

Sierra Club Bulletin

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February 1973

The Mountains
and the Megalopolis

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The sensitive pastels of the desert are captured by Arthur A. Twomey in this view of Kaibeto Wash in the Navajo Reservation of Arizona. Other examples of Twomey's work will be forthcoming in the Sierra Club calendar for 1974.

Founded in 1892, the Sierra Club works in the United States and other countries to restore the quality of the natural environment and to maintain the integrity of ecosystems. Educating the public to understand and support these objectives is a basic part of the club's program. All are invited to participate in its activities, which include programs to "...study, explore, and enjoy wildlands."

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Breathing Space for Los Angeles

The Mountains and



The Santa Monica Mountains—last unpreserved breathing space for the nation's sprawlingest city—still rise in natural splendor beyond such developments as Sunset Mesa and other subdivisions on the seaward fringes of megalopolis.

the Megalopolis

ON A BALMY spring morning a lizard, in retreat from the sun's increasing heat, slithers beneath a sumac bush. Not far away, a young gray fox pauses to slake his thirst at a small stream, flanked by graceful laurels and willows standing motionless on this breathless, windless day. Then he scurries up a ridge toward a sandstone peak. To the southwest, beyond the shoreline at the mountains' feet, beyond sight or hearing of either lizard or fox but surveyed by a flock of terns, three California gray whales lumber northward. Their destination: the Arctic, their annual migration to the Baja California calving grounds fulfilled once again.

There is much more in these Santa Monica mountains, along this seashore—hidden valleys, steep cliffs, submarine canyons, placid ponds, and shady groves. Companions of the fox: bobcat, coyote, ground squirrel, deer. Waterbirds and shorebirds. And an archaeological treasure: more than 600 Indian sites dating back nearly 7,000 years identified so far, possibly only a tenth of the number still awaiting discovery.

The Santa Monica Mountains, running roughly east-west parallel to the meandering Pacific shoreline, rise abruptly out of the agricultural Oxnard plain in the west; and in the east the range buries its feet beneath the asphalt of freeways and the concrete and glass of highrises almost at the heart of downtown Los Angeles. To the north lies the sprawl of the heavily populated San Fernando Valley, but to the south the range adjoins one of the most outstanding marine areas left between Santa Barbara and San Clemente, containing an extremely rich marine biota, kelp beds, and a spectacular stretch of sand beaches and rocky headlands. Together, mountains and shore contribute to Los Angeles' physical identity, provide a clean airshed for smog-contaminated inland cities, offer recreational alternatives to overused Southern California beaches, and support a surprising variety of plant and animal species.

They are not Alps, these mountains. One would hesitate to equate them with some of California's other natural wonders—Lake Tahoe, for example, or Yosemite, or the giant redwoods. Yet to the ten million residents of the Los Angeles megalopolis, the 46-mile-long, 10-mile-wide, 220,000-acre Santa Monica mountain range and its neighboring shoreline are far more important. For Los Angeles has less public lands and parks than any other American city, including New York. Worse, open space continues to shrink as the population expands. (Although 1970 marked the first time that more residents left Los Angeles County than arrived, adjacent Orange and Ventura ranked as California's fastest-growing counties of the sixties.) The



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Santa Monicas constitute the last surviving unpreserved open space close by the nation's second most populous urban area. So to Los Angeles' millions, this geologically, biologically, and geographically diverse mountain range is a backyard Big Sur, an Everyman's Sierra Nevada—so close that from downtown Los Angeles, the most distant point of the range is only 90 minutes away by automobile.

Ironically, the very attribute that makes this range especially valuable as open space—its proximity to a giant urban area—also makes it attractive to developers. And now, as never before, these mountains and the adjacent seashore are threatened by mindless development. If they are lost, not only will Los Angeles and California be poorer, but the entire nation as well, for this society can no longer afford to squander its resources, especially when the welfare of one of its largest cities is at stake. Los Angeles needs all the open space it can get, and if the Santa Monicas are lost—when the need to preserve them is so clear and the means of doing so near at hand—what hope for other cities and regions to preserve the lands necessary and dear to them? Setting aside open space adjacent to urban areas is essential if our cities are to retain even the semblance of livability. The precedent for doing so exists in the two recently established national urban recreation areas in New York and San Francisco, and in many smaller open-space programs in other cities. It only remains for environmentalists to persuade federal, state, and local governments that such examples should be emulated in every urban area. Right now, the need for doing so is nowhere greater than in Los Angeles.

The bulldozer is at work on the Santa Monicas at the eastern end, near the heart of megalopolis; on the north, close to the heavily trafficked Ventura Freeway; and increasingly along the scenic Pacific Coast Highway to the south. Already, homes and apartments occupy about 32,000 acres, only 1,000 acres less than city, county, and state governments, and private property owners have been thoughtful enough to set aside for recreation and open space. Another 1,000 acres now supports a welter of commercial and industrial enterprises, ranging from shopping centers to gas stations and from movie studios to warehouses.

Still another 5,800 acres remain as farmland. Only 150,000 acres—most of it in private ownership—remain in the Santa Monicas for badly needed open space. In another month or two—possibly three—the stage will be set for what possibly could be the Santa Monicas' last chance for survival as an open-space resource.

For years, the Sierra Club and other conservation organizations have advocated preserving the Santa Monicas as open space. Now, action finally seems possible. In January, 1973, for the second year in a row, California Senator John Tunney introduced a bill which would create a 100,000-acre Santa Monica Mountain and Seashore National Urban Park. This legislation, almost identical to another Tunney bill which wasn't heard in Congress last year, gives special priority to acquiring areas of "scenic, recreational, and open-space value." It initially appropriates \$30 million for land-use study and acquisition, and, just as significantly, urges consideration of a regional commission to put the program into motion. It also urges rigid land-use controls as safeguards against the "grow or die" philosophy to which local governments are traditionally prone. Although the exact boundaries for the park would not be determined until later (a deterrent to land speculators), the giant park would generally encompass the area east of the San Diego Freeway along the crest of the range to Griffith Park, and west of the freeway from Sunset Boulevard to Point Mugu. It would also include portions of the beaches and coastal canyons of Santa Monica Bay.

Senator Alan Cranston coauthored the Tunney bill, and Los Angeles area congressmen Barry Goldwater, Jr., and Alfonzo Bell introduced duplicate legislation simultaneously in the House. Committee hearings on both bills should be scheduled soon—probably by summer.

The Sierra Club supports the Tunney bill, as do other conservation groups. Both the city and county governments of Los Angeles have endorsed the concept, but while there appears to be local unity for the park itself, developers are certain to fight tooth and nail against the recommendation for regional controls. That the majority of Californians obviously approve of the regional concept was indicated by passage last November of the monu-



mental coastal protection initiative. While the initiative at last established sensible, rigid control machinery for the seaward portion of the proposed mountain-seashore park, its authority ends at the ridge crest. A separate regional agency, originally proposed by a state study commission and inferentially endorsed by Tunney's bill, is needed to assure that haphazard development does not continue on the Santa Monicas' northern slopes.

Arguing for the need for federal action, Senator Tunney last August cited the narrowing gap between Los Angeles' increasing population and dwindling open space. "Daily this process of uncontrolled urban sprawl into our *de facto* open space continues and the reality of a permanent, protected open-space and recreational area is slipping from our grasp," he said. "The enormity of the problem, and the expense of acquiring large areas and developing them for large-scale recreation—a totally new problem from the time when large scenic areas could be acquired for a pittance—necessitates federal involvement."

The Santa Monica Mountains represent precisely that sort of terrain on which development should not occur. Seventy-eight percent of the slopes west of the San Diego Freeway are in gradients over 25 percent; nearly half of them, 50 percent or more. Building on slopes this steep requires extensive cuts and fills which destroy the

ecology of an area and contribute to further weakening of already precarious strata. The highly erodible soil and rock formations of the Santa Monicas' steeper slopes present a formidable slide hazard even without human meddling. Furthermore, fires, floods, and earthquakes scorch, soak, and shake the range at distressingly frequent intervals.

When the warm, dry Santa Ana winds sweep this area each fall, and humidity drops below ten percent, fires are inevitable and living in these mountains is a calculated risk. In the past 40 years, 37 major fires have blackened 400,000 acres of the Santa Monicas. It is as if the entire range had been burned almost twice over. As an example of how disastrous these fires can be, the September 1970 Bel Aire-Brentwood fire was stopped only after it had razed buildings worth \$25 million. "It is not a matter of *will* the Santa Monica Mountains burn, but *when*," said one official of the Department of the Interior, which recently completed a land-use study of the range.

Winter rains come to the Santa Monicas only a couple of months after the brushfires of fall, and the steep slopes that fire has stripped of vegetation become torrents of mud. The most spectacular flood conditions occur in the Malibu Creek area north of the beach community of Malibu. The average annual runoff of the creek is 67,000 acre-feet, and during a record deluge in 1969, runoff soared to an astonishing 33,760 cubic feet per second.

And of course there are the earthquakes. The damage caused by the disastrous Sylmar tremor of February 9, 1971—which occurred in another range near the Santa Monicas—underscores the constant danger of the ragged-branching fault lines that bisect all the mountains of this region, including the Santa Monicas. Hundreds of quakes have occurred in this range over the years, many of them along the Malibu Fault, a close cousin to the one that rattled Sylmar two years ago.

But in the Santa Monicas, nature can also be benevolent. Because of clean, prevailing winds blowing off the Pacific Ocean, the mountain range serves as a valuable airshed, diluting the already critically polluted air over the Los Angeles basin. Development of these mountains would not only

add new smog as more and more two- and three-car families commute to work, school, and store from their split-level hillside perches, but would also remove the giant natural air cleaner that keeps pollutants in the metropolitan basin from becoming worse than they are.

Development also would obviously place great pressure on the mountain ecosystems, drastically altering their ability to support native plants and animals. Natural landforms, geological formations, and archaeological sites would be invariably altered or obliterated.

Finally, development of any area—especially an area like the Santa Monicas where topsy-turvy terrain carries such a high price tag—is almost certainly irrevocable. As the Interior Department study observed in what was perhaps the understatement of the year: "After huge sums of money are invested in development, a site is for practical purposes permanently altered and prohibitively expensive to buy and convert back to such a use as recreation or open space."

Yet despite the hazards and the costs, the bulldozer is ever on the move in these mountains.

Although the Santa Monicas once supported some of the densest populations in aboriginal North America—Chumash, Fernandeno, Gabrielino, and Tongva Indians, for example—these pre-Hispanic communities lived simply and left no lasting scars on the land. Even after 1848, when California was ceded to the United States, the

area's ability to replenish itself kept ahead of man's ability to destroy. The gap narrowed with the opening of the transcontinental railroad in 1876. First, the immigrants filled the central Los Angeles basin, but as more were lured west to bask in a Mediterranean-like climate, they began spilling into adjoining valleys and nibbling at the foothills. Dissolution of the huge Rancho Malibu and opening of the coastal highway in the 1930's spurred growth along the coast. The population of the San Fernando Valley just north of the Santa Monicas increased rapidly in the forties and fifties, and suburbs began creeping up the canyons and gentler slopes of the nearby range.

With increasing development, open space throughout the Los Angeles area rapidly dwindled so that today, pressures on remaining lands are acute. Development continues apace in this already congested region, and existing recreational facilities are insufficient for the huge population. "Beaches are continually crowded and camping sites for hundreds of miles around often require reservations and turn thousands away on popular weekends," Senator Tunney reminds us. "Los Angeles residents are equally discouraged by the teeming crowds at the few local recreational areas, and by the crowded highways leading to facilities in outlying areas." As a case in point, Tunney cites what happened at a county park in the Santa Monica Mountains. "Its facilities were so consistently overused that officials were





Six thousand trees will soon shade the Malibu campus of Pepperdine University, but is the violence to the land a fair price for even a "good" plan? The terraced house plots below the university sell for up to \$65,000—enough to fund a brigade of bulldozers.

forced to close the area to overnight campers."

Los Angeles conservationists, long alarmed over this trend, began years ago to protect the diminishing, precious natural resource of the Santa Monicas and the adjoining seashore. Considering the enormous opposition from developers, who are abetted by a tangle of tax dollar-hungry local governmental jurisdictions, even the conservationists' smallest victories today loom as milestone achievements. In 1968, for example, they managed to block plans to "upgrade" Mulholland Drive to what is deceptively called a "scenic drive"—as if it weren't already. Their argument was devastatingly simple: how "scenic" can any road be when it is converted to a mini-freeway. They also convinced the state to remove the proposed Malibu and Pacific Coast freeways from future maps, and their outspoken concern for the Santa Monica Mountains was given heavy credit for passage of the state's 1964 park bond act. (Though that still appears something less than a full-blown victory, for only a portion of the promised park has materialized.)

The idea of utilizing the Santa Monica mountain range for some kind of urban park, preserving its open space for future generations, was kindled in the late 1960's and caught fire at the start of the present decade. At a conference at UCLA in 1970, those interested in preserving this urban resource proposed such a plan,

and much of the community has rallied behind the idea. About the same time, Interior Secretary Walter Hickel announced that his department was laying groundwork for a national system of urban parks—14 altogether, one of them the Santa Monica Mountains and seashore. Exhaustive, three-phase studies of each proposed park was assigned to Interior's Bureau of Outdoor Recreation, which issued its preliminary Santa Monica report last August. The report recognized that Los Angeles open space was diminishing at a time when it was needed most, but recommended acquisition of only 35,500 acres. Furthermore, the report proposed acquisition not by the federal government, but by state and local agencies, on the grounds that the Santa Monicas are good for "high quality but not high quantity use," and therefore do not qualify under existing statutes. The Santa Monica Mountains received greater priority under Hickel than they do today, even though badly needed open-space lands are now becoming increasingly developed, yet ever more expensive to acquire. But as disappointing as this decline in priority may be, the coalition of urban park supporters hailed the bureau's recommendation for regional controls of the area, especially significant because the bureau suggested no other alternative.

Regional controls for the Santa Monicas are indicated because the range straddles two counties (Los

Angeles and Ventura), and five cities (Los Angeles, West Hollywood, Beverly Hills, Thousand Oaks, Camarillo). Jurisdiction over recreational activities alone is divided between seven government agencies. Finally, we must add other existing and anticipated forms of regional government, such as the six-county, 106-city Southern California Association of Governments (SCAG).

As Interior's study points out, local governing bodies continually seeking new tax sources are most susceptible to pressure from developers, and fiscal considerations rather than environmental or human needs usually determine who gets what. The State Environmental Quality Control Council made this point following a hearing in Malibu in 1969. After listening for two days to a dozen local officials who gave a dozen different opinions of how Malibu should grow, the council concluded: "Each agency pursues its own narrow objectives, as required by law, which, as we have seen, generally fails to consider environmental quality."

At the same Malibu meeting, noted systems ecologist Kenneth Watt effectively punctured the one notion that most local agencies *do* manage to agree on—that only progressive development, by supposedly spreading the tax load among more people, can keep taxes down. Taxes not only do not go down when this happens, Professor Watt argued, they often go

up because the additional population requires additional government services, which more than offset additional tax revenues. One study shows that in costly-to-build mountain areas like the Santa Monicas, each new dwelling costs the taxpayer between \$5,000 and \$10,000 for such services as roads, sanitation, and fire and police protection.

Although the Interior study endorsed the regional concept, the Ventura-Los Angeles Mountain and Coastal Study Commission, which first proposed it, did not survive long enough to see it implemented. In its final report issued last March, commissioners asked the state legislature for a two-year extension and \$700,000 to complete their work, but the bill to implement this request died in the 1972 session.

Still very much alive, however, are

organizations to promote development in the Santa Monicas, such as Advocates for Better Coastal Development (ABCD) and its spinoff, Concerned Citizens for Local Government (CCLC), which hastily came into existence in an effort to counter the Ventura-Los Angeles commission's recommendations. ABCD and CCLC argued that existing land-use controls are adequate for proper development of the Santa Monica Mountains and adjacent coastal zone, a ludicrous view in light of the area's past history of haphazard development. The organizations were supported in their position by Commissioner Merritt Adamson who, in an outraged minority report, sputtered that the commission's proposals—which included a moratorium on building during a further study period—would have a “devastating effect” and result in

“enormous economic loss to any developer.”

Tunney's bill, which would place “substantial reliance” for land-use planning on the cooperation of federal, state and local governmental agencies, nevertheless would direct the Interior Department to give serious consideration to the Ventura-Los Angeles commission's recommendations, which include, of course, the regional-control concept.

The \$30 million Tunney seeks to implement his mountain-beach urban park legislation won't do the whole job; at today's prices it will buy only a small slice of the 100,000 acres envisioned for the long-sought, desperately needed mountain-seashore greenbelt. Although property in remote, less accessible sections of the Santa Monicas can be purchased today

continued on page 21

It would seem impossible that bulldozers could rearrange what nature made in the Santa Monicas.



Wins in the West— What of the Rest?

The New Tide of Coastal Legislation

NORMAN SANDERS

Norman Sanders is assistant professor of geography at the University of California, Santa Barbara. He studied near-shore oceanography as a Fulbright Fellow at the University of Tasmania and is chairman of Santa Barbara Citizens for Environmental Defense.

THE COASTAL AREAS of the US are under attack as never before. As our population grows and our per-capita consumption rises, our society places more and more stress upon all our resources. However, it is the very limited area of the coastal zone that bears the brunt of the assault. Oil production, pollution or filling of bays, harbors and estuaries, construction of hotels, apartments, and second homes have all taken their toll. Unfortunately, control over these projects is usually vested in local governments who find it next to impossible to turn down any scheme which will "broaden the tax base."

In the struggle to halt overdevelopment of America's coasts, 1972 was a significant year. On October 28, President Nixon signed the federal Coastal Zone Management Act and on November 7, voters in the states of California and Washington passed coastal initiatives put on the ballot by citizen petition drives. These bills had all been under consideration for years, but by 1972, the problems had become so apparent that the people demanded action.

Increasingly, citizen action is forcing national, state and local governments to coordinate coastal development on a regional basis, planning for the maximum beneficial use of all coastal resources. Government and business traditionally have cooperated in the hasty exploitation of coastal areas for short-term financial advantage. The battle to change this situation is intense, because the oil, land-development, and utility industries, among others, depend on present loose controls for rapid return on their investments.

The federal Coastal Zone Management Act uses a system of rewards, rather than punishment, to attain proper management of the coastal resource. If the act receives the necessary funds, states will be offered grants to assist in developing a coastal management program. Once that program is established, additional federal money will be available to help administer the program.

Specifically, the states must develop "a comprehensive statement in words, maps, illustrations, or other media of communication, prepared and adopted by the coastal state . . . setting forth objectives, policies, and standards to guide public and private uses of lands and waters in the coastal zone." In

addition, legal means must be established to regulate land and water use and control coastal development.

Whether or not the federal act works depends heavily on the willingness of the individual states to come to grips with coastal land-use problems. Many states have yielded to citizen demands to the extent of passing laws to protect coastal wetlands, but basically ignore other lands adjacent to the coast. Such states include Connecticut, Georgia, Maine, Massachusetts, Michigan, New Hampshire, New Jersey, New York, and North Carolina. Delaware has legislation that bans new heavy industry and port facilities from the coastal zone, but does not cover subdivisions, commercial developments or intensive recreational facilities.



Marin County

ties. Hawaii, the first state to institute a statewide land-use program, requires a building permit only within a 20- to 40-foot setback from high tide mark, a zone that environmentalists consider too narrow for effective coastal land-use control.

In 1969, Minnesota passed a law requiring all counties to enact land-use control ordinances for all shorelands in unincorporated areas. The counties administer the act, with the state exercising only limited control. Oregon gives the public unrestricted use of beaches to the vegetation line, but coastal controls inland from that point are only now being considered. Rhode Island passed an act in 1971 establishing a 17-member coastal management council, but the state's quite strict controls covering management of wetlands are offset by weak land-use provisions that do not cover subdivisions, private-home construction, and some types of industrial development. Wisconsin's Water Resources Act is intended to protect the shorelines of inland lakes, and an inventory of Lake Michigan's coast

has already been prepared. Observers report, however, that many inadequacies have developed in the enforcement apparatus.

Until November 7, 1972, all the above states had stronger coastal legislation than did California, even though the Sierra Club and other environmental groups had long been fighting to obtain the needed legislation. But the opposition had been too powerful, so the situation had degenerated to the point where only about 263 miles of California's 1,072-mile coastline were legally accessible to the general public. Finally, on election day, the people corrected this situation by passing a coastal protection law themselves, using the initiative process to bypass the foot-dragging legislature.

California's successful Coastal Zone Conservation Act—called Proposition 20 on the ballot—is a direct descendant of the series of bills that environmental organizations had been trying to have passed by the state legislature for several years. Shepherded principally by Assemblyman Alan Sieroty of Beverly Hills and helped along by Sierra Club lobbyist John Zierold and Janet Adams of the Coastal Alliance, the bills had cleared the Assembly only to be stalled repeatedly in hostile Senate committees.

John Berthelson, a reporter for the *Sacramento Bee*, found out why the bills kept dying. A group called the "Committee Opposed to Ecology Issues" had been meeting for several years and had as its main goal the blockage of coastal legislation. The committee consisted of 34 industry lobbyists, including representatives of Southern California Edison Company, Standard Oil, the California Real Estate Association, and various other organizations



Seattle

who benefit financially from poorly controlled coastal land use.

The California Coastal Alliance, directed by Janet Adams, was the umbrella group that served as a coordinating agency for the efforts of the Sierra Club and some 60 other California environmental organizations

during both the legislative and initiative campaigns. The Sierra Club itself declared passage of strong coastal legislation to be a primary goal for 1972.

Realizing in the spring of 1972 that the coastal bill would again die in committee, the Sierra Club and the Coastal Alliance decided to go directly to the people. California is fortunate in having a constitutional provision that gives voters the opportunity to pass their own laws, circumventing the normal legislative process. In order to qualify a proposition on the ballot, it is necessary to obtain petition signatures from ten percent of the state's registered voters. The first petition fell short of the required number of valid signatures, but the Coastal Alliance obtained enough additional names during an extension of the filing period to qualify for the ballot. The volunteers who circulated the petition collected a staggering total of 408,815 signatures during the drive.

When a spot on the ballot was assured, the forces that had opposed coastal legislation in Sacramento swung into action to defeat the initiative. The usual coalition of oil companies, developers, utility companies, and others with a vested interest in coastal profits hired the San Francisco political public relations firm of Whitaker and Baxter to conduct a "No on 20" campaign. Whitaker and Baxter was still flushed with its victory in the June primary when it scared California voters into voting against another environmental initiative, Proposition 9, the Clean Environment Act. The firm reported spending \$2.4 million of its clients' money on billboards, newspaper ads and saturation radio and television messages, which hammered away at the themes of unemployment, power blackouts and insect plagues if Proposition 9 passed.

Whitaker and Baxter, promised a similar war chest for Proposition 20, started to work, their main goal being to confuse voters over the actual provisions of the bill. They bought hundreds of billboards and bus posters which screamed: "Don't let them lock up your coast. Vote No on 20" and "Conservation Yes, Confiscation No. Vote No on 20." Radio and television commercials, with sounds of waves and pictures of unspoiled coastlines, urged voters to preserve the coast by voting against the evil Proposition 20.

To further muddy the issue, Clem Whitaker prompted an acquaintance, Newton Cope, to file a lawsuit alleging that Cope's nightclub on the Sacramento River would be adversely affected by Proposition 20. He and his coplaintiff, who had property on the



Ventura County

San Joaquin River, claimed the bill's language was so vague that not only would coastal areas be involved, but vast inland areas along rivers as well. They asked that Proposition 20 be taken off the ballot until the wording had been changed to explain the far-reaching consequences they alleged. A judge hastily signed an order to show cause why Proposition 20 shouldn't be removed from the ballot, a move which newspapers favorable to the "No on 20" camp immediately interpreted as "Proposition 20 Off Ballot" in headlines.

Proposition 20 proponents got their day in court, however, and defused this phony issue. Arguing against the Whitaker and Baxter position were a battery of lawyers from the Sierra Club, the Coastal Alliance, the League of Women Voters, the California secretary of state's office, and other governmental agencies. The judge heard arguments about the true definitions of the coastal zone and the public's right to be allowed to vote on vital issues, and after deliberating overnight, finally decided in favor of the initiative's supporters. Despite their loss in court, the "No on 20" forces kept stating in advertising that the coastal zone extended many miles inland.

Whitaker and Baxter probably lost their campaign through overkill. Even Governor Reagan, longtime foe of coastal legislation, stated that the "No on 20" campaign was misleading. An assembly committee held hearings on the situation, and the media editorialized against the Whitaker and Baxter tactics. Newspapers, television and radio generally favored Proposition 20, in contrast to the earlier Proposition 9 campaign, when they were hostile or neutral. They realized the need for meaningful legislation and couldn't help noting the underdog

position of the Proposition 20 proponents.

Supporters of the proposition were short on money, but long on ideas. Whitaker and Baxter couldn't buy the type of coverage that State Senator James Mills generated on his bicycle ride down the coast from San Francisco to San Diego. Senator Mills and his band of cyclists (whose numbers from time to time varied from about 40 to several hundred) were very visible Proposition 20 supporters. The opponents generally kept a very low profile, letting their money talk through Whitaker and Baxter. One exception was a letter urging defeat of the Coastal Initiative sent out by Southern California Edison Company to its millions of customers.

Because of lack of funds, supporters of Proposition 20 waited until the last few days before the election to advertise their position. Whitaker and Baxter had succeeded in confusing the voters, but the proponents had several advantages. For one thing, California law requires that lists of campaign contributions be made public before the election. This information showed who the opposition was and the vast sums they were spending. Whitaker and Baxter's final financial report showed expenditures of over \$1,100,000, made up of contributions such as \$50,000 apiece from land developers Deane and Deane, Inc., and the Irvine Company. Standard Oil Company gave \$30,000, Bechtel Corporation (a major contracting firm) donated \$25,000, and the Union Oil Company added \$10,000 to the "No on 20" fund.

Proponents used this information to continually point out the opposition of the well-financed corporations to legislation that would benefit the public. A typical effective newspaper advertisement read: "The Sierra Club supports Proposition 20 . . . Signal Oil opposes. You can tell a proposition by the company it keeps." Ads also named other endorsers of the bill, including the League of Women Voters, the California Medical Association, the Federation of Western Outdoor Clubs, the United Auto Workers Union, the American Institute of Architects, Common Cause, the American Association of University Women, and many others.

Sierra Club lawyers persuaded the FCC to order radio and television stations to give proponents free time

to offset Whitaker and Baxter's saturation advertising. Doris Day, Charlton Heston, and Lloyd Bridges donated their services to make tapes urging voters to approve Proposition 20. Many candidates for office also urged passage of Proposition 20 in their campaign speeches. On November 7, voters demonstrated that they had seen through the Whitaker and Baxter smokescreen by passing Proposition 20 by a margin of 55 percent to 45 percent.

Proposition 20, which implements regional land-use planning in the coastal zone of California, will remain in effect from 1973 to 1976, during which time a plan for the coast will be produced. This plan will then be presented to the state legislature for approval. In the interim, the proposition sets up a permit procedure to oversee coastal development until the plan is complete, thus taking control over coastal land-use away from local governments, much to their dismay.

The coastal zone is defined as the area between the outer limit of state jurisdiction three miles offshore and a line connecting the high points of the nearest coastal mountain range. In some areas where the mountain range is distant—as in Los Angeles, for example—the act imposes an artificial boundary. The permit zone, however, covers only that portion of the coastal zone from three miles offshore to 1,000 yards inland from the high tide line. Since the permits cover offshore oil drilling activity, oil company opposition to the bill is understandable.



Aberdeen, Washington

Coastal commissions monitor the operation of the act. The 15 coastal counties are divided into six regional districts, each of which has a commission of 12 members. Six of the members are public and six are representatives of local government, elected by local governmental bodies themselves. The public members are appointed as follows: two by the governor, two by the speaker of the Assembly, and two by the Senate Rules Committee. The system looks unwieldy, and it is, but

it is an attempt to break the hammerlock that industry has had on appointments handed out by the governor alone. In addition to the regional commissions, a state commission exists to oversee the operation, including the actual planning process. The state commission also has 12 members, six public appointees and six delegates elected by the regional commissions.

Coastal Alliance victory celebrations didn't last long after the election. While the citizens were congratulating themselves on a job well done, the "No on 20" group was lining up its appointees to the commissions. Lobbying was intense in the state capital and local government offices. The Standard Oil Company prepared a blacklist of well-known environmentalists who would be unwelcome to them as public members on commissions. They also presented another collection of names more to their liking—for example, university professors who had worked as consultants for the oil companies and utilities.

The Los Angeles City Council set the tone for local government shortly after the election by appointing Councilman Louis Nowell, an outspoken enemy of Proposition 20, to the regional commission. *The Los Angeles Times* responded with an outraged editorial and environmentalists immediately set out to defeat Nowell in the 1973 city elections. The time is passing when local governments can operate in a self-created vacuum.

These "last hurrahs" for the vested interests took place on other parts of the coast. In Santa Barbara County, the lame-duck board of supervisors elected Supervisor Curtis Tunnell to the regional commission. Tunnell, who also opposed the proposition, represents the smallest area of Santa Barbara coastline, and is himself a building contractor. When he was elected to the commission, developers, contractors and representatives of the Southern California Edison Company actually cheered and applauded in the board's meeting room. They normally work behind the scenes, but came out in the open after seeing the handwriting on the wall. The 1973 board of supervisors won't be under their control in Santa Barbara County because the people elected two new representatives on November 7, both environmentally oriented and pledged to support Proposition 20.

California's Proposition 20 campaign built upon itself with a positive feedback effect. As the issue became widely publicized, people started taking more interest in what was happening to their own surroundings. They got involved not only in the Proposition 20 battle, but also in local election issues. This increasing public interest swept environmentalists into a number of county and city offices in many parts of the state. These new, responsible members of local government, backed by the people and armed with legislation such as the Coastal Zone Conservation Act, can do much to halt the rapid deterioration of California's quality of life.

Residents of Washington state also got fed up with the inaction of their legislators and decided to do something about it. During the period from 1967 to 1970, six bills had died in the capital at Olympia. Environmentalists, led by the Sierra Club and the Washington Environmental Council, had fought hard in 1970 for the passage of a seacoast management act, only to see their efforts defeated by concentrated pressure from county and port commissioners, real-estate developers, and the Association of Washington Business. The developers weren't adamantly opposed to all legislation, as they were in California, but instead wanted a weak law that would subvert a 1969 court decision by the Supreme Court of Washington state. The court had ruled in the case of *Wilbour vs. Gallagher* that the public's right to use the surface of state waters can be restricted or regulated only as a result of legislative action requiring comprehensive planning for the shorelines of navigable waters. Without such a law, the court said, filling within state waters and over-water construction was effectively prohibited.

The net result of the 1970 special session tug-of-war in the Washington legislature was a resolution to refer the Seacoast Management Act to the legislative council for development of a bill for the 1971 meeting. Meanwhile, environmentalists were preparing an attack on another front. Along with California and a number of other states, Washington offers voters the opportunity to institute their own legislation through the initiative process. The Washington Environmental Council set out to get the 112,000 valid signatures required by October 1, 1971. Called "Initiative

Measure No. 43," the official title of the petition was "Regulating shoreline use and development." In an effort to hamper signature gathering, shopping centers soon prohibited petitioners from operating on their premises. The environmentalists took the case to court and got a temporary restraining order from the Federal District Court that kept shopping center owners from interfering with the right to petition guaranteed by the US Constitution.

By the last week of December, 1971, over 160,000 registered voters had signed the petitions for shoreline management regulations. Attention now shifted to the state legislature.



Mendocino County

Under the law, they had three options: Enact I-43 without change; do nothing, in which case I-43 would automatically be submitted to the people for a vote; or enact a substitute law on the same subject. The lawmakers, choosing the third alternative, enacted alternate No. 43B, a bill somewhat stronger than 1970 versions, but still less desirable environmentally than I-43. It was now up to a vote of the people in the November, 1972, elections to decide whether they wanted 43, 43B, or nothing at all.

House Bill 584, the official designation of 43B, became effective on June 1, 1971, and like any incumbent had an advantage on the ballot. The 1972 campaign shaped up with the environmentalists supporting I-43 and the developers boosting 43B. The developers felt that 43B was stricter than they liked, but feared the consequences of the *Wilbour vs. Gallagher* decision. In addition, 43B kept control of permits in the hands of local government, which the developers felt they could satisfactorily influence.

I-43 and 43B shared a number of very significant points. Both bills assumed that the shorelines of Washington must be protected from needless, selfish, or thoughtless destruction. Both bills also required

comprehensive planning for shoreline areas and established a permit system to authorize conforming developments. They also prohibited highrise buildings over 35 feet along the shoreline without a permit, prohibited oil drilling in Puget Sound, imposed restraints on clear-cutting of timber along the shorelines and gave citizens the right to bring class actions in damage suits.

Compared to the high-pressure Proposition 20 campaign in California, the I-43, 43B controversy was almost gentlemanly. Few billboards appeared, and although debate was heated, the media were not saturated with ads. The battle resolved itself into the classical confrontation between supporters of regional control and proponents of the local-government status quo. The Sierra Club, the Washington Environmental Council, the Initiative 43 Committee under Tom Wimmer's chairmanship, and the *Seattle Post Intelligencer* lined up behind 43. Industry, labor, local government and the *Seattle Times* supported 43B. On election day, the voters joined the latter.

Even though the people selected 43B over I-43, environmentalists were not discouraged. As Tom Wimmer pointed out, "Initiative 43 was one of the major pressure tactics forced upon the legislature. It has served its purpose." Washington state now has more comprehensive controls over its coastline than any state in the US. Not only are its ocean areas controlled, as in California, but also all lakes over 20 acres in size and all streams of more than 20 cubic-feet-per-second flow. All developments within 200 feet of these bodies of water come under the act. The machinery is there. Now, with the momentum gained in the election, environmentalists are going to make it work.

Citizens in other parts of the country can build upon the California and Washington experiences in protecting their own coastal resources. The federal Coastal Zone Management Act of 1972 will give impetus to their efforts to expand wetlands management to the entire coastal zone and establish sound coastal management programs. The land developers, oil companies, utilities and other vested interests are powerful, but not invincible. Average citizens, armed with the determination to defend the environment, can win.

Legislative Birdwatchers

BRUCE KENNEDY

POLITICIANS LOVE to stand on their records, as if these were matters of common knowledge. For the most part, they are not. Few voters know how their representatives voted on any but a few issues. Floor votes are seldom widely publicized, and committee votes must surely be among the most obscure secrets in our otherwise information-flooded society. If legislators do not want informed feedback on their actions from the electorate, they are in an excellent position to take advantage of protective foliage. Obviously these birds must be watched.

This task was undertaken in 1970 by a small group of Sacramento conservationists who despaired over the way in which California's state legislature continued to ignore the need for solid and progressive environmental legislation. Officially organized and incorporated as the Legislative Birdwatchers, these non-partisan volunteers have spent the last two legislative sessions faithfully attending the hearings of various Assembly and Senate committees. The votes that legislators cast on major environmental bills are then given statewide publicity, so that the people back home can find out exactly what their representatives are doing in Sacramento. For the legislator who is serving special interests instead of his constituents, this kind of publicity can spur a laggard conscience.

The reason for these conservationists' interest in legislative committee votes is based on the premise that most solutions to environmental problems must come through the legislative process. Despite some important court decisions favoring the environmental cause, such victories generally provide only temporary relief. Courts can only interpret the law and see that it is complied with. In most environmental matters, what is really needed is new and better laws, and it is the job of the legislature to develop them. Since most voters generally sympathize with the environmental cause, it is in our best interest to make the

legislative process work as openly and responsibly as possible. The biggest part of this task is to open up and improve the committee system.

While the committee system is an essential means of dividing the legislature's huge workload into manageable tasks, it is also the most secretive and least responsible part of the legislative process. For it is in the committees, run by a handful of seniority-encrusted legislators, that many bills that would easily pass a vote of the full house are ambushed. It is no wonder



that those special interests that oppose environmental measures concentrate their resources to lobby just a few legislators on the key committees.

A few statistics reveal the death-dealing power of legislative committees. Of the more than 5,000 bills introduced into the California legislature in 1971, nearly half died in one of the committees of the house of origin. Of the survivors, nearly half died in a committee in the other house. Of the quarter of the original bills which passed all committee hurdles, less than one percent was killed on the floor of either house. Clearly, the committee is the graveyard of legislative proposals, and the committee system is where conservationists must focus their efforts for exposure, publicity, and reform.

The major problem with committees in most of our state legislatures is the obscure nature of their operations.

In too many states, it is difficult to find out when and where a specific committee will meet and what is to be discussed at any given meeting. Committee rules of operation on such matters as the quorum, agenda changes, proxy votes, hearing cancellations, subcommittee powers, executive sessions, and other such matters are often unwritten, unknown, or subject to change without notice. But assuming that one does find out when and where the committee meets and that public observation is permitted, the biggest problem still lies ahead—finding out just how the legislators on the committee cast their votes on the bills that concern you.

Counting votes sounds easy, a simple matter of observation. The problem is that there is usually nothing to observe. Historically, in California's legislative committees, a roll-call vote or a show of hands was unheard of. Instead, the most inscrutable methods were used. Sometimes legislators indicated their vote by a slight nod of the head or a twitch of the finger. If ayes and nays were called for, one heard two successive blurs of sound from barely moving lips. Based on his evaluation of the vote, the chairman authoritatively determined which side had the majority, announced the death or passage of the bill, and moved on to the next item of business.

In their first year of operation, the Birdwatchers spent most of their effort organizing themselves and learning the arcane processes and procedures by which the legislature operates. Some hearings were attended and the votes recorded as accurately as possible, with the legislators' offices called to cross-check the many votes that were not clearly seen. This recording of votes incurred the wrath of many legislators, who condemned the Birdwatchers as snoops and spys who had no business asking how they voted. The biggest howl came at the year's end, when the voting record for the entire session was published and released to the press, accompanied by

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COMMENTARY

Boise Cascade Retreats

The 2nd-Home Bubble Bursting?

STEVE WHITNEY

The vacation home boom probably started in California, and with any luck will start to end there as well. Recent events suggest that this plague upon the land has begun to turn on its masters, for the largest of these has now fallen desperately ill. Boise Cascade, the Idaho forest products company turned glamour-conglomerate, the General Motors of recreational subdivisions, now, according to *Forbes* magazine, faces possible bankruptcy, or at least a tremendous reduction in the size of its operations, directly stemming from disastrous losses in the firm's recreational land business.

Hounded by delinquent receivables on property already sold and faced with six classaction suits in California (which charged Boise with false and misleading sales practices), Boise halted its recreational land business as of July 1, 1972, and was forced by creditors to take a \$200 million write-off to cover the costs of the retreat. Last October, Robert Hansberger, Boise's board chairman and chief executive officer, the man who masterminded Boise's rapid growth, was forced to resign as the firm's financial plight became increasingly clear. Finally, in December, 1972, Boise agreed to a \$58.5 million settlement of the six California lawsuits. Boise now is trying to sell all of its remaining property to other developers and complete its commitments—lakes, golf courses, clubhouses, etc.—to existing projects. It hopes to be out entirely in five years, but some observers are not optimistic and say that the company may have to take further write-offs upwards of \$100 million.

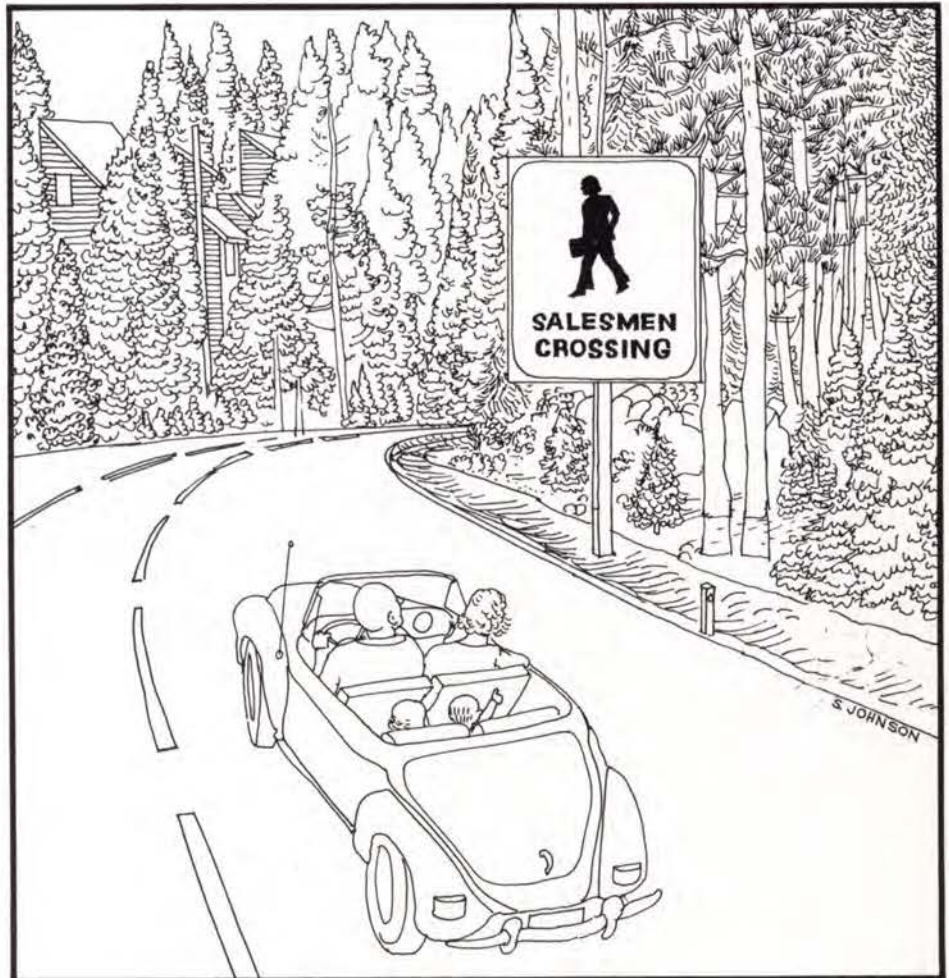
The story of Boise Cascade's plight is fascinating for what it reveals about the recreational land business. After all, Boise was not peculiarly inefficient or unscrupulous; if anything, it was probably one of the more reliable operators in a business shot-through with small, fly-by-night developers. What sort of enterprise is it where a large, financially responsible corporation, with millions of dollars in assets, thousands of stockholders, and a large staff of experts should fall so low while dozens of tacky operations continue to thrive? Boise's experience confirms what many have known

all along—that the recreational land business, dealing in a largely unnecessary product that few people can afford, usually must rely for its success on glib salesmen and naive consumers.

The sales pitch is twofold and is so common among recreational land promotions that one suspects it was composed by committee. It appeals to both the dreamer and the speculator in us. The dreamer is encouraged to get away from the noise and blight of the city to the fresh woods and pastures new of Walden Lake, only two hours from the city and minutes from nearby resorts. He can build a second home there to use on weekends and vacations or

can one day retire to a life of country leisure on land of his very own. The speculator is reminded that land values in California and other attractive areas have risen steadily and often spectacularly. He is assured that he can hardly lose and stands to make a substantial profit on the resale of his land. This promise also appeals to the dreamer who figures he can duck out at a profit should plans change or financial obligations grow too large.

The realities of owning recreational land seldom match the promises. Tax assessments are often so high that middle-income owners find they cannot even pay for the land, much less build a home on it. They



seem to have overlooked that the promise of an expanded tax base is often the bait used by developers to secure the approval of local officials for proposed subdivisions. Those who buy land with an eye to turning a profit are often disappointed to find that they may have to wait a long time before the value of their land has risen enough to overtake the inflated price they paid and make up for taxes paid in the meantime. As John E. Hempel of California's Department of Real Estate said, "People believe real estate is a healthy investment, and it is. But there's a lot of land in the West. And people often buy it figuring the path of progress will catch up to them. Often the profits won't come in their lifetimes."

The situation of the few who manage to build that second home—whether it be an A-frame or something more ambitious—is scarcely better. How many people can afford one home, much less two? That second home drives property taxes even higher, of course, and often the owner is forced to go into the rental business just to break even. If his home is at Lake Tahoe, he may experience little difficulty in renting it, but if, as is usually the case, his house is in the middle of nowhere, he may be disappointed. As one outraged victim announced, "The second home is the dumbest idea since the second car."

When the realities of owning recreational land catch up with the promises, complaints increase and income drops off as more and more owners discover they cannot afford their property—or just plain don't want it. Furthermore, the effect is contagious: otherwise happy owners and prospective buyers may be frightened away from a project, and banks may grow skeptical about providing financing for future developments. Owners who stick it out may find to their sorrow that as a result of bad publicity their land has suddenly depreciated in value. Fear of this snowballing effect was what drove Boise Cascade to agree to the \$58.5 million settlement of the six California class-action suits. Already in trouble financially, Boise could better afford the settlement than it could the increased losses that might result from a growing lack of confidence in the company's integrity.

In agreeing to the settlement, Boise was careful to emphasize that it did not admit of wrongdoing. A wise move on Boise's part, for had litigation continued only to find the company guilty in fact of committing the alleged misrepresentation, the result might have been even higher rates of delinquency with virtually no prospects for additional sales. It is hard to say whether Boise salesmen indeed misrepresented the facts about the company's projects, but given the built-in disadvantages to most people of buying recreational land, it is difficult to believe that over 40,000 Californians could have been persuaded to do so without at least some elaboration on reality.

Boise should have left the recreational

land business to the fly-by-night operators who get in and out of a development as it suits them, ripping off the quick buck, promising the sizzle but seldom delivering the steak. Faced by lawsuits and rising delinquency rates, these outfits simply disappear, perhaps turning up again somewhere else under another name, taking with them whatever profits can be skimmed off the top. But Boise had nowhere to run, even if it had wanted to. There were stockholders to contend with and creditors anxious about the company's billion-dollar indebtedness. Furthermore, Boise has the money to make suing it worthwhile. Unlike the small operator, it could pay—through the nose if necessary. Boise's mistake was in trying to compete in an inherently sleazy business. As *Forbes* magazine recently suggested, the company got into trouble because it started believing its own spiel—a fatal mistake in the recreational land business.

It may be hoped that Boise Cascade's misfortunes will dissuade others from following its example, because for all the flack put out by developers about caring for the environment, the fact is that usually the environmental damage resulting from rural subdivisions is serious and often irreparable. A report issued in January, 1972, by the California Division of Soil Conservation makes this clear. According to the study, more than 500,000 acres of rural California were subdivided between 1960 and 1970, resulting in such significant problems as "water pollution, loss of fish and wildlife habitat, damage to watercourses, lakes, and reservoirs, impairment of recreational opportunities, and sediment and flood damage to property."

Fortunately, the future for recreational land developers in California is not good. The state's attorney general has promised a crackdown on developers who engage in misleading advertising and sales pitches, and even now several suits against other developers are in preparation. Environmentalists are also moving in on the industry. The McCarthy Act of 1971 requires

environmental impact statements on all developments of over 50 units and has already hindered many ill-conceived projects. This legislation was recently reinforced by the California Supreme Court's Mammoth Lakes decision, which held that the provisions of the state's 1970 Environmental Quality Act, requiring environmental impact statements wherever there is cause to believe that significant environmental damage would result, apply to private as well as public projects. Finally, several rural counties in the state, including some that have been hardest hit by rural subdivisions, have adopted emergency ordinances forbidding lot-splitting (the process whereby a developer can subdivide large parcels of land) until more effective zoning measures and land-use ordinances are adopted. Caught between angry consumers, unsympathetic environmentalists, and ever more enlightened local governments, the second-home boom may well be over in California and headed for the same well-deserved fate in the rest of the nation.

Boise Cascade's experience in California has national implications, for as Peter Borrelli pointed out in a recent *Bulletin* article, the second-home blight has reached the East. Boise's withdrawal from the field does not spell the end for recreational land schemes, but it should provide a worthy example for other large developers who are imitating Boise's methods. Furthermore, California's attempts to control rural subdivisions through legislation, while limited and still not entirely effective, should serve as useful models for other states that do not wish to follow California's example.

Finally, the successful class-action suits brought against Boise Cascade provide a precedent that consumers and environmentalists in other states will no doubt be pleased to follow. Ultimately, of course, these separate efforts must be replaced in each state by a thorough restructuring of tax laws to discourage land speculation and by the introduction of comprehensive planning for all remaining open lands.

Water Policy and Modern Times: National Commission Report

JOHN MCCOMB

In 1968, Congress created the National Water Commission and directed it to review the nation's water needs, resources, and problems, to identify alternative ways of meeting those needs, and to recommend policies that would enable the nation to better use its water resources. Late in 1972, the commission released a 1,122-page draft of their final report which is due by September, 1973.

The report is by far the most comprehensive of the many studies of water policies

which have been conducted in the past 50 years. Implementation of the recommendations contained in the draft report would radically change the missions and project orientations of the federal water resource agencies, such as the Corps of Engineers, the Bureau of Reclamation, the Soil Conservation Service, and the Tennessee Valley Authority. Because of their far-reaching implications, many of the recommendations have been strongly attacked by those who benefit from traditional dam and ditch

continued on page 30

*Why
the
Sierra
Club?*

*“Not blind opposition
to progress,
but, opposition to
blind progress.”*

Sierra Club, P.O.Box 7959 Rincon Annex, San Francisco, Calif. 94120

Date _____

I have informed myself about the purposes of the Sierra Club and wish to support them. I hereby apply for membership and enclose \$_____ as total payment. (See schedule on right.) Dues include subscription to the Sierra Club Bulletin (\$3) and chapter publications (\$1).

Print Name(s) _____

Print Mailing Address _____

Zip Code _____

Signature _____

Gift Memberships: A card will be sent acknowledging the membership as a gift in your name.

DONOR:

Print Name _____

Print Mailing Address _____

Zip Code _____

Check if you wish to be billed for the renewal of this membership next year.

ADMISSION FEE AND ANNUAL DUES:

	Admission fee	Dues	Total
<input type="checkbox"/> Life	*	\$400.00	\$400.00
<input type="checkbox"/> Contributing	\$5.00	50.00	55.00
<input type="checkbox"/> Supporting	5.00	25.00	30.00
<input type="checkbox"/> Regular	5.00	15.00	20.00
<input type="checkbox"/> with spouse	5.00	22.50	27.50
<input type="checkbox"/> Junior (thru 14) ...	5.00	5.00	5.00
<input type="checkbox"/> Student (thru 23) ..	*	8.00	8.00
<input type="checkbox"/> with spouse	*	13.00	13.00
<input type="checkbox"/> Senior (60 & over) .	5.00	10.00	15.00
<input type="checkbox"/> with spouse	5.00	15.00	20.00

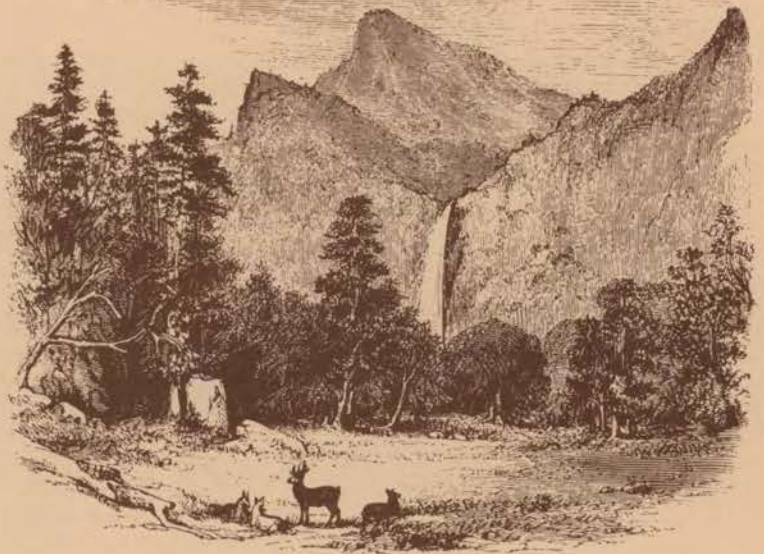
*Admission fee is waived for junior members, full time students through age 23, and life members.

Why the Sierra Club?

“Something will have gone out of us as a people if we ever let the remaining wilderness be destroyed; if we permit the last virgin forests to be turned into comic books and plastic cigarette cases; if we drive the few remaining members of the wild species into zoos or to extinction; if we pollute the last clear air, dirty the last clean streams and push our paved roads through the last of the silence, so that never again will Americans be free in their own country from noise, the exhausts, the stinks of human and automotive waste.

“And so that never again can we have the chance to see ourselves as single, separate, vertical and individual in the world, part of the environment of trees and rocks and soil, brother to the other animals, part of the natural world and competent to belong in it.”

WALLACE STEGNER



Why the Sierra Club was founded

Wallace Stegner's words express the same instinct that caused John Muir to found the Sierra Club in 1892. Muir knew that the American spirit can only survive in a land that is spacious and unpolluted.

John Muir founded the Sierra Club to enable more people to explore, enjoy and cherish the wildlands that are their heritage. He felt that man should come as a visitor to these places—the mountains, river canyons, coasts, deserts, and swamps—to learn, not to leave his mark. He wanted the Club to rescue these places from those who see them only as wasted space.

From experience we know that these places are only as safe as people knowing about them want them to be. That is why we work to let more people know about them.

Time has proven that the people the Club takes to the mountains, rivers and other wild places, become their most determined defenders.

Through them, the Club helped bring the National Park Service and the Forest Service into existence; played a leading role in the estab-

lishment of such national parks as Kings Canyon, Olympic, Redwoods, and the North Cascades; was instrumental in creation of the wilderness preservation system and the wild and scenic rivers system; and led the defense of Yosemite and Grand Canyon national parks and Dinosaur National Monument against dams.

The Sierra Club Today

The Sierra Club membership now totals 140,000 in 42 chapters throughout the United States. The Club maintains offices and staff in New York, Washington, D.C., the Pacific Northwest, the Southwest, Rocky Mountain states, the Midwest, Alaska, and many places in California. In addition, the Club's first chapter outside the United States was recently formed in Western Canada. Why a Canadian chapter? The answer is simple: conservation knows no boundaries.

While much has been done to ensure that wildlands will not vanish completely from our lives,

too little has actually been saved. Man's rising tide everywhere threatens to engulf remaining unprotected islands and the quality of his life correspondingly diminishes.

Protected areas must now be expanded, while it is still possible. We need more national and provincial parks, wilderness areas, wild and scenic rivers, natural areas, and wildlife refuges; endangered species must be protected, estuaries safeguarded, scenic shorelines conserved, and open space reserved around our cities.

The environment of our cities desperately needs help: we must be more effective in combating air and water pollution and the prevalence of chemical contaminants, noise, congestion, and blight. Technology must be challenged to do a better job in managing the part of the planet it has already claimed.

What the Club Offers:

In addition to the *Bulletin*, each chapter and many groups put out their own newsletter. And numerous books are published by the club which are available at discount to members. (Send for a catalog if you wish further information on Club publications.)

Educational opportunities are provided through talks, films and exhibits, and conferences are scheduled by chapters, groups, and club committees. Recently several pilot inner city programs have been established to help increase environmental awareness within our cities. And an outing program is designed to both keep you in touch with what needs to be safeguarded, and to enable you to better and more wisely enjoy what has already been preserved.

Most important is the conservation work carried on by the club. In addition to an administrative staff, the club maintains a fulltime contingent of researchers, lobbyists, and attorneys in eight regional offices to carry on the battle daily. Ultimately, however, the club is dependent upon its membership. It is up to the individual member to initiate and follow through on specific issues. You can be as active as you want—our conservation campaigns need all the help they can get. We value your membership alone, however, because it shows you care, and it allows us to carry our message to more people.

The Future

In the recent past the Sierra Club has played key roles in: getting DDT banned, persuading Congress to drop the SST, stopping poisoning of predators, extending Everglades National Park, setting aside lands of national value in Alaska, forestalling the destruction of unprotected wilderness areas, and most recently, creation of parks in the Gateway area in New York and the Golden Gate area in California.

Now the club is campaigning to prohibit land destruction via stripmining, to obtain federal legislation regulating power plant siting, to protect coastal resources, and to reform public land laws, particularly the Mining Act. The Sierra Club will continue to work affirmatively with other conservation organizations at local, regional, national, and international levels to obtain a healthful environment for all and to support beneficial change. Our motto is: "Not blind opposition to progress, but opposition to blind progress."

All of these endeavors are costly, and it is primarily the dues members pay and the contributions they make which provide the funds necessary to continue. The administration of a membership organization the size of the Sierra Club is costly. The average cost of providing member services and meeting the Club's overhead is \$7.23 per member. (This figure also includes the *Bulletin* subscription.) Moreover, five percent of the Club's 140,000 members change their address each month. At this rate, 70,000 changes are entered every 10 months at a cost of close to 20 cents per change. Part of this expense is due to frequent misunderstandings between the postal service and the member himself regarding the member's new address, often causing several address changes for a single move. (One way you can help is to notify us 6 weeks in advance of address changes.)

The Club is continually working to reduce costs and we are meeting with success, but the need for income grows as the cost of defending our environment from accumulating threats multiplies. We hope that we can count on your continuing support, and that you will endeavor to enlist others as members when the opportunity arises. The strength of our membership is the strength of the Sierra Club.

Washington Report

Supergovernment?

W. LLOYD TUPLING

Any doubts about who is in charge here in the nation's capital were dispelled early in January by White House action. President Richard Nixon made crystal clear his intention to turn the show his own way—desires of the Democratic Congress notwithstanding—by concentrating government control in the executive office building.

The decision to tighten presidential control was shown in related moves. He created a supercabinet along the lines of his 1970 proposals to Congress for government reorganization, dispersed key White House aides as replacements for executives ousted from top departmental posts, and broadened the authority of his high-ranking staff members. Nixon's sweeping changes were reminiscent of the power grasped by Franklin Roosevelt in the first 100 days of his long regime.

Under the supercabinet alignment, natural resources policy will be directed by Agriculture Secretary Earl L. Butz, who was confirmed a little more than a year ago by a close Senate vote, 51 to 44. Dr. Butz's jurisdiction will extend over forest, land and mineral resources, environmental protection, outdoor recreation, navigation and reclamation projects, parks, and wildlife, in addition to his agriculture duties. The President has accomplished by fiat what he was unable to do through legislation. For all practical purposes, the new authority given to Mr. Butz creates a de facto department of natural resources, because one man is now apparently in charge of two historically separate departments.

Mr. Nixon further cemented the reorganization by naming his environmental advisor, John Whitaker, as Under Secretary of the Interior, and announcing the "return to private life" of Interior Secretary Rogers Morton's assistant secretaries for water and power, public lands, and minerals.

Of Morton's long-time associates, only Assistant Secretary for Parks and Wildlife, Nathaniel Reed, survived the house cleaning. If Senator George McGovern had won the presidential election, it is doubtful the turnover in Interior's top echelon would have been more complete.

Expansion of Secretary Butz's authority increased speculation that Interior Secretary Morton would depart the Administration, perhaps opening the way for elevation of Whitaker to the secretaryship, so as to facilitate coordination on natural resources matters.

Selection of Butz rather than Morton puzzled many Washington observers. Dur-

ing the election campaign, Morton covered the nation on behalf of the President, extolling his proposal to bring together related agencies in a new Department of Natural Resources. Apparently, Morton's reluctance to fully acquiesce to the desires of corporate interests in administering Interior programs counted against him.

How the reorganization under Secretary Butz will set with members of Congress was unclear at this writing. Mr. Nixon's move clearly circumvented the wishes of Congress, which turned a cold shoulder to his reorganization plan. Moreover, the action obscured the usual channels for determining the Administration's position on legislative proposals. Morton would ordinarily be looked to for views on a new national park proposal, but this may no longer be the case.

Capital News

EPA Chief Ruckelshaus Suggests Gas Rationing for Los Angeles

The Environmental Protection Agency formally proposed an 80 percent cut in car travel in the Los Angeles basin accomplished by gasoline rationing as the only certain way to meet federal air quality standards by the 1977 deadline—the most far-reaching proposal to emerge from two years of implementation of the Clean Air Act of 1970. Resulting from a federal court order, the proposal was subject to change by public hearings. Ruckelshaus indicated he did not expect such a measure to be put into effect. He said if the federal requirements proved impossibly stringent, people could resort to "the political process." Other states had until February 15 to file transportation strategies necessary to meet Clean Air Act requirements.

In Detroit, Ford and Chrysler kept up their attacks on the Clean Air Act. Chrysler President John Riccardo called for suspension of the 1975-1976 standards enacted by Congress and transfer of authority for establishing new standards to the Environmental Protection Agency. Riccardo urged suppliers to make their concern known to Congress, and contended that proposed California emission standards would add only about \$170 per car, as opposed to \$350 to \$500 if federal standards were met.

Meanwhile, EPA deferred final action on

During his confirmation hearings in 1971, Secretary Butz was questioned at length about his agribusiness affiliations. He had been a member of the boards of directors of Ralston-Purina Co., International Minerals and Chemical Corporation, Stokely-Van Camp, Inc., and J. I. Case and Company. He had made scores of speeches for the General Motors Foundation, all during the time he was a dean of continuing education at Purdue University.

One Washington columnist described elevation of Dr. Butz to the super post as "an astounding choice." But no one who followed the election campaign, its financing, and the returns on November 8th should have been surprised. Mr. Nixon won a landslide victory. He does not have to concern himself with election to public office in the future. In some ways, he is freer of restraints than at any time in his past. In the next four years, he intends to implement plans articulated over a long career. If some of his political supporters benefit in the process, then that is to be expected. That is the way the game is played here. Many people might not like it. However, victors do win.

lead-free gasoline. It issued a decision requiring lead-free gasoline to be available in service stations by mid-1974, but held up for 60 days final action on other proposals to lower the quantity of lead in all gasoline by 1975. EPA Administrator Ruckelshaus said the waiting period was provided so the agency can receive comments on the wide differences of opinion over health effects of lead emissions.

Forest Service proposes 235 wilderness study areas

"It's far from being enough, but it's something we didn't have before," said Sierra Club Executive Director Michael McCloskey after Agriculture Secretary Butz announced that 11 million acres of roadless national forest land—235 areas—would be studied as possible additions to the National Wilderness Preservation System starting next year. Butz had announced that an environmental impact statement describing the 235 areas was delivered to the Council on Environmental Quality and would be subject to public comment and suggestion for 90 days, after which the final

Conservation in One World

THE VIGOR AND SKILL of our international committees have enabled us to expand Sierra Club influence at the same time that governments are recognizing that environmental problems are international and, perhaps, apolitical. Our invitation to represent part of the private sector in negotiations with Russia for pooling environmental efforts illustrates both trends, and gave us the bonus of opportunities for insights and perspective.

When Marshall Goldman said that the USSR was having environmental problems similar to our "capitalistic" ones, his words were met with retorts from Soviet governmental officials as indignant as those which here met my first editorial on corporate responsibility. They contended that communism was in a much better position because the "interests of enterprises do not run counter to the interests of society but are subordinated to them." *Quere?*

Interestingly, the environmental movement began in Russia, as in the United States, with controversy over a great natural wonder. Conservationists took up arms over the proposal to build a pulp mill near Lake Baikal which would drain pollutants into this lake of hitherto crystal pure water. Also, as with us, concepts expanded. By 1969 the controlled Soviet press was quoting Boris Bogdanov, head of the natural resources department of the Ministry of Agriculture, in an eloquent condemnation of the pollution of rivers, the impairment of natural preserves and hunting grounds, the erosion of agricultural lands from wind and water, the oil slicks in and around the Caspian Sea, the ravaging of productive land by industrial sprawl and strip mining, the unrestored forests destroyed by logging, and the contamination of subsurface waters by sewage. By 1970, Brezhnev, himself, was saying "the thrifty and zealous use of natural resources, concern for all land, forests, rivers and pure air and for our vegetation and animal world . . . represent a very vital communist worry."

In 1970, the government announced a comprehensive legislative program to preserve water, prevent pollution, and curb the threats to Lake Baikal. The production of DDT was banned, duck hunting was canceled, and an 800 million ruble project was undertaken to protect the remaining recreational and scenic values of Lake Savan in Armenia from the results of draining water for hydroelectric plants.

The subsequent ups and downs of Soviet environmental efforts were characterized by increasingly stringent legislation, a coupling of party with governmental decrees—and further statements of faith in the system. The latest edicts, circa March 1972, decreed the elimination of water pollution on the Volga and Ural Rivers by 1980. A drift from doctrine may be signified by the separation of the functions of promotion and enforcement through creating a Committee of the People to watchdog progress. (Lessons for AEC and FPC!)

In spite of the expenditures of substantial sums in furtherance of these legislative policies in Russia, and claims of similar efforts by private industry in the US, they still have their Caspian Sea and we our Erie; they their Magnitogorsk and we our Los Angeles; and both of us, our strip mines. In each country the ascendancy of industrial expansion over conservation lingers.

This was the stage for our visit to Moscow, which resulted in the execution of documents that the International Institute for Environmental Affairs described as what "may be the most remarkable agreement ever signed between the superpowers, opening long-closed doors and promising a degree of cooperation normally undertaken only by the closest of allies. . . ."

The atmosphere of the meetings in Moscow and the expedition with which understandings were reached were promising. The open exchange of information called for by the agreements can benefit the technologies of both nations. However, as Dr. Igor Petryznov has said, "Technologies of avoidance may be available but it is also a matter of readiness and desire to apply them in practice."

In the United States, as in the USSR, there has occurred an appreciable change in the mental set of the public and of members of the governments in a very brief period of time. Nevertheless, the process of changing priorities so that environmental considerations preempt economic ones demands continuing pressure, because this process of revising priorities may test the resilience and adaptability of both forms of political and economic structures.

Raymond J. Sherwin, *President.*

list of new study areas would be drawn up.

"At first glance," McCloskey said, "we were encouraged. At second glance, it was not all it seemed." Included in the 235 areas were 51 primitive area additions and other areas mandated by Congress. "Despite the statistical smoke screen," McCloskey said, "there appears to be little overall change in the Forest Service recommendations of last spring. In California, in fact, it was a net setback."

Is the Concorde's racket all right?

The British-French supersonic transport Concorde won't be banned from US airports, President Nixon is reported to have written British Prime Minister Edward Heath and French President Georges Pompidou. Nixon reportedly assured the two leaders that to the extent his administration has control, it would "assure equitable treatment for the Concorde," and that the fleet noise rule to be issued by the Federal Aviation Administration "will be in a form so as to make it inapplicable to the Concorde."

Concurrently, the Sierra Club wrote Senator William Proxmire, chairman of the joint economic committee, that the Club supports a pending FAA regulation prohibiting civil aircraft from flying over the US at supersonic speeds. The Club contended that environmental protection and public health require a reduced maximum noise level of ten equivalent perceived noise decibels (PNdB) for both subsonic and supersonic planes. Maximum level for subsonic planes is now 108 PNdB.

Earlier, French aviation officials were quietly lobbying in Washington to try to make sure the Concorde could land at US airports. At the same time, Nixon Administration witnesses invited to testify at joint economic committee hearings on plans for possible revival of US supersonic transport subsidy programs failed to appear, and Chairman Proxmire wondered aloud, "What is the Administration trying to hide?"

Club urges impact statement on sewage treatment cut

Environmental impact studies should have been made before the federal government announced it would save money by allotting states only 45 percent of the \$11 billion authorized by Congress for sewage plant building through June, 1974, the Club charged in a letter to Environmental Protection Agency Administrator William Ruckelshaus. The federal aid cut "will seriously retard the renewed national effort

to improve water quality," Club Executive Director Michael McCloskey wrote Ruckelshaus. The Club said it might sue Ruckelshaus if he didn't quickly announce plans to comply with the National Environmental Policy Act of 1969, which requires major federal decisions having possible great environmental impact to be preceded by a detailed statement of their unavoidable adverse effects and possible appropriate alternatives to them. Predominance of the cost cutting motive doesn't exempt a decision from NEPA requirements, McCloskey wrote, but instead reinforces the need for a statement on what environmental progress may be given up to save money.

"When presented with all the facts," the letter said, "Congress, the President, or even your agency may well decide that the price of continued environmental deterioration is simply too high a price to pay for a modest improvement in the federal budgetary picture."

Interior's geothermal regulations inadequate

The Interior Department's revised regulations on geothermal leasing and operating are "still seriously deficient in the same respects as originally noted," the Club told the department. The Geothermal Steam Act of 1970 authorized the Interior Department to facilitate and supervise the exploration, development and production of federally owned geothermal resources—which may eventually affect areas of several million acres. Large areas of public land in the western states may soon be leased to private corporations for geothermal production of electricity.

The Club charged that the revised regulations failed to provide public and environmental protection, didn't satisfy the National Environmental Policy Act, and failed to provide for public participation in deciding when and where geothermal operations might be allowed on public lands.

AEC holds nuclear fuel cycle hearings

To answer the question of whether nuclear fuel cycle questions should all be handled alike by the Atomic Energy Commission or raised separately in local interventions, the Atomic Energy Commission is holding legislative rulemaking hearings this month (February). The hearings deal with such parts of the fuel cycle as mining uranium ore, milling and refining the ore, enrichment by gaseous diffusion, fabrication of nuclear reactor fuel, management of high and low level radioactive wastes, including long-term waste storage, and transportation of material. An environmental survey of the nuclear fuel cycle, describing the



effect of each stage of the cycle for a model 1,000-megawatt nuclear reactor, can be obtained from the Deputy Director for Fuels and Materials, Directorate of Licensing, US Atomic Energy Commission, Washington, D.C. 20545.

Butz tapped as natural resources superchief

Expanding the authority of three Cabinet members to achieve objectives of the executive reorganization he proposed in 1970, President Nixon announced that in addition to his agriculture duties Agriculture Secretary Earl Butz would have jurisdiction over natural resources policy, including land use,

News View

Club Directors Call for End to Energy Industry Subsidies

The Sierra Club's board of directors adopted as Club policy a package of energy economics reforms calling for rapidly phasing out of all economic subsidies to energy industries.

Such subsidies, the directors said, include depletion allowances on oil and other extracted energy resources, which should be replaced by allowing companies to recover only amortized investment costs. The Club also said the government should phase out the favorable tax treatment on imported oil in which royalty payments made to foreign governments are deducted from US taxes.

"Current and past economic policies

water projects, mineral development, environmental protection, outdoor recreation, forestry, parks, and wildlife resources.

Somewhat diminished was the influence of Cabinet members such as Interior Secretary Rogers Morton, who previously had jurisdiction over areas now coordinated by Dr. Butz, who was confirmed as Agriculture Secretary by a narrow 51-44 Senate vote after opponents criticized his ties to corporate agribusiness.

William Ruckelshaus, head of the Environmental Protection Agency, announced he would remain during President Nixon's second term because the President wants to maintain a "strong, independent" agency to enforce air and water pollution abatement laws.

But Nixon's housecleaning sent four men in Interior's top echelon into a "return to private life." They were James R. Smith, assistant secretary for water and power, Hollis M. Dole, assistant secretary for minerals, Mitchell Melich, solicitor, and Ellis Armstrong, commissioner of reclamation.

Census Bureau sees slower growth ahead

New population growth projections were issued by the Census Bureau showing a US population of 250 million to 300 million in the year 2000—some 20 million lower than previous forecasts. The projections were based on a sharp decline in the birth rate to 2,040 children per 1,000 women, compared with the postwar high of 3,770 children per 1,000 mothers in 1957. But despite the trend to smaller families, zero population growth won't be achieved until about 2050, the bureau said.

with regard to energy are a major cause of the problems we face with respect to environmental impact and energy supply and demand," the policy statement says. "New economic policies can be a major factor in bringing about a more rational and less environmentally destructive pattern of energy development and use."

"The Sierra Club believes that the prices of all forms of energy should cover energy's true costs," the directors said. "This will favor those energy sources which have minimum environmental impact while penalizing those with the most serious impact. It should also blunt the growth of energy demand."

Other subsidies the directors recommend phasing out include the tanker subsidy program, and the subsidization of hydroelectric projects "by means of specious calculations of recreational and flood control benefits and the use of a discount rate less than the opportunity cost of capital."

The directors also said pollution should be taxed with taxes high enough to curb it and to pay for all direct and indirect costs of pollution to society.

"The industry, and ultimately the user, should be required to pay for the costs of pollution abatement and adherence to strict regulations to protect the health and safety of workers," including full compensation to victims of job-associated injuries and diseases, such as the victims of black lung disease. The Club said rate structures should be changed to make sure that energy is priced at its full marginal cost—the cost of bringing in new energy supplies. Higher rates should be charged during peak demand periods to cover the higher costs of providing energy at such times, the Club

said. "Rate discrimination which results in large users paying less than the full costs of providing new capacity and energy must be prohibited."

Possibility of windfall profits for energy companies from such reforms should be eliminated by imposing an energy tax to divert surplus revenue to the government. After energy subsidies are phased out, the directors said, severance taxes should be imposed on the extraction of nonrenewable energy resources.

Also, the directors said, the fuel import quota system should be terminated and replaced by a tariff system "if some system for reducing fuel imports is considered important for reasons of national policy."

Revenues from the new energy taxes should be spent on government programs to develop less wasteful and environmentally damaging ways of producing and using energy, to pay for surface restoration of old mine workings, and to cover the costs of monitoring and regulating health, safety, and environmental impact.

The directors said special effort should be made to ensure that poor people don't suffer from the generally higher energy prices which would result "from having the user of energy pay energy's true costs."

The Club said it expected its proposed reforms to fall heavier on large users of electricity than on the poor. "However, until our society devises an effective program to address the economic needs of the poor," the directors said, "special provision must be built into the energy rate structure to assure all domestic users a minimum quantity of energy to meet basic needs at rates that will not adversely affect the poor."

Judge holds mining not fit for wilderness

Since mineral exploration and development are inherently incompatible with wilderness values, a federal judge held that the federal government can and must exercise its zoning powers to exclude mining in the Boundary Waters Canoe Area in northern Minnesota, whose approximately one million acres comprise one of the country's largest designated wilderness areas. The permanent injunction issued by the judge closed one of the nation's longest pending environmental lawsuits. Applauding the decision, environmentalists geared up for a major effort to defend the North Country's famed canoe waters not only from mining, but also from logging and snowmobiling.

Court requires impact statement for supertankers

The Commerce Department's Maritime Administration agreed to provide environmental impact statements on oil tankers built in the federally subsidized shipbuilding program, under terms of settlement of a suit brought by environmentalists. The Environmental Defense Fund, National Parks and Conservation Association, and National Resources Defense Council claimed the government failed to comply with the National Environmental Policy Act, and asked that subsidies for tanker construction be halted. The new settlement stipulates that hearings will be held in May on resubmitted applications for ten vessels. New subsidy applications must include alternative major design changes, including double hulls, double bottoms and smaller tanks.

More pipelines for Alaska and Canada

Investigation of a possible pipeline-tanker natural gas route from Alaska to the Pacific Coast was announced by El Paso Natural Gas officials. At the same time Canadian



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Arctic Gas revealed that pipeline deliveries from Canada's MacKenzie Delta region and Alaska's North Slope were needed to fill Canadian and midwestern US needs. El Paso said an \$11-million feasibility study was underway on its proposed line, which would parallel the long-delayed hot oil pipe across Alaska to Valdez. Gas would be liquefied at the Alaskan seaport for shipment in cryogenic tankers. The 23-firm Canadian group, which says it has spent \$25 million on economic, engineering, and environmental studies, expects to file construction permit applications in mid-1973 with US and Canadian regulatory authorities.

Interior finds plants may damage Four Corners

Coal-burning powerplants in the Southwest's Four Corners area may increase widespread air pollution and other environmental damage, according to an Interior Department environmental impact statement. The report suggested the federal government intervene to keep plants from being built too close together, and thus minimize violation of state clean air standards. Meanwhile, another report said removal of sulphur from power plant stack gases was technologically feasible in commercial-size installations. The report, prepared by the Environmental Protection Agency, the Commerce Department, the Federal Power Commission and White House staff members, said the electric utility industry is far behind in installing sulphur scrubbers.

Santa Monica (continued)

for as little as \$300 per acre, the beach-front pricetag at Malibu sizzles up to \$3,000 per front foot. Using the Bureau of Outdoor Recreation's modest \$3,000-per-acre figure, acquisition of 100,000 mountain and seashore acres today would cost \$300 million, and the longer action is postponed, the higher the price will be.

Therefore, Tunney has proposed a system of acquisition priorities, considering first those sites that have unique "scenic, recreational or open-space value." These include the Point Mugu-Pacific View-Boney Mountain-Hidden Valley complex; Zuma, Trancas and North Ramirez canyons; Malibu Canyon and Century Ranch; Cold, Tuna and Santa Maria canyons; areas north and west of Will Rogers State Park; Caballero Creek; the 55-mile, winding Mulholland Highway (for development as a scenic corridor the length of the range); and sea-

shores and associated canyons.

The \$300-million pricetag for the proposed 100,000-acre urban park is staggering to be sure, but the cost of preserving the Santa Monica Mountains to the ten million residents of the Los Angeles area and eight million annual visitors is only about \$17 per person. Few could deny they would be getting one of the world's great bargains.

SIERRA CLUB ELECTION

Each year, the annual national election of the Club is on the second Saturday of April as prescribed in the By-laws. On April 14, 1973, five directorships will be at issue. A ballot, information brochure, and return envelope (not postage-paid) will be mailed by March 9 to each eligible member. Those packets for members living outside the 48 contiguous states will be sent airmail. With the exception of Junior members (under 15), all those listed in the Club records as members in good standing as of January 31 (about 140,000) will be eligible to vote.

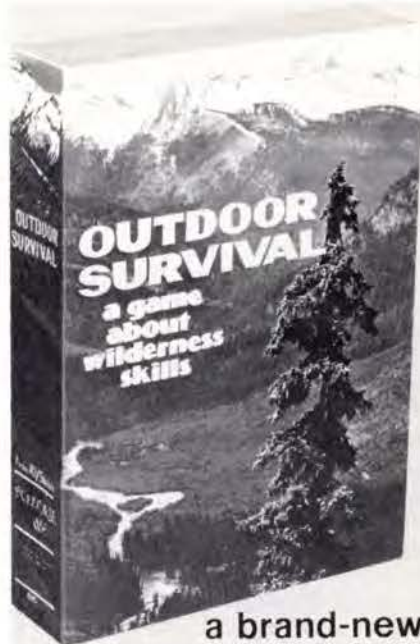
The nine candidates for Directors are, in order of appearance on the ballot: Kent Gill, Dwight Steele, Edgar Wayburn, Bruce Collier, Vicki Mattox, Theodore Snyder, Jr., George W. Pring, Ted Schultz, Holway Jones. Members should vote for not more than five candidates.

The information brochure will contain a statement from each candidate regarding pertinent background and his or her views as to the direction the Club should take, together with a picture.

If you do not receive a ballot by mid-March, or you mismark it, do this: Write a note of explanation to the following, and enclose the voided or mutilated ballot if you have it: CHAIRMAN, JUDGES OF ELECTION, Sierra Club, Department E, 1050 Mills Tower, San Francisco, Calif. 94104. If addressed any other way it will get delayed attention. After appropriate checking, an attempt will be made to send you a replacement ballot in time for it to be returned by the date of the election. This procedure is under the control of the Judges of Election. Ballots are to be mailed back to Elections Committee, Post Office Box 12975, Oakland, Calif. 94604. They will not be opened until the time for counting.

The prepunched holes at the bottom of the ballot card will indicate to the computer that the ballot comes from a member eligible to vote. However, the unique, random number bears no relation to a particular member or membership number. Thus secrecy of voting is assured.

Lewis F. Clark
Chairman, Judges of Election



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Green Water for New Pollution

LANEY HICKS

Use it or lose it is the name of the water game in Wyoming—and the Green River, headwaters of the Colorado, is up for grabs.

The 1922 Colorado River Compact, the 1945 Mexican Water Treaty, and the 1948 Upper Colorado River Compact are the guiding and limiting factors for water planners. Insulated in their engineering offices, those planners turn out report after report comparing the various reported annual flows of the Colorado River, calculating how much each state can have under each agreement and how to use that entire amount within the agreement state.

Wyoming, like other Basin states, has developed a fixation on hoarding its entire portion (whatever it may be) and has become almost paranoid about the possibility of losing its share to downstream states, should Wyoming not be able to show a need for the water. Until a few years ago no one was worried that Wyoming was using only half of its apportionment, but the possibility for industrial development of coal and oil shale has suddenly galvanized state and federal planners into action to "preserve" the state's right to its share of water. Two years ago the governor tried to push through a bill authorizing state financing for two dams on the upper Green River, but it was defeated by concerned ranchers and environmentalists. In its place the legislature passed a bill to conduct a feasibility and financing study on the use of Wyoming's Colorado River water allocations in the Green River Basin and of excesses in other basins of the state.

This study has just been released. Like an earlier state water plan, it calls for a large storage dam and transbasin diversion from southwest to northeast Wyoming where the state's large coal reserves are awaiting "development." The most significant new recommendation is for locating water-impoundment facilities farther downstream than previously proposed. (This would place the 360,000 to 460,000 acre-foot Plains Reservoir water storage facility on Bureau of Land Management lands, thus requiring a full environmental study under NEPA.)

However, there's a slight catch in the whole scheme. Wyoming's apportionment could be much lower than the Upper Basin Compact described, which would make new storage facilities difficult to justify, since existing ones could supply almost the full share. In this case the current and future needs of the basin would consume the total allotment, and the Plains Reservoir would not be needed. It only becomes feasible if allotments are maximized and transbasin

diversion is an assumed objective. But the forward-looking experts who produced the new plan circumvent real shortages by proposing weather modification and *augmentation* of the Colorado River flow "to relieve in some degree the constraints imposed by nature." All this is made to seem reasonable in the report, which suggests that the nation's welfare will make development of the fossil fuel resources imperative.

Environmental considerations in the feasibility study are limited to mentioning certain broad effects and a lot of talk about the benefits to be enjoyed from a new lake. Considering that 100,000 to 300,000 acre-feet of water might be transported from the Green to another basin for industrial development, suggesting a whole range of probable environmental problems, this coverage seems a little narrow, to say the least. For example, the economically feasible route for diversion would use the meandering, historic, and beautiful Sweetwater River, and there is no way the existing river channel could handle a doubling or tripling of its flow without severe damage to the environment, not to mention the impact on ranches along the way.

Salinity problems also receive short shrift in the study. A diversion of 200,000 acre-feet is said to increase salinity by 25 to 150



parts per million, which is said to be minor compared to agricultural runoff. Possible salt-loading through leaching of soils in the proposed reservoir area is disclaimed despite evidence that irrigation of similar lands produces large quantities of salt compounds. Evaporation from this reservoir alone would be equal to half the amount allotted for the Colorado River storage projects.

The proposals in this water study are in line with other plans bent on damming, diverting, and piping this resource to the coal fields. If we are to believe and accept the forecasts of water and power development in Wyoming, then we must also accept the degradation of the state's air, water, and habitats. What a farce, then, for the water feasibility study to claim that water and industrial development "will generate direct local and statewide benefits that will be far greater than the social costs associated with development of the mineral resources of the region."

East

Facelift for the Forest Service

PETER BORRELLI

"There is a profound difference between public involvement as an active, participating influence and the enduring Forest Service belief that professional objectivity alone is enough to maintain the integrity between sound resource management and public need."

There is nothing particularly revolutionary about such an observation, except for the fact that it was made some months ago by the eastern regional office of the Forest Service in an arty little document entitled "... A Little Rebellion, Now and Then."

While conservationists are reserving judgment about the Forest Service's professed enlightenment, the rhetoric generated by the Forest Service in the East may be more than a clever ploy to parrot public concern.

Some sign of the changing times can be seen in the progress being made with the

new area-guide and unit-planning process. The new management system emerged from the Forest Service about the time of the National Environmental Policy Act. "NEPA penetrated the bureaucratic structure like a whiplash. Not since women received the vote," reports the Forest Service, "had the discretion of government been so thoroughly bruised." The two key points of the act most injurious to the service focused on demands for greater public involvement in the decision-making process and for an interdisciplinary approach to land and resource management. There is still some question as to whether certain forest supervisors and rangers have ever heard of NEPA, but the slow filtering-down has begun.

The new system of management was first hinted at in a document entitled "Framework for the Future," which outlined new policy and objectives for the 1970's, and later in a document entitled "System for

Management of the National Forest in the East."

The new approach provides for (1) making master planning paramount, (2) making plans responsive to the social and economic needs of people, (3) separating the planning and doing processes, with planning done at higher levels by interdisciplinary teams who prepare total plans for specific land areas, and (4) involving the public in the planning process itself.

It all sounds unnecessarily cybernetic and bureaucratic, but essentially it boils down to this: in place of management systems contrived primarily from administrative boundaries and regulated through the formulation of separate functional plans, the new approach is based on natural boundaries and interdisciplinary analysis.

The Forest Service has already designated several planning areas, each of which includes forests with similar characteristics regardless of national forest or regional boundaries. Thus in region nine, two forests in New England have been included in one planning area and eight Great Lakes forests in another. Similarly, in the Southern Region, such obviously related forests as those of the coastal plain have also been

included in a single planning area. In Appalachia both East Coast regions of the Forest Service have joined together to study the similar forests of the Appalachian chain that lie within both jurisdictions.

With the use of interdisciplinary study teams, the Forest Service expects to draw up "area guides" for each of these new sub-regions. The purpose of the guides is to spell out in general terms the relationships between such things as availability of resources, future demands on these resources, population trends, and other social and economic conditions.

Each of the forests is then expected to identify major land units within its boundaries and to produce specific unit plans which meet the resource needs identified in the area guides. To date, the area guide for the Appalachian forests has been completed, and guides for several areas in both regions eight and nine are nearing completion. A few plans for particularly controversial units such as the boundary-waters canoe area and the Meadow Creek unit of the Monongahela National Forest are already complete, but it is expected that the entire unit-planning process will take about ten years. The first plan embracing an entire national forest has been completed for Florida's Ocala National Forest, and similar forest-wide plans are expected to precede unit plans in many other forests.

What happened on the Ocala, one of the most heavily used forests in the country, reflects a long-held belief of many eastern conservationists that the nontimber values of the eastern national forests far exceed their timber values. The Ocala unit-plan seemingly accepts this premise without question and sets about the task of planning for a variety of scattered recreational opportunities. The plan undoubtedly can be improved upon, but it suggests that on other heavily used forests in the East, similar commitments to preservation and public recreation may be in the offing.

What all this means for conservationists in the East is that the national forest system is undergoing a face-lifting of enormous proportions. The "System for Management of the National Forest in the East" could result in some of the substantive changes long called for by conservationists, but without sufficient public involvement in the process, professional "objectivity" may prevail. The new system provides numerous opportunities for active involvement, and while it is not clear what weight public opinion will be given, conservationists should begin immediately to exercise and influence as surrogate planners.

There is a faint glimmer of hope that the times are changing indeed, but after meandering through a maze of Forest Service bureaucratism about this new management system, it is clear that the eventual outcome rests more with the public than with the experts. One is reminded of the computer-world adage—"Garbage in, garbage out."



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text labeling certain legislators as "murderers" of environmental legislation, and accusing others of being their "accomplices." A bit heavy-handed, to be sure, but it *did* get their attention.

With a year of experience behind them, the Birdwatchers devoted the second year to following a larger number of bills and getting better, more extensive, and more current press coverage of the information they developed. Many legislators again raged against this incursion into their sanctuary, and some went so far as to assert that their votes were their own private business and not the public's. At the end of the second year a temperately worded but equally revealing voting summary was issued as the 1971 *Environmental Voting Index*, which received statewide distribution and went through two printings at two dollars a copy.

At the beginning of the third year, the impossible happened—a concurrent resolution was introduced in the Senate to compel both houses to record committee votes. The conventional

wisdom held that no legislator would ever dare to introduce such legislation, since the enmity he would receive from his colleagues would make such an act a clear case of political suicide. Yet there it was, SCR4, introduced by liberal Republican Peter Behr, freshman Senator from conservation-minded Marin County. And, with more support than had been suspected, SCR4 easily passed its first committee hurdle.

While the Assembly rejected the Senate measure, it did adopt its own resolution, which contained points both weaker and stronger than those in the Senate resolution. This done, Senator Behr dropped his concurrent resolution and reintroduced the idea as SR9, a resolution which applied only to the Senate rules of operation. An idea whose time had come, SR9 passed quickly. As a result, both legislative houses now have solid, if somewhat different rules for making public the votes taken in their committees. These votes are published weekly in the legislative journals of the two houses, documents which are available to the public.

Though the original objective of the Legislative Birdwatchers has been achieved, there is a good deal left to be done. To have the committee votes recorded and published is one thing, but to bring this information to public attention is another. Because they are often difficult to read and have limited circulation, the legislative journals do not provide an adequate medium for publicizing the committee votes they contain. To better disseminate this information, the Legislative Birdwatchers are now restructuring their organization to provide a reporting service to the media and to subscribing groups. Unless the public knows how its representatives vote, soon after they vote, there is no way to allow for the kind of public response that keeps legislators alert and responsive. The recording of committee votes cannot be just a passive bookkeeping function with the results published annually, but must be publicized promptly and widely so as to keep the voters fully informed and in a position to quickly react.

The voters in the majority of the other 49 states apparently now live in darkness, with scarcely a clue as to how their state legislators vote in committee. Birdwatcher inquiry shows that, in addition to California, there

are currently only eight state legislatures that record legislative committee votes in any manner at all. And although such votes are a matter of public record in most of these eight states, the record is often kept in the files of the committee secretary or printed in obscure publications that are almost impossible to find.

In 41 of the states, then, there is practically no usable information on legislative committee votes, and in eight of the other nine states such information may exist but is often difficult for individuals or citizen groups to obtain. What is badly needed is nationwide public pressure, not only to have committee votes recorded but also to develop the means to have this information reported widely to the voters back home in the legislators' districts. This effort need not be limited to environmentalists reporting votes on environmental issues, but could (and should) be joined with the efforts of those supporting a host of other public causes. The broader the base of support, the better the chances of success. Nor should such reform and reporting efforts be limited to state legislatures. Legislative Birdwatchers are badly needed to deal with the legislative bodies of every major city and county in the country, bodies which produce more environmental legislation than most people seem to realize.

In only three years, the Birdwatchers have achieved a good deal in working with the California state legislature. The same thing can also be accomplished in any of the other states if the voters, particularly those living in and around the capital city of the state, will band together, organize, and dig into the job. Experience in Sacramento has shown that dedication is far more important than specific technical skills, which can be acquired in the course of doing the work. If Sacramento's Legislative Birdwatchers, a diverse and disparate band of housewives, students, and retired people, can succeed in three years and with less than \$400 in actual expenditures, so can other groups in other places. It can be done—by the same people who have the time and interest to read this article. And if they don't do it, who will?

Bruce Kennedy, long-time Sierra Club activist, is an economist for the California Department of Parks and Recreation in Sacramento.

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Wilderness Plan for Yellowstone

GREGORY RAY

WHEN YELLOWSTONE, the first of the world's great national parks, was created a hundred years ago, it was dedicated to a purpose that has been repeated over and over in the creation of other parks in this and other lands, a single purpose that has contained a contradiction increasingly apparent in the last two decades. The idea was to preserve a natural environment for all people to enjoy. This great idea, brilliantly achieved in many respects, has been jeopardized in the last few decades by the bald fact that when too many people come to enjoy the place and when too much is managed for their casual convenience, the wonders we sought to preserve become both different and less than they were in nature.

Yet while the pressure of the public, its machines, and its needs all but overwhelm the most popular areas in Yellowstone, the genuinely unspoiled areas are immense. Yellowstone has some two million acres of primitive land, divided only by the existing roads, such as the Grand Loop and the park entrance access. The National Park Service is now considering a plan to maintain and enhance the natural aspect of these tracts, setting them aside from the popular and developed corridors of the park as wilderness areas, where the native flora and fauna will exist as they did for centuries before white Americans discovered the wonders of the regions and began to build roads and lodges, overlooks and restrooms.

The idea is not to convert every inch of Yellowstone to wilderness—which is impossible anyway—but to emphasize the wilderness nature of the park by altering and/or removing existing facilities. Unfortunately, buffer zones around the park, as well as land adjacent to developed areas, would be excluded from wilderness classification, but in all, 88 percent of the park would be designated as wilderness.

The existing road system divides the park into ten roadless areas, of more than 10,000 acres each. These regions comprise approximately 2.2 million of the park's total 2,221,773 acreage. The roadless areas considered for wilderness designation vary considerably in size, from the smallest, of 11,500 acres within the Grand Loop Road, to the largest, of 483,000 acres in the southeastern part of the park encompassing Yellowstone Lake, the Thorofare country, and Two Ocean Plateau. Many of the larger roadless areas adjoin national



Gregory Ray is an information specialist for the Wyoming Fish and Game Commission. He has written several articles for magazines and newspapers and has had one-man photo exhibits in Reno, Nevada, and Columbus, Ohio.

forests, thereby forming some of the biggest blocks of primitive land in the continental United States.

Under the wilderness plan, the ten roadless areas within Yellowstone Park would be formed into an equal number of wilderness regions:

- Unit One, one of the smallest roadless areas in the northwestern part of the park, adjoins the Gallatin Game Preserve, and would make up a wilderness region of 10,600 acres.

- From the second roadless area of 325,000 acres, Unit Two would be shaped into nearly 305,000 acres of wilderness preserve. This area includes the Madison Valley and major portions of the upper Gallatin River and Specimen Creek drainages. Here, interspersed with stands of pine and spruce, some 20 peaks rise above 9,000 feet. Lying off the southeast corner of the proposed unit is the spectacular Gibbon Geyser Basin.

- An unbroken expanse of forest nestled in the upper portion of the Grand Loop forms the third proposed wilderness unit of 122,000 acres, which includes the Washburn Range, Grebe Lake, and part of the Solfatara Plateau.

- Including the spectacular Black Canyon of the Yellowstone and numerous lakes and streams, Unit Four contains about 85,000 acres bordering the Absaroka Primitive Area in the northern reaches of the park. Adjacent to this region is a rugged area of nearly 50,000 acres including five peaks over 10,000 feet.

- An extremely primitive region with only two trails, Unit Five encompasses 418,600 acres, including the Grand Canyon of the Yellowstone, Mirror Plateau, and the western slope of the Absaroka Range.

- The vast Central Plateau, covered by lodgepole pine forest, is the home of grizzlies, bison, and deer, and forms the seventh proposed wilderness. Encompassed by the southern half of the Grand Loop connecting Old Faithful, Yellowstone Lake and Canyon, Unit Seven contains more than 180,000 acres of primitive lands suitable for wilderness classification.

- Situated in the southwestern region of Yellowstone, marked by heavy forest and extensive volcanic phenomena, Unit Eight is the second largest of the proposed wilderness areas. It contains the Madison and Pitchstone plateaus, as well as Shoshone Lake and the Bedhler River Basin, and is

crossed by an extensive network of backcountry trails connecting with national forest trails to the south and west.

- The smallest section of the proposed wilderness, Unit Nine lies within the Grand Loop Road and is surrounded on three sides by Yellowstone Lake.

- The southeastern section of Yellowstone bordering the South Absaroka and Teton wilderness areas is the most popular backpacking area of the park. This region, combined with adjacent wilderness lands and rugged primitive areas, covers a total of more than 1.5 million acres of nearly virgin mountain country. Heart Lake, Two Ocean Plateau, the Thorofare, and the upper headwaters of the Snake River make this one of the most scenic areas in the park.

Together, the ten proposed wilderness units tell the fantastic history of the park's geology. Precambrian granite, gneiss, and schist, ranging in age from two to three billion years, are found in the northern part of the park. Examples of the Mesozoic era are found on Yellowstone's Mt. Everts, while volcanism during the early Tertiary, about 50 million years ago, created the Absaroka Range on the eastern edge of the park. Volcanic activity during the Tertiary buried some 27 successive forests on what is now known as Specimen Ridge. Evidence also indicates that the present-day flora and fauna are relatively new. Glaciers scoured the area three to four times in the past 300,000 years, with the most recent activity ending only about 11,000 years ago.

Lodgepole pine has prospered in the park and now makes up more than three-fourths of its forest area. Englemann spruce and subalpine fir grow in the higher elevations, with whitebark pine, Douglas fir, Limber pine, Rocky Mountain juniper, and aspen occupying other niches throughout the park. Mindful of the natural development of these forests and the important part they have played in providing a variety of cover for the park's wildlife, park officials are exploring the prospects of introducing controlled fire as a natural control of forest growth.

It is believed, for example, that frequent wildfires in the grasslands at lower elevations in the northern part of Yellowstone helped keep these areas open and free of heavy forest growth. Lightning fires occurring on the high forested plateaus every 30 to

100 years in the postglacial period may explain the existence of the vast stands of lodgepole pine and the absence of less fire-resistant trees.

While it is thought that techniques duplicating the end results of natural burning might be introduced today, the exact methods and the feasibility of the entire idea are still under study. It is acknowledged in the park's wilderness study that "wildfire will be controlled as necessary to prevent 'unacceptable' loss of wilderness values, loss of life, damage to property, and the spread of wildfire to lands outside the wilderness."

Approaching fire in their destructive potential, insects might be allowed to play a natural role in a park free of any attempts at human control except in areas "where protection of the vegetative motif is of primary importance."

As in the case of insects, wildlife species of the park may also be restored to the state of nature, and the possibilities of reintroducing natural predators within the northern elk-herd range are being explored. The begging black bear, almost synonymous with Yellowstone, is now being forced back into the undeveloped areas since the park has closed its dumps and installed virtually bear-proof garbage cans throughout the park. Although there are complaints from tourists that "they didn't see a single bear" after driving the entire Grand Loop, Bill Dunmire, chief park naturalist, said the idea was to transform the black bear from a zoo-like roadside beggar into the more reclusive animal he once was. Realizing that Yellowstone's ecosystem was in balance eons before western man began tampering with the area, the park's master plan seeks to reestablish this equilibrium by reducing or eliminating human influences and letting the resource manage itself naturally whenever possible.

Hand in hand with this "return to nature" philosophy of park management is the problem of how to integrate natural values with throngs of urban-oriented sightseers. The hum of cars pierces the wilderness as crowds of people flock to the park each year to see the thermal wonders that have made Yellowstone famous. More than two million sightseers whizzed through the gates last year and stood shoulder-to-shoulder to see Old Faithful erupt. The pressures exerted by



this many visitors to a fragile thermal area are hard to imagine, yet with Yellowstone, as with all national parks, the original intention was that the land should be set aside for enjoyment by people—even over two million of them.

But in addition to being a “pleasuring ground for people,” as outlined in the Establishment Act of 1872, Yellowstone was also set aside “for the preservation from injury or spoliation, of all timber, mineral deposits, natural curiosities . . . and their retention in their natural condition.”

Balancing these two demands is difficult. As did Yosemite, Yellowstone is probably nearing a summer tourist saturation point. And as at Yosemite, park officials in Yellowstone are considering some drastic changes in order to accommodate the annual flood of visitors and yet preserve the natural features of the park.

What park officials are striving for is not only to find ways to accommodate ever-increasing numbers of people, but also to help them experience quality rather than quantity in their tours of the park. Realizing that a large number of tourists set destinations and deadlines on the features they want to see in a day, the master plan suggests alternative tour methods. The major objective of the program will be to communicate an understanding of the park’s individual features, to explain how these features fit into Yellowstone’s total ecosystem, and in turn how this system relates to the world.

“The challenge,” according to the master plan, “is one of communicating the value of 3,400 square miles of wild land to the predominantly urban visitor, who in recent years has become increasingly insulated within his automobile while touring the park,

and especially to the first-time visitor who typically has allotted a minimum amount of time for his visit. The crux of the problem is to kindle a new sense of environmental awareness within the visitor, and to do so we must get him out of his automobile. The visitor must be made to see that if Yellowstone’s unique wilderness essence is to survive, he must be willing to accept nature on her own terms, rather than his own, contrived within the framework of contemporary ethics.” The traditional “resort community” concept is being abandoned to emphasize the “wilderness experience.”

The park’s master plan proposes a system of “natural environmental zones” which would provide an introduction to the park’s wilderness. Currently, vast areas of Yellowstone remain largely unexplored by backpackers. The idea behind the plan, of course, is not to get everyone to take up backpacking, but to instill new values in the auto-oriented tourist.

At present, the park is using short-range transmitters that send messages to car radios encouraging visitors to take advantage of the variety of nature trails. Although such radio transmissions inform park visitors to a limited extent on the various thermal features, the master plan advisory team realizes such educational aids still do not necessarily get people out of their cars.

To achieve this end, Yellowstone’s master plan proposes a series of “hospitality centers” located in the gateway towns outside the park. Such centers will be designed to educate visitors on the park’s varied features and to stimulate interest in a more in-depth tour of the park. It is hoped such a system will direct the first-time visitor, in particular, so that he won’t find himself wandering aimlessly around

the 150 miles or so of park roads.

Proposed for use in conjunction with the visitor-information centers is a fleet of “interpretive vehicles” designed to provide an introductory park tour, as well as special tours oriented toward such themes as photography, wildlife viewing, or geology. The vehicles, either accompanied by a park naturalist or equipped with some electronic information-imparting device, would make frequent stops and encourage park visitors to explore the natural features on foot.

Such interpretive vehicles would serve the dual function of informing visitors and relieving traffic congestion. With a freeway-style overpass already greeting visitors on the Old Faithful bypass road, the park service is trying to prevent further major expansion or relocation of existing roads. A variety of solutions to the traffic problem has been suggested, including dualizing the existing roads to form two one-way highways, or maintaining the present loop but restricting it to one-way traffic. These possibilities have been rejected as either unworkable or immensely costly in both money and wilderness values. The problems encountered in managing a finite natural resource in such great demand are not easily solved. Balancing human needs against those of the natural phenomena of the park and attempting to harmoniously mix the two is what the master plan for the future of Yellowstone is all about.

“With each passing year, Yellowstone becomes more and more valuable as an island of wilderness serenity in the midst of a world suffering from the pollution of air, water, and land; from the destruction of animal and plant life; and from overpopulation. And as urbanization and mechanization spread, this island will become more and more precious—providing a memorable glimpse of the deer and elk, the bison and antelope, the bear and beaver, the trumpeter swan, and the lovely valleys, lakes, rushing streams, and dense forest that once covered so much of this land.

“But if Yellowstone is to survive the next 100 years, a new equilibrium must be achieved—the irreplaceable park resources must be weighed against the human impact upon them and a new balance struck.” (Taken from the prologue of the Yellowstone Park Master Plan).

SIERRA CLUB FINANCIAL REPORT

To the Members of the Sierra Club

The financial position of the Club at September 30, 1972 showed an improvement in net worth of \$99,433 over the previous year. Attributing to this were two unusual sources of income, one being a major bequest. Throughout the year ended September 30, 1972, continuous action was taken to correct the conditions which accounted for the Club's 1971 operating loss and resulting negative net worth. The action was successful in several areas, and is still continuing.

Although the 1972 improvement was significant, the Club did remain in a position of negative net worth. Our fiscal aim must be to restore the Club to a positive position, and this is our immediate objective. As is necessary, the operating budget adopted by the Board of Directors for the current year provides for a surplus that must be achieved to strengthen the Club financially.

Reviews of actual performance against budget will take place at appropriate levels throughout the year in order to take whatever steps are required to maintain the integrity of the budget. In addition, increased efforts are being made to improve the efficiency of services and reduce operating expenses.

CHARLES B. HUESTIS, *Treasurer*
DAVID W. HARRIS, *Controller*

REPORT OF INDEPENDENT ACCOUNTANTS

To the Board of Directors and Members of the Sierra Club

In our opinion, the accompanying statements of financial position and the related statements of revenues and expenses and of changes in fund balances present fairly the financial position of the Sierra Club at September 30, 1972 and 1971, the results of its operations and changes in fund balances for the years then ended, in conformity with generally accepted accounting principles consistently applied. Our examinations of these statements were made in accordance with generally accepted auditing standards and accordingly included such tests of the accounting records and such other auditing procedures as we considered necessary in the circumstances, including at September 30, 1972 and 1971, confirmation of marketable securities owned by direct correspondence with the custodian. It was impracticable for us to extend our examination of contributions received from the general public beyond accounting for amounts so recorded.

PRICE WATERHOUSE & CO.

DECEMBER 18, 1972
San Francisco, California

NOTES TO FINANCIAL STATEMENTS SEPTEMBER 30, 1972

NOTE 1—*Summary of significant accounting policies and chapter organizations:*

The accounts of the Club are maintained generally on the accrual basis except that members' dues, which are billed in advance, and gifts and bequests from the general public are recorded as revenue on a cash basis when received; land, buildings, furniture and equipment owned by the Club and held or operated for use by its members, guests or the public are expensed when purchased by the Club.

FINANCIAL STATEMENTS AND AUDITOR'S REPORT

STATEMENTS OF FINANCIAL POSITION

	<i>September 30</i>	
	<u>1972</u>	<u>1971</u>
ASSETS:		
Cash (Note 2)	\$ 47,161	\$ 16,470
Accounts receivable, publications, less allowance for doubtful accounts of \$37,000 in 1972 and \$65,000 in 1971	100,602	191,071
Other receivables	204,942	108,700
Inventories, principally publications, at the lower of cost (first-in, first-out) or market	278,158	459,758
Marketable securities, at cost, market value \$511,000 in 1972 and \$491,000 in 1971, pledged as security for notes payable to bank (Note 2)	369,166	399,116
Advance royalties, travel deposits and other deferred charges	<u>117,715</u>	<u>143,617</u>
	<u>1,117,744</u>	<u>1,318,732</u>
LIABILITIES:		
Notes payable to bank—secured by marketable securities (Note 3)	315,690	294,609
Other notes payable (Note 3)	178,000	49,322
Accounts payable	417,293	811,670
Accrued salaries and other expenses	135,687	142,715
Advance travel reservations, royalties, publication sales and other deferred revenues	<u>128,920</u>	<u>177,695</u>
	<u>1,175,590</u>	<u>1,476,011</u>
NET (deficit) ASSETS	<u>(\$57,846)</u>	<u>(\$157,279)</u>
FUND BALANCES:		
Unrestricted fund (deficit)	(\$796,410)	(\$880,571)
Restricted funds	186,539	188,014
Permanent fund	<u>552,025</u>	<u>535,278</u>
	<u>(\$57,846)</u>	<u>(\$157,279)</u>

During August of 1972 the Club was notified by the executor of an estate, of which the Club is a beneficiary, that securities with an approximate market value of \$100,000 had been designated as distributable to the Club; a contribution in that amount was recorded in fiscal year 1972. The first distribution of securities, which had a market value of \$59,100, was received in October 1972.

The Club's various chapter organizations are accounted for separately and are not included in the accompanying financial statements except

that chapter allocations, amounting to \$313,019 in 1972 and \$261,059 in 1971, are included as expenses. The combined net assets, largely cash, of the chapters and their combined revenues and expenses were:

	<u>1972</u>	<u>1971</u>
	<i>(Unaudited)</i>	
Net assets—at year end	<u>\$186,000</u>	<u>\$188,000</u>
Revenues—fiscal year	<u>\$492,000</u>	<u>\$425,000</u>
Expenses—fiscal year	<u>\$494,000</u>	<u>\$369,000</u>

FOR THE YEARS ENDED SEPTEMBER 30, 1972 AND 1971

STATEMENTS OF REVENUES AND EXPENSES

	Year ended September 30	
	1972	1971
REVENUES:		
Dues and admissions	\$1,647,912	\$1,451,644
Sale of publications	622,040	676,388
Trip reservations and fees	783,391	893,090
Contributions	329,914	276,218
Royalties	129,260	159,809
Life memberships	16,747	35,731
Other revenues and investment income	233,693	77,992
	<u>3,762,957</u>	<u>3,570,872</u>
EXPENSES:		
Salaries and employee benefits	845,281	768,830
Charter transportation and other outings costs	479,000	599,153
Outside contract services	421,167	526,984
Cost of publications	336,477	377,496
Printing	221,090	293,582
Chapter allocations (Note 1)	313,019	261,059
Office supplies and mailing	296,871	277,691
Travel, meetings and elections	215,220	290,424
Royalties	108,888	108,529
Rent and office expenses	142,467	144,581
Photography and exhibits	12,415	38,925
Telephone	96,622	93,905
Advertising	68,973	66,193
Insurance	41,442	59,885
Interest	15,204	16,432
Provision for doubtful accounts	3,998	58,448
Other expenses	45,390	58,585
	<u>3,663,524</u>	<u>4,040,702</u>
EXCESS OF REVENUES OVER EXPENSES (expenses over revenues)	<u>\$99,433</u>	<u>(\$469,830)</u>

STATEMENTS OF CHANGES IN FUND BALANCES

Years ended September 30, 1972 and 1971

	Unrestricted Fund	Restricted Funds	Permanent Fund	Total
FUND BALANCE AT October 1, 1970	(\$ 373,283)	\$186,287	\$499,547	\$ 312,551
Revenues	3,533,341	1,800	35,731	3,570,872
Expenses	4,040,629	73		4,040,702
Excess of revenues over expenses (expenses over revenues)	(507,288)	1,727	35,731	(469,830)
FUND BALANCE AT September 30, 1971	(880,571)	188,014	535,278	(157,279)
Revenues	3,745,410	800	16,747	3,762,957
Expenses	3,661,249	2,275		3,663,524
Excess of revenues over expenses (expenses over revenues)	84,161	(1,475)	16,747	99,433
FUND BALANCE AT September 30, 1972	(\$796,410)	\$186,539	\$552,025	(\$57,846)

NOTE 2—Restricted cash and marketable securities:

Cash on deposit of \$42,637 at September 30, 1972 and \$4,162 at September 30, 1971 represents proceeds from the sale of securities and is restricted to reinvestment in securities.

Marketable securities comprised:

	September 30,			
	1972		1971	
	Cost	Market	Cost	Market
U.S. Government bonds	\$ 40,020	\$ 40,400	\$ 40,020	\$ 40,000
Corporate bonds	54,943	42,600	54,943	41,500
Preferred stock	10,000	9,100	26,269	32,600
Common stock	264,203	418,900	277,884	376,900
	<u>\$369,166</u>	<u>\$511,000</u>	<u>\$399,116</u>	<u>\$491,000</u>

NOTE 3—Notes payable:

At September 30, 1972, the Club had a revolving line of credit of \$350,000 with a bank at the bank's prime interest rate. Subsequent to September 30, 1972, the line of credit was increased to \$450,000 with the interest rate remaining at the bank's prime rate. Borrowings are secured by the Club's marketable securities.

The other notes payable at September 30, 1972 are unsecured and are due in fiscal year 1973 with interest at 3½% and 7%.

NOTE 4—Tax status:

The Club qualifies for tax-exempt status under Section 501 (c) (4) of the Internal Revenue Code as a civic organization operated exclusively for the promotion of social welfare. Under this section of the Code, a contribution to the Club is not deductible for tax purposes by the donor. Previously, the Club qualified for tax-exempt status as an educational and scientific organization under which contributions were deductible. The Internal Revenue Service revoked this exemption in 1968. The Club does not concede the validity of the revocation; however, there are no definite plans for legal action to contest the revocation.

NOTE 5—Pension plan:

The Club has an insured pension plan covering employees who have been engaged for more than one year and are thirty years of age. Participating employees contribute a portion of their salary in addition to contributions by the Club. The total pension expense for 1972 and 1971 was \$5,828 and \$6,298 respectively, which includes amortization of prior service cost over a 30-year period. The estimated unfunded prior service liability at that date is approximately \$16,000.

NOTE 6—Lease commitments:

The Club's office facilities and certain accounting equipment are leased under agreements expiring 1973-1975. These leases provide for minimum annual rental payments of approximately \$90,000.

NOTE 7—Contributions from The Sierra Club Foundation:

The Club receives contributions from The Sierra Club Foundation in support of programs that are nonlegislative in nature. In addition, during the years ended September 30, 1972 and 1971, the Foundation paid directly on behalf of the Club approximately \$310,000 and \$240,000, respectively, of such nonlegislative expenses; these direct payments have not been included in the accompanying financial statements.

NOTE 8—Settlement of threatened litigation:

During the year ended September 30, 1972 litigation was threatened against the Club for claims resulting from cancellation of a data processing service contract. This matter was satisfactorily resolved by an agreement to pay certain charges for services rendered to the Club.

Water Plan (continued)

water projects. What happens to the recommendations will depend on the degree of support they receive in the coming months.

Two basic themes underlie many of the commission's recommendations. The direct beneficiary of a water project should be required to pay the full cost of the project, thus eliminating to a large degree the federal subsidy that has been an integral part of such activities in the past. Secondly, the responsibility for planning and construction of water projects should be shifted from the federal government to the states.

While the conclusions and recommendations of the commission cover the entire spectrum of water policy-related topics, several specific recommendations have received the bulk of attention from developers and environmentalists.

The report notes that "despite the more than \$8 billion that the federal government has spent to reduce those [flood] losses, the total loss continues to grow." The commission recommends that much more emphasis be placed on discouraging building on flood plains. It suggests a drastic change in the cost-sharing policy from the present 100 percent federal subsidy of flood-control projects to a policy requiring the people who are protected to assume the full project costs. The report states that this reform would "eliminate the unconscionable windfall gains accruing to some landowners when protection provided at no expense to them results in large increases in the value of their lands."

"Subsidization of new irrigation projects should be discontinued," according to another of the commission's recommendations. This was based on the finding that "there is adequate productive capacity in the nation's agriculture to meet food and fiber demands . . . at least until the year 2000. . . . On the contrary, such measures as irrigation and drainage of new lands . . . have added to the excess productive capacity of agriculture and have thereby contributed to the high costs of crop support and land retirement programs." The commission could just not find any justification for using tax dollars to bring new land into production when we are simultaneously spending taxes to buy up agricultural surpluses.

The commission's cost-sharing philosophy also dominates their recommendations on federal navigation projects. For existing canals and waterways, a combination of fuel taxes and user charges should be instituted "sufficient to cover the entire federal annual expenditure for operation and maintenance." In addition, they would also require the construction costs to be repaid on new navigation projects. This would be a drastic departure from present policy where the federal government assumes the entire cost of navigation projects.

The commission noted that there is a built-in conflict of interest when construc-

tion agencies such as the Corps of Engineers, who are promoting projects in order to justify their continued existence, are simultaneously charged with evaluating the same projects. They suggest an independent board to review all federal water-development proposals and to advise on their need and feasibility.

The developers are understandably opposed to these recommendations, since they would drastically reduce the size and number of federal water projects. Although environmentalists are enthusiastic about the recommendations in general, they find some faults in the report.

Particularly deficient are the commission's recommendations on water pollution which attempt to undercut the Water Pollution Control Act amendments passed by Congress just last October over the President's veto. The commission argues against the "no discharge goal" set for 1985 and suggests instead that attention be given to the assimilative capacity of streams—in other words, the ability of a stream to perform as a sewer. Experience with the latter concept proved that it hindered the cleanup of our waters, and Congress adopted the policy of eliminating or controlling each individual polluter to the maximum degree possible.

Environmentalists also disagree with the commission's endorsement of essentially the present formula used to determine the interest rates utilized in project evaluation and repayment. This is 5.5 percent now, and enables developers to justify many marginal projects.

It is impossible to do justice to the entire report in any summary. A compilation of just the conclusions and recommendations fills 84 pages and does not include any background or supporting material. The important question is what happens after the commission sends its final report to the President and Congress. The commission can make recommendations. Only strong public interest and support can transform these recommendations into actual changes in water policies.

The Sierra Club's 3rd Annual Conservation Education Conference, entitled "Environmental Awareness" will take place Friday, February 23 at 4:00 p.m. until Sunday, February 25 at 1:00 p.m. at The Asilomar Conference Grounds in Pacific Grove, California. The price will be \$48.00, which includes room and board at Asilomar. Participants will also be able to earn one semester unit of credit for an additional \$7.50.

The Conference is for teachers, or anyone who works with young people. There will be numerous workshops in many fields of conservation and conservation education, plus several excellent films on the topic.

Please contact Andrea Freeman at the Sierra Club for further information.

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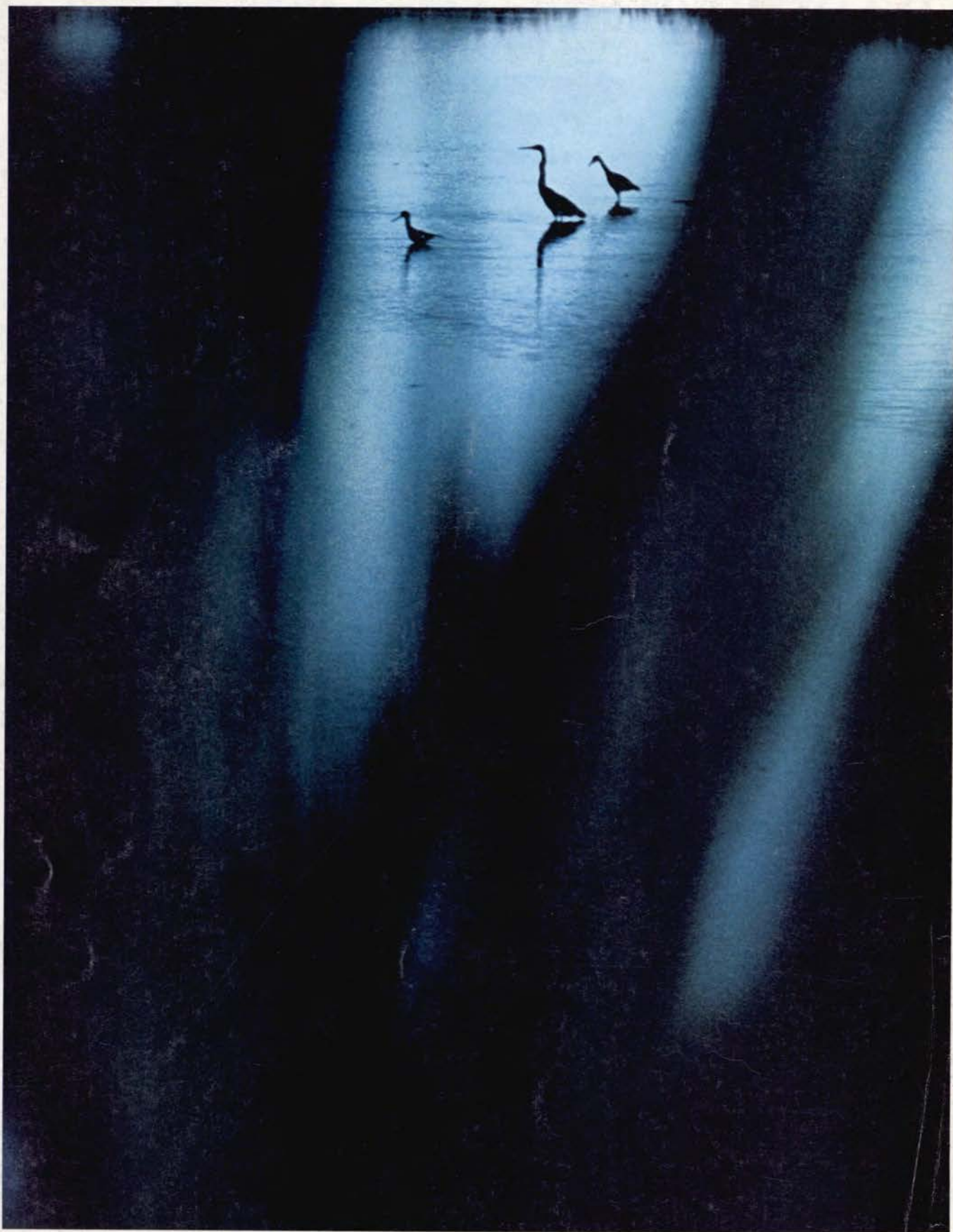
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