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# Summary Report: Environmental Goals and Policy

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## SUMMARY REPORT:

# ENVIRONMENTAL GOALS AND POLICY

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1972

**STATE OF CALIFORNIA  
ENVIRONMENTAL GOALS AND POLICY**

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**JOHN S. TOOKER, DIRECTOR  
OFFICE OF PLANNING AND RESEARCH  
GOVERNOR'S OFFICE**

**MARCH 1, 1972**

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## SUMMARY

### INTRODUCTION

Increased population pressure and related activities have caused increasing and competing demands on California's natural environment. Over the decades there has been a tendency to court growth without calculating the costs or preparing for its effects. Governor Ronald Reagan made this point clearly and forcefully in a major policy address on "the State of the State's environment" on April 7, 1972. The following are selected excerpts from that address.

*"By making use of the bountiful resources we found in America and in California, our productive people built the most affluent society in the world. It is also true that in our rush to develop what once seemed to be unlimited natural resources, we have often carelessly and unnecessarily depleted our resources and polluted the water and air more than is necessary or perhaps I should say more than nature's disposal system can handle.*

*"We can no longer tolerate the philosophy of deplete and be damned because our natural resources constitute the single greatest asset we have to improve our lives and the lives of the generations which will follow us," he said.*

*"Only in recent years have we finally acknowledged that the earth and its resources are not inexhaustible. And we have been doing something about it in California."*

This Environmental Goals and Policy Report is one part of the Governor's broad environmental program, and is a landmark Report designed to keep California in its leadership role of coping with environmental problems. This Report will provide, following legislative review and the Governor's adoption, a framework of established environmental goals and policies to assist all levels of government to work within in planning for the future growth and development of California.

The Report points out that there can be only one overall environmental goal for California, and that is to create and maintain a productive harmony between man and his environment. This goal recognizes that people have real needs, that our environment exists and functions independently from man according to active natural processes, and that the responsibility is therefore ours as individual citizens to adapt ourselves to these natural processes.

The Report is divided into three sections:

Environmental Pollution

Environmental Resources

Environmental Resources Planning

Each of these sections is written in consideration of basic principles regarding the role of State Government and within an understanding of well founded concepts of environmental planning. A summary of basic principles and planning concepts is stated below:

The first section addresses the root causes of pollution problems associated with current development processes. The second identifies the essential qualities of the State's environmental resources. The third provides for the continuation of a comprehensive and interdisciplinary environmental planning process and

proposes an Environmental Resource Protection Plan. The basic ingredients of a fourth area are also contained in the Report as the essential concepts of a State Land Use Policy now under study.

## **BASIC PRINCIPLES**

1. Decisions on environmental problems should be made:
  - a. at the level of government which is closest and most responsive to the people who are most affected by the use or development of the particular natural resource; and
  - b. State Government should intercede in local matters only where necessary to mediate jurisdictional disputes or where environmental problems and/or resources are of such a magnitude or unique quality that their significance extends beyond local jurisdictional boundaries.
2. State Government should assist Local Government in carrying out its responsibilities by providing technical assistance to Local Government in protecting the environment and in the assessment of the impact of technology on the environment.
3. State Government should insure public participation in government's decision-making process by providing an equal opportunity for all opinions to be presented and thoroughly considered.

## **ENVIRONMENTAL PLANNING CONCEPTS**

1. The Report explores the relationships of man's activities to the environment in terms of the principle of *CAUSE* and *EFFECT*. This includes the simple effects such as a dam on a stream as well as the multiple effects which occur in the food chain. An understanding of this principle is a necessary prerequisite when approaching interrelated problems of environmental pollution and land use.
2. The Report accepts the concept of man's total interrelationship with his natural environment as the guiding theme of the Report.
3. The Report speaks to the need to recognize the effects of man's activities on the environment within a conceptual framework described as the *SEE* concept. *SEE* simply means that decision-makers should examine the Social, Economic and Environmental impact of a proposed action or project prior to reaching a final decision.
4. The necessity for a coordinated planning approach both within and between levels of government is discussed.
5. Lastly the Report also recognizes the concept of *ENVIRONMENTAL CAPACITY* as a means of measuring the quality of man's relationship with his environment. Environmental Capacity at its simplest means examining the natural and manmade constraints of an area to determine the area's ability to absorb and contain activity. By identifying areas of statewide *SIGNIFICANCE* and *CRITICAL CONCERN* in the Environmental Resource Section the Report begins the process of defining environmental capacity.

## **ENVIRONMENTAL POLLUTION**

The Environmental Pollution Section explores the root causes of a number of specific areas of concern and contains broad goals and specific policies designed to achieve the stated goals. The diversity of environmental variables found throughout the State was a major consideration in developing broad goals flexible enough to meet the total needs of all citizens of the State.

The following statements summarize the basic thrust for each of the Environmental Goals and Policies contained in the Report, and are *not* the goals and policies themselves.

This list of environmental concerns should not be interpreted as being the only environmental areas of concern to the State. They were chosen based on statewide concern, to illustrate specific action areas to which all levels of government can and should direct their immediate attention.

## **AIR QUALITY**

### **GOAL**

To promote air quality compatible with health and well-being and to prevent to the greatest degree possible damage to property, vegetative cover and aesthetic values resulting from air pollution.

### **POLICIES**

1. Commits the State to a comprehensive program of air pollution control—from both vehicular and stationary sources.
2. Commits the State to ensuring that minimum required programs are maintained in all air basins.
3. Recognizes that prevention of air pollution problems begins with proper planning.
4. Recognizes that the costs of clean skies shall be equitably distributed among all contributors to air pollution.

## **LAND USE**

(preliminary, not comprehensive, policies)

### **GOAL**

Provides for the State to develop a series of land use policies which will include criteria and standards on matters of statewide significance and will provide assistance for Local Governments.

### **POLICIES**

1. Recognizes that land use decisions should consider environmental effects.
2. Commits the State to continuing its coordination of State level planning and to providing technical assistance to Local Governments and others.
3. Recognizes that assessment and taxation policies should minimize the current role of taxes as they influence land use.

## **NOISE**

### **GOAL**

Provides for the State to continue to set standards to reduce the harmful effects of noise.

### **POLICIES**

Commits the State to designating a unit of State Government with prescribed duties in meeting this goal.

## **PESTICIDES**

### **GOAL**

To minimize any harmful environmental impact associated with the use of chemical pesticides.

### **POLICIES**

1. Recognizes the need for proper use and regulation of chemical pesticides at the local level with State guidance and assistance.
2. Recognizes the need to maintain intergovernmental liaison to monitor and evaluate use of chemical pesticides.
3. Recognizes the need to maintain uniform standards of practice and regulation governing the use and sale of chemical pesticides.

## **POPULATION**

### **GOAL**

To achieve a harmonious relationship between population and the natural environment.

### **POLICIES**

1. Commits the State to considering population impact on the natural environment in the development of its planning and other programs.
2. Commits the State to developing information and guidelines to assist Local Government in their determination of criteria regarding population levels, density, and settlement patterns.

## **SOLID WASTE**

### **GOAL**

To establish a comprehensive solid waste management program, which includes recycling.

### **POLICIES**

1. Commits the State to developing criteria and guidelines for local implementation of solid waste management programs.
2. Commits the State to fostering maximum reuse of solid waste materials by government and the private sector.

## **TRANSPORTATION**

### **GOAL**

To provide for maximum mobility for all elements of society consistent with environmental quality.

### **POLICIES**

1. Commits the State to coordinating with all levels of government and the private sector to broaden statewide transportation capabilities.

2. Recognizes that all transportation systems need to be evaluated in terms of their impact upon the total environment, including changes in the use of land in the areas affected.
3. Encourages equitable financing for multimodal transportation.

## **WATER**

### **GOAL**

To assure the adequate supply and quality of water to meet present and future needs of our population.

### **POLICIES**

1. Restates the policies of Porter-Cologne Act.
2. Recognizes that proposed waste water treatment facilities should be evaluated for their impact upon the total environment, including changes in the use of land in the areas affected.
3. Commits the State to a comprehensive water supply and management program which considers the utilization of all sources of water, including desalting and reuse and recognizes recreational and aesthetic considerations.
4. Commits the State to consider all factors associated with both the sources and the contemplated uses of the water in setting priorities.

## **ENVIRONMENTAL RESOURCES**

The Environmental Resources Section of the Report identifies a number of areas defined as being of statewide significance or critical concern for eight specific categories or environmental resources:

Scientific, Scenic and Educational Resources

Wildlife Habitats

Forest and Agriculture

Open Space Surrounding Metropolitan Areas

Beaches, Lakes and Riverbank Access

Connecting Links for Recreation

Historic, Archaeological and Cultural Resources

Lands of Hazardous Concern

The goals and policies found in this section relate directly to the Environmental Resources Planning Section by identifying *potential* areas of statewide significance and critical concern.

### **GOAL**

To identify and protect significant and unique environmental resources.

### **POLICIES**

1. Commits the State to identifying potential environmental resources of statewide significance or critical concern.

2. Commits the State to evaluating its programs in terms of their effects upon environmental resources of statewide significance and critical concern, and to develop programs for the protection and enhancement of such resources.
3. Encourages Local Governments to take the lead in enhancing environmental resources of statewide significance within their jurisdictions.
4. Encourages any future State acquisition programs to consider areas of critical concern as high priority areas.

## ENVIRONMENTAL RESOURCE PLANNING

This section contains the major recommendations of the Report pertaining to land use and to a preventive action approach to environmental problems. The first recommendation involves the creation of a *Department of Environmental Protection* to act as a focal point for pollution abatement activities and programs of State government. This recommendation recognizes the interrelationships of air, water and solid waste with land use planning. Present environmental protection programs have been directed primarily towards applying the best available technology to existing sources of pollution, and although we anticipate that these programs will attain the environmental quality standards established for the more significant pollutants, future economic and population growth may result in the obsolescence of programs which were once successful.

The second recommendation is the establishment of an *Environmental Resources Protection Plan*, a realistic approach to protecting the significant land and water resources of our State. The placing of this plan within the Department of Environmental Protection for coordination and administration purposes will greatly facilitate the ability of the State to provide valuable information and technical assistance to all levels of government in California.

The third recommendation creates an *Environmental Protection Control Board* with responsibility to set pollution standards and oversee the implementation and enforcement of these standards. The Environmental Protection Control Board, with the assistance of the Department of Environmental Protection, will adopt areas of statewide significance and critical concern and adopt development guidelines for the use of such areas as part of the Environmental Resource Protection Plan.

The development guidelines adopted by the Board would be advisory to local jurisdictions in the areas of statewide significance, but would be mandatory for areas of critical concern. This plan was developed to provide minimum interference with the normal functions of Local Government, while providing the State Government with an overview of land use changes, settlement patterns and the opportunity to exercise its role in protection or preservation of areas deemed to be of *critical concern* to the State.

## ENVIRONMENTAL RESOURCE PROTECTION PLAN

The Protection Plan included in the Report has been designed to meet the following objectives:

1. allows local government maximum opportunity for the participation in identifying and protecting environmental resources;
2. provides the State both with an opportunity to be advisory to Local Government and to set mandatory guidelines as the situation requires;
3. allows maximum flexibility for the State in selecting the specific form of governmental powers necessary to protect individually endangered critical resources;
4. allows maximum opportunity and flexibility for the private sector to propose creative approaches to land use and development; and
5. is applicable to a wide range of statewide resources.

## THE PLAN

### 1. IDENTIFICATION AND ADOPTION OF SIGNIFICANT ENVIRONMENTAL RESOURCES, ENVIRONMENTAL RESOURCE AREAS AND DEVELOPMENT GUIDELINES

- a. Upon the adoption by the Governor of the Environmental Resource Policies contained in this Report, the Department of Environmental Protection (DEP) shall be designated with the lead responsibility to immediately begin the preparation of precise maps describing in detail the geographic areas (called Environmental Resource Areas) necessary to protect the Environmental Resources identified in this Report as being of *potential* statewide *SIGNIFICANCE* or *CRITICAL CONCERN*.
- b. The Department of Environmental Protection shall concurrently with Item a above, and on a continuing basis, solicit from other departments of State Government with special expertise or jurisdiction, criteria for and mapping of additional Environmental Resources and their respective Environmental Resource Areas which could be of statewide *SIGNIFICANCE* or *CRITICAL CONCERN*.
- c. The Department of Environmental Protection shall also encourage and serve as the depository for requests from private citizens and Local Governments who wish to petition the addition or deletion of Environmental Resources or Environmental Resource Areas which they feel are of statewide *SIGNIFICANCE* or *CRITICAL CONCERN*.
- d. The Department of Environmental Protection shall also be designated with the lead responsibility for the preparation of Development Guidelines for each Environmental Resource which has been identified as potentially of statewide *SIGNIFICANCE* or *CRITICAL CONCERN*, as the result of Items a-c above. The Development Guidelines shall contain a list of incompatible uses and development practices which could destroy or significantly damage the quality which makes an area *SIGNIFICANT* or of *CRITICAL CONCERN*.
- e. The Department of Environmental Protection shall recommend within one year from the adoption of this Report, Environmental Resources and Environmental Resource Areas worthy of consideration as being of statewide *SIGNIFICANCE* or *CRITICAL CONCERN*. These recommendations shall be accompanied by Development Guidelines for each Environmental Resource identified. The Department of Environmental Protection shall conduct public hearings as necessary to adequately inform and receive comments from the citizens of the State before making recommendations to the Environmental Protection Control Board.
- f. The Environmental Protection Control Board may adopt or delete specific Environmental Resources and Environmental Resource Areas recommended as being of statewide *SIGNIFICANCE* or *CRITICAL CONCERN*, including the applicable Development Guidelines, separately, one from the other.
- g. The Department of Environmental Protection shall distribute to all State departments and units of Local Government, maps and texts which adequately describe the Environmental Resources, Environmental Resource Areas and Development Guidelines as each is adopted.

### 2. PROTECTION OF ENVIRONMENTAL RESOURCES OF STATEWIDE SIGNIFICANCE

The protection of Environmental Resources of statewide *SIGNIFICANCE* is principally a Local Government responsibility. The State will provide technical assistance through maps illustrating the extent of Environmental Resource Areas of statewide *SIGNIFICANCE* and Development Guidelines

indicating incompatible land uses and development practices. Local Government shall provide for the protection of these resources in the following manner:

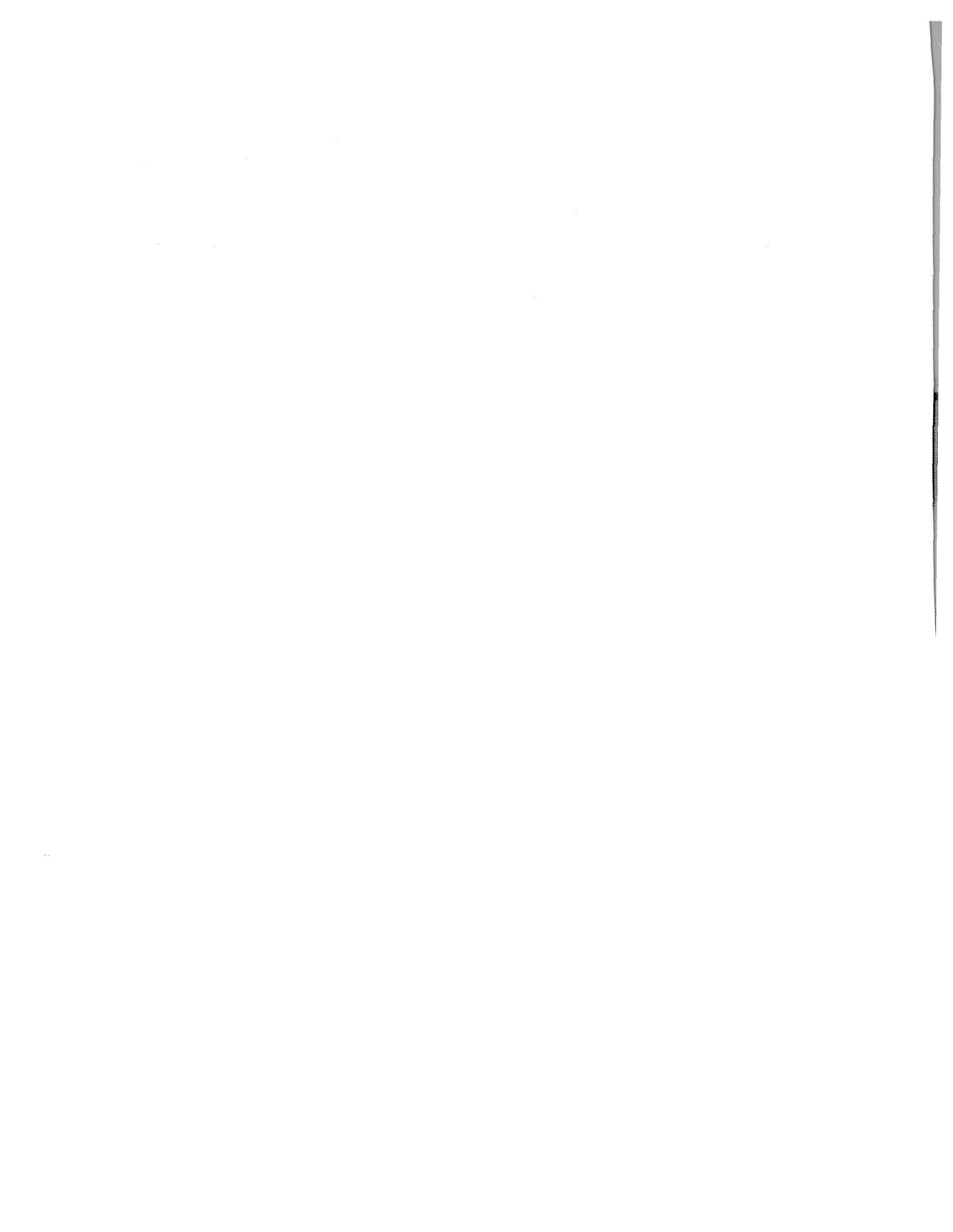
- a. Local Government shall determine for each application for a permit, zoning change, Local Government project and so on, whether or not the proposal physically falls within a geographic area (called an Environmental Resource Area) of statewide *SIGNIFICANCE*. State Government activities shall be governed by Environmental Resource Policy No. 2 in this Report.
- b. Where the proposal does not fall within an Environmental Resource Area of statewide *SIGNIFICANCE*, Local Government may act on the proposal immediately.
- c. Where the proposal falls within an Environmental Resource Area of statewide *SIGNIFICANCE*, Local Government shall consider the Development Guidelines (see Item 1 d) prepared by State Government with regard to the specific Environmental Resource in question, before acting on the proposal. The State also encourages Local Government to undertake independent review and assessment of the proposal as it may affect the quality of the *SIGNIFICANT* resource.

### 3. *PROTECTION OF ENVIRONMENTAL RESOURCES OF STATEWIDE CRITICAL CONCERN*

The protection of Environmental Resources of statewide *CRITICAL CONCERN* is the responsibility of Local Government and State Government. Local Government and State Government shall work together to protect the Environmental Resources of *CRITICAL CONCERN* in the following manner:

- a. Local Government shall determine, based on State maps, for each application for a permit, zoning change or Local Government project, whether or not the proposal physically falls within a geographic area (called an Environmental Resource Area) of statewide *CRITICAL CONCERN*. State Governmental activities shall be governed by Environmental Resource Policy No. 2 in this Report.
- b. Where the proposal does *not* fall within an Environmental Resource Area of *CRITICAL CONCERN* as identified on State maps, Local Government may act on the proposal immediately.
- c. Where the proposal falls within an Environmental Resource Area of *CRITICAL CONCERN*, Local Government shall consult the Development Guidelines (see Item 1 d) prepared by State Government and determine whether or not the proposal is identified in the Development Guidelines as an incompatible land use or development practice.
- d. Where the proposal is *not* identified jointly by State and Local Government as an incompatible use or development practice in the Development Guidelines, Local Government is free to process the proposal. Local Government shall, however, submit a copy of any action to the State through the State Clearinghouse for the record.
- e. Where the proposal *is* identified jointly by State and Local Government in the Development Guidelines as an incompatible land use or development practice, Local Government shall notify the State of the proposal through the State Clearinghouse, and postpone their decision on the proposal for 60 days. Local Government is encouraged to include in their notification to the State, Local Governmental policy positions or issues relevant to the proposal.
- f. State Government shall, within a 60-day period from notification, review the proposal and consider all possible courses of action including but not limited to the following:
  - 1) take no action;
  - 2) prepare a report to assist the unit of Local Government in reaching their decision;
  - 3) encourage zoning regulation by Local Government;

- 4) initiate action to purchase the property in full fee, or at less than full fee for partial rights such as scenic or development rights; and
- 5) where State Government initiates such action, Local Government shall be advised.
- g. Where no action is taken by the State, Local Government may act on the proposal without further consultation with the State.
- h. Where a report is submitted by the State, Local Government shall thoroughly study and consider the content of the report in acting on the proposal.



## MAP SECTION

The Map Section assembles up-to-date information never before brought together in one State document. It is a compilation of major functional areas that relate directly to the social, economic and environmental attributes and problems that make up the fabric of California. These maps provide an example of data that exists at the State level and they also indicate those types of areas which are of significance to all the people of the State.

The maps show functional relationships and areas where the State has played a major role for some time, e.g., highways and water conveyance systems, and also areas in which the State is taking a greater interest, e.g., air and water quality and prime agricultural land. Some maps depict information for the first time, e.g., Williamson Act Lands, and Wilderness Type Areas, and others are repeated here for emphasis in terms of the subject's impact on land use and urban development patterns, e.g., Major Transportation Elements, Major Surface Water Supply and Conveyance Facilities, and Earthquake Epicenters, Faults and Intensity Zones. This type of information should prove to be a framework and guide for more detailed analysis and planning on the regional and local level.

### MAPS INCLUDED IN THE REPORT

- 1 COUNTIES
- 2 AIR POLLUTION IN URBAN AREAS 1970-71
- 3 AIR RESOURCES BOARD AIR BASINS AND MONITORING STATIONS
- 4 WATER QUALITY CONTROL REGIONS AND BASIN PLANNING AREAS
- 5 FLOOD HAZARD AREAS
- 6 ENDANGERED AND RARE FISH AND WILDLIFE
- 7 STATE WILDLIFE PROTECTED AREAS
- 8 WILDERNESS TYPE AREAS IN CALIFORNIA
- 9 WILLIAMSON ACT LANDS AND PRIME AGRICULTURAL LANDS FOR FRESNO COUNTY
- 10 INDEX MAP OF CALIFORNIA SHOWING DISTRIBUTION OF 32 OF THE PRINCIPAL MINERAL COMMODITIES
- 11 SELECTED DEMONSTRATION STUDY AREAS 1972
- 12 CURRENT LAND USE
- 13 LAND OWNERSHIP STATUS
- 14 FISH AND WILDLIFE: SELECTED CRITICAL HABITAT AND PROTECTED AREAS
- 15 WILLIAMSON ACT LANDS 1971
- 16 MAJOR SURFACE WATER SUPPLY AND CONVEYANCE FACILITIES 1970
- 17 MAJOR TRANSPORTATION ELEMENTS
- 18 SOIL ERODABILITY
- 19 EARTHQUAKE EPICENTERS, FAULTS AND INTENSITY ZONES



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*Report being rewritten*

