

Leaders may attach greater importance to some problems than most people do. It is useful for leaders to know where they stand when they try to mobilize popular support for efforts to change a situation.

Polls can measure the readiness of people to accept the inconvenience or costs of abating pollution. How much are people willing to pay for clean air, or rather how much are they willing to pay for not contributing to dirtying the air through their house furnaces or their cars?

It is also possible, I think, for polls to measure possible attitudes toward the products of an improved pollution-abatement technology, and here we may encounter some very fundamental negative attitudes.

I mean, Mr. Chairman, attitudes toward waste materials; for example, how willing would people be to accept reprocessed waste materials in various forms, for example, as drinking water? Not everybody has the same objectivity toward such material as astronauts have. I'm sure that pollution abatement measures are going to run into some quite interesting and, as I say, fundamental human attitudes.

I think these poll results can be used as bases for educational campaigns, for anticipating and perhaps warding off difficulties in the acceptance of new technological devices for pollution control.

I would advise against using public-opinion polling as a means of inventing techniques for the control of pollution. I think general experience is that the majority of the American public, are very good as critics, very good in reacting to the ideas of others. But, since they have not had the opportunity to give detailed, informed thought to a problem, are not as good at inventing things as experts are. The public is better at criticism than they are at design.

A third kind of contribution that social science can make is the invention of institutions and administrative arrangements for the regulation of pollution.

Air and water pollution do not conform to political boundaries. Existing types of jurisdiction cannot always deal effectively with pollution problems. It has often been said that, in order to control pollution effectively we need new kinds of intergovernmental agreements and very possibly new regulatory agencies or new powers for existing agencies. In this area social scientists have already made some contributions for they were influential years ago in pointing out the need for better coordination of responsibilities among the different levels of government: Federal, State, county, municipal and so forth. And as a result, the Congress established in 1959 the Advisory Commission on Intergovernmental Relations. This is a permanent, bipartisan, national agency charged with studying and making recommendations on means for coordinating and making more effective the actions of these several levels of governmental authority.

The Commission is made up of Federal legislators, Cabinet officers, State Governors, county officers, mayors and representatives of the public at large.

This Commission has already been active in the pollution field. In 1962 it issued a report entitled "Intergovernmental responsibilities for water supply and sewage disposal in metropolitan areas", which identified the problems of State and local relationships involved in planning and operating water supply and sewage disposal systems. It