



REPORT



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FROM THE DIRECTOR'S DESK...

Nature is everyone's banker. She has loaned her resources to all of us on a long-term basis. Her terms looked good; she did not appear demanding. It is becoming quite evident, however, that we have not been repaying our debts. Rather we have squandered her natural resources. Now we have nothing with which to repay the interest, let alone the principal of our debts. Unless we begin to commit ourselves to a planned, comprehensive program to conserve and replenish our natural resources, Nature is likely to foreclose on us as this poem suggests.

GENESIS-LAST CHAPTER

*In the end,
There was earth, and it was with form and
beauty.
And man dwelt upon the lands of the Earth,
the meadows and trees, and he said
"Let us build our dwellings in this land of
beauty."
And he built cities and covered the Earth
with concrete and steel.
And the meadows were gone.
And man said, "It is good."
On the second day, man looked upon the waters
of the Earth.
And man said, "Let us put our wastes in the
waters that the dirt will be washed away."
And man did.
And the waters became polluted and foul in
their smell.
And man said, "It is good."
On the third day, man looked upon the forests
of the Earth and saw they were beautiful.
And man said, "Let us cut the timber for our
homes and grind the wood for our use."
And man did.
And the lands became barren and the trees
were gone.
And man said, "It is good."
On the fourth day, man saw that animals were
in abundance and ran in the fields and
played in the sun.
And man said, "Let us cage these animals for
our amusement and kill them for our sport."
And man did.
And there were no more animals on the face of
the Earth.
And man said, "It is good."
On the fifth day, man breathed the air of the
Earth.
And man said, "Let us dispose of the wastes
into the air for the winds shall blow them
away."
And man did.
And the air became filled with smoke and the
fumes could not be blown away.
And the air became heavy with dust and choked
and burned.
And man said, "It is good."
On the sixth day, man saw himself; and seeing
the many languages and tongues, he feared
and hated. And man said, "Let us build
great machines and destroy these lest they
destroy us."
And man built great machines and the Earth
was fired with the rage of great wars.
And man said, "It is good."
On the seventh day, man rested from his labors,
and the Earth was still, for man no longer
dwelt upon the Earth.
And it was good.*

The extent of fragmentation in Iowa's environmental management has been well documented, and we are all frustrated by the enormity of the task of coordinating something so all-encompassing as "ecology."

Everyone talks about coordination, especially in the area of ecology, but few know how to attain it. Some take simplistic views: get everybody around a table drinking coffee together; throw everybody into one environmental umbrella agency; throw out current staffs and replace them with "more sensitive" personnel. Common sense and experience, however, tell us that these devices simply deceive us into thinking that coordination has been achieved.

By shifting assignments among our staff, OPP would be able to assume major responsibilities, previously placed upon us by the General Assembly (Code of Iowa 1971, Chapter 7A), for environmental coordination. We have no desire to build a "super staff" or impose an "umbrella." Rather, we want to assist the agencies, Governor, and General Assembly to better handle their assigned tasks within a carefully designed system of coordination.

We will not promise to do the whole job. The proper care for our environment is the job of every person in the State. Until there is an acceptance of the commitment by everyone, the job can only be an incomplete one.

The urgency of implementing a coordinated program to protect the environment seems to be awakening among Iowans. Part of OPP's task must be the coordination of information dissemination to those people and to those agencies with direct responsibilities for various aspects of ecological protection.

We will work closely on sharing of information and personnel to reduce duplication and work toward common goals.

We will try to replace the dozens of ad hoc interagency task forces with a carefully designed structure for interagency cooperation which provides full public view of actions and inactions. In so doing, we'll eliminate a lot of trivial meetings but create some major sessions for executive policy-making at the highest level.

The following summary suggests what we feel to be a desirable approach to coordinating ecological efforts.

Leroy H. Petersen
Director

ECO-PLAN

Iowa's Plan for Environmental Coordination

OPP has pledged itself to three environmental objectives during fiscal year 1971-72:

- °To design and implement planning systems and subsystems which will comprehensively relate the planning needs of Iowa's environmental agencies and programs.
- °To create a comprehensive strategy for environmental policy, planning, organization, management, and preservation in Iowa.
- °To provide State leadership for land-use planning and program design.

The accomplishment of these objectives will require the close cooperation of all concerned agencies and individuals so that together we may:

- °Inventory current planning demands, capabilities, and trends in federal, state, and local environmental agencies.
- °Establish specific planning objectives and needs, based on Iowa's policy and management decision-making needs.
- °Recommend and implement a comprehensive, interagency system which will maximize the effectiveness of planning for environmental programs.

The purpose of this summary report is to suggest some of the specific steps which might be taken and to solicit comments and additional ideas. In evaluating these steps, a key point of OPP philosophy should be kept in mind: our basic purpose is to enhance the capabilities of the agencies on the firing line; we are opposed to any notion of establishing ourselves as an "umbrella" or "super board" for the environment, and we have no desire for adding a large, special staff of environmental coordinators. With that qualification in mind, we can list some specific examples of how the ECO-PLAN might work:

Statewide Land Use Planning

At President Nixon's suggestion, Congress is currently examining several bills to provide grants to the states for land use planning. The Iowa General Assembly, through action of the House and of a committee in the Senate (HJR14) has noted the need for improved land use planning in Iowa and has recommended that a special study committee be established. Since a large number of local, state, and federal agencies will necessarily be involved in any statewide land use work, a detailed mechanism for interagency

cooperation and planning should be designed. We tentatively believe that an interagency system would be preferable over creating another special purpose agency or over assigning full responsibility to only one existing agency. A great deal of executive and legislative study will be necessary, and OPP will be ready to help in researching and planning for that study.

Environmental Impact Analysis

Under the National Environmental Policy Act, all federally-authorized construction must be analyzed before approval as to its probable impact on the environment. This new requirement, although obviously desirable, has created a heavy burden on state and local agencies lacking the trained staff necessary, and, as a result, many agencies write general statements which try to justify their construction proposals rather than providing the impartial, factual analysis which is required. The methods of preparation and review are also vague and time-consuming. OPP will design an improved system, within federal guidelines, which will maximize interagency cooperation to provide the technical environmental expertise necessary at the earliest possible time for each proposed project. Agency disagreements will be resolved within Iowa insofar as possible, rather than "passing the buck" to Washington.

Program-Performance Budget

The most significant "plan" for Iowa's environment is the State Budget, since it is certainly our statement of program priorities. To assist agencies, the Governor, the General Assembly, and Iowa citizens in understanding and analyzing this master plan, it should be recast so as to: (1) specify the results to be attained, in measurable terms where possible; (2) group together the environmental programs of all agencies so that priorities and coordination can be better provided; (3) introduce a multi-year time horizon, so that construction and program changes can be identified beyond the immediate budget period; and (4) provide greater clarity and ease-of-use than the existing budget document.

Interagency Committees

The rapid pace of change in environmental programs has led to an increase in interagency ad hoc coordinating committees with ambiguous authority and little public visibility. OPP will work with the agencies to consolidate these committees, to define their tasks more precisely, and to provide accurate reports to the public as to their actions and inactions.

DIVISION OF MUNICIPAL AFFAIRS

ON THE NATIONAL SCENE

*H.R. 7844 Would Encourage Business
District Restoration*

A bill recently introduced by Iowa Second District Congressman John C. Culver would provide federal funds to communities under 15,000 population for (a) construction or rehabilitation of multipurpose community facilities to serve a variety of essential public service functions, including health, recreation, libraries, public safety, and local government, and (b) exterior rehabilitation, restoration, and beautification of small community business districts in order to encourage community development.

For the community center facilities, federal funds would guarantee the repayment of loans for construction; pay the full amount of annual interest on sums borrowed; and provide two-thirds of the construction costs for the section to accommodate municipal offices, police and fire protection, and health, recreation, and library uses. Small communities or regional arrangements of towns and cities or counties would be eligible.

Under the central business district restoration, funds would be available to any non-profit development company in the amount of two-thirds cost for planning; two-thirds for actual restoration and rehabilitation of the business district facade; and two-thirds cost of beautifying the accompanying public areas.

As specified in the bill, the aid would be made available only to those communities outside a standard metropolitan statistical area, to afford a balance between urban and rural segments of our nation.

H.R. 7844 could pave the way for many of our communities to revitalize their trade areas via the "Albia" approach, if the application process is streamlined to eliminate much of the red-tape now present in other federal funding programs. Reliable sources indicate this desire on the part of the sponsors.

HUD Certification Can Mean 10% More From EPA

The Environmental Protection Agency may award a bonus of 10% to communities applying for an EPA Wastewater Treatment Construction Grant, if the applicant community has been certified by HUD. Participation in areawide planning is the criterion for HUD certification. (See OPP Report, May '71.)

OF NOTE IN IOWA

*Attorney General's Opinion Upholds
Municipal Lease-Purchase Agreements*

A question raised by several communities concerns the legality of municipalities purchasing motor vehicle equipment and other items by means of a long-term lease-purchase agreement. Section 404.18 of the Code of Iowa provides in part that municipal corporations shall have the power to "purchase" motor vehicles and equipment and replacements therefor, and that such costs must be paid from the revolving fund.

The interpretation of the word "purchase" has a significant impact on the ability of a community to secure needed heavy equipment. DMA realized the importance of this question, and requested a legal opinion by the Attorney General's Office. The opinion issued stated that the term "purchase" should not be interpreted in its popular restrictive sense to mean payment of cash in full; instead, its definition should be enlarged to include those statutory powers granted to municipal corporations by Section 368 of the Code, extending the power to "lease" as one of those powers and privileges expressly granted to municipal corporations.

The opinion concludes that Iowa statutory provisions and constitutional amendments taken together "constitute a broad grant of powers to municipalities not only to purchase but also to 'acquire, lease, and hold real and personal property' in addition to the power to govern themselves as they deem most beneficial for their inhabitants." Accordingly, a municipality may enter into a lease-purchase agreement so long as the amount of the yearly rental does not put it over the statutory limit on indebtedness in the years in which the annual rental is paid.

Is There a "PUD" in your Communities Future?

Ames and Urbandale are among the first cities in Iowa to initiate "Planned Unit Developments" in relation to local comprehensive plans. In essence, these developments, or PUDS, represent a creative alternative to traditional housing and recreational development patterns which, for economic reasons, are available to a dwindling segment of the people and, for aesthetic and environmental reasons, are becoming less desirable.

Basically, a PUD is a combination of dwelling units and public open-space developed as a whole and including variations in housing such as single-family, row house, high-rise and garden

DIVISION OF MUNICIPAL AFFAIRS (Continued from Page 4)

apartments. All dwelling units are grouped to encourage maximum use and enjoyment of the surrounding recreational open-space, while preserving individual privacy.

Because the dwelling units are clustered, the lot size needed for each unit may be less than half the normal sized lot, the other half being included in the open-space area which is maintained by a Homeowners' Association, composed of and financed by members of the PUD. Through this approach, the homeowners may find relief from activities such as lawn care.

Governing bodies and planning commissions in Iowa must face the problem of financing public improvements in connection with new development. By amending zoning and subdivision regulations to permit PUDS, governing bodies will open the way to reduced utilities footages and to reduced road lengths, resulting in less runoff to city sewer systems.

Further, land values will be indirectly improved through the PUD open-space park system, a feature not normally available in regular tract developments. Within the open-space system, amenities and facilities are provided for play, sports activities and visual enjoyment by the PUD residents. When properly designed in accord with landscape controls, the PUD open-space system will most definitely add to the market values of the dwelling units, and therefore, contribute to the community tax base.

*Communities Respond to 1971
Betterment Competition*

The new Iowa Community Betterment Program, offering cash prizes and statewide acclaim as incentives for local improvement projects of all types, is stimulating activity in at least fifty Iowa cities and towns this summer.

In this first year of the Community Betterment Competition, the following communities are entered, listed by population-size category:

- | | |
|------------------------|---------------|
| I. <u>Under 500</u> | |
| Bennett | Hancock |
| Bentonsport | Kellerton |
| Grafton | New Virginia |
| II. <u>501 - 1,500</u> | |
| Adair | North Liberty |
| Buffalo Center | Rockford |
| Dallas Center | Seymour |
| Essex | Stacyville |
| Fontanelle | Thompson |
| Gilbert | Ventura |
| Humeston | |

- | | |
|---------------------------|--------------|
| III. <u>1,501 - 5,000</u> | |
| Albia | LaPorte City |
| Audubon | Milford |
| Corning | Nashua |
| Eagle Grove | Osceola |
| Eldora | Sac City |
| Fayette | Spirit Lake |
| Hampton | Sumner |
| Hull | Traer |
| Lake Mills | |
| IV. <u>5,001 - 10,000</u> | |
| Centerville | Maquoketa |
| Chariton | Pella |
| Denison | Red Oak |
| Grinnell | Shenandoah |
| Independence | Clear Lake |
| V. <u>10,001 - 25,000</u> | |
| NO ENTRIES | |
| VI. <u>Over 25,000</u> | |
| Burlington | Mason City |
| Council Bluffs | Sioux City |
| Iowa City | |

Projects undertaken range from the erection of the first street signs in a very small community to the concentrated action of citizens toward preserving the environment of a major metropolitan center. Since the type of project a community may include in its entry is unlimited, betterment efforts fall into every category of community life.

Cash awards totaling \$4,000 will be presented in December to those communities, in the opinion of the judges, which have displayed the best projects according to their needs, a high degree of citizen involvement, and superior presentation of their accomplishments.

The awards are made possible through the sponsorship of Northern Natural Gas Co., Iowa Southern Utilities Co., Iowa Power and Light Co., Peoples Natural Gas Co., and the Iowa Association of Rural Electric Cooperatives.

Copies of the Iowa Community Betterment Program Guidebook are available on request from the Division of Municipal Affairs.

Summer Work Opportunity for Model Cities Youth

In order to encourage the participation of private and municipal organizations in programs providing employment for disadvantaged youth, the Model Cities Program is attempting to coordinate employment, placement and referrals for agencies working within the Model Cities area. The Model Cities Program, in cooperation with the City of

Des Moines' Office of Youth Affairs, is trying to generate job opportunities for economically disadvantaged youth in a summer project called the "Summer Training and Enrichment Program."

The S.T.E.P. program has operated in the past primarily with private funding, but the city has focused its resources this summer on providing additional job opportunities for disadvantaged youth to accommodate this increased demand. During the summer of 1970 the Model Cities Program sponsored approximately 71 Model Neighborhood youth. This year participation will be increased from 71 to 135.

Work assignments for eligible youth will vary with individual skills and abilities and the nature of the work to be performed. The criteria under which participating agencies were selected was based upon the ability of the agency to offer: (1) Relevant educational experiences for youth; (2) Proper supervision and instruction; (3) Maximum safety standards in potentially hazardous employment; (4) Compliance with state and federal child labor law standards.

Individual eligibility for employment is based upon income guidelines set forth by the Department of Housing & Urban Development. It is projected that approximately 3,000 disadvantaged youth in the city will meet these guidelines, for a 25% overall increase in the employment of these youth.

Emphasizing the summer employment program as a meaningful experience for youth, the Model Cities Program has designed several demonstration projects which encourage skills development in learning experiences that are applicable

during the regular academic school year. For example, the demonstration housing project is designed to provide 60 Model Neighborhood youth with employment opportunities in the construction and home rehabilitation area. As youth complete the summer phase of the demonstration housing program they will have an opportunity to elect a nine-month in-school program which is consistent with their summer experience. The Des Moines Independent School District will manage the summer program and incorporate the design into the curriculum at Washington-Irving Junior High School in September.

The Model Cities Program is attempting to de-emphasize the philosophy that work per se is good for children and reinsert the necessity for legitimate educational experiences that seem to cease at the end of the regular school year. Continuous monitoring and evaluation of the Des Moines Summer Youth Employment Program will be necessary in order for Model Cities or any other agency to adequately plan a viable summer youth employment program in the future. Model Cities hopes to be involved in laying the necessary groundwork to assure disadvantaged youth the opportunity to learn as they work.

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