

**GOOD PRACTICE GUIDE SERIES**

**K I M O**



**Local Authorities International  
Environmental Organisation**



**OIL POLLUTION  
CONTINGENCY PLAN  
GUIDELINES FOR COASTAL LOCAL  
AUTHORITIES**

**CHECKLIST**



Based on experiences as a result of major oil tanker disasters such as the MV Braer (Shetland 1993) and the MV Sea Empress (Pembrokeshire 1996)

A Manual has been produced to accompany this Checklist and is available from KIMO upon request

Introduction		1
Guidelines Checklist		
Section 1	Dimensions of the Plan	5
Section 2	Roles & Responsibilities of Lead Agencies	7
Section 3	Notification Procedure	9
Section 4	Oil Pollution Risk Assessment	11
Section 5	Spill Response Strategies	12
Section 6	Waste Disposal	13
Section 7	Ability to Respond	14
Section 8	Response Guide	15
Section 9	Health & Safety	16
Section 10	Command and Control	18
Section 11	Shoreline Response Centre	19
Section 12	Management Team	21
Section 13	Technical Team	22
Section 14	Environmental Team	23
Section 15	Financial Team	24
Section 16	Logistics Team	25
Section 17	Press & Public Relations Team	28
Section 18	Wildlife Response Team	30
Section 19	Monitoring Team	32
Section 20	Compensation & Cost-Recovery	33
Section 21	Prosecution	35
Section 22	Effects on the Local Economy	36
Section 23	Conclusion	38



### Background

Vast quantities of oil are regularly transported around the world and although it is a well-established practice, the risk of a major oil spill occurring is considerable. The consequences of a spill are profound and can adversely affect beaches, wildlife, fisheries, human health, tourism and industrial plant. Moreover, there may be a serious impact to the local economy of the coastal area

### Definition of 'contingency'

'A contingency is an event which may happen, the timing of which is obscure or unknown.'

### The purpose of this guide

This guide is offered as assistance to Local Authorities, as a checklist, in the preparation of their Oil Pollution Contingency Plans. However, it is simply intended to outline a set of guidelines, a starting point, which are not exhaustive in detail and is meant to be used in tandem with an accompanying manual which has also been produced. It is based on the experiences of the grounding of the oil tankers MV Braer in Shetland and MV Sea Empress in Pembrokeshire.

### The application of the checklist

It is generally accepted that Local Authorities are one of the frontline agencies for dealing with emergencies, including coastal pollution. It is; therefore, appropriate that local coastal authorities develop a Contingency Plan to deal with unforeseen pollution incidents. It is recognised that many countries have different procedures and agreements and this guide may not always be indicative of local circumstances.

The information contained in this document, to the best of our knowledge was correct at the time of publication. This guide is meant only as an "aide-memoire" and KIMO assumes no responsibility for any

omission or for any actions that might arise as a result of using this guide.

### **The International Convention on Oil Pollution Preparedness, Response, and Co-operation, 1990**

Many countries expressed their desire for the development of an international co-operative framework for combating major oil pollution incidents. The Marine Environment Protection Committee (MEPC) of the International Maritime Organisation (IMO) was given this responsibility and, on 13 May 1995, the Oil Pollution Preparedness, Response, and Co-operation Convention (OPRC) came into force internationally. The Convention places various obligations on signatories, including, under Article 3, the preparation of Oil Pollution Emergency Plans.

## What are the aims of an Oil Pollution Contingency Plan?

- To provide direction and guidance to those involved in responding to an oil spill incident; and,
- To identify the most appropriate and successful response to minimise the damage, whether that be environmental, ecological, recreational or financial, that would be caused by an oil spill.

## What are the objectives of an Oil Pollution Contingency Plan?

- To identify the geographical area covered
- To identify the responsible authority and boundary of the plan's operation
- To articulate agreed command and control arrangements
- To define roles and responsibilities
- To identify early warning and notification procedures
- To articulate a communications plan to articulate a contact cascade and directory
- To consult with all relevant agencies
- To carry out an adequate oil spill risk assessment
- To identify pre-agreed response strategies
- To articulate a disposal plan
- To identify response capability
- To define mobilisation procedures
- To address health and safety aspects
- To identify and implement a financial control system in advance
- To interact successfully with other relevant plans
- To carry out post operation review and implement an amendment policy
- To articulate procedures for dealing with the media, including a public relations plan
- To develop post-spill marketing programmes



Is the scope of the plan defined?

- Geographic area
- Concerned with oil spills
- To the marine environment and the shoreline
- May require a local, national or international response
- May extend to hazardous substances

Is the content of the plan defined?

Strategy

- Policy
- Scope
- Division of responsibilities
- Perceived risks
- Proposed response strategies
- Logistical support
- Post-operation activities

Operational Plan

- Emergency response procedures

Data Directory

- Contact details
- Resource listings
- Relevant maps
- Safety assessments
- Pre-agreed response strategies

Map

- Area of the plan's operation

Is there a procedure for developing a plan/gathering information?

Is there a planned management and design process?

- List of copy holders and locations
- Revision record
- Summary of relevant legislation
- Glossary of terms and abbreviations
- Good index
- Section dividers
- Stored on computer hard drive
- Hard copy – a4, ringbinder

Is there an amendment policy?

- Annual review of the plan and procedures
- Post incident review

Has the plan been tested with an emergency exercise?

Are there training/safety schedules?

Is the role of the local authority defined?

Lead agency in shoreline clean-up

Decision maker as to whether to set up a shoreline response centre

Arrange logistical aspects

Refers to and integrates related contingency plans

Consults with all agencies with a duty or interest in the response

Keeps an up-to-date contact list of those agencies

Is the role of the Maritime Pollution Control Agency or equivalent defined?

Early notification

Preliminary estimation of an emergency

Lead agency in action at sea

Search and rescue

National stockpile of oil spill clean-up equipment/resources

Technical advice

Assistance with shoreline clean-up

Grants standing approval for dispersant use

• if approval has been granted, is a copy included in the plan?

• if approval has not been granted, does the plan indicate when it must be sought?

Is the role of the oil industry/sector defined?

Expertise/resources in an oil spill response

Is the role of the nature conservation/wildlife agencies defined?

Advice/expertise on the location of sensitive sites

Is the role of the Environment Protection Agencies defined?

Booming resources/expertise/enforcement

Is the role of the port and harbour authorities defined?

Is the role of the International Tanker Owners  
Pollution Federation Ltd (ITOPF) defined?

Responds to oil spills

Assists in damage assessment and analysis of claims

Contingency planning

Training and education

Is the role of the International Oil Compensation  
Fund Ltd (IOPC fund) defined?

Representatives of the compensation regime

Is the role of the protection & indemnity clubs defined?

Insurers of tanker owners

Is the role of the emergency services defined?

Maintain a safe environment/security

Liaison officers

Are the roles of other agencies with an interest defined?

- Weather station
- Telecommunications provider
- Local radio/television/media
- Transport providers – hauliers/ferry  
companies/airlines/airport authorities/rail network
- Fisheries & agricultural organisations (NGO's)
- Tourist board
- Contractors
- Landowners
- Health & safety authority
- Politicians (MP's, MEP's, VIP's etc)
- European Commission

Is the alert procedure defined?

Is the person responsible for notification identified?

Is there a list of contacts included in the plan?

Are the contact details updated/reviewed periodically?

Is the procedure for notifying the following key agencies defined?

Tier 1

- Maritime Pollution Control Agency (MPCA) or equivalent
- Local Authority
- Department of the Environment
- Fisheries & Agricultural departments
- Nature conservation/wildlife agencies
- Marine laboratory
- Fisheries & Agricultural organisations (NGO's)
- Environment agencies
- Port and Harbour authorities
- Oil industry
- Health & Safety authorities

Tier 2 as tier 1 plus:

- Local fisheries and wildlife experts

Tier 3 as tier 2 plus:

- Emergency services

Other interested agencies:

- Local health boards
- International Tankers Owners Pollution Federation Ltd (ITOPF)
- International Oil Pollution Compensation fund (IOPC fund)
- Protection & Indemnity Club (P & I club)
- Weather station
- Telecommunications provider
- Local radio/television/media
- Transport providers – hauliers/ferry companies/ airlines/airport authorities/rail network
- Politicians
- European commission
- Tourist board
- Contractors
- Landowners

Has an oil pollution risk assessment been carried out?

Have all relevant factors been taken into account?

- Potential sources of pollution
- Types of oil handled
- Likelihood of an oil spill
- Potential size of an oil spill
- Quantities handled
- Frequency of handling
- Shipping vessels/type
- Volume of traffic
- Navigational hazards
- Geographic location
- Time of the year/seasons
- Time of the day – daytime/night time
- Weather – wind/climates
- Sea conditions – tides/currents
- Physical features of the coastline
- Regenerative ability of the area
- Effects of an oil spill to the area
- Sensitivity of the area 
  - Environmental
  - Recreational
  - Commercial
  - Medical
- Accessibility to areas of the coastline
- Ability to respond/available resources

Are priorities for protection identified and agreed?

- Appropriate balance between environmental, amenity and economic values

Are the philosophies and objectives of the response defined?

Is the range of clean-up methods known?

Have limiting factors and adverse conditions been taken into account?

- Limitations of the various clean-up methods
- Legal considerations for example, regulations may exist in relation to the use of dispersants
- Weather
- Logistical constraints
- Available resources

Is the strategy for priority areas defined?

- Booms
- Disperse the oil with chemicals
- Leave alone

Is the strategy for the shoreline defined?

- Allow to collect
- Remove floating oil
- Clean up stranded oil and oiled beach materials

Is the strategy at sea defined?

- Monitor and evaluate
- Disperse the oil with chemicals
- Protection, containment and recovery
- Burning

Where can wastes legally be held or disposed of?

- Familiarisation with legal requirements and procedures
- Possession of any necessary paperwork
- Prior notification consultation with the regulators and landowner
- Existence of a licensed site
- Existence of a clearance period
- Requirement to pay a fee
- Consultation with carriers/landowners
- Consequences of a breach of the requirements

What is the best environmental option for each type of waste?

- Recover the oil
- Biodegradation
- Direct disposal

Have storage sites been identified?

- Temporary
- Intermediate
- Final

Has there been an assessment of the ability and logistical resources required to respond to:

Tier 1 – small operational spills

Tier 2 – medium sized spills

Tier 3 – large spills

Have the following factors been considered?

- Availability of trained response personnel
- Location of trained response personnel
- Availability of response equipment
- Location of response equipment
- Mobilisation time
- Transportation - airports/ports/harbours and rail and road network
- Communications
- Access to clean-up sites

Is there written documentation of important facts/details?

- Specifications of oil commonly traded
- Current, tides and weather conditions

Is a sensitivity map included?

Does it include the following aspects:

- Environmental sensitivities
- Commercial sensitivities
- Recreational and amenity areas
- Hydrographic details
- Priorities for protection
- Methods of protection
- Pre-agreed response strategies
- Pre-agreed waste disposal sites
- Details of access to sites
- Load bearing characteristics
- Logistical resources
- Coastal facilities

Is it easily understood?

Is there a safe working environment?

- Written health and safety programme
- Health and safety risk assessment
- Health and safety training
- First aid stations/medical surveillance
- Supervision from trained personnel
- Working in teams
- Communications network
- Comprehensive reporting procedure
- Comprehensive logging in/out procedure
- Equipment cleaning stations
- Protective clothing
- Clothing stockpiles
- Regular meals and refreshments
- Cleaning and toilet facilities
- Accommodation
- Shift working
- Temporary exclusion zones
- Counselling services

Are potential hazards identified?

- Distribution of health and safety assessment sheets
- The spilt oil
- Clean-up equipment
- Clean-up chemicals
- Improper decontamination
- Weather
- Nature of the shoreline
- Sea state
- Chemical stockpile/condition

Are decontamination procedures defined?

- Identification of equipment to be kept
- Identification of equipment to be discarded
- Methods to be used to decontaminate equipment
- Procedures for packaging, labelling and discard of contaminated materials
- Contamination reduction area
- Clean-up area
- Waste disposal plan

Has the public liability aspect been considered?

- Insurance
- Duty of care
- Working time

## Shoreline Response Centre (SRC) organisation

- Identified who is in charge?
- Is there an effective incident management system?
- What agencies are involved?
- Is there an incident organisation chart?
- Is there co-operation and co-ordination between all agencies?
- Are there clear lines of communication?
- Has the location/administrative infrastructure, etc been identified?

## Are team structures and chairs identified?

- Management team
- Technical team
- Environmental team
- Financial team
- Logistics team
- Press and public relations team
- Wildlife response team
- Monitoring team

## Have action sheets been developed and define:

- Staff roles
- Staff responsibilities/actions
- Staff accountability

Is procedures for mobilising a full response team defined?

## Is there a contact directory?

- Details of all key personnel
- Contact hierarchy
- Preferred method of communication
- Details are periodically updated

Has a site for the Shoreline Response Centre (SRC) been located?

- Ideally close to the incident site
- Access
- Good transport links
- Car parking
- Security

Are there adequate facilities?

- Space
- Rest and refreshment areas
- Storage space
- Wash and toilet facilities
- Electrical and telephone points

Is there an effective communications network?

- Advanced negotiations/consultation with telecommunications provider
- Initial notification procedures
- Subsequent mobilisation procedures
- Ongoing operations procedures
- Telephone, telex, fax, satellite, VHF radio, mobile phone, e-mail
- Diagrammatic representation

Are there links to and between:

- Internal lines
- Main switchboard
- External lines
- Beach operations

Is a floor plan included in the plan?

Is necessary equipment provided/available?

- Reports, manuals, maps, charts, incident logs, status boards, etc
- Computers, printers, photocopiers, faxes, etc
- Locations noted
- Stock control - regular checks, maintenance and replacement
- Consideration of cost implications
- Security
- procedures for mobilisation

Does the team have the capability to:

- Execute the plan
- Determine and agree strategic clean-up plans for priority areas and the various polluted sites
- Review operations
- Gather and collate information
- Authorise media releases
- Control general financial aspects
- Interact with other agencies/central government/press/public
- Prepare formal detailed management and situation reports
- Decide when to terminate operations

Does the team have the capability to:

- Collect and evaluate incident information
- Identify areas most at risk
- Determine the best response strategy at each of the polluted sites
- Allocate resources on a priority basis
- Allocate outside contractors to specific sites and tasks
- Implement the chosen strategy
- Direct clean-up operations
- Monitor the progress of the operation
- Prepare daily incident logs

Does the team have the capability to:

Provide advice on

- The risk and vulnerability of environmental features to oil pollution
- Local sensitivities and location of wildlife habitats
- Possible/probable impacts of the oil
- Priority for protection of sensitive sites
- Environmental effect of clean-up methods
- Potential and real effects on human health

Thereafter:

- Help implement the chosen strategies
- Monitor and ensure environmental concerns are adequately reflected
- Direct the wildlife response
- Provide liaison links with environmental organisations
- Prepare daily incident logs

Does the team have the capability to:

- Establish a detailed financial accounting system in advance
- Prepare procedures for preparing and submitting compensation claims in advance
- Outline an approved emergency budget/memo of understanding
- Allocate and promulgate cost codes
- Notify all teams of the accounting procedure
- Supervise the financial arrangements of the incident
- Keep track of the entire incident related costs
- Prepare financial reports
- Take control of cost-recovery actions

Does this team have the capability to:

Take into account the short/long term needs of the incident?

Identify available manpower?

Local authority departments

- Draw teams from various different departments
- Ensure there is back-up/cover

Contract labour force

- Contact details annexed

Volunteers

- Policy for utilising external help
- Define a time when it is safe to use volunteers
- Procedures for recording contact name, number, expertise
- Develop a training programme

Arrange suitable accommodation for contractors/external help?

- Bed & breakfast
- Hotel
- Youth hostels
- Flotel
- Passenger ship

Arrange suitable transport?

- Car hire
- Buses
- Rough terrain vehicles
- Aircraft

Arrange catering:

- Food preparation centre
- Delivery vehicles
- Communications between the centre/vehicles/feeding points

Oversee health & safety aspects?

Arrange social activities/entertainment for external personnel?

Arrange/allocate administrative support for each functional team?

Take control of accounting and record keeping?

- Log and record all events
- Develop suitable accounting records
- Define procedures for passing records onto financial team

Identify sources of oil spill equipment—primary/auxiliary/support?

- Oil companies
- Contractors
- Harbour authorities
- Government agencies
- Local operators
- Local emergency services
- Manufacturers

Define mobilisation procedures in relation to:

- Availability
- Manufacturer
- Type
- Size
- Location
- Transport
- Contact
- Delivery time
- Cost contractual terms and conditions

Arrange secure storage of equipment?

Define procedures for equipment inspection, maintenance, testing and replacement?

Define procedures for equipment and personnel cleaning?

Arrange oil and waste disposal?

Does this team have the capability to:

Evaluate the extent of media interest?

Assess the impact of the media on the implementation of the Contingency Plan?

- Effect on the availability of local resources
- Possible disruption to ongoing operations
- Security aspects

Develop media plans for:

- Local and international press
- Pressure groups
- Local community/politicians
- Claimants
- Central government and other authorities
- Staff

Locate an appropriate media centre

- Near shoreline response centre
- Adequate size
- Canteen
- Toilets
- Refreshments
- Electricity/phone points

Acquire necessary equipment

- Phones, faxes, pcs (e-mail facilities), printers, tv/satellite, etc

Arrange and prepare press briefings and conferences

- 
- Prepared in advance
- Cleared by the management team
- At set times
- Attended by all representatives of agencies involved
- Dissemination of factual and coherent information
- Daily

- Develop good working relationships
- Provide media kits
- Organise site visits
- Arrange travel for the press to/from site

- Record location of journalists
- Monitor attendance
- Record contact details
- Issue press passes

- Initial press release
- Less formal briefings – press/public/governmental officials
- Public consultation meetings
- Monitoring of media output
- Governmental/vip visits
- Security and control over the media

Accommodating the media is a non-recoverable cost

Is there a separate wildlife contingency plan?   
(a good example of a wildlife contingency plan is the wildlife response co-ordinating committee contingency plan which was used in the MV Braer incident. for details on how to obtain a copy, contact the Shetland Islands Council)

Is it fully integrated with the Local Authority plan?

Is the structure of command and control clearly identified?

Does the team have the capability to:

- Collect and record wildlife casualties
- Rehabilitate wildlife casualties for release
- Deal with wildlife fatalities
- Provide advice to the various shoreline response centre teams
- Prepare daily incident logs

Has a site for a Wildlife Response Centre (WRC) been located?

- Close to the incident
- Adequate space
- Storage facilities
- Wash and toilet facilities
- Refreshment areas
- Electrical and telephone points
- Sleeping areas
- Car parking
- Security

Has a site for an emergency cleaning/rehabilitation centre been located?

- A local centre
- Availability of mobile units
- National centres
- Advice sought from specialist/expert organisations
- Periodic review of suitability and availability

Are there adequate facilities?

- Space
- Heat
- Ventilation
- Freezer units
- Drainage
- Good water supply
- Good transportation routes
- Pool space
- Communication facilities

Does this team have the capability to:

Monitor and survey:

- The movement of the oil
- The effects on the marine and coastal environment
- The effects on wildlife
- The effects of human health
- The effects on the economy

Provide guidance on:

- Exclusion zones
- What is to be learnt for the future

Identify and agree priorities

- Tracking the movement of the spill
- Human health
- Contaminated land and beach areas
- Clean-up areas
- Temporary waste disposal sites
- Comparison/control areas
- Marine environment
- Atmosphere
- Public, private and bottled water supplies
- Water abstraction points
- Areas close to the incident or shoreline
- Areas in the prevailing wind
- Livestock – living and slaughtered
- Slaughterhouses
- Effects on the valuable economic resources
- Crops – growing and stored
- Natural heritage

Consider cost-recovery/compensation aspects

- Costs of undertaking impact assessments are non-recoverable

Is the compensation fund structure understood?   
for further details, see the International Oil Pollution  
compensation fund manuals 1971 & 1992

Do the financial arrangements in place address the  
following:

The Legal Framework:

1969 International Convention on Civil Liability  
for Oil Pollution Damage

- Strict liability of tanker owners

1971 International Convention on the Establishment of  
an International Fund for Compensation for Oil Pollution  
Damage

- Establishment of the 1971 compensation fund

The Role of International Tanker Owners Pollution  
Fund (ITOPF)

- Damage assessment and analysis of claims

The Role of the International Oil Pollution  
Compensation Fund (IOPC fund)

- Representatives of the compensation regime

The Role of Protection & Indemnity Club (P&I clubs)

- Insurers of tanker owners

Who the potential claimants are

- Anyone who has suffered 'pollution damage'

What 'pollution damage' is □

- Property damage
- Economic loss
- Environmental damage

How claims are assessed □

- By a technical test of 'reasonableness'

Costs which are or may not be recoverable □

- Media/public relations activities
- Impact assessments
- Building emergency wildlife cleaning centres
- Worker overtime
- Internal contract workforce
- Legal advice
- Market recovery programmes

The amount of compensation available under the two-tier system □

- Limited liability of tanker owners
- Supplementary compensation from the fund
- First come first served basis
- Dividend where claims exceed available amount

The time-limits for submitting a claim □

- Within 3 years from the date on which loss or damage occurred
- Within 6 years from the date of the incident

The procedures for submitting a claim □

- Presented to the insurers, the fund, or the local claims office
- Made in writing
- Supporting documentation
- Particulars of the claimant, incident, loss, amount sought

## Existing presumptions



- Local authorities/central government may be the last in line to-recover costs

## Section 21

## Prosecution

Is prosecution possible under local/national/international legislation?



Are the regulators/enforcers of the law identified?



Are they familiar with existing relevant legislation?



Are they familiar with the following particular aspects:

- Appropriate court
- Procedures for initiating court action
- Time limits
- Quantity and quality of evidence required
- Financial consequences



Are potential impacts on the local economy identified?

Market damage

- Adverse/critical media attention
- Reputation of the area/products may be destroyed
- May affect the sale of all produce outwith the exclusion zone
- Price damage – excuse for lower price and discounts

Are Potential Impacts on the Fisheries & Agricultural industries identified?

Direct contamination

- Exclusion zones for produce may be established
- Intensive programme of sampling to be undertaken
- Destruction of produce

Long term biological damage to fisheries

- Mainly in relation to shellfish
- Stock levels
- Spawning grounds

Long-term biological damage to agriculture

- Regenerative ability of the land
- Crop yields

Are potential impacts on the tourism industry identified?

- Tourist numbers
- Income to the area
- Local employment

What are the essential elements for the contingency plan?

### General

- Post-incident marketing programmes
- Public relations

### Fisheries & Agriculture

- Emphasise that contamination is limited to produce within the exclusion zone
- Initiate sampling programmes of produce outwith the zone
- Expand normal quality control procedures
- Special events for the media
- High profile visits from famous chefs/restaurants
- Special visits for produce buyers/supermarket chains/food retailers

### Tourism

- Raise extra funding to supplement existing tourism budget
- Multi-media advertising campaign
- New advertising and promotional material
- Project a positive message
- Schedule exhibitions
- High profile press information and press visit programmes
- Communicate with and inform potential visitors

Have cost-recovery/compensation aspects been considered?

- Require the co-operation of the whole commercial industry
- Submit claims separate from those of the local authority
- Costs of marketing programmes may be non-recoverable

Are the aims of the Contingency Plan met?

- Direction and guidance is provided
- The most appropriate and successful response is identified

Are the objectives of the Contingency Plan met?

- The geographical area covered has been identified
- The responsible authority and boundary of the plan's operation has been identified
- Agreed command and control arrangements have been articulated
- Roles and responsibilities have been defined
- Early warning and notification procedures have been identified
- A communications plan has been articulated
- A contact cascade and directory has been articulated
- Consultation with all relevant agencies has been carried out
- An adequate oil spill risk assessment has been carried out
- Pre-agreed response strategies have been identified
- A disposal plan has been articulated
- Response capability has been identified
- Mobilisation procedures have been defined
- Health and safety aspects have been addressed
- A financial control system has been identified and implemented in advance
- It interacts successfully with other relevant plans
- A post-operation review has been carried out and an amendment policy has been implemented
- Procedures for dealing with the media, including a public relations plan, have been articulated
- Post-spill marketing programmes have been developed



An International Partnership  
Working Together  
to Improve  
Northern Seas Environments

**This Checklist and the accompanying Manual are available on the KIMO Website at**

<http://www.zetnet.co.uk/coms/kimo>

## Acknowledgements

Special thanks for the support of Shetland Islands Council and Pembrokeshire County Council and the other agencies which assisted in the production of this guide.

This Guide and the accompanying Manual were produced under the Shell STEP Programme (Shell Technology and Enterprise Programme) by Miss Marie Peterson.



Supported by  
Shell U.K. Exploration and Production



“KIMO’s primary objective is the cleaning up of the existing pollution in Northern Seas and coastal waters, of preventing future pollution and working to preserve and enhance them and to leave them in a fit and healthy state for the well-being of future generations”