding of local sovereignty to outsiders. There is no basis of fact in this. The federal government sets a few basic requirements. If the community is willing to meet these and goes ahead with the acquisition, that is that. The planning and supervision are entirely up to the local government.

But these objections can nevertheless be significant. They are a sign that there is a big exposition job yet to be done. Once the people are sold on the desirability of an active conservation program, you will find that these kinds of objections tend to dry up.

#### **Beach and Harbor Programs.**

Under the Beach Erosion Control Program of the Corps of Engineers, the federal government pays 50 percent of the costs of protecting or enhancing publicly available shore areas,

and up to 70 per cent if the area is a publicly owned park or conservation area. Under the Small Boat Harbors Program of the Corps of Engineers, the federal government will pay 50 per cent of the costs of projects for recreational boating. (For more information on these programs write the U.S. Army Corps of Engineers, Washington, D.C. 20315.)

#### **Multipurpose Acquisitions and Development.**

Local government agencies have a bad habit of acquiring land for only one purpose. Highway departments buy land for highways, airport authorities buy land for extending airports, school districts buy land for schools, park departments buy land for parks. All too rarely, however, do they tie into an acquisition planned by another agency, and many a fine opportunity is thereby lost. If a right-of-way is being purchased for a highway, for a relatively modest additional sum more of the abutting land could be acquired at the same time for recreational purposes such as pedestrian walkways or cycle paths. Federal government open space grants are not only applicable to such multi-purpose acquisitions; they were set up to stimulate just this kind of acquisition.

A good overall land use plan is perhaps the best means of stimulating joint projects. Your group should press for this kind of planning; and it should also look over officials' shoulders at their separate acquisition programs, and if they are not getting together, press them to do so. You should also keep an eye on the sale of surplus lands and tax delinquent properties. A lot of good land with great public use potential is lost without the public being aware of it.

#### **Vest Pocket Parks.**

While cities need more medium- and large-size parks, the most pressing need is for the small spaces in the neighborhoods—vest pocket parks, tot lots, sitting parks for older people. A number of small spaces is more difficult to

maintain and supervise than the equivalent area massed in one space and for this reason there has been official resistance in many cities to the idea of vest pocket parks. If city people are to have more usable open space, however, more vest pocket parks will be a necessity, and with imaginative programs the obstacles can be overcome. Philadelphia has shown that vest pocket parks can work very well and has secured a high degree of cooperation from neighborhood groups.

Private groups can do a lot, also. They can secure city-owned or privately owned vacant lots and transform them into excellent facilities. There are a number of obstacles to be overcome—getting liability insurance, for example. But ways are being found to meet these problems. For an excellent how-to-do-it guide on small parks, you should send for the one prepared by the Park Association of New York City (see Appendix).

The principal lesson emerging from the various vest pocket park programs is the overriding importance of an active neighborhood group to carry through on supervision and upkeep. If there is not such a group the park will fail, no matter how much has been spent on its design; if there is such a group, the simplest of facilities can become a great amenity. The creating of a vest pocket park, essentially, is as much a social program as it is a physical one.

#### **Seek Better Playground Design.**

In too many communities municipal and school playgrounds are stereotyped and drab; there is the inevitable expanse of asphalt, the cyclone fences, the standardized swings and play equipment. Overall, the design seems geared more to the needs of administrators than of children.

This need not be. As a number of cities are demonstrating, fresh designs are no more costly and they are far better for children. "Soft" parks are one example. Children like dirt—it is

one of the reasons vacant lots appeal to them so much. Dirt is good for digging; good for piling. It also cushions falls.

The "adventure playground" concept should be explored. The basic idea is to provide children with the raw materials and let them improvise play equipment themselves. Old car hulks, empty boxes, discarded lumber are a great challenge to their imagination. Such areas look dangerous but though good supervision, as always, is a must, the safety record has been as good in the adventure playgrounds as in conventional ones.

#### **Improve the Supervision and Maintenance of Existing Park Facilities.**

Just as important as acquisition of additional open spaces is a vigorous effort to make better use of the open spaces the community already has. One of the biggest obstacles to a better use of many parks is their rundown, rubbish-strewn appearance and the fear that many people have of violence that may be lurking. There is a vicious circle in this, for people tend to use a facility the way they are expected to, and rubbish invites them to be contemptuous. A considerable part of the problem boils down to a skimped budget. You must ask if local governments are providing enough funds for adequate supervision and maintenance of the facilities that already exist. This is important if you are to convince the public that additional facilities should be created.

Another need is a more vigorous use of new technology. As is the case with almost every municipal operation, park departments have to provide more service with fewer people. Many have lagged badly in applying labor saving equipment, however, and a good bit of park litter is still being picked up as it was a hundred years ago, by men with sticks. Is your park department exploring new techniques? Does it have anything in its budget for research and development work on new equipment? If not, you should help it secure funds.

### III. Action: Townscape and Landscape

The best first step in a beautification program is to make a visual inventory of the community. This inventory should be far more than a list of things that are good to look at. You will want to look at all of the community, and as people see it in their every day life. You will want to check traffic patterns, for pedestrians as well as drivers, and for different times of day. What does the husband perceive driving home from work? The wife on her way to the supermarket? The child on the way to school? And what of the people on the wrong side of town? What is their eye view?

The critical, unifying parts of the community's townscape are the parts that the greatest number experience in common—the focal points. They are usually near the center of town. Sometimes there is only one; sometimes there are several—a historic building, a fountain, a square, a church. A focal point may be handsome; it may even be ugly—a grand old pile of Victorian masonry, for example, that has become a beloved eyesore.

Whatever the focal point may be, it cannot be taken for granted. The more central the location, the more coveted it is for new projects, public and private. Think about the care and preservation of these places *before* they are threatened. Last minute campaigns to save landmarks sometimes succeed. Usually they fail.

You will want to check the entrances to the community. If they have visual anchors, such as a golf course or the grounds of an institution, you should check to find out just how permanent the open space is likely to be. The golf club, for example, might well be thinking of selling out to developers and relocating out in the countryside.

To help make the inventory you should enlist citizen groups to the fullest. For the main task, however, you must seek the best

professional guidance; especially from architects, landscape architects and planners. For maximum impact on the community, you will want to produce a report on the inventory, and the quality of the graphics will be very important. In addition to a printed report you will want to think about slide and movie presentations.

The point is not to make a one shot inventory. What you want to do is stir the community into making attention to the townscape a continuing part of its regular programs. An inventory will be useful in its own right; it might be most useful in dramatizing the need for sustained government-citizen action.

#### **Make Use of Federal Beautification Grants.**

The Department of Housing and Urban Development provides 50 percent matching grants to communities in urban areas for beautification programs. These grants are for efforts over and above what the community has been doing. They are not just for planting trees here and there; the community has to work up a comprehensive long-range plan for all aspects of community appearance.

Have the officials of your community applied for a grant? Do they know about the program?

The grants cover beautification work on public open spaces, not private, but if a good community plan is launched it can greatly help stimulate efforts by business and civic groups and citizens. Some of the best elements of the local scene are privately owned—well landscaped plant sites; for example, small downtown plazas created by merchants and business firms. There is no law, furthermore, against private groups contributing landscaping funds for public spaces. In a number of communities private groups have planted flowers in the median strips of boulevards and

by doing so have prompted the local governments to step up their beautification efforts.

#### **Press for Better "Street Furniture".**

Key elements in the appearance of a street are the lamp posts, the trash baskets, the public benches, bus shelters and street signs. The chances are that they are a jumble of outmoded and discordant designs. Usually they are the responsibility of a host of different departments, and there is no coordination in their placement and design. The local planning commission should tackle this problem; if it isn't doing it a special citizens' committee ought to get things moving. Among other things, it should try and get the newspapers to do a feature story on the local sign problem. This is the kind of critique newspapers enjoy doing, and it can be most effective.

#### **Seek Effective Billboard Controls.**

A billboard zoning ordinance with real teeth in it is a must. This is important not only for the protection of local streets, but for the protection of new primary and Interstate freeways in your area. The Federal Highway Beautification Act of 1965 provides funds to the states for landscaping rights-of-way and calls on them to ban billboards within 660 feet of the road. There is a big if, however. Billboards are not banned in areas zoned industrial or commercial, and this zoning is a local matter.

Some areas should be zoned industrial or commercial. Some should not. Citizen groups should make sure they are not.

Do not wait until the freeway is about to be built. Legally, it is important to have the proper ordinances in effect before construction begins. Once billboard companies have signed leases with owners of abutting property it will be much more difficult to get the proper zoning enacted. And if this is not done the community may disqualify the stretch in question from landscaping treatment. In a number of states, the highway departments require such local

regulation as a prerequisite for a full landscaping of the right-of-way.

#### **Press for Underground Utility Lines.**

Few things so blight a street scene as a tangle of poles and overhead lines, and there is no longer any economic reason for it. Utilities have been making considerable progress in bringing down the cost of putting distribution lines underground, and in most new subdivisions underground installation is now the rule. It is a much more costly proposition to remove existing poles and overhead wires in older neighborhoods; progressive utilities have been working hard at it, but the pressure of citizen concern can help speed the process.

Maryland recently enacted a law requiring that all utility wires in new developments be undergrounded, and other states may follow suit. For federally financed recreation, beautification and air and water pollution control projects, the federal government will help defray the cost of undergrounding utility wires. Financial aid is also available for undergrounding of distribution lines in federally-aided housing and urban renewal projects.

Be sure and seek the active support of the utilities for your beautification program. You will want to know their plans for future undergrounding. You will also want to know their plans for new sub-stations and transformer installations. If these are well designed, they can be visual assets for the community.

For long distance transmission lines undergrounding is too expensive to be practical at this time except in certain key areas, such as river crossings. But the rights-of-way can be better planned than in the past. Instead of cutting against the grain of the landscape the rights-of-way ought to be tailored to the topography and portions adapted for recreational use. In a recent landmark case, New York's Hudson River Valley Commission halted a utility right-of-way project because of the damage it would do to a mountainside and

stimulated a re-routing. The Federal Power Commission hailed this step and announced that it would henceforth demand stricter attention to aesthetic and recreation considerations in projects under its licensing jurisdiction.

#### **Plant Trees and Flowers.**

Does your local government have a vigorous tree planting program? Ideally, it should be the responsibility of the park department. There should be a long-range tree plan, and there should be substantial budgets for both planting and maintenance. All this calls for strong support from civic groups, and plenty of watchdog activity. There are always people who are trying to get trees cut down so they don't block the view of used car lots and gas stations and electrified signs. Street widening schemes are another thing to watch for. Many a line of beautiful old trees has been sacrificed to add a few feet of pavement width.

A good tree bank is a great asset. Some communities raise their own stock and to supplement their own planting program will sell and install street trees at cost on petition of private landowners and block groups. Traditionally, small saplings are what are planted but new machinery has been developed for digging up mature trees and using them as the stock.

Developers should be stimulated to leave more old trees and to plant more new ones. Most communities require developers to put some trees on the house lots, but only a few require them to plant trees along the new streets as well. Some developers do this anyway, but it is a good idea to have it as a requirement.

Similarly, operators of parking lots should be encouraged to do some planting. At no sacrifice in parking capacity they can vastly improve the street view by planting hedges and a few well placed trees; in planters, if necessary. For the bare walls that enclose lots some kudzu planted at the base could do wonders.

Traditionally, garden clubs have been the spark plugs for community beautification campaigns. A successful variation on the planting efforts of these groups is one in which members dedicate a portion of their grounds to the growing of flowering trees and plants appropriate for the area.

The greatest contribution such groups make, however, is stimulating other people to take action. Slum neighborhoods, for example, have been enlivened in a number of cities by programs for growing flowers in pots, window boxes and small plots of earth between sidewalks and buildings. Cuttings and packets of seeds, simple instruction sheets, encouragement, a few awards, publicity in the newspapers and on TV provide the needed inspiration. Once these programs take hold, residents gain a new pride in their homes; they do more patching up and painting, sweep the walks more often and work on others in the neighborhood to do the same.

#### **Stage an Anti-Litter Drive.**

One of several possible "kick-off" campaigns in your community is an anti-litter drive, with merchants contributing to the printing of litter bags for distribution to service stations or by volunteers on street corners. In addition, groups of young people (Scouts, Campfire Girls, Future Farmers)—with an adult service club providing transportation—could scour roadsides in and about town to pick up cans, bottles, paper and other litter. Keep America Beautiful, Inc., the national organization for encouraging anti-litter programs, can help you with guidance and publicity material.

A well promoted paint-up campaign is another good way to involve citizens. Business groups are usually eager to cooperate, and through their service clubs may contribute paint and brushes for the job. Young people enjoy doing the work, elders enjoy supervising it, and it provides a splendid opportunity for a community-wide festival.

## IV. Action: Clean Air and Clean Water

There are heartening signs that America is finally alarmed with the filth that is burdening its air and water and has made up its mind to do something about it. The Federal Government has responded by launching a number of new programs to try to curb and clean up the pollution. Some of the states are moving forward—setting up quality standards, initiating enforcement procedures, and in a few cases, providing money for treatment facilities. But the sources of pollution—the smoke stacks, untreated sewage, industrial wastes, the burning dumps—are in the community and this is where action must start.

In principle, cleaning up pollution is relatively simple. What is required is the installation of facilities which will clean up the wastes presently being dumped into the air and water. This may mean the development or enlargement and improvement of a municipal sewage plant, better incineration equipment, the installation of filtering equipment on a plant's smoke stack or the redesigning of plant facilities to recover the wastes that are now being lost in the atmosphere. Granted, these are often technically complicated and costly, but the technology, for the most part, is there. The financing is becoming increasingly available to communities through new federal and state assistance programs. It is still nowhere near enough, let it be noted. One of the best ways citizens can help clean up local pollution is to give support for more vigorous federal and state participation.

Another problem is the matter of standards. They cannot be left up to the individual communities. Pollution transcends political boundaries and the wastes of a community which does not spend sufficient money on abatement may be visited on communities which do spend sufficient money. The competition for industry is another factor. Over

the short run, a community or a state which enforces high standards may penalize itself in attracting industry if other communities and states call for much lower standards and, in effect, provide low tax pollution havens. The rules of the game should be the same for all areas of the country—the highest standards possible for our air and water. And we are, at last, moving in this direction.

### **Clean Water.**

Since the passage of the Federal Water Quality Act of 1965, there has been authority for the establishment of water quality standards for interstate and coastal waters. The Act gave the states the first crack at developing standards for the interstate waters within their jurisdiction. These standards are subject to the approval of the Secretary of the Interior. He also has authority to upgrade them if he finds them wanting and to set his own standards in those cases where the states fail to act. All of the states have now submitted water quality standards for their interstate waters. The establishment and effective enforcement of these standards will go a long way toward cleaning up our dirty waters.

### **Federal Aid.**

Federal grants-in-aid are available to help local governments develop sewage control and treatment facilities. Several federal agencies with differing objectives and somewhat different clientele are now actively dispensing grants and other types of assistance for pollution control. Here is a brief description of how they may help your community.

(1) The Federal Water Quality Administration (part of the Department of the Interior) has the primary federal responsibility for water pollution control efforts. One of its major activities is to distribute grant funds to the

states for allocation to local governments to construct and expand treatment plant facilities. The government will pay up to 55 percent of the total costs, including the cost of preliminary project planning.

(2) The Department of Housing and Urban Development provides grants to local governments to finance up to 50 percent of the cost of projects for basic water and sewer facilities. In the case of communities with a population of less than 10,000 which are in dire need of treatment facilities, the amount of the grant may be increased to 90 percent of development costs.

To help communities do a good planning job the Department offers local governments "701" comprehensive planning grants and "702" special projects planning grants for community facilities.

(3) The Economic Development Administration (Department of Commerce) provides grants of up to 50 percent of the total project cost in areas designated as "economic redevelopment areas." In addition, supplementary grants up to 80 percent of the project cost are available for those economically depressed areas which cannot meet the required matching share.

(4) The Farmers Home Administration (Department of Agriculture) offers aid to rural areas; communities which do not include part of a city or town with a population in excess of 5,500 are qualified to apply for loans to finance the development of water and disposal systems. In some situations, loans may be supplemented by grants in aid.

#### **State Aid.**

When there is such a choice of programs, communities can be so puzzled as to where to apply that they don't apply at all. They would do well to start with the state. Most states have agencies which provide some form of technical assistance to communities for water pollution control. The field people of these

agencies can help the community evaluate its needs and direct it toward the right federal assistance program.

Some states do much more. The most notable is New York. Following a well organized effort of a state-wide citizens' campaign, the voters of New York approved a billion dollar bond issue to finance a clean waters program, and by a plurality of over three to one. Under this program the state makes grants to cover 60 percent of the cost of municipal pollution abatement projects. (30 percent as an outright grant, 30 percent as prepayment of the anticipated federal grant.) In addition, the state pays one-third of the total operation and maintenance costs of the treatment works. Other states which have developed programs for financial assistance for local projects are Colorado, Georgia, Hawaii, Maine, Maryland, New Hampshire, New Mexico, Pennsylvania, Vermont, Virginia, Wisconsin and California.

#### **Local Action.**

How is your community responding? To measure the kind of job it is doing, you should consider this checklist prepared by the U.S. Public Health Service:

Are wastes treated? Does your community have a waste treatment plant? What kind of treatment is provided—primary or secondary? Do industries dump their untreated wastes into local water sources?

Do wastes escape? In normal dry weather, is some waste bypassed into the stream? In wet weather, when lines and plants may be taxed by stormflow, is some sewage bypassed? What percentage? How often does this occur?

Adequate staff? Does your waste treatment plant have enough employees to operate it efficiently on a 24-hour, 365-day basis?

Proper training? Does your state provide training programs for plant operators? Does your plant (if it's large enough) provide in-plant training? Does your community pick up the tab for such training courses?

Adequate plants and sewers? How many homes are not connected with sewer pipes? How many sewer pipes are not connected with a waste treatment plant? Is the plant itself modern and up to date? Does your community prohibit connection of sanitary sewers with roof and other storm water drains?

Future needs? Has your community drafted a plan to build new sewers and new plants as its area grows?

Another source of pollution to guard against is the dirt and sediment caused by new development. When land is bulldozed and denuded of grass and trees it becomes highly susceptible to erosion. Even a light rain will wash tons of dirt away and it will soon choke the drainage network. The sediment fills up dams and robs storage capacity, it increases water treatment costs, harms turbines and ruins fish habitat.

It is quite unnecessary. There are ways to develop land that minimize erosion and sedimentation and your community should require developers to use them. Maryland and Virginia have passed laws to insure such control. Other states should be following suit.

#### **Air Pollution Control.**

To understand what a community can do about air pollution it is important to know the steps the federal government has taken. Passage of the Air Quality Act of 1967 strengthens the government's mandate to move forward with the job of setting air quality standards and seeing that they are enforced. The Secretary of Health, Education and Welfare has the authority to take court action against any party or combination of parties which he finds are creating an "imminent and substantial endangerment to the health of persons" through the emission of pollutants into the air.

The Secretary has authority to set up air quality control regions, and to require the states to develop air quality standards for those regions. Once the standards are set the

Secretary has authority to enforce them if the states do not.

Citizen groups can help see to it these standards are good and stiff. The law requires that the states hold public hearings and give all interested parties a chance to comment on the proposed standards. Citizen groups should make it their business to find out when the hearings will be held, and to prepare for them.

As with almost any kind of pollution control, industries which contribute to pollution will be eager to participate. They will be strongly represented at the hearings and will give testimony to the general effect that they yield to no one in desire for clear air, but believe that progress is best achieved by going slow, not burdening industry with excessively costly control equipment, adopting "realistic" standards, etc., etc. To counter this kind of preventive participation citizen groups must present the case for effective control in force, and with knowledge of the specific issues involved.

The Conservation Foundation has been holding a series of Air Quality Workshops to brief citizens on the intricacies of the law and how they can present effective testimony at public hearings. A how-to-do-it booklet has been prepared and is available from the Foundation for the writing. (See appendix.) Other sources that can be helpful are local health and tuberculosis associations.

Once standards are set the big job is state and local action to meet them. You will want to become familiar with aid that is available for specific control programs. Through the National Air Pollution Control Administration technical and financial assistance is made available to states and local governments. Any community with the legal authority to take air pollution control actions within its jurisdiction is eligible for project grants that pay up to two-thirds of the cost of developing, establishing, or improving air pollution prevention and control programs. Counties and multi-govern-

ment air pollution control authorities are eligible for grants of three-fourths the cost of the control program. Once the program is under way there will be grants available to air pollution control agencies to carry a portion of the cost of running the program.

#### **State Aid.**

Most states have been slow to move toward effective involvement in air quality improvement. Only four states provide any kind of financial assistance to local government units for air pollution clean up programs and of the four, only one, that of New York State, offers really substantial financial help. States, however, can be most useful in helping the local governments to assess their air quality problems and to develop coordinated plans for pollution prevention and control.

#### **Solid Waste Disposal.**

The collection and disposal of refuse, garbage and other solid waste is an increasingly tough problem. Per capita, communities are generating refuse at a sharply increasing rate. At the same time they are running out of places to put it.

At present there are two basic methods of handling wastes: sanitary landfill and incineration. Landfill works well and in most communities has replaced the noxious practice of open pit burning. Landfill sites are filling up, fast, however, and new ones are hard to find in urban areas. One answer is to mound landfill sites. This not only prolongs the effective life of the site but can create some interesting topography where there was none before. In a Chicago area, for example, refuse has been used to create small "mountains" for skiing.

The problem with incineration has been air pollution. Small incinerators used for houses and apartment buildings have not been efficient at burning waste, and have sent a lot of dirt and smoke up the flues. It is important that communities enforce the upgrading of

such equipment. More important is the upgrading of municipal incinerators. With the application of new technology, municipal plants can handle large loads very efficiently, and in some cases may also generate steam or electric power as a by-product.

There must also be vigorous experimentation with new approaches. New shredding and compaction techniques, for example, can be used to squeeze waste into bricks. Compacted waste can be transported by rail to distant sites, such as abandoned quarries. Another possibility is the liquefaction of solid waste. Much as in a domestic sink grinder, the waste can be ground up into a slurry and then transported by pipe line. The Bureau of Solid Waste Management of the Department of Health, Education and Welfare has supported demonstration projects to test such techniques; for information on how they may apply to your community write the Bureau of Solid Waste Management, 12720 Twinbrook Parkway, Rockville, Maryland 20852.

#### **Noise Control.**

In no aspect of the environment is there a greater opportunity for dramatically effective action than in noise control. Noise is a pollutant that not only robs urban life of amenity but can seriously affect our health—and the noise level is getting worse.

There has not been much action. There has been research on jet noise and sonic boom, but remarkably little is being done about the more pervasive noise of everyday living—the roar of buses, the clatter of air compressors and jack hammers. Technology is no barrier. Buses and trucks can be made much quieter by the simple device of larger and more efficient mufflers. Even jack hammers, it has been demonstrated, can be made relatively silent. These improvements can make equipment more expensive, but the expense is modest and the social benefits are great. Until the public, through its governments, lays down ground

rules for noise levels, however, there is no great incentive for the private sector for noise abatement. Government itself needs a prod. Some of the worst noise comes from municipal equipment—garbage trucks, for example.

There is a big challenge for citizen action. Does your local government have any agency responsible for noise abatement? Does it have any teeth? Has it adopted ordinances defining acceptable levels? Are there any penalties for offenders?

#### **What Citizens Can Do.**

Any serious citizen effort to clean up environmental pollution is likely to be met with tough resistance. The offenders are not likely to welcome your efforts and in all probability you will be assailed with a barrage of financial data designed to show that the installation of adequate control facilities would push the operation over the narrow margin of profit and

loss, close it down and bring hunger and sorrow to the community. It can, indeed, be costly for some concerns to install the necessary pollution control equipment but it is far more costly for society to continue to bear the burden of their untreated wastes.

To get under way you are going to need all the help you can get. You will want to take advantage of the support and guidance which might be available through some of your local civic and service organizations. A number of these, most notably The League of Women Voters and the Izaak Walton League, have had outstanding success in mounting community and area-wide clean up campaigns. If you can interest the local chapter in your effort, they will be able to draw upon the considerable informational and directional resources of their national headquarters. Other organizations may also be helpful and the more support you have, the better.

## V. Action: Training Younger People

In your campaign you are going to be making a big point of what the community will be like for the next generation. Why not invite the next generation to work with you from the beginning? Where they have been given a chance to participate, younger people have come up with imaginative and fresh approaches and they have expended prodigious energies in digging, planting and helping out in one way or another.

An index of the potential is the action that has taken place since the National Youth Conference on Natural Beauty and Conservation. In June 1966 four hundred teen-agers met for four days in Washington and drafted action programs for conservation education, parks and open space, roadside control, water and air pollution, and community beautification.

Then they returned home and went to work. The Northern Pines 4-H Club and the Neighborhood Youth Corps in Mellen, Wisconsin, restored a centrally located city park site which had fallen into disuse through neglect. The youths badgered financial and technical assistance from the town officials, the bank, the newspaper and the men's service organizations.

In Corpus Christi, Texas, youths from the YMCA, YWCA, Boy Scouts and Girl Scouts launched a program for "Teenage Action on Beautification" by planting trees and flowers in a park. The Boys' Club of Greeley, Colorado, repaired and repainted traffic signs, bridges, and underpasses damaged by vandalism. They also conducted an anti-vandalism school education program.

Today youth groups are landscaping school yards, parks, streets, old age and veteran homes; cleaning up roadsides, playgrounds, beaches, fairgrounds, and river banks; screening municipal dumps, improving roadside rest stops and picnic groves; placing litter barrels

along streets and highways; helping conservation groups inventory open space resources.

There have been disappointments. In a number of communities young people have had their enthusiasm blunted because there were not enough people to make common cause with, nor enough trained leaders to help them. To be really effective, a youth program needs to be buttressed with a leadership training program that includes adults. One approach, pioneered by the YWCA, is to bring younger people and adults together in training workshops on regional action. Participants become the cadres for subsequent programs.

Here are some training activities you should consider for your community:

### **Outdoor Education Programs.**

If your area is an urban one many people will not know how to use and enjoy the outdoors. For thousands of city children—and not only the poor ones, either—the outdoors will be an alien experience. Indeed, the outdoors can seem a threat, and even where wise planning has provided streams and woods close to urban centers they are often little used by the people who need the experience the most. There is a tremendous training challenge here, and your group can take the initiative.

In cooperation with allied organizations you could schedule a series of training sessions on the techniques for educating people in the use of the outdoors. In addition to the camp facilities already available, you may also wish to think of canvassing educational institutions in the area; quite often they can provide very extensive facilities if you can schedule your sessions in their off-peak times.

### **Nature Centers.**

Across the country an increasing number of communities are setting aside natural areas

and developing them as interpretive centers. These are a wonderful educational tool; through such means as working farms, nature trails, and the like, they not only make the outdoors fascinating to children, but they make the children themselves educators of those who come after them. The National Audubon Society and the National Science for Youth Foundation will help communities organize such programs. (See Appendix).

#### **School Programs.**

Does your school system teach about the natural and man-made environment as part of the regular curriculum? Do the students study the environmental problems of your community such as sewage disposal, air and water pollution, zoning, and land use planning? Are your teachers knowledgeable about the environment? Can they manage classes outside the classroom and away from the textbook?

All schools should have access to outdoor laboratories. Teachers should be encouraged to attend the many in-service environmental education workshops held each year. An excellent way is for the service and garden clubs to sponsor scholarships so that more teachers can attend. School camps should be stimulated, too.

The federal government has a number of programs that your school system might benefit from. Under Title I of the Elementary and Secondary Education Act, the U. S. Office of Education funds numerous environmental education projects in local school systems. Dozens of camping facilities are operating all year round serving children of low-income families from the inner cities. Hundreds more operate during the summertime. Through Title III of the Act innovative centers for environmental education have been established—such as nature centers in metropolitan areas; resident centers in state parks, in the mountains, deserts, and along the coasts. For more information write The Office of Education,

Department of Health, Education and Welfare, Washington, D.C. 20201.

You should also explore the potential of the youth programs set up by the Economic Opportunity Act. They have proven valuable for training young people and as a by-product have done much to improve the appearance and amenity of many communities. To a degree unusual in federal programs, the youth programs are run by people in the community.

The Neighborhood Youth Corps program is designed to give young people aged 16-21 from low-income families valuable work experience, job training, community responsibility and some spending money. Projects are initiated and developed by local public and nonprofit private agencies. Separate programs are designed for youths who are attending school or are on summer vacation, and for youths who have dropped out of school. Federal assistance is available to cover up to 90% of the project cost. The Corps has been particularly successful in involving young people in local beautification and clean-up work. For further information write the Neighborhood Youth Corps, Bureau of Work Program, U.S. Department of Labor, Washington, D.C. 20036.

Community Action Programs are funded by the Office of Economic Opportunity to help poverty-stricken urban and rural communities solve their local problems, including those of conservation and recreation. A principal requirement is that local residents be involved in the planning and conduct of the program. Consequently, each program is tailored to meet the particular needs of a community and to develop the spirit of self-help. Federal grants covering up to 90% of the costs are provided to private non-profit and public agencies for program development, project administration, research and pilot programs, training, and technical assistance. For further information on the help that is available write Community Action Programs, Office of Economic Opportunity, Washington D.C. 20506.

## VI. The Follow-through

In the first section we discussed how to prepare for action; in the succeeding sections, the different forms that action can take. In this final section, let us consider how to sustain action.

It is sometimes not too difficult to rouse citizens to act on a specific, immediate issue, especially if it is a very visible one, like a grove of trees to be saved. Once the excitement of the initial battle is over, however, they can lose interest. The vital task is to build on the momentum; and to harness these energies for a long-pull job--the kind that will make ad hoc groups and emergency meetings less necessary.

### **Appoint a Watchdog Group.**

Some of the most important chores -- like being on hand at budget hearings -- are left undone because no one has a continuing responsibility for them. Make sure that specific members or communities are keeping tabs. In addition to a continuing review of governmental action, you will also want to keep tabs on private interests as well. Many garden clubs, for example, have done wonders with billboard control because of day-in and day-out vigilance -- checking observance of statutes, organizing campaigns against worst offenders, including letter writing campaigns to companies whose signs are eyesores.

### **Be Ready to Fight In Court.**

In fighting to protect the environment you may have to resort to the courts. You should be aware that your chances of winning are getting better.

Open space is the most obvious cause for action. Once it is saved there has to be constant vigilance to see that it stays saved. Park and other public open spaces are highly vulnerable

to encroachment. Since the encroaching is usually done by a public agency with what it believes a good cause in mind--a new highway, for example--the cards are stacked in favor of the taking. Thanks to new legislation and a shift in the courts, however, the cards are not so stacked as they were.

Highway route location is still one of the most troublesome problems but the procedures have been improved. Statutes now direct highway administrators to pay much more heed to environmental considerations and to take park land only if no feasible alternative exists. Public hearings on proposed routes are being held earlier. Previously they were staged more as a matter of form and so late in the game that citizens could only protest what had already been decided. Now there is opportunity to be heard before plans harden, and citizen groups with good early warning systems can have a constructive effect on route location.

But sometimes a court battle is needed. In the past citizen groups often had difficulty protesting an encroachment before the courts because it was ruled they had no "justiciable interest"; that is, they were not directly harmed by the proposed taking and thus had no standing to sue. This doctrine is changing. Increasingly, the courts are recognizing that citizen groups do have an equity in projects affecting the environment, and in a number of recent cases citizens have successfully fought projects to a standstill.

If there are lawyers in your community familiar with environmental law, you are lucky. Few lawyers are. There has been an upsurge of interest, however, and several legal groups have been set up to assist the conservation cause. Through the auspices of the Conservation Foundation and the Public Law Institute a clearing house operation is being launched

to provide lawyers with research on significant new legislation, court decisions, and administrative rulings. It will publish a monthly journal called *The Environmental Law Reporter*.

Many more fights lie ahead—and over the whole range of environmental problems—wetlands, strip mining, noise, air and water pollution. But there is much for citizen groups to be encouraged about. The emergence of environment as a popular cause and the response of legislators will more and more be reflected in future legal battles and opinions. Citizen groups are going to have more friends at court.

#### **Go to the Newspapers.**

One of the most common denominators of successful community action is a good campaign in the local newspapers.

Publicity itself is not particularly important. It's fairly easy to get, but a scrapbook full of clippings about your meetings, pictures of your leaders discussing plans at lunch, etc., proves very little.

There is no point in going to the newspapers or other media unless you have a clear idea in your mind of what purpose you want to accomplish. Far more valuable than sporadic stories is the editorial support of the newspaper. Most journalists tend to be quite sympathetic to conservation, and if you help arm them with the facts you are quite likely to stimulate active support on their part. This could take the form of editorials; these can often make the critical difference in the vote on bond referendums. For your purpose, an equally effective kind of coverage would be a series of feature articles. They are especially valuable in rousing support for bond issues.

Radio and TV stations have not been particularly imaginative in their support. They're amenable enough, but panel discussions are what they usually think of. Why not a good documentary? Your cause is eminently visual. Try and get your local TV people out of the studio to have a look.

#### **Dramatize Your Cause With News Events.**

The best way to get good newspaper, radio and TV coverage is to make news yourself. Don't scorn gimmicks; if they genuinely dramatize the issue, they are extremely useful. The Smokey Bear campaign is an example; another is the walk along the Chesapeake and Ohio Canal led by Justice Douglas.

#### **Stage Your Public Meetings for Maximum Impact.**

The content of a meeting, of course, is all important but it is extraordinary how many times local groups will squander the potential effect by poor mechanics. And of these, by far and away the most common error is to hold the meeting in too large a hall. The group, let us say, has been accustomed to having thirty to forty people turn up for its working sessions. Now they want to go public. They get an outside speaker, the best of the local people, and arrange for newspaper coverage and perhaps even local radio or TV coverage as well. They get so excited over the prospect that they decide to hold the meeting in the high school auditorium or a similarly large hall. They don't want to turn anyone away.

This isn't what they should be worrying about. It's relative size that counts. Four hundred people turn up—a fine turnout. But it doesn't look it at all. The auditorium seats 1,500 and the attendance looks terrible. Worse yet, the people who come invariably disperse themselves all over the place, mostly in the rear seats. The speaker does not see an audience, but a scattering. The arc of response is never closed and the discussion period is dominated by a few eccentrics. Couple by couple, the audience dribbles away.

But put the same group in a hall that can just barely hold them and you have an entirely different equation. The place is packed. You even have some standees. There is an excitement in the air. Speakers rise to such an occasion. So will the audience.

### **Involve the Churches.**

We talk much of the spiritual values of the outdoors, but too infrequently take the obvious step of enlisting the churches. You don't need to supply canned sermons to get a vigorous affirmation from the pulpits. Invite the clergy in at the very beginning and keep them supplied with material and information on the campaign's progress. They will give you strong, and sustained, support.

### **Talk to Developers.**

In many communities the developer is thought of as the principal enemy. The developer needs friends, and it is to his self interest to go a good part of the way to meet your wishes. This does not mean for a moment that you should relax your guard. You have excellent leverage and you should use it.

Does the community, for example, have a cluster zoning ordinance? As noted previously, cluster development is not only good for the community; it happens to be good for the developer, too, and since he needs your support you are in an excellent bargaining position. Make the most of it. At the very least you should get a truce from developers. If you're going to support cluster zoning, developers should not pressure against other conservation measures, as by reflex many are apt to do. They should actively support these measures, for in the long run, it will be to their benefit.

### **Talk to the Utilities.**

The utilities have a major impact on the environment of any community and they are increasingly concerned with the public reaction to their activities; most notably on air pollution and on overhead wires. They have been speeding up the underground installation of residential distribution lines; the handling of long distance transmission lines is a much more difficult problem, but rights-of-way can be tailored to the landscape more sensitively

and tower design greatly improved. The utility industry has been cooperating with the Citizens' Advisory Committee on a joint study of new techniques. (For its report, see appendix.)

What are the local utility's plans for your area? Are new rights-of-way going to be needed for long distance lines? As we have noted, there is a positive side to utility rights-of-way that communities should consider. Is there any plan for using them as "greenways" and recreation facilities? When local governments have come up with imaginative plans utilities have usually been receptive.

### **Anticipate the Opposition and Its Arguments.**

No matter how well you prepare, however, there is bound to be opposition—especially if you are pushing for something that will cost the community money. If a vote of any kind is necessary, the local real estate board, or taxpayers' association, or some group or another will come out with a strong blast at the proposal. Generally speaking, it will run like this: *Our organization does not take issue with the aims of the program; we have long been on record in support of responsible conservation and recreation projects. This project, however, is not in the best interest of the town at this time. For one thing, it will require funds that are urgently needed for more immediate problems. If a bond issue is to be the means of financing, this could adversely affect the community's borrowing capacity and place a heavy burden on future generations. Secondly, it will take land off the tax rolls and further weaken the credit structure of the community.*

You can answer all of these charges satisfactorily, but you need hard facts. On the tax roll argument, for example, it is not enough for you to say that a subdivision on the land in question would cost the community more than a park. In most cases this will be true, but to persuade the public of this, specific figures are necessary. What, for example, would a subdivision of 525,000 houses produce in

taxes over a given period of time? What additional services would such a subdivision require from the community? What would be the cost? At what price range would the services and the taxes balance out?

There is one pitfall you must avoid. You don't want to get into the position of being against the healthy growth of the community—and healthy growth involves homes of moderate cost. Emphasize the positive effect of your program on development. Open space, for example, will probably enhance the development value of the adjacent land. Far from being against future development, you are simply proving that the acquisition is not only sound in its own right, but will make future developments all the better to live in.

#### **Capitalize on Bad Breaks.**

Just when you think you're getting off to a fine start you are likely to be hit with an outrage. The town fathers may decide to okay a developer's plan for filling in a key marsh. The State Highway Department may announce Route A, through the park, has been chosen over Route B. Such a crisis can be highly unfortunate; it can also be just what you need. It gives you a tangible cause with which to unify your potential support. Conservation now becomes a more exciting cause to more people, and once they've gotten involved you may find that many of their temporary alliances will become permanent. Some of the country's outstanding local action programs—that of Monterey County, California, and the Country Common Group in Yellow Springs, Ohio—owe a large part of their momentum to the necessity of the crash program to fight off highway engineers.

There is a large accident factor in every success and some of the most notable ones came through at the last minute for reasons which had very little to do with the cause itself.

The pioneering California statute widening the powers of local governments for land conservation, which has been widely copied by other states, was passed unanimously in the hectic closing moments of the session of the legislature. It did not pass because it was a good bill. It was a good bill, but it was passed largely because the sponsor had been roughly treated on a previous measure and the word went around that this time it was his turn.

The cause and effect of successful action programs usually get tidied up in the telling and this is a pity because it obscures the accident factor. There is a practical side to this. Unless your local situation is highly unusual there is bound to come a time when everything seems to go wrong and all the breaks seem to go against you. This is when it is helpful to know that your counterparts in successful programs elsewhere had exactly the same feeling of abandonment, and perhaps of incompetence. What distinguished the successes from the failures is not so much a good break—these are bound to come sooner or later—but the fact that the leaders hung on long enough to capitalize on the break.

They hung on because of a deep emotional involvement, and this is the greatest benefit of all. No matter how many difficulties you will run up against, remember always that you have the inestimable advantage of fighting for a cause that has a deep emotional meaning for others too. Your opponents may fight back but their points will usually be negative—that now is not the time for action, that there is not the money, that other things are more pressing. You must, of course, be aware of these. But your real strength is in the passion and conviction that you are holding up. You are trying to make your community a better place for your children and their children after you.

It is an inspiring and exciting vision. It is the most of it.

## Appendix

### Federal Agencies

The President has created a coordinating agency for the many federal activities affecting the environment, the Cabinet Committee on the Environment. Members are the Vice President, and the Secretaries of Agriculture, Commerce, Health Education and Welfare, Housing and Urban Development, Interior, and Transportation. The President is the Chairman.

Working directly with the President and the Cabinet Committee is the newly established Council on Environmental Quality. Its charter is a broad one. It is to help the Cabinet Committee coordinate the federal programs. It is to study the condition of the nation's environment, make an annual ecological accounting, and set up an early warning system on new environmental problems. It is to monitor the effectiveness of programs and to recommend new ones—in the words of the President, to be “the keeper of our environmental conscience, and a goad to our ingenuity.” Its members are Chairman Russell E. Train, Robert Cahn and Dr. Gordon J. F. McDonald.

Among the operating agencies of the federal government there are many that provide grant-in-aid programs for local action, technical assistance, education and research services. They also publish many helpful guides and pamphlets and are usually delighted when citizens write and ask for them. In this appendix, we can note only the principal services offered; for a more complete listing you should send for “Catalog of Federal Domestic Assistance.” This is available free from the Information Center, Office of Economic Opportunity, Washington, D.C. 20506.

Generally, you will save time by writing to federal agencies at their regional offices rather than the Washington office, and for that reason, we have provided a geographic listing of local offices of key agencies.

### Bureau of Outdoor Recreation

Department of the Interior, Washington, D.C. 20240. The Bureau coordinates federal recreation programs and administers matching grants to states for state and local outdoor recreation planning, land acquisition and development projects. It can advise on a wide range of problems involved in state, county and regional outdoor recreation programs.

### Regional Offices

#### Northeast:

1421 Cherry Street  
Philadelphia, Pa. 19102

#### Southeast:

810 New Walton Building  
Atlanta, Ga. 30303

#### Lake Central:

3853 Research Park Drive  
Ann Arbor, Mich. 48104

#### Mid-Continent:

Denver Federal Center, Bldg. 41  
Denver, Colo. 80225

#### Pacific Northwest:

U. S. Courthouse, Room 407  
Seattle, Wash. 98104

#### Pacific Southwest:

450 Golden Gate Avenue, Box 36062  
San Francisco, Cal. 94102

### Federal Water Quality Administration

Department of the Interior, Washington, D.C. 20242. It makes grants for comprehensive river basin planning, for the construction of waste treatment work, and for research, development, and demonstration projects. It conducts research, provides technical assistance and carries out training programs.

### Regional Offices

**Northeast Region** (Conn., Del., Me., Mass., N.H., N.J., N.Y., R.I., Vt.)

John F. Kennedy Building, Room 2303  
Boston, Mass. 02203

**Middle Atlantic Region** (D.C., Md., N.C., Pa., S.C., Va.)

918 Emmet Street  
Charlottesville, Va. 22901

**Southeast Region** (Ala., Fla., Ga., Miss., P.R., Tenn., Virgin Islands)

1421 Peachtree Street, N.E., Suite 300  
Atlanta, Ga. 30309

**South Central Region** (Ark., La., N.M., Okla., Tex.)

1402 Elm Street  
Dallas, Tex. 75202

**Ohio Basin Region** (Ind., Ky., O., W. Va.,)

4676 Columbia Parkway  
Cincinnati, O., 45226

**Great Lakes Region** (Ill., Ia., Mich., Minn., Wisc.)

33 East Congress Parkway, Room 410  
Chicago, Illinois 60605

**Missouri Basin Region** (Colo., Kan., Mo., Nebr., N.D., S.D., Wyo.)

911 Walnut St., Room 702  
Kansas City, Mo. 64106

**Southwest Region** (Ariz., Calif., Hawaii, Nev., Utah, Trust Territory of Pacific Is.)

760 Market St.  
San Francisco, Calif. 94102

**Northwest Region** (Alas., Idaho, Mont., Oreg., Wash.)

Room 501, Pittock Block  
Portland, Ore. 97205

#### **The Department of Agriculture**

Washington, D.C. 20250. Its many agencies have become increasingly involved in programs for recreation and landscape conservation, and in urban as well as rural areas. The Soil Conservation Service provides technical and financial assistance through local soil and water conservation districts, and as part of resource projects and small watershed flood control projects. The Farmers Home Administration can provide credit assistance to farmers for development on income-producing recreation enterprises. The Agricultural Stabilization and Conserva-

tion Service can help share costs for special conservation projects benefiting the community. The Forest Service provides guidance for recreational development of private woodlands.

The Department has a field man for one or more of its agencies in every county, and you should go to him to find out more about the various programs. Agencies will be listed in phone directories under U.S. Government—Agriculture, or County Extension Agent.

#### **Department of Health, Education and Welfare**

Washington, D.C. 20201. The Office of Education provides Title III grants and services for environmental education programs, facilities, and materials. The Public Health Service provides research, training, technical assistance, and grants-in-aid for air pollution and solid waste control.

#### **Regional Offices.**

**Region I:** (Conn., Me., Mass., N.H., R.I., Vt.)

John F. Kennedy Federal Building  
Government Center  
Boston, Mass. 02203

**Region II:** (N. J., N. Y., P. R., Virgin Islands)

Federal Building  
26 Federal Plaza  
New York, N. Y., 10007

**Region III:** (Pa., Del., Md., D.C., Va., W. Va.)

220 Seventh St., N.E.  
Charlottesville, Va.

**Region IV:** (N. C., S. C., Ky., Tenn., Miss., Ala., Ga., Fla.)

50 Seventh Street, NE  
Atlanta, Ga. 30323

**Region V:** (Ill., Ind., Mich., Minn., O., Wisc.)

433 West Van Buren St.  
Chicago, Ill. 60607

**Region VI:** (Ark., La., N. M., Okla., Tex.)

1114 Commerce St.  
Dallas, Tex.

**Region VII:** (Ia., Kan., Mo., Neb.)

601 East 12th St.  
Kansas City, Mo. 64106

### **Department of Housing and Urban Development**

Washington, D.C. 20410. It provides grants in metropolitan areas to expand community beautification programs, to help state and local governments acquire open space, prepare comprehensive local, regional or statewide plans (including open space and outdoor recreation plans).

#### **Regional Offices**

**Region I:** (Conn., Me., Mass, N. Y., N. H., R. I., Vt.)

26 Federal Plaza  
New York, N. Y. 10007

**Region II:** (Del., D. C., Md., N. J., Pa., Va., W. Va.)

6th & Walnut St.  
Philadelphia, Pa. 19106

**Region III:** (Ala., Fla., Ga., Ky., Miss., N. C., S. C., Tenn.)

645 Peachtree-Seventh Building  
Atlanta, Ga. 30323

**Region IV:** (Ill., Ind., Ia., Mich., Minn., Neb., N. D., O., S. D., Wis.)

360 N. Michigan Ave., Room 1500  
Chicago, Ill. 60601

**Region V:** (Ark., Colo., Kan., La., Mo., N. M., Okla., Tex.)

819 Taylor Street  
Fort Worth, Texas 76102

**Region VI:** (Ariz., Calif., Guam, Hawaii, Nev., Southern Idaho, Utah, Wyo.)

450 Golden Gate Ave.  
San Francisco, Calif. 94102

(Alaska, Mont., Northern Idaho, Ore., Wash.)  
Area Office: 2nd & Union

Seattle, Wash. 98101

**Region VII:** (P. R. and the Virgin Islands)

P. O. Box 3869  
GOP San Juan, P. R. 00936

## **State Agencies**

State agencies can be very useful; like federal agencies, most of them have extensive aid, educational and publication programs and an inquiry directed to them about available material will usually receive prompt attention. In many cases they have staff men whose job it is to work with local groups and with landowners.

The names of the agencies vary from state to state; in one, for example, the principal conservation agency might be called the Department of Natural Resources; in another, the Conservation Commission. However, if you write to the Department of Conservation and Natural Resources, State Capital, your letter will probably find its way to the right office. Similarly, a letter directed to the Department of Parks and Recreation will reach the principal recreation agency, whatever its precise title. State planning agencies can be key contacts too.

Most state agencies have local offices in the principal cities, and for a condensed list of their names, addresses and phone numbers there is nothing to beat the phone directory. Under the main listing for the state will be a list of the principal agencies. It is also a good idea to see if there is any listing under the particular subject you are concerned with. Look up "air" or "water" or "park" for example, and you may run across additional agencies and groups that would be of help. The phone directory is probably the single most important tool for launching campaigns, but it is amazing how many people overlook the usefulness of it as a source of leads and instantaneous information.

The State University is another source of help you should inquire about. Increasingly, State Universities are doing advisory and research work in environmental resource problems. Virtually every State University has an agricultural extension service, and many have services for urban problems.

## Private Organizations

Most of the organizations listed here provide informational and publication services and a number have staff people to lend guidance to local groups. Many of these organizations have branches or charters in the states and cities. For a more complete listing of organizations in the conservation field, you should consult the "Conservation Directory." This is published annually by the National Wildlife Federation, 1412 16th Street, N.W., Washington, D.C. 20036; \$1.50 a copy. It is a useful guide for finding allies.

**The Conservation Foundation**, 1250 Connecticut Avenue, N.W., Washington, D.C. 20036. Through research the Foundation seeks to further knowledge about the interaction between man and nature; it also seeks to have this knowledge applied to the practical problems of urban growth, such as river basin planning, highway design, and regional development policies. It serves as a clearing house on information about significant new legislation and governmental programs, help for better conservation education in our schools, and has an extensive audio-visual and publications program.

**The Garden Club of America**, 598 Madison Avenue, New York, New York 10022. A national organization representing numerous local garden clubs. Active at the local level in beautification, conservation, and open space planning. Distributes a free conservation packet, "The World Around You."

**General Federation of Women's Clubs**, 1734 N Street, N.W., Washington, D.C. 20036. Unites and serves affiliated local clubs. Its biennial Community Improvement Program offers incentive awards to clubs for outstanding projects to meet local needs, including outdoor recreation needs. Its Conservation Department assists clubs with conservation and outdoor recreation projects.

**The Izaak Walton League of America**, 1326 Waukegan Road, Glenview, Illinois 60025. A membership organization with local chapters and state divisions; also national memberships. Promotes conservation of renewable natural resources and development and protection of high quality outdoor recreation opportunities. Chapters and divisions can furnish speakers and literature. Publishes monthly Izaak Walton Magazine. Maintains a Conservation Office at 719 13th Street, N.W., Washington, D.C. 20005.

**Keep America Beautiful, Inc.**, 99 Park Avenue, New York, New York 10016. A national non-profit, public service organization for the prevention of litter and for the enhancement of urban and rural scenic and man-made beauty. Publishes helpful brochures and newsletters on litter prevention.

**League of Women Voters of the United States**, 1730 M Street, N.W., Washington, D.C. 20036. A membership organization, with local and state Leagues, dedicated "to promote political responsibility through informed and active participation of citizens in government." Members participate in water resource programs at all levels of government. Many local and state Leagues are interested in open space, parks and outdoor recreation facilities. Its national office can assist local Leagues in study and action programs.

**National Association of Counties**, Suite 522, 1001 Connecticut Avenue, N.W., Washington, D.C. 20036. A national, non-profit membership organization which acts as a clearing house for information relating specifically to county government administration. Publishes a variety of materials relating to parks, air pollution, water pollution, etc.

**National Association of Soil and Water Conservation Districts**, 1025 Vermont Avenue, N.W., Washington, D.C. 20005. A membership organization of local districts and their state associations through which farmers and other landowners express their views on "judi-

cious use of land, water, timber and related resources." Its Recreation and Wildlife Committee and local districts can advise landowners considering income-producing recreational enterprises.

**National Audubon Society**, 1130 Fifth Ave., New York, N. Y. 10028. A membership organization dedicated to the conservation of wildlife and the natural environment. It has 150 local chapters; operates 40 wildlife sanctuaries across the country. It provides a wide variety of teaching aids to introduce school children to nature study. Its Nature Centers Division has provided guidance in planning and operating community nature centers. Intensive summer programs at four Audubon Camps offer adult courses in ecology for teachers and youth leaders. Publishes two-bi-monthlies, *Audubon* magazine and *Audubon Field Notes*.  
**National Council of State Garden Clubs**, 4401 Magnolia Avenue, St. Louis, Missouri 63110. The State Clubs conduct a variety of programs for the beautification of the countryside and the cities. They also sponsor adult education courses in landscape principles and techniques.  
**National Recreation and Park Association**, 1700 Pennsylvania Avenue, N.W., Washington, D.C. 20006. A national membership service organization active in the fields of recreation and park development, conservation and beautification. It has a community service department, publishes many helpful booklets and a monthly magazine, "Parks and Recreation."

**National Trust for Historic Preservation**, 748 Jackson Place, N.W., Washington, D.C. 20006. An agency set up to preserve historic properties of national significance and to encourage local preservation efforts. Publishes a quarterly magazine, *Historic Preservation*, and a monthly newspaper, *Preservation News*.

**National Wildlife Federation**, 1412 16th Street, N.W., Washington, D.C. 20036. Seeks to encourage citizen and governmental action for the conservation of natural resources. Publishes

The Conservation Directory annually at \$1.50 a copy.

**Natural Science for Youth Foundation**, 76.3 Silvermine Road, New Canaan, Conn. 06840. Helps communities set up natural science centers, wildlife preserves and trailside museums for involving young people first hand with the world of nature.

**The Nature Conservancy**, 1522 K Street, N.W., Washington, D.C. 20005. A membership organization with state chapters. It seeks to preserve natural areas by direct acquisition and by assistance to educational institutions, private groups or public agencies. Through its revolving fund it often secures endangered property and holds it for later resale to public agencies.

**Open Space Institute**, 145 E. 52nd St., New York, N.Y. 10022. Action group which stimulates open space conservation by working with land owners, municipal agencies, civic and regional groups. Has excellent publication program.

**Roadside Councils**. In a number of states, Roadside Councils have been set up to work for highway billboard controls, scenic highways and roadside rests. There is, unhappily, no national organization, but the California Roadside Council serves as a clearing house for state councils. It is located at 2636 Ocean Avenue, San Francisco, California 94132.

**Sears, Roebuck Foundation**, Chicago, Illinois 60607. Sears has an extensive program for stimulating local action for conservation and beautification; Through the Women's Clubs it gives grants to groups for pace setting projects and each year awards prizes for outstanding accomplishment.

**Sierra Club**, 1050 Mills Tower, San Francisco, California 94104. Devoted to study and protection of the nation's scenic resources—mountains, shorelines, parks, waters, forests, wildlife. It provides films, manuals, exhibits, speakers; sponsors conferences. Its quality book publishing program is outstanding.

**The Urban Coalition**, 2100 M St. N.W., Washington, D.C. 20037. A nonprofit organization aimed at spurring people and groups to join together in action on the major problems of their cities.

**Urban Land Institute**, 1200 18th Street, N.W., Washington, D.C. 20036. An organization of commercial developers and others interested in planning and development of urban areas. Outstanding for its hard headed studies of land use patterns.

**Young Women's Christian Association**, National Board, 600 Lexington Avenue, New York, New York 10022. Long noted for its work in training young people in the appreciation and use of our outdoor resources, it is also becoming increasingly active in stimulating community planning and beautification efforts through its local chapters. It has an excellent publications program.

## Some Useful Publications

**Clean Water—It's Up To You:** A citizen guide to clean water action. 48 pages. Available free from the Izaak Walton League, 1326 Waukegan Road, Glenview, Illinois 60025.

**The Big Water Fight:** by the League of Women Voters' Education Fund. An informative discussion of citizen action on problems of water supply, pollution, floods and planning. 1966. 246 pages. \$6.95 a copy. Available from the Stephen Greene Press, Brattleboro, Vermont.

**Catalog of Federal Domestic Assistance:** A definitive listing and explanation of all federal assistance programs. Available free from the Information Center, Office of Economic Opportunity, Executive Office of the President, Washington, D.C. 20506.

**Challenge of the Land:** Fine reference book for municipal officials and civic leaders on action to save open space. By Charles E. Little. 1968. 151 pages. \$3.75. Available from the Open Space Institute, 145 E. 52 St., New York, N.Y. 10022.

**Cluster Development:** Comprehensive report on how better subdivision planning can provide more open space. 1964. 138 pages. Illustrated. By William H. Whyte. \$4.50 hard cover, Published by American Conservation Association, 30 Rockefeller Plaza, New York, N.Y. 10020.

**Community Action Program for Water**

**Pollution Control: Community Action Program**

**For Air Pollution Control:** Two highly recommended books which discuss the problems of organization, enabling legislation, enforcement, staffing, financial and technical assistance, and how to drum up community support. \$1.00 each. Available from the National Association of Counties, 1001 Connecticut Avenue, N.W., Washington, D.C. 20036.

**Conservation Commissions in Massachusetts:** Stimulating report on how commissions have prompted local action. By Andrew J. W. Scheffey. With supplementary report by William J. Duddleson on spread of conservation commission movement to other states. Published by The Conservation Foundation. 218 pages. \$3.00 Available from New England Conservation Services Center, South Great Road, Lincoln, Mass. 01773.

**Conservation Directory:** Listing of principal national and state organizations, public and private. \$1.50 a copy. Published by National Wildlife Federation, 1412 16th Street, N.W., Washington, D.C. 20036.

**County Action for Outdoor Recreation:** 48 page guide on practical steps for county park and recreational programs. Available for 25c a copy from the National Association of Counties, 1001 Connecticut Avenue, N.W., Washington, D.C. 20036.

**The Electric Utility Industry and the Environment:** A report to the Citizens Advisory Committee by a utility industry task force. Offers guidelines on better design of transmission lines, undergrounding of distribution lines, urban siting of nuclear plants, and other environmental challenges. 1968. 106 pages. \$2.00.

Available from Electric Utility Industry Task Force, Room 5600, 30 Rockefeller Plaza, New York, N. Y. 10020.

**Federal Assistance in Outdoor Recreation:** Summarizes programs of 30 federal agencies for cost-sharing, credit, technical aid, educational services, and research which are available to state, local governments, organizations and individuals. Prepared by the Bureau of Outdoor Recreation. 1968. 99 pages. 35c a copy. Government Printing Office, Washington, D.C. 20402.

**How to Preserve Your Area for Its Natural Value; Suggestions for landowners.** 1962. 8 pages. Available free from The Nature Conservancy, 1522 K Street, N.W., Washington, D.C. 20005.

**A Little About Lots.** Excellent manual on how to make vest pocket parks of vacant lots, how to run them, how to organize tree planting and neighborhood clean-up programs. 1969. 62 pages. 50c. Available from the Parks Council, 80 Central Park West, New York, N.Y. 10023.

**Manual for Municipal Conservation Commissions:** Includes practical suggestions for specific projects. Available free from the Massachusetts Department of Natural Resources, 100 Cambridge Street, Boston, Mass.

**More Attractive Communities for California:** A practical handbook for community action for a better everyday environment. It is particularly helpful on landscaping techniques. \$1.00 a copy. California Roadside Council, 2636 Ocean Ave., San Francisco, California 94132.

**A Nature Center for Your Community:** A basic handbook on the values, objectives, elements, and costs of a community nature center and how to go about establishing one. 1962. 40 pages. \$1.00 a copy. National Audubon Society, 1130 Fifth Avenue, New York, N.Y. 10028.

**Open Space for Urban America:** By Ann Louise Strong. An excellent and very complete guide to all of the techniques available for conserving

open space; extensive appendices include model statutes and legal forms. Free. Available from Office of Metropolitan Development, Department of Housing and Urban Development, Washington, D.C. 20410.

**Planning in the Community:** A useful check list of the basic elements of successful local planning efforts. 33 pages. 75c a copy. League of Women Voters of the U.S., 1730 M St. N.W., Washington, D.C. 20036.

**Pollution by Pesticides:** Some alternatives for better regulation. 50c. The Conservation Foundation, 1250 Connecticut Ave., N.W., Washington, D.C. 20036.

**Power Lines and Scenic Values:** How to pattern utility rights of way to the landscape. Free. Available from the Hudson River Valley Commission, 105 White Plains Road. Tarrytown, N.Y. 10591.

**Recreation and Parks: Case Studies in Local Program:** Down-to-earth reports on how 13 League of Women Voters groups appraised their areas' needs and worked with local officials, other citizens groups, and the voting public toward meeting them. 45c a copy. League of Women Voters of the U.S., 1730 M Street, N.W., Washington, D.C. 20036.

**Signs Out of Control:** Practical suggestions for solving billboard and other sign problems. 75c. California Roadside Council, 2636 Ocean Ave., San Francisco, California 94132.

**So You'd Like to Do Something About Water Pollution:** Concise guide for citizen action, with list of publications and films available. 20c. League of Women Voters of the United States, 1730 M St., N.W., Wash., D.C. 20036.

**Solid Waste Management:** Excellent series on new approaches to waste disposal, with strong emphasis on area-wide action possibilities. Free. National Association of Counties, 1001 Connecticut Ave., N.W., Wash., D.C. 20036.

**Stewardship:** Manual for showing landowners how they can conserve open space through gifts of land and of rights in land, and the legal and tax considerations involved. It has

been very effective in the New York metropolitan region and should be helpful in any local open space program. \$3.00 a copy. Available from The Open Space Institute, 145 East 52nd Street, New York, N.Y. 10022.

**Successful Bond Election Campaigns:** Outlines ways to promote support of municipal bond issues. Free. Available from Portland Cement Association, Old Orchard Road, Skokie, Ill. 60076.

**Where Not to Build:** How to provide open space in the face of urban growth. 1968. 160 pages. Technical Bulletin 1, Bureau of Land Management, Dept. of the Interior: \$1.00. Available from U.S. Government Printing Office, Washington., D.C. 20402.

**Wildlife Habitat Improvement:** A clear, well illustrated citizens guide to the management and increasing of wildlife in urban, suburban and rural areas. 1966. 97 pages. \$2.50. Available from National Audubon Society, 1130 Fifth Avenue, New York, New York 10028.

**Workbook for Clean Air:** Instructive booklet on what citizens can do to spur action in their communities. Free. Available from The Conservation Foundation, 1250 Connecticut Ave., N.W., Wash., D.C. 20036.

**Youth Takes the Lead:** Lessons of the many community programs sparked by the National Youth Conference on Natural Beauty and Conservation. \$1.95. Available from Urban Research Corporation, 5464 South Shore Drive, Chicago, Ill. 60615.

For sale by the Superintendent of Documents, U.S. Government Printing Office  
Washington, D.C. 20402  
Price 60 cents

