

AUGUST 1969

Sierra Club Bulletin



EDITORIAL:

Lessons from the San Francisco Bay Campaign

The passage and signing of the Knox Bill adopting the San Francisco Bay Conservation and Development Commission Plan for the control of filling and development of the Bay and its shoreline was a great victory for the people over the special interests who would exploit this great estuary. In the political infighting, some compromises and accommodations had to be made, but the law is strong enough to stop shrinkage of the Bay by filling and to provide regional control over development of its shores.

This was the first major battle involving the protection of an urban environment in which the club has been involved. The Board of Directors established this as a priority project in February 1969 after the state legislature was already in session. Although we started late and with practically no prior planning or preparation, the club was able to make a major contribution to this victory.

The temptation to celebrate is great, but it was a sobering success. We should never again be so close to defeat on a vital issue of regional and national importance.

Massive favorable public opinion, good media support, the determination of hundreds who paid their way on chartered buses to the state capitol on repeated occasions to crowd the legislative halls for committee hearings (the largest consistent turnouts for any legislation in California history), the wires, letters and telephone calls from thousands throughout the state, and the round-the-clock work of a few individuals, might well have failed because of serious weaknesses or gaps in our ability to mobilize our resources. We had excellent staff support and cooperation from Mike McCloskey and the indefatigable Dan Rosenberg, but were handicapped at first by the lack of an established plan or pattern for a state campaign.

The club has proven its ability to be effective at the federal level in many vital conservation battles. More attention should be given to regional environmental issues. The critical issues of air, water and noise pollution, the recycling of solid wastes, transportation, and control of pesticides will determine the livability of our urban areas.

Success in tackling these problems in California, New York and other high population states will make a major contribution to the worldwide protection and enhancement of our whole ecosystem. Of course, we should not slacken our efforts to preserve wilderness, wild rivers, redwoods, and other vital natural resources, but we can more effectively work for protection of our environment at home.

Some will say there is no substitute for success, but the victory here was too close for any comfort. It might have been lost at any time, including the last hours of Senate debate. Many outside the club, including some dedicated, courageous legislators, helped avoid disaster.

We must be better prepared for the future so that we will not have another such cliff-hanger. And protection of the Bay or any other environmental factor will depend on our heeding the repeated admonition of California Assemblyman Knox that, "Eternal vigilance is the price of conservation."

DWIGHT C. STEELE
*Project Coordinator,
San Francisco Bay and Delta*

As the Bulletin was going to press, the editors learned of the death on August 21, 1969, of Walter Augustus Starr, Honorary President and a member since 1895 of the Sierra Club. A tribute to this life-long conservationist and his contribution to the Sierra Club will appear in the next issue.



Sierra Club Bulletin

AUGUST, 1969
Vol. 54 — No. 8

... TO EXPLORE, ENJOY, AND PROTECT
THE NATION'S SCENIC RESOURCES ...

COVER: Allerton Park, a midwestern *San Simeon*, is threatened by the Corps of Engineers, Oakley Dam project (see page 8). The Bourdelle bronze, "Death of the Last Centaur," bought for the park in 1929, has become a symbol of what the future may bring to the whole park. It has been written of the centaur, "The night which is closing in takes possession of his neck, his limbs; he is twisted and tortured . . . ; his forthcoming death benumbs him little by little. . . . He is superb in pride and despair."

Photograph by Julie Cannon

| | | |
|---|--------------------------------------|----|
| LESSONS FROM THE SAN FRANCISCO BAY CAMPAIGN | <i>Dwight C. Steele</i> | 2 |
| NEWS NOTES | | 3 |
| A QUESTION OF VALUE | <i>Alan Carlin</i> | 4 |
| THE CORPS OUT-ENGINEERED | <i>Bruce Hannon and Julie Cannon</i> | 8 |
| BOOK REVIEWS | | 15 |
| WASHINGTON REPORT | | 16 |

THE SIERRA CLUB,* founded in 1892, has devoted itself to the study and protection of national scenic resources, particularly those of mountain regions. Participation is invited in the program to enjoy and preserve wilderness, wildlife, forests, and streams.

DIRECTORS

| | | |
|-----------------|--|-----------------------|
| Phillip Berry | | <i>President</i> |
| Edgar Wayburn | | <i>Vice President</i> |
| Raymond Sherwin | | <i>Secretary</i> |
| Richard Sill | | <i>Fourth Officer</i> |
| August Frugé | | <i>Fifth Officer</i> |
| Charles Huestis | | <i>Treasurer</i> |

| | | |
|---------------------|-----------------|----------------|
| Ansel Adams | Richard Leonard | Maynard Munger |
| Paul Brooks | Luna Leopold | Eliot Porter |
| Patrick Goldsworthy | Martin Litton | William Sirt |
| | Larry Moss | |

Aubrey Wendling *Chairman, Sierra Club Council*

| | |
|-------------------|------------------------------|
| Michael McCloskey | <i>Conservation Director</i> |
| Julie Cannon | <i>News Editor</i> |
| Elizabeth Rogers | <i>Editorial Assistant</i> |

Published monthly by the Sierra Club, 1050 Mills Tower San Francisco, California 94104. Annual dues are \$12 (first year \$17), of which \$3 is for subscription to the *Bulletin*. (Non-members: one year \$5; three years \$12.00; single monthly copies, 50c; single *Annals*, \$2.75.) Second-class postage paid at San Francisco, California. Copyright 1969 by the Sierra Club. All communications and contributions should be addressed to Sierra Club, 1050 Mills Tower, San Francisco 94104. * Reg. U.S. Pat. Off.

NEWS NOTES

House committee to take action on Timber Supply

The timber industry's year long push to get the National Timber Supply Act passed will come to a head September 12 when the House Forests Subcommittee meets to consider the bill. If the bill is not stopped in committee, it will go to the floor, and, if passed by Congress, will destroy any practical chance of protecting most undesignated scenic or wilderness lands on the national forests containing commercial-size trees. In the May Bulletin Brock Evans, the club's Northwest Representative, reported that the purpose of the National Timber Supply Act was "not only to call a halt to any further protection of wilderness and scenic lands in the nation, but also to force a 'review' of existing parks and wilderness areas, with an eye toward logging them in the future." Since Mr. Evans' article was published, the legislation has been revised. However, the club is opposed to the National Timber Supply Act in its revised as well as original form. The club appeals to all conservationists to urge their congressmen to vote against this legislation. Those interested should also express their views to subcommittee members: John L. McMillan, chairman; Maston O'Neal, D-Ga.; Thomas Foley, D-Wash.; Edward Jones, D-Tenn.; Charles M. Teague, R-Calif.; Mrs. Catherine May, R-Wash.; and Martin McKneally, R-N.Y.

Club wins more than injunction in N.Y. court

This summer the Sierra Club achieved one of its most significant court victories, a decision by the Federal District Court in New York permanently enjoining the New York State Department of Transportation, the Army Corps of Engineers, and the Secretary of the Army from constructing the proposed Hudson River Expressway, unless they can get approval from Congress and the Federal Department of Transportation. The decision, earned by David Sive and Alfred Forsyth, attorneys for the club, holds that the expressway would involve dikes in the Hudson River which require the consent of Congress and causeways which also require the consent of Congress, as well as approval by the Federal Department of Transportation. The expressway project had called for the expenditure of \$150 million to \$200 million to build a six-lane road for about a 10-mile distance along and in the Hudson River. This project may well be the largest public works project ever enjoined by a court acting at the instance of conservation groups or others with no economic interest in the issue. The Court rejected any "piecemeal approach" by the Federal Department

of Transportation which "would frustrate one of the main purposes of the Department of Transportation Act, i.e., the conservation of the country's natural resources." The Court also reaffirmed the right of the club and other conservation organizations to contest any project affecting such resources. Because of this victory, the way is now clear for court review of any legally questionable transportation project which requires federal action or financing.

D.O.T. finances Miami jetport runway lights

Despite the controversy over the Everglades jetport site and the opinion of the Department of Interior and many conservation groups that the Department of Transportation acted illegally in making a construction grant to the Dade County Port Authority, during the first week in August D.O.T. announced a grant of an additional \$163,202 for lighting the first runway. This dashed the hopes of conservationists who had met in April with James D. Braman, Assistant Secretary, Urban Systems and the Environment. At that time Braman agreed to recommend to Secretary of Transportation John A. Volpe that D.O.T. withhold further funding until the compatibility of the jetport and Everglades National Park had been established, or at least until the results of certain studies had been released.

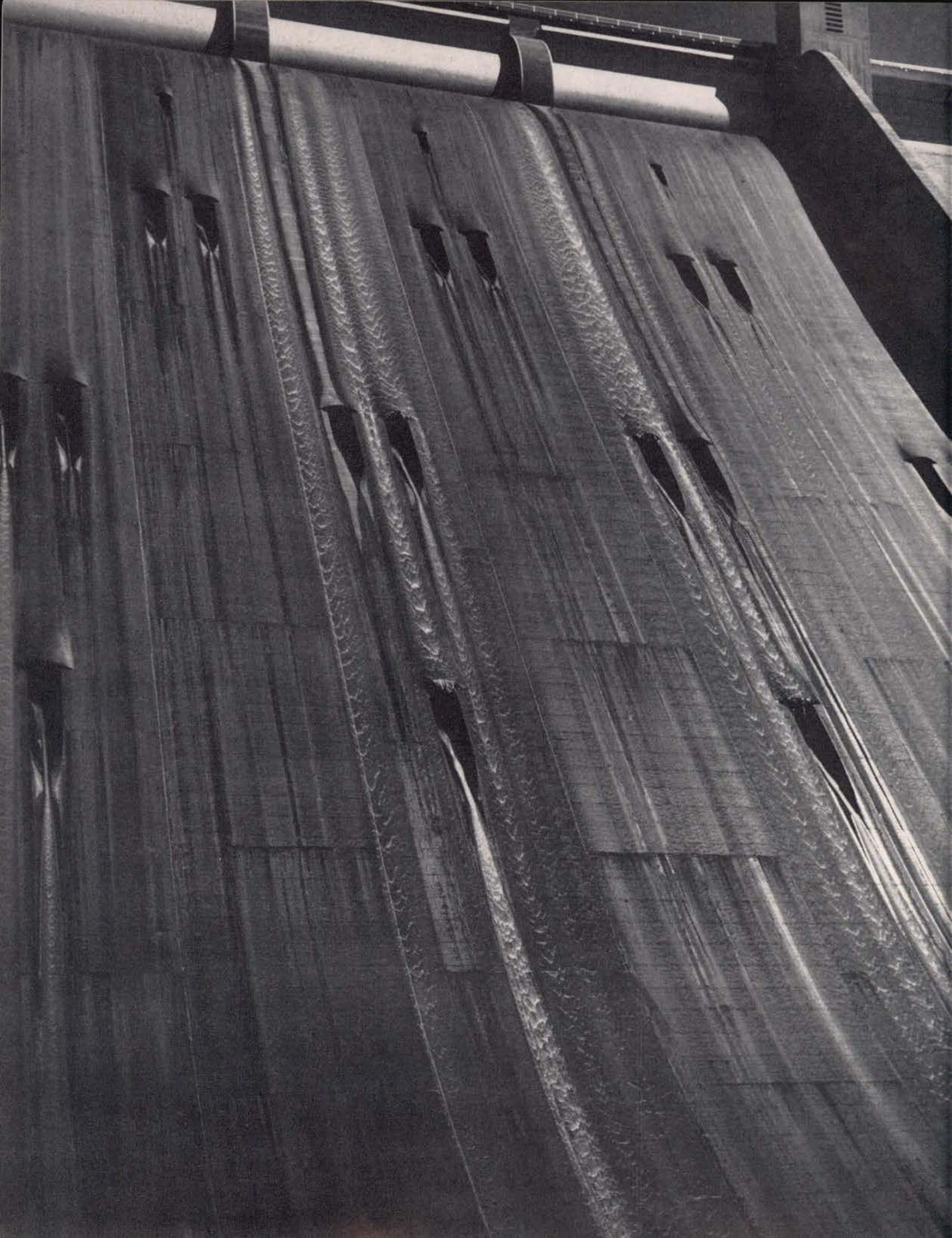
Tex. Water Plan—conservationists win close victory

The \$13.5 Texas Water Plan which would entail the overhaul of the whole geography, topography, and ecology of a vast portion of Texas met an early defeat as Texas voters turned down a \$3.5 billion bond issue to begin the water development program. The water plan, probably the most ambitious ever proposed by a state, would have diverted water from the Mississippi River and eventually, the planners thought, from Canadian rivers. The project called for two principal canal systems and 67 major reservoirs. The plan and the Lone Star Chapter's grounds for opposing it are summarized on page 3 of the July Bulletin. In defeating the referendum, conservationists fought an uphill battle against the governor's tax-exempt committee of 500 and its public relations consultants. The defeat was narrow, with only a 6000 vote margin. The Sierra Club's half page ads placed in newspapers in San Antonio, Dallas, and Houston may well have provided the margin of victory.

Alaska land freeze waived for road building

Secretary of the Interior Hickel, with the concurrence of both the Senate and House Interior committees, has jumped the gun on the interdepartmental task force appointed by President Nixon to study the trans-Alaska pipeline and highway. After brief hearings, the Interior committees approved a request from the Secretary that the Alaska land freeze order be waived to permit the State of Alaska to construct 60 miles of highway from Livenood to the Yukon River. This 60 mile right-of-way parallels

(Continued on page 13)



A Question of Value

By Alan Carlin

AN OBSCURE REPORT¹ released June 13 by the Federal Water Resources Council threatens conservationists and taxpayers alike with plans for unwanted dams on many of the remaining free-flowing rivers in the country. The Task Force report advocates more lax evaluation procedures for Federal water projects. If approved, these new procedures will allow even more economically unjustified projects than present methods allow. The obscurity and technical nature of the report may permit these recommendations to go into effect unnoticed by anyone except water resource specialists.

The report recommends that procedures used to evaluate proposed Federal water projects be altered by including certain "secondary benefits" (which economists regard as largely imaginary) and other changes. The effect would be one of increasing the "benefit-cost ratio," traditionally (but incorrectly from a theoretical point of view) used to evaluate Federal projects. Such changes would represent a move in exactly the opposite direction from that advocated by nearly every resource economist, not associated with public works interests, who has examined the subject. They have long held that the present evaluation procedures are too loose, which results in favorable reports being made on many projects that are actually economically unjustified. Perhaps the best known recent example of this is the case of the proposed Grand Canyon dams, where studies by Dr. William E. Hoehn, Jr. and the author, using the procedures advocated by resource economists, developed unfavorable benefit-cost ratios of 0.61 and 0.76 to 1 for Bridge and Marble Canyon dams respectively,

compared to the favorable 2.0 and 1.7 to 1 ratios presented by the Bureau of Reclamation.

One obvious reason for the rather large discrepancy between these two studies is that the public works agencies write evaluation procedures themselves, as well as carry out the project evaluations. For all practical purposes, this regrettable practice was written into law a few years ago by the 89th Congress as part of the Water Resources Planning Act.

The obscure nature of reports such as the one made in June, combined with the mutual self-interest of the water-related public works construction agencies and congressmen, have made necessary many of the club's major battles. Some of the most environmentally and scenically outrageous projects have been produced by construction agencies anxious for business, and congressmen eager to obtain Federal projects for their districts. Such projects are costing taxpayers billions of dollars. Only a major public protest is likely to put an end to this situation.

WAYS AND MEANS OF CONTROL

The Water Resources Council is composed of the Secretaries of Interior (Chairman), Agriculture, Army, Transportation, and Health, Education, and Welfare, and the

¹ *Procedures for Evaluation of Water and Related Land Resource Projects*, June 1969. Available from the Water Resources Council, 1025 Vermont Ave., N.W., Washington, D.C. 20005.



Photographs by Julie Cannon

Chairman of the Federal Power Commission. Three of these departments have major water-related public works agencies: the Bureau of Reclamation (Interior), the Army Corps of Engineers, and the Soil Conservation Service (Agriculture). In 1968 the Council established a Special Task Force to review the present evaluation procedures. It was composed of staff members from the Departments of the Interior, Army, and Agriculture, and the Water Resources Council. Their report recommends that these procedures (embodied in Senate Document 97) be changed.

The present move to "liberalize" evaluation procedures appears to be in response to a change in the formula used to compute the interest rate for project evaluation purposes, made by the Council in late 1968, which apparently acted under pressure from the Budget Bureau. The change in the formula had the effect of increasing the interest rate used in cost computations from the absurdly low figure of $3\frac{1}{4}$ per cent to $4\frac{5}{8}$ per cent (now $4\frac{7}{8}$), thus making projects more difficult to justify economically.

HASTY REVIEW

One of the interesting aspects of the story behind this 119-page report is the unusually brief time (reportedly only a few days) allowed for its external review in late April. Of the six economists contacted by telephone, only three could supply written reviews within the time allotted. A Council document reports that "there was not time to make extensive revisions based on the consultants' comments," even though the report was not released until June 13. Although the report acknowledges criticisms and suggestions received from four of the economists, the Council is not willing to make the full reviews available "because the comments of the economists were submitted to the Council on short notice and were not in a form to be released generally to the public." The one review that the author has been able to obtain directly from the reviewer, Dr. Charles L. Schultze of The Brookings Institution (a former Director of the Bureau of the Budget under the Johnson Administration), was critical of a number of the liberalizing features of the new proposed procedures, particularly the report's treatment of secondary benefits.

STRONG INTERIOR BACKING

Although the Water Resources Council has not yet taken a formal stand on the proposed changes in Senate Document 97, strong support within the Nixon Administration for liberalized evaluation procedures, such as those proposed by the Task Force report, is already evident. On June 11 the new Assistant Secretary of the Interior for Water and Power Development, James R. Smith, an alternate member of the Council, announced in a speech before the Missouri Basin Inter-Agency Committee meeting at Billings, Montana that, "It is the intent of the Department of the Interior through the Water Resources Council to get quickly on with the job of developing methods that are more equitable for determining the worth of water and related land resource development. . . . I can assure you the Council has been hard at work

to devise a broader, more inclusive, and a more realistic approach to determine the economic feasibility of a project. A special task force has prepared a report which discusses and recommends broadened criteria for evaluating a project's worth."

CLUB SUPPORTS REFORMS

At a public hearing on proposed changes, held January 13 in Washington, D.C., the club supported the following major reforms:

- (1) Revision of Senate Document 97 so that project evaluation better reflects economic principles, including four specific reforms, such as elimination of most secondary benefits from the benefit-cost ratio,
- (2) Removal of project evaluation functions from bureaus or organizations responsible for building water resource projects in favor of an independent agency with no vested interest in the outcome of the evaluation, and
- (3) Revision of Document 97 so that each project evaluation contains a careful analysis of the non-quantifiable benefits and costs of projects as well as the quantifiable ones.

Of these reforms, only (3) has received some recognition in the Special Task Force report. Although this might result in somewhat greater formal recognition of some of the more damaging aspects of such projects from the point of view of conservationists, it will not alter the all-important benefit-cost ratio, on the basis of which most projects are now justified. Only (1) and (2) are likely to do that, and the proposed changes would move in exactly the opposite direction from that proposed in (1).

Nine regional public hearings on the proposed changes in procedure are now underway, starting in Atlanta August 4 and ending in Washington, D.C., September 10. Statements will be accepted for record until September 19. A schedule approved earlier this year calls for formal consideration of a revised draft by the Council and publication of the new procedures in the *Federal Register* before the end of the year.

NEW STUDY ONLY HOPE

Because of the complexity of the issues involved, the only realistic way to obtain a net improvement in the basic evaluation procedures is to call on the Water Resources Council to reject the Task Force report, and to request a new study by a group including a majority of independent resource economists knowledgeable in the field. In the long run, it seems clear that few fundamental reforms will occur in this field until the public demands that *both* the evaluation procedures and the actual evaluations be prepared by independent agencies that are in no way associated with the public works construction agencies.

Dr. Carlin, treasurer of the Angeles Chapter, is an economist with the Rand Corporation. He advises the club on many economic matters and has recently been appointed to the Conservation Research Committee.



THE CORPS OUT-ENGINEERED

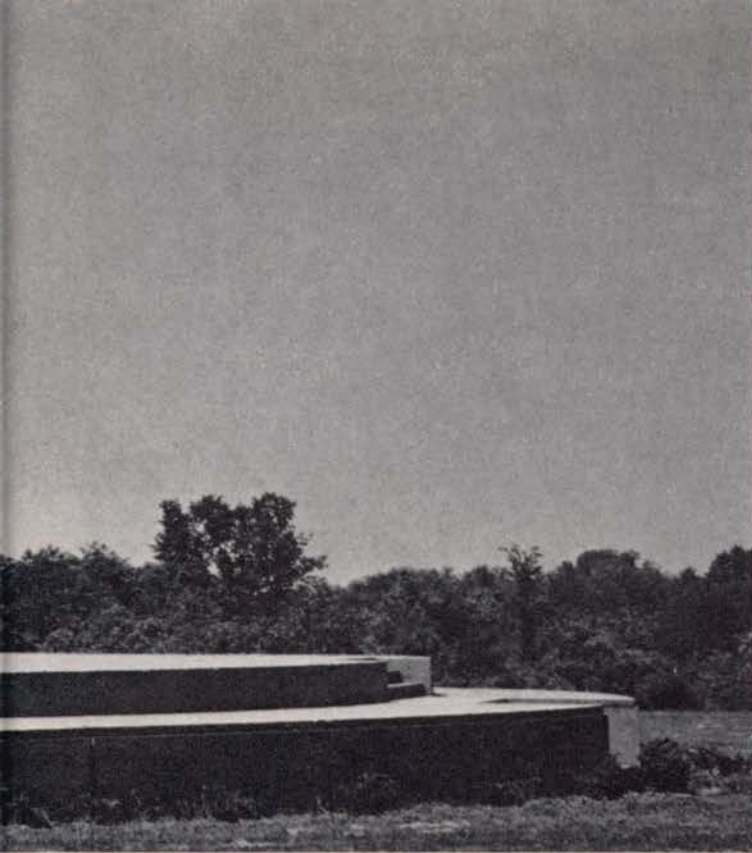
by Bruce Hannon and Julie Cannon

In the past two years the Midwest District of the Army Corps of Engineers shipped out a general and two colonels to points in Okinawa, Korea, and Vietnam. The top civilian was “promoted” to another area. Why? Many think the answer lies with a small band of midwestern conservationists who hounded the Corps through its complex technopolitical procedural maze and achieved an alternative to the midwestern district’s favorite project, the revised Oakley Dam.

This confrontation was in the making years ago when settlers in Central Illinois first began plowing the nation’s richest soil. In pre-pioneer days wide belts of trees flourished along Illinois rivers. As the years passed, the grain fields were pushed to the very edge of the river banks—except in a 1500-acre area along the Sangamon River. Here the primeval forest endured and a long forgotten ecology continued undisturbed.

The area is intact today through the farsightedness of a nineteenth century Horatio Algers and his philanthropist son. The father, Samuel Allerton, built a fortune in the livestock market, and, as his fortune grew, he invested in land. By 1900 he owned 40,000 acres, including the 19,000 acres of land in Piatt County, Illinois, that he willed to his son, Robert.

Robert Allerton, in addition to administering the family properties, developed a deep interest in the fine arts. It was Robert who took the 1500 acres of black-soiled woodlands in the Sangamon Valley and fashioned one of the most beautiful estates in the Middle West. In the words of a University of Illinois publication: “Here, through the ministry of architecture, sculpture, and landscape design, he illustrated how art and nature may be blended for the delight and edification of man.”



In developing the estate, Robert built a 20-room Georgian mansion, created a series of informal and formal gardens, and sowed the property with both originals and copies of some of the world's finest sculpture. In all his plans he considered the native Illinois landscape. His gardens, though some are based on foreign inspiration, feature native floral materials. And most of the 1500 acres, including the bottom lands that fringe the rambling Sangamon River, are covered by a forest that has been evolving undisturbed for 20,000 years.

In 1946 Robert Allerton donated the 1500-acre tract, including the mansion, to the University of Illinois to be used "as an educational and research center, as a forest and wildlife and plantlife reserve, as an example of landscape architecture, and as a public park." Along with the park, Allerton gave nearly 4000 acres of his farmland to provide a permanent income to care for the park.

THE CORPS FINDS A DAMSITE

As with a number of America's natural resources, this gift to the generations to come may not survive the present generation. The Army Corps of Engineers has proposed an Oakley Dam and Reservoir project that would flood more than

The blend of landscape architecture, art, and nature that is Allerton Park was produced in a time when land for such a development was attainable and in a time when this sort of investment could be made. The wonder of walking along a forest path and coming upon Antoine Bourdelle's "The Death of the Last Centaur," shown on the cover, or Carl Milles' "Sun Singer," shown above, belongs to a different age. Yet it is preserved for future generations at Allerton.



Photographs by Larry and Julie Cannon

1000 acres of Allerton Park. In 1961 the Corps suggested a 49-foot high dam 12 miles downstream from Allerton Park on the Sangamon River. Its main reservoir ("conservation" pool) would be 621 feet above sea level and during flood periods would reach 645 feet above sea level. The conservation pool would not inundate Allerton, but the flood pool periodically would cover about 700 acres of the park. The purposes of this dam were water supply for the nearby city of Decatur, flood control, and recreation. In 1962 Congress authorized the project.

During 1965 and 1966 the Corps instituted several changes. The dam was hiked to 60 feet—keep in mind that here on the Illinois prairie every foot added to the height of the dam means another mile of inundated land behind the dam. The conservation pool level was increased to 636 feet and the flood level to 654 feet.

The Corps sought to raise the dam to cover several mistakes made in the 1961 project proposal: siltation was greater than what they had figured and the maximum flood on record was not the one whose statistics they had used initially. By adding a fourth purpose, low flow augmentation (sewage dilution) for Decatur, these mistakes were covered up and the volume of water was increased enough to take care of the errors as well as the low flow.

The increased volume of water would also take care of Allerton Park. Instead of a dam that would trespass on Allerton during flood conditions, the revised project provided a dam that would permanently inundate over 40 per cent of the park.

In addition to the dam and reservoir, the Corps planned 100 miles of downstream channelization on the Sangamon

River. The \$18 million channel improvement would require that 2800 acres be cleared for flood releases from the Oakley project. Thus, a 100 foot wide spoil bank would dominate the cleared area for the entire 100 miles.

Then, in March of 1969, the Corps reported, that to meet Illinois' new water quality standards, the project had to be enlarged again. The conservation pool was set at an elevation of 641 feet, 20 feet higher than what was authorized by Congress, and the flood pool at 656 feet, 11 feet higher than originally planned. Allerton Park would be gradually split in two as the waters of the Sangamon spilled over the lowlands. Finally, when the reservoir filled, flooding 650 acres of the park, only the higher fragments of the park on either side of the former river would be above water.

CONSERVATIONISTS MOBILIZE

In 1967, when the public learned that the revised Oakley project would require bulldozing about 650 acres of Allerton for the conservation pool and the periodic flooding of another 300 acres, the Committee on Allerton Park was formed. A technically diverse group of conservationists—economists, lawyers, engineers, biologists, botanists, zoologists, and artists, they decided to try a new approach in dealing with the Corps. Instead of harping at the Corps for its well known insensitivity to ecological and aesthetic values, the Committee on Allerton met the Corps head-on at a professional level. They out-thought and out-engineered the Corps, proving that an alternate, cheaper, and more aesthetic means existed to solve the same problems that the revised Oakley dam was proposed to solve.

The rambling Sangamon and its wild bottom lands are the core of this park on the midwestern prairie.





The intensive use of the Central Illinois plain for farming has stripped the land of shelter for wildlife. Allerton Park provides a haven for animals and birds and is the only such refuge in the area. Of the 42 different species of birds that nest in the park,



some species are completely unknown to most Illinois residents, and, of the more than 1000 species of flowering plants throughout the park, there are several not commonly thought to even exist in the midwest.

The Committee on Allerton Park criticized the Corps on the following grounds:

(1) The Corps was incredibly narrow in its exploration of alternatives. The Committee presented a petition with 20,000 signatures (followed by one bearing 80,000) to Illinois Senators Dirksen and Percy and 22nd District Congressman Springer in December of 1967. The Illinois legislators responded by asking the Corps to restudy the project. In March 1969 the Corps released 12 alternatives to Oakley, including proposals for an alternate water supply and advanced waste treatment for Decatur.

While the Corps was doing its restudy, the Committee continued its investigations. The Committee found that the law states that storage and water releases are not to serve as a substitute for advance treatment or other means of controlling wastes at their sources. Yet the Corps had designated over 16 billion gallons (69 per cent of the initial lake volume) in the Oakley reservoir for low-flow augmentation. In fact, prior to its restudy the Corps had not considered a much cheaper advanced sewage treatment plant as an alternative to dilution storage at Oakley.

Another alternative the Corps neglected until it made its restudy was using the underground Teays Aquifer as an alternate water supply for Decatur. In 1954 Decatur installed two wells in this underground river. The wells have a capacity of five million gallons per day, one-fourth of the city's total current need, but they have never been used. This underground water is free of nitrate pollution an increasingly dangerous pollutant common to surface water supplies.

The conservationists also found the Corps' plan for downstream channelization illogical. The Corps had calculated the costs of channelizing the 100 mile section of river at \$18 million. The Committee for Allerton found that the entire 67,000 acres of bottom land along the same river section—much of which never floods—could be purchased at about the same cost.

(2) The Corps overstated project benefits and frequently understated project costs. The Committee on Allerton set its economists, engineers, and lawyers to work on each of the benefits claimed by the Corps for the Oakley project. The Committee's engineers reported that the Corps' claim of flood damage on the lower Sangamon was exaggerated by about 5 to 1, that crop losses occur about one year in 20, and that much of the flooded farmland is now in the federal idle-acres program. Flood damages on the Illinois River, relievable by a project at Oakley, were found to be exaggerated by about 2 to 1.

Recreation accounted for more than 30 per cent of the supposed benefits, so the Committee on Allerton pulled together statistics on recreation in the vicinity of the Oakley project. Within 65 miles of the proposed reservoir there is a population of 1,051,343. In the same area there are 26,838 surface acres of public lakes and only 3,505 acres of public woodlands. Allerton Park, the only large tract, represents one-third of this woodland acreage. However, the Corps of Engineers ignored the aesthetic and scientific values that would be lost, using instead the standard commercial price of bottom lands.

Almost half of the recreation benefit was to come from swimming in the reservoir. Lake Decatur, also a Sangamon River reservoir, was intended for swimming too. However, Lake Decatur has been closed for several years because of silt and algae-ridden and often polluted water. Oakley, with its low-flow augmentation feature, would be particularly unattractive to swimmers because during the dry summer months the average drawdown would leave an extensive foul-odored mudflat throughout the Allerton Park bottomlands.

The Committee on Allerton discovered that the Corps' revised and expanded reservoir project would provide no additional water for Decatur. The original 621-foot conservation pool included 11,000-acre-feet of water for Decatur and the 636-foot conservation pool allotted Decatur the same number of acre-feet.

The Committee on Allerton also found that the Corps had overstated the benefits from low-flow augmentation. When the Corps decided to include dilution augmentation as a purpose in the multi-purpose reservoir, they found it difficult to determine a benefit figure. Thus, they turned to the least-cost alternative concept. They calculated the cost of a single-purpose dam to hold the necessary dilution water and then claimed the cost of this fictitious dam as the benefit for dilution.

Thus the Corps calculated a \$24 million low-flow benefit figure—the cost of a single-purpose dam, and they determined that the cost of dilution as a part of a multi-purpose dam is about \$10 million. In this way the Corps claimed a benefit-cost ration for dilution storage of 2.4 to 1. The Allerton Committee engineers calculated the cost of advanced sewage treatment, which would negate the sewage dilution feature of the dam, at about \$5 million. The Committee claims that sewage dilution is the real least cost alternative, and that the actual benefit-cost ratio is about .5 to 1. However, the Corps does not customarily accept non-dam alternatives, because dam building is their business.

(3) The dam is not economically justified at more realistic interest rates. Congress recently set a new interest rate for computing costs on federally funded projects. Projects authorized before January 1, 1969, use the old $3\frac{1}{4}$ rate; those authorized after that date use the new $4\frac{5}{8}$ per cent interest rate, which is being raised. Despite the intensive 1969 project revisions, the Corps claims that the old 1962 authorization is still in effect. In this way the Corps is able to use the outdated rate, and they figure the revised project has a benefit-cost ratio of 1.3, or an average benefit of \$13 for each \$10 of estimated costs. However, if the new rate is used, the project has a benefit-cost ratio of about 1.1. And if the actual rate on government borrowing, which approaches $5\frac{3}{4}$ per cent, is used, the project goes in the red.

(4) The Corps outstripped its initial authorization. The Corps moved ahead—without additional authorization or public hearings—on the revised Oakley project. (These revisions required the purchase of 24,000 acres of land instead of the original 6,200 acres and an expenditure of \$75 million instead of the original \$29 million.) The Committee on Allerton

repeatedly sought hearings on the revised project. But the Corps did not regard these changes as major, explaining that, "such advanced engineering and design almost always involves some refinements of the project."

The Committee on Allerton threatened the Corps with legal action if it would not make public the Army's regulations on public hearings. The Committee's lawyer contended these regulations are information in the public domain. After a year of requests for hearings, the regulations on how to apply for a hearing were finally released. A local governing body had to make the official request (one county and one city council then made such a request), and within three months hearings were held on 14 technical alternatives to the original project.

THE CORPS RETREATS

For two years the Committee on Allerton has continued to check the Corps' data. The Committee's engineers, lawyers, and economists have scored against their Corps counterparts repeatedly. The Corps replaced three of its top people in an effort to meet this unusual challenge. But after two years of being severely drubbed on all its plans, the Corps turned the problem over to the State of Illinois. The state waterways engineers proposed a Waterway Alternative that was agreed to in May 1969 by the City of Decatur, the Board of Trustees of the University of Illinois, and the State of Illinois.

Key conservation victories in the Waterways Alternative are:

(1) Allerton Park is protected from permanent flooding by a return to the originally proposed 621-foot conservation pool and by the development of a major storage capability on a nearby tributary of the Sangamon. During periods of flood, the discharge rate from the reservoir is to be adjusted to attain, as nearly as possible, the natural seasonal flooding conditions in the park.

(2) Decatur is denied the use of the Sangamon River for sewage dilution, which means the city must turn to advanced sewage treatment.

(3) A 22,500-acre recreational greenbelt is to be developed along the lower Sangamon River in lieu of the much more expensive and severely destructive proposed channel improvement.

The Waterways Alternative represents a defeat for the Corps, a defeat on technical grounds. To insure its gains the Committee on Allerton Park is urging that appropriations for Oakley in the nation's 1970 budget be made with the stipulation that capital expenditures be frozen until the Corps demonstrates the feasibility of and accepts the Waterways Alternative. The Committee considers the dam a compromise, and they have said, "If any larger or more destructive project is proposed, we shall be required to increase the already nation-wide opposition to the total project." A general and two colonels now in Asia know they can do it.

Mr. Hannon, instructor in engineering at the University of Illinois, is a director of the Committee on Allerton Park and a former officer in the Army Corps of Engineers. Mrs. Cannon is news editor of the Bulletin.

(Continued from page 3)

a portion of the 800 mile right-of-way sought by the Trans-Alaska Pipeline System for its pipeline from Prudhoe Bay to Valdez. Though both committees granted the waiver with the understanding that it in no way indicated approval of the proposed pipeline and highway, their action has the effect of fixing part of the pipeline route prior to the completion of studies.

Mineral King — club wins first round

The Sierra Club has already won two major victories in its suit to protect Mineral King in California's Sierra Nevada from being illegally developed. Federal Court in San Francisco has granted a temporary injunction enjoining the Department of Agriculture from granting a construction permit to Disney Enterprises. The injunction also forbids the Department of Interior to allow the State of California to build a road through portions of Sequoia National Park to reach the proposed ski resort. The judge found the legal questions raised in the club's suit substantial enough to warrant a trial on whether the project should be allowed to go forward. The injunction will be in effect until the case is settled. The government had asked that the club be required to post a \$75,000 bond to cover damages in case the suit goes against the club. Again the judge ruled in favor of the club, rejecting the request and waiving any and all bonds. (For a description of the \$35 million mass-use resort planned for Mineral King by Disney Enterprises and a summary of the club's case against this development, see the June Bulletin, page 6.)

Endangered species bill passes House

The endangered species bill, which seeks to protect rare and endangered species in the United States as well as contribute to the protection of endangered species in other countries, was passed by the House (H.R. 11363) and sent to the Senate. The bill would make interstate shipment of reptiles, amphibians, and other wildlife taken contrary to state law illegal. It would also make the importation of rare and endangered wildlife from their native lands illegal. The Senate Commerce Committee had held hearings on similar legislation, and Warren G. Magnuson, chairman of the committee, had hoped to secure final passage of the bill in the Senate before the August recess. However, the bill has not yet come before the Senate, but, presumably, will have a high priority when Congress reconvenes.

Calif. Senate votes to outlaw today's cars

In an unexpected and unprecedented move, the California State Senate voted 26 to 5 to prohibit the sale of new internal combustion automobiles after January 1, 1975. The bill was later killed in the Assembly. The partial success of this legislation should serve as a warning to the nation's automobile manufacturers. If they don't voluntarily come to grips with their product's contribution to air pollution, society will make it mandatory that

they do. The five major contaminants in the atmosphere are carbon monoxide, oxides of sulphur, oxides of nitrogen, hydrocarbons, and particulate matter. According to an interview in the *Sacramento Bee* with Professor Kinsell L. Coulson, University of California at Davis, "Automobiles contribute at least 90 per cent of the carbon monoxide, 50 per cent of the nitrogen oxides, between 60 and 70 per cent of the hydrocarbons, and about 50 per cent of the particulate matter."

Interior and Agriculture plan 27 river studies

The Secretary of the Interior and the Secretary of Agriculture announced an agreement for making studies of 27 rivers over the next four years as required by the Wild and Scenic Rivers Act passed by Congress last year. Under the agreement the Bureau of Outdoor Recreation will coordinate the Department of Interior's studies and the Forest Service will coordinate the Department of Agriculture's studies. The rivers to be considered for inclusion in the National Wild and Scenic Rivers System by Interior are: *Allegheny*, Pa.; *Bruneau*, Idaho; *Buffalo*, Tenn.; *Clarion*, Pa.; *Delaware*, Pa. and N.Y.; *Gasconade*, Ind.; *Missouri*, Mont.; *Obed*, Tenn.; *Penobscot*, Maine; *Pine Creek*, Pa.; *Rio Grande*, Tex.; *St. Croix*, Minn. and Wis.; *Suwannee*, Ga. and Fla.; *Upper Iowa*, Iowa; and the *Youghiogheny*, Md. and Pa. Those to be studied by Agriculture are: *Chattooga*, Ga., N.C., and S.C.; *Flathead*, Mont.; *Illinois*, Ore.; *Moyie*, Idaho; *Pere Marquette*, Mich.; *Priest*, Idaho; *St. Joe*, Idaho; *Salmon*, Idaho; and the *Skagit*, Wash. The original act designated portions of eight rivers as the first components of the National Wild and Scenic Rivers System. These included the *Clearwater River*, *Middle Fork*, Idaho; *Eleven Point*, Mo.; *Feather*, Calif.; *Rio Grande*, N.M.; *Rogue*, Ore.; *Saint Croix*, Minn. and Wis.; *Salmon*, *Middle Fork*, Idaho; and the *Wolf*, Wis. The Act gave the administering agencies one year in which to prepare a management plan, determine easements needed, and classify each river as wild, scenic, or recreational. The year is now drawing to a close, and those interested in the management and classification plans for these rivers should be watching the developments.

Ban DDT movement at standstill

Moves to ban DDT and other pesticides are at a temporary standstill on the national level. Bills on the subject are tied up in the agricultural committees of both Houses. Recently Senator Gaylord Nelson, D-Wis., offered an amendment to the Water Quality Improvement Act of 1969 (S.7), directing the Department of the Interior and the states to develop maximum pesticide tolerances in all American waters. Such a system of pesticide standards, similar to the system currently attempting to control municipal waste and other effluents, could provide considerable protection against the danger of pesticides, if properly administered. Despite the lag in action on the national level, some states and local communities have taken effective

steps to ban or mitigate the use of pesticides. Readers are urged to keep the club informed of such activities in their local area.

Ventana and Florissant — no policy clue

Prior to its mid-August recess, Congress passed two measures that, when signed by the President, will become the first new park unit and the first new wilderness area to be enacted into law under the Nixon Administration. S. 912 authorizes land acquisition and development funds for a 6,000-acre Florissant Fossil Beds National Monument in Colorado, and S. 714 designates 98,000 acres in California's Los Padres National Forest as the Ventana Wilderness. Unfortunately, neither measure reveals the administration's policy on new parks or wilderness. The Florissant bill cleared both houses of Congress without specific approval by the Bureau of the Budget, and the Ventana proposal was sent to Congress by the Johnson Administration. For a further look at the new administration's role in shaping conservation policy see the Washington Report, page 16.

Overpopulation, a question of quality in U.S.

"The real population questions confronting the American family have to do not so much with wheat or iron or oil, but with land and water and air and wildlife," Rep. Henry S. Reuss, chairman of the Subcommittee on Conservation and Natural Resources said as he announced hearings in September to explore the consequences of population growth on America's environment. The committee hopes to investigate a number of questions raised by the population problem: Will there be enough land left over from our cities and airports and highways for open space, parks, recreation lands, and wildlife habitat? What happens to the air we breathe as we pave a million acres every year and thus wipe out oxygen-producing plants that grow there? Even with new technology, can we clean up our lakes and streams if population keeps increasing? Can air pollution measures keep pace with the poisonous wastes created by more people and more automobiles? Where will we put the solid wastes—the aluminum cans, the plastic containers, the junked automobiles, the garbage—of an ever more affluent society? "In short, the population problem may turn out to be one not only for the hungry poor of the developing countries and for our own welfare cases, but for today's affluent America," Reuss said.

A fresh approach to conservation

Calling out a message of conservation and clean waters, the *H.R.S. Clearwater* is sailing the Hudson River this summer. Captained by Allan Aunapu and run by a volunteer crew, the sloop will tie up in 11 different river towns and villages for community-sponsored events including concerts and exhibits on conservation. The sloop is the realization of a dream of numerous New York Hudson Valley residents, including club member Pete Seeger. The *Clearwater* is a full-size replica of cargo-carry-

ing sloops that sailed in great numbers on the Hudson during the 19th century. Built in South Bristol, Maine, she has an overall length of 96 feet, a beam of 24½ feet, a 106-foot mast, and 4,305 feet of sail divided between mainsail, topsail and jib. Many club members have taken an active part in creating this new approach to conservation.

Reports needed on mountain peak registers

Over one hundred official Sierra Club mountain peak registers have been placed in the Sierra Nevada over the past few years. The Mountaineering Committee explains their purpose—to record first or unusual ascents, to provide data on natural history, to aid in search and rescue operations, to provide statistical information for the National Park Service and the U.S. Forest Service, and to allow climbers to record their names and comments. Reports from individuals visiting summits are the only practical means of checking the condition of register books and containers. Hikers are urged to report the condition of any register they find by sending a card to Mountain Records, % Sierra Club, 1050 Mills Tower, San Francisco, CA 94104.

Procedures on gift memberships in the club

In past years, many persons have given gifts of Sierra Club membership, particularly at Christmas time. A system has now been set up enabling us to send renewal billings to those donors who wish to continue their gifts from year to year. If you have previously given a gift membership and would like to have future bills sent to you, please send us your name and the name and current address of the member for whose renewal you wish to be responsible. If you wish to initiate a gift membership, please send us the following: name and address of applicant (and birthdate, if under 21) together with appropriate fee; an indication as to whether the acknowledgment and membership card should be sent to you or directly to the applicant, noted as a gift from you; and an indication whether renewals are to be sent to you. Signature of the applicant is waived for gifts. If the gift is for a particular occasion, we will do our best to process it before that date; please note, however, that all memberships begin the first of the month following the receipt of the full fee. Please allow two to three weeks for processing.

SUSAN E. MILLER
Membership Manager

Errata: The Bulletin apologizes for two mistakes made in the article, "Everglades Jetport—One Hell of an Uproar," which appeared in the July issue. On Page 6 the name of the special assistant to Governor Claude R. Kirk of Florida is Nathaniel P. Reed. On page 7 the statement, "Figures on pollutant emissions from jet aircraft engines are readily available from the Department of Health, Education, and Welfare or the Society of Automotive Engineers and are highly reliable," should have read "are highly unreliable."

BOOK REVIEWS

ROAD TO RUIN. By A. Q. Mowbray. 240 pages. Philadelphia: J. B. Lippincott Company, 1969. \$5.95.

This is a factual indictment of governmental agencies and private industry in their combined take-over of our transportation services, with a warning to the American public that cannot be repeated often enough. Mr. Mowbray writes a muckraking journalistic account. Names, however august, are not spared. He deals with so-called "public servants" who work particularly with the automobile cartel in this attempt to gain power. He shows how, with the proliferation of automotive traffic, there is a continuing erosion of our national resources, open spaces, towns, and cities, making them uglier, more crowded and polluted, and increasingly dependent on the plots of politicians, lobbyists, and corporate incubi. Automobile interests, railroad interests, air transport interests, and their equally powerful bed-fellows in industry are collectively guilty.

It is not a pretty account that the author gives of us as a trillionaire state with a mania for acquiring ease at the physical and spiritual cost of dis-ease. His conclusions are bitter reading. He blames the public for its misdirection and lack of sane values. He blames the "In Group" that seems bent, for the sake of profit, on bringing our country to the edge of disaster in order to rebuild it and thus create new "wealth." Such a cycle of destruction and reconstruction can lead us at best to cynical acceptance, at worst to the annihilation of land reserves as well as national pride, character, and whatever esthetic traditions we yet hold.

Are we to join the Four Horsemen on their race down our latest billion-dollar highway? Mr. Mowbray obviously believes we will have to unless we respond immediately to a small enlightened minority of our public officials, educators, and citizenry. With their efforts it is still possible to change lanes and travel on the Road to Reason rather than the Road to Ruin.

EDWARD DORO
*Professor of Humanities
Monterey Institute of Foreign Studies*

INTRODUCTION TO ROCK & MOUNTAIN CLIMBING. By Ruth & John Mendenhall. Illustrated. 192 pages. Harrisburg, Pennsylvania: Stackpole Books, 1969. \$5.95.

This book, written by two experienced mountaineers and long-time Sierra Club members, is for the beginner who wants to know what climbing and mountain travel are all

about, and how to go about it safely and enjoyably. All newcomers to the back country of the Sierra would do well to read this volume whether they intend to climb a peak or not, for, as the Mendenhalls point out, just crossing a steep snow field has its hazards because improper technique can lead to injury or death. And, in the Sierra in 1969, large steep snow slopes are common, often covering the usually easy trail.

Proper equipment is discussed and even the latest advanced climbing gear is included. Even though the beginner will not have use for these specialized items, the knowledge will come in handy in the future, especially at the next climbing bull session. Although the contents of the book cover most everything that is usually needed to climb safely and intelligently, no one ever learned to climb by reading a book, and the Mendenhalls point this fact out many times. Information is included on climbing clubs, guide services in the United States, mail order equipment houses, books of mountaineering instruction, and emergencies. One unique section concerns climbing in foreign countries and directions for finding the right roads to the high Mexican volcanos.

The authors know their subject, and experienced mountaineers should agree with most everything in the book. Drawings are included that show basic climbing techniques and equipment. If you have done a little climbing or contemplate some in the future, this is your book. It probably should be read completely twice; once before starting and again after a trip or two. The book is also recommended to parents of budding mountaineers who want to know what the sport is all about, and why such large expenditures of money on equipment are necessary.

RICHARD C. HOUSTON
Sierra Club Mountaineering Committee

PLEASURE FROM INSECTS. By Michael Tweedie. Illustrated by Joyce Bee. 170 pages. New York: Taplinger Publishing Company, 1969. \$5.95. Mr. Tweedie gives the layman a chance to appreciate the delightful world of insects; after reading the first chapter, most readers will be eager to explore the fascinating habits of dragonflies, moths, ants, and many other small creatures. Here is a starter for those interested in pursuing a hobby of insect watching and collecting.

GRAND CANYON PERSPECTIVES. By W. Kenneth Hamblin and Joseph R. Murphy. Illustrated by William L. Chesser. 48 pages. Provo, Utah: Brigham Young University Geology Studies, 1969. \$2.50. Designed to give the North and South Rim traveler some understanding of the geological formations, biological and ecological background of the Grand Canyon, this guide book is unusually exciting. Over a dozen "panoramic views" have been prepared from photographic mosaics to serve as illustrative maps for parts of the Canyon seen from different points of the Rim. Although too big for the knapsacker to include in his pack, the book will be worthwhile reading before descent into the Canyon; for the Rim-goer only, the book will be a helpful companion.

WASHINGTON REPORT

By W. Lloyd Tupling

START OF THE CONGRESSIONAL RECESS in mid-August exposed a meager record of accomplishment in conservation matters, as the 91st Congress headed toward its halfway mark. Indeed, bills for one new wilderness area and one small unit for the National Park System were all that had cleared both houses when members of Congress made their exodus.

Much of the cause for this lack-luster performance rests with the leadership vacuum in the White House in the field of natural resources. During the seven months since his inauguration, President Nixon has not proposed one additional national park, nor has he sent to Congress recommendations for a single new addition to the National Wilderness System. This record, of course, is in keeping with his decision of April 15 to cut back by \$30 million the budget allocation to the Land and Water Conservation Fund; and to keep funding of water pollution abatement at a \$214 million level, despite the existing congressional authorization of \$1 billion.

Any argument that a cutback in the Land and Water Fund would help the current budget situation is not valid. The law requires that on June 30th of each year the Secretary of the Treasury is to see that \$200 million is placed in the Fund, and it can be used for no other purpose. Of course, Congress has the opportunity to appropriate the full amount without the blessing of the White House. However, the House has decided to go along with the President's recommendation of \$124 million. The Senate Interior Appropriations Committee, with Senator Alan Bible of Nevada as Chairman, has not yet marked up its own version. Reduction of the Fund is shortsighted policy that means either—or both—higher land costs for the government or fewer acres placed in park and recreation status. Land prices for park purposes have escalated at

rates of 12 to 20 per cent annually. Moreover, there is a backlog of parkland requirements in excess of \$350 million.

It is rather remarkable that the one new park unit added at this session—Florissant Fossil Beds National Monument in Colorado—cleared both the House and Senate without any indication of White House position on the proposal. In fact, the Executive Office of the President sent a letter to Chairman Wayne Aspinall which said: "The Bureau of the Budget does not plan to submit separate views to the Committee on H.R. 5953, and H.R. 6223, to provide for establishment of the Florissant Fossil Beds National Monument." Florissant is a 6,000-acre unit with land acquisition costs of \$1,165,000. Apparently Congress believed the nation could afford such an outlay to preserve a unique geologic area, whether the White House thought so or not. So it passed.

The single wilderness bill that cleared Congress—for the 98,000-acre Ventana unit in California's Los Padres National Forest—was a holdover that had been proposed by the Johnson Administration last year. The House Public Lands Subcommittee which held hearings on a number of other wilderness bills on July 14 was still waiting a month later to receive reports from the Budget Bureau on the President's position. In the last Congress, President Johnson forwarded some 36 wilderness proposals to Congress, urging their approval. Thus far, President Nixon has made no recommendations, despite the fact that Congress must complete review on more than 100 areas by 1975, under terms of the Wilderness Act.

The failure of the White House to make commitments on these environmental issues has delayed action on many pending proposals, such as an increased authorization for Pt. Reyes National Seashore. The House Parks and Recreation Subcommittee held a hearing on Pt. Reyes, but didn't receive a Budget Bureau recommendation. The Senate passed bills for Apostle Island National Seashore and Sawtooth National Recreation Area in Idaho, despite this lack.

So it may happen when Congress convenes after the recess that the House and Senate will move ahead on resource issues without direction from the White House. However, one man can change all that. His name: President Richard M. Nixon. He lives at 1600 Pennsylvania Avenue, N.W., Washington, D.C. Zip code 20500.