

# Sierra Club Bulletin

\$1.00



March 1976

The Southeast





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# ITS HABITAT IS OUR OWN...

**T**WO HUNDRED YEARS ago the new Americans looked west to a wilderness world. "For a transitory enchanted moment," F. Scott Fitzgerald has written, "man must have held his breath in the presence of this continent."

Across that continent we wrote a history, scenes great and tragic, beautiful, brutal, never without their grandeur. There were mistakes. Some of our seeming successes turned out to be ghastly errors: the blasted landscapes, the species extinguished forever, the opportunities lost that cannot come again.

We've learned a lot in our two-hundred-year adventure. We're still learning.

Take the case of the American bald eagle: the stern heraldic bird that stares at us from letterheads and coins. No one who has ever seen this eagle, riding some updraft on its seven-foot spread of wings, will wonder why our ancestors saw their symbol there.

But few of us in the lower 48 states have ever seen a living bald eagle. As the nation has grown, the eagles have declined. Quietly. Inexorably. Shot down by the ignorant or the uncaring. Tangled in the mysteries of power-lines. Driven from their habitats of streambank and forest. Or lost to the poisons of a sick environment.

Not so long ago we recognized the latest and most lethal killer: the pesticide DDT. Draining from the fields to the rivers. Absorbed by the fish: by the eagles that feed on the fish. And in their nests the thin-shelled eggs that never could be hatched.

But we *are* learning. DDT was banned. More of the fledglings survived. Slowly, very slowly, the eagle is beginning to come back.

A movement began, to protect and save unspoiled the places where the eagles hunt and nest. The Sierra Club itself seeks to preserve the Tongass National Forest on Alaska's Admiralty Island, one of the largest areas of critical eagle habitat.

The lesson is hard, and seems to be hard to remember: that the eagle's world is our world—its habitat our own—its poisons our poisoning—its danger an image of our own increasing danger.

Now, if ever, your voice in the Sierra Club has meaning. We need your support. We invite you to join us. We invite your friends.

## Sierra Club





# SAVE THE WHALES!

THEY ARE BEING SLAUGHTERED TO EXTINCTION BY JAPANESE AND SOVIET WHALERS

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Every 15 minutes a grenade-tipped harpoon explodes into the back of another of these gentle, intelligent mammals.

The great whales are being ruthlessly hunted to extinction by Japanese and Soviet whalers. Their vast whaling fleets use airplanes, helicopters, sonar and high-speed boats to chase down the terror-stricken whales. Huge factory ships rapidly process these extraordinary animals into petfood, fertilizer, soap, cosmetics, mink food and lubricating oil.

More than 2,000,000 whales have been killed in the past 50 years. Species after species—the blue, the humpback, the right, the bowhead, the gray whales—have been driven to commercial extinction, one step from biological extinction.

**YOU CAN HELP SAVE THE WHALES BY REFUSING TO PURCHASE ANY JAPANESE AND RUSSIAN PRODUCTS UNTIL JAPAN AND THE SOVIET UNION AGREE TO STOP WHALING.**

The Japanese whaling companies are owned and controlled by the great manufacturing and trading companies that produce and market the vast array of Japanese products sold in America. The Japanese business community and the Soviet government condone the unconscionable slaughter. Japan and the Soviet Union will account for 85% of the 35,000 whales destined to die this year.

The friendly dolphins and porpoises, close cousins of the whales, are also being decimated. American tuna fishermen kill more than 100,000 dolphins and porpoises in their nets each year, and Japanese fishermen slaughter 20,000 yearly for human consumption.

## THE WHALES NEED YOUR HELP

If a product says MADE IN JAPAN or MADE IN U.S.S.R. don't buy it. Support the boycott. Purchase goods made elsewhere. And tell merchants why you are boycotting Japanese and Russian products and urge them to stock goods made in other countries.

Tell your friends. The more people who act NOW, the sooner we can halt the slaughter that is driving the great whales to extinction. The fate of the great whales must be decided by all mankind, not by a greedy few. Extinction is the ultimate crime against Nature.

You can help save the whales and publicize the boycott campaign by making a TAX-DEDUCTIBLE CONTRIBUTION to the Save the Whales Campaign. If you believe in this effort, please give generously.

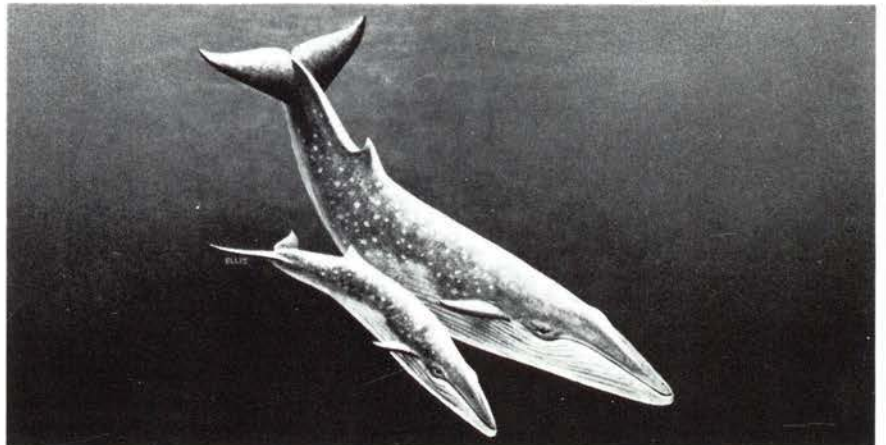
For a donation of \$10 or more, you will receive a beautiful four-color lithographed print (11" x 14"), suitable for framing, of the Sei Whales shown, painted by renowned marine life artist Richard Ellis.

**SOVIET GENERAL SECRETARY LEONID I. BREZHNEV WILL BE VISITING THE U.S. SOON. WRITE TO BREZHNEV AND URGE HIM TO END COMMERCIAL WHALING BY THE SOVIET UNION. HIS ADDRESS IS: EMBASSY OF THE SOVIET UNION, 1125 16th STREET NW, WASHINGTON, D.C. 20036**

## SAYONARA WHALES

The fate of the great whales was foreseen more than a century ago by Herman Melville. The author of the whaling classic "Moby Dick" wrote: "The moot point is, whether Leviathan can long endure so wide a chase, and so remorseless a havoc; whether he must not at last be exterminated from the waters, and the last whale, like the last man, smoke his last pipe, and then himself evaporate in the final puff."

Jacques Cousteau, the famed French oceanographer, writes: "The only creatures on earth that have bigger—and maybe better—brains than humans are the Cetacea, the whales and dolphins. Perhaps they could one day tell us something important, but it is unlikely we will hear it. Because we are coldly, efficiently and economically killing them off."



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PLEASE SEND ME MORE INFORMATION ABOUT WHALES AND HOW I CAN HELP PREVENT THEIR EXTINCTION.

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Enclosed please find \$\_\_\_\_\_ to help the campaign to save the whales. Please send me free:  bumper sticker  button  petition  poster  
Please send me:  color whale print (\$10 minimum donation)  
(Make checks payable to Animal Welfare Institute)  
**ANIMAL WELFARE INSTITUTE**  
P.O. Box 3650 Washington, D.C. 20007 Christine Stevens, Pres.

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# Sierra Club Bulletin

MARCH 1976 / VOLUME 61 / NUMBER 3

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Cover: For many people, the lush association of water, woods and palmetto epitomizes the special beauty of the South. But those who know the region know that its topography and vegetation are as varied as its peoples and its problems. This issue presents a closer look at the southern environment and the people who work to preserve it. Cover photograph: Alexander Hot Springs, Ocala National Forest, Florida. Photographer, John Earl.

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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."

MICHAEL McCLOSKEY Executive Director

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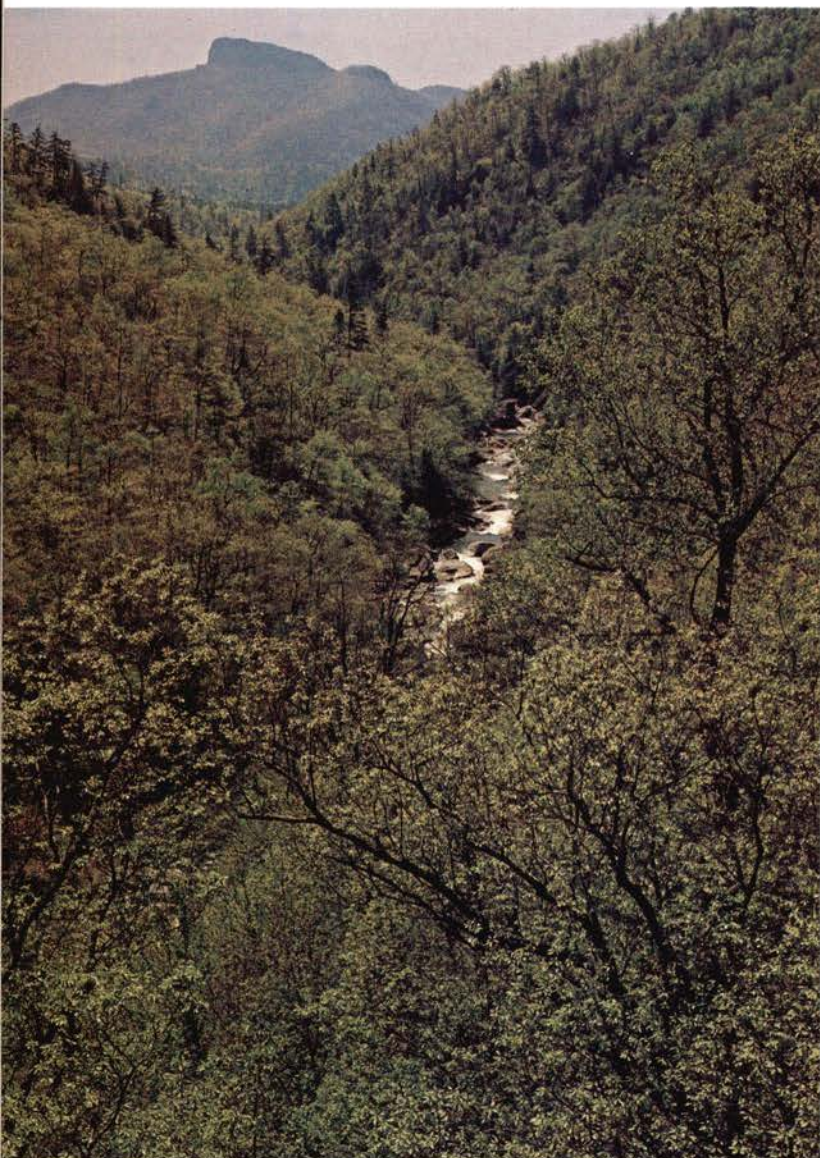
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# ENVIRONMENTAL PRIORITIES

[We would like to thank Earl Bailey, Shirley Taylor, Ann Snyder and Ted Snyder for their helpful contributions to this report. The Editor]



Linville Gorge, North Carolina.

**T**HE SOUTHEAST comprises almost a half-million square miles, sixteen percent of the total land area of the United States. Its varied topography includes the Appalachian highland, the rolling hills of the Piedmont and the vast woods, marshes and beaches of the Atlantic and Gulf coasts. Cutting across these regions are several major rivers with their fertile bottomlands.

In general, the Southeast has not experienced the industrial growth and urban development associated with other regions of the country, notably the Northeast, Great Lakes Region and California. As a result, it still has the opportunity to guide its growth in ways consistent with environmental values. These include preservation of:

- The rural setting of most of the region;
- The extensive forests;
- Unspoiled, free-flowing streams, vast wetlands and miles of undeveloped beaches; and
- Widely available opportunities for outdoor recreation—hiking, swimming, boating, fishing, hunting.

Environmental awareness arrived late in the South, but not *too* late. By 1970, fledgling Sierra Club chapters or groups had been established in Louisiana, Florida, Georgia, North and South Carolina and Virginia; and today, club membership in the region totals more than 14,000. Sierra Club members and other environmentalists can already boast a number of important achievements:

- Forcing abandonment of the cross-Florida barge canal;
- Stopping the Everglades jetport;
- Obtaining a ban on the aerial application of Mirex;
- Securing legislation adding almost 154,000 southern acres of National Forest land to the National Wilderness Preservation System; an additional 348,000 acres of wilderness in the Okefenokee Swamp and 28,000 in Cape Romain, plus other wildlife refuges, brings the total acreage gained to more than 500,000;
- Obtaining protection of the Chattooga River as a component of the National Wild and Scenic Rivers System; and
- Winning important legal victories in suits involving

John Earl



# IN THE SOUTHEAST

Overton Park in Memphis and the Monongahela National Forest.

*Priorities for future environmental action include:*

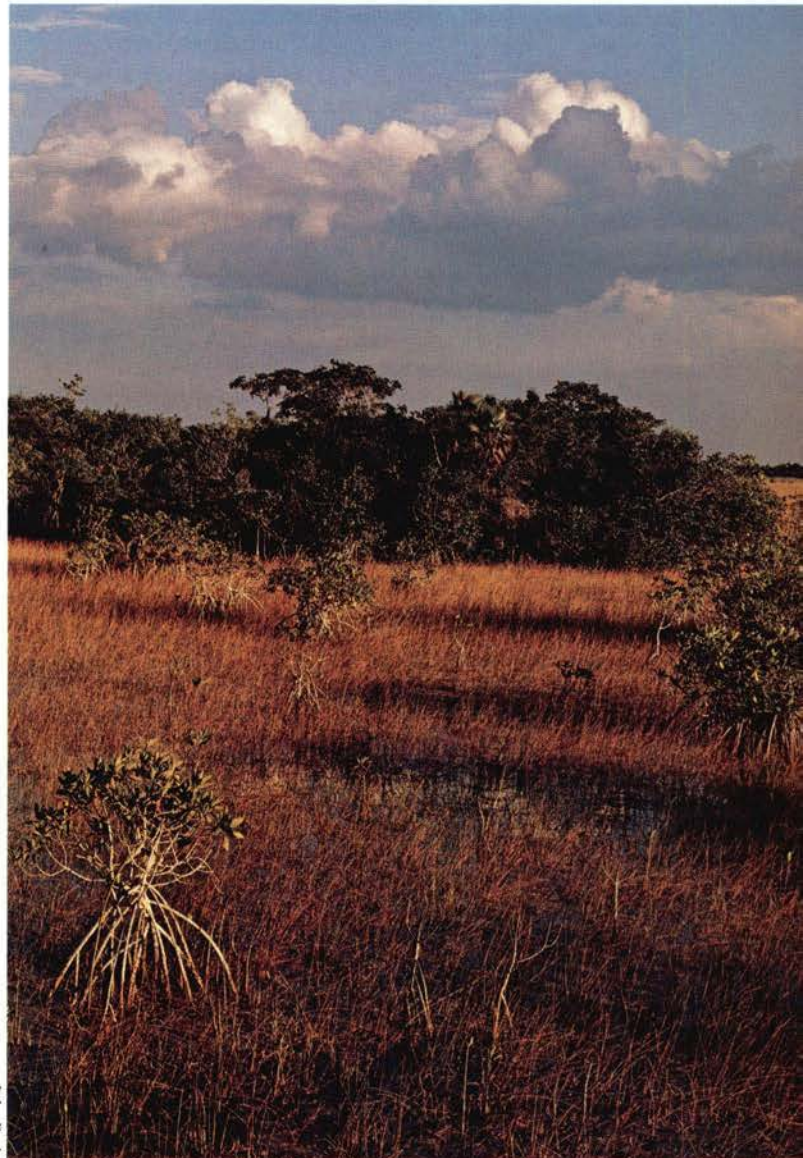
- **Controlling industrial growth and urban development:** Zoning restrictions and land-use planning are essentially confined to major urban cores. State and county governments have promoted unchecked, nonselective industrial development by such methods as long-term tax incentives, low-interest development bonds and less stringent environmental standards. Elected officials see the benefits of such growth, but not the costs, and they still enjoy widespread public support. A major campaign to educate the public to environmental values can change these attitudes, and even now there is a growing receptiveness to arguments for controlling growth.

- **Protecting the coastal zone:** Although most states in the Southeast have coastal-protection acts, there are some, South Carolina for example, that do not. Stronger laws and stricter enforcement are necessary to protect coastal lands, the most productive of all. Beautiful beaches are being ravished by developers for wall-to-wall condominiums; and dreary second-home sprawl along fragile coastlines is polluting fragile estuaries. The lessons to be learned from the destruction of Louisiana's coastal marshes as a result of offshore oil production and related onshore facilities are numerous, but few southern states have so far taken heed.

- **Stopping strip mining:** A major industry in Alabama, Tennessee, Virginia and West Virginia, strip mining for coal is one of the region's most serious environmental problems. Disruption of the landscape is profound, and there is little or no attempt at reclamation. Phosphate strip mining is a problem in Florida and North Carolina, and potentially in South Carolina. Phosphate mining presents special difficulties because deposits usually occur near the coast and because reclamation is hindered by problems associated with processing.

- **Controlling the explosive growth in energy facili-**

*Continued on page 20*



*Everglades National Park, Florida.*





New from



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The camera records a caracal poised to catch a bird in midflight.

## Enjoy *The Cats* free for 10 days. Mail this card now!









# KUWAIT COMES TO KIAWAH

NANCY CHIRICH

Photos by Ben Gibbs



THE SEA Islands, which fringe the coasts of South Carolina and Georgia from Charleston south to the Florida border, have occasioned in recent years an increasing number of skirmishes between developers and environmentalists. The best known of the islands is Hilton Head, a luxurious golf and tennis spa for the rich and near-rich. To developers it provides a success story they would like to duplicate on other islands; to environmentalists it is useful as a model to avoid. These two conflicting visions of the future of the Sea Islands have collided once again, this time on Kiawah (KEE-a-wuh) Island, twenty miles south of Charleston. Kiawah has received national attention because its current owner is the sheikhdom of Kuwait, which plans to build a multimillion-dollar resort and condominium complex on the island. Shades of Hilton Head!

Of the Sea Islands of South Carolina that remain relatively undeveloped, Kiawah is the largest and perhaps most beautiful. Its lush vegetation of pine and palmetto provides a home for ibises and egrets and 140 species of birds; for deer, wild goats, feral hogs, alligators and loggerhead turtles. It contains eleven miles of the loveliest beach in the county and 6,000 acres of commercially productive salt marsh. While some other beaches in the area are eroding away at alarming rates, Kiawah's shoreline is stable. It is a nice piece of real estate.

In February 1974, the immediate family of the late owner, C.C. Royal, decided to sell Kiawah to the Kuwait Investment Company, the foreign-investment arm of the Kuwait government, for an irresistible \$17.4 million. The purchase was made with the understanding that the island was zoned for agricultural purposes only, but shortly thereafter, the new owner set up the Coastal Shores-Kiawah Beach Company (now called the "Kiawah Island Company"), which joined Hilton Head's very own developer, the Sea Pines Company, to produce the most elaborate master plan ever reviewed by the Charleston County planning staff. Agricultural zoning notwithstanding, the plan envisioned

*Nancy Chirich, a Charleston environmentalist, has worked for two years to keep Kiawah Island from becoming another Hilton Head.*



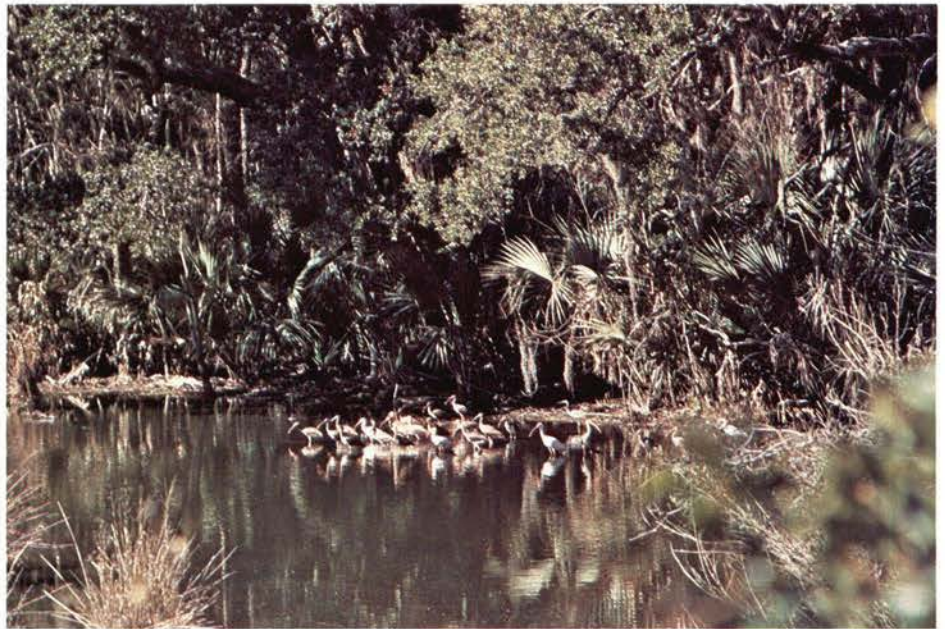
plush resort facilities for 32,000 people (according to the sewer permit requested), almost half the current population of Charleston itself. Some of these newcomers would be housed in eight-story condominiums.

The developers immediately launched a huge public-relations campaign aimed at those segments of the community whose support would be necessary to make a zoning change possible. Black subsistence farmers, for example, were orally promised a tax easement, if possible, as well as jobs both during and after construction. Eventually, a black "task force" initiated by the Kuwait Investment Company proposed a paternalistic plan involving a new factory and schools. All the while, conservationists were depicted as the white-elitist enemy.

The business community was wooed with slide-show lectures depicting how the proposed development would mean increased benefits for the county's mostly tourist-based economy, which was booming already even as the rest of America was in the doldrums of recession. The developers subsidized economic studies to back up these claims.

Environmentalists also received assurances. They were told the loggerhead turtles now being studied on Kiawah would not be disturbed, but in the same breath the developers had to admit that as soon as the lights go on and people arrive to stay, the turtles will disappear. Rustic street markers, apparently considered by developers everywhere to be hallmarks of environmental responsibility, were erected on Kiawah. The markers came from the same manufacturer responsible for the ones next door on Seabrook Island, still almost uninhabited, where empty cul-de-sacs lead to rusting manhole covers—another coastal "planned community" to hit a snag during the recent recession. Kiawah's developers also installed a nature-trail boardwalk around one of the lush duckponds, an educational experience that would be restricted to the island's future residents.

County council members and other influential community leaders were given tours of the island by executives of the Kiawah Beach Company, and rumors persisted that the politicians were extensively wined and dined. The Sierra Club also got a tour, but



*A flock of white ibis rests on one of Kiawah's many ponds.*

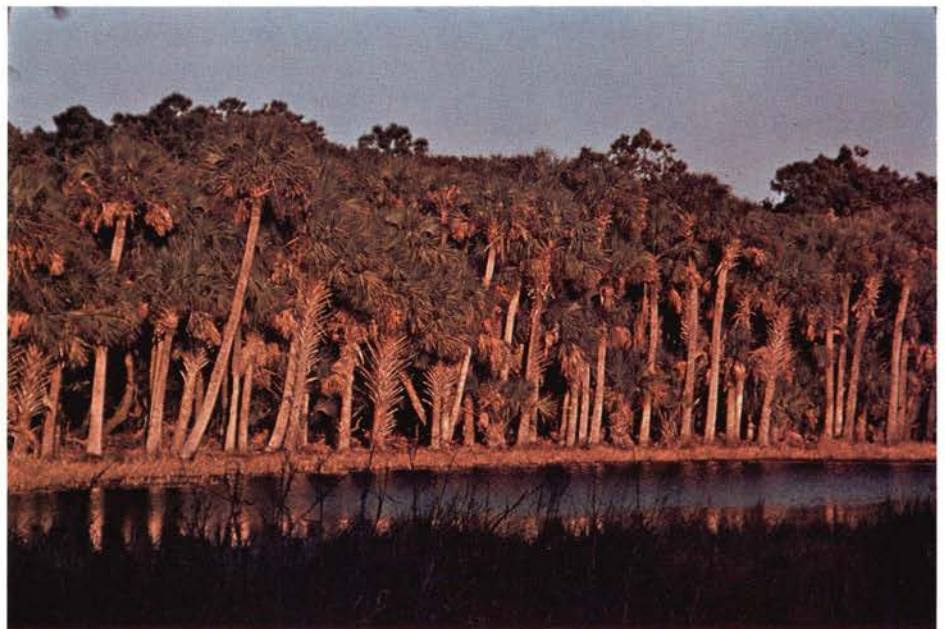
only after requesting it. Yes, it was most truly spoken, in the words of the vice-president of the Kiawah Beach Company, that "the company bent over backward" to make everybody happy.

### *Consciousness Raising*

AT FIRST, the most vocal opponents of the development were a coalition of local Audubon Society and Sierra Club members, along with other, nonaffiliated conservationists. Environmentalists contended that the proposed Kiawah development would (1) destroy wildlife habitat, including

woodlands, fresh- and salt-water marshes, dunes and beaches used by the loggerhead turtle to lay its eggs; (2) increase traffic congestion and urban sprawl in the Charleston area; (3) increase taxpayer costs as a result of having to provide necessary services to additional residents; (4) endanger productive shrimp fisheries; and (5) result in the loss of valuable agricultural lands on adjacent John's Island. They established the Kiawah Defense Fund to attract like-minded people and to raise funds to fight the proposed development. The new organization sought financial assistance

*Under favorable conditions such as those existing on Kiawah Island, palmetto will form thick stands, lending a distinctive "southern" look to the landscape.*





from the Sierra Club's LeConte Chapter, which provided money to help pay for a brochure and bumper stickers, a "consciousness-raising" sale at the local flea market and two expensive half-page ads in local newspapers.

Environmentalists perceived that one way to halt the development would be to block the zoning change, making a tedious and time-consuming new Kiawah Beach Master Plan necessary, during which time they hoped to marshal their forces. Perhaps a moratorium on construction might also be declared. They proposed as a "viable alternative" the establishment of a national seashore like the one at Assateague Island between Virginia and Maryland, which draws two million money-bearing tourists a year. They circulated petitions on this proposal, accumulating 5,000 names even though some of the petitions left untended on walls of laundromats and drugstores were literally "ripped off." Environmentalists also tried to talk to members of the county council, but only two of the nine elected members availed themselves of the opportunity to hear an opinion other than that of the developers.

Tours were possible because one of the members of the Kiawah Defense Fund had a key to the gate. The former owner of the island had built twenty-two undistinguished dwellings, many in the brick veneer overwhelmingly in vogue in Charleston's monotonous and ever-burgeoning suburbs. These mostly ugly houses are prominently included in the Kiawah Beach Company's tour, presumably providing an appropriate occasion for introducing the company's pitch that since the island will be developed anyway, come what may, it is best to let Sea Pines do it, what with its ecological awards from real-estate associations.

All this activity occurred in an atmosphere that can only be described as peculiar. There was "underground" conservation support from several quarters, but nothing overt from influential downtown "Broad Streeters." Charleston preservationists, first in the nation to rehabilitate historic buildings for homes or for other appropriate uses, ever at the ready to fight a bridge that would cut through historically and monetarily valuable downtown property, or to save an ancient Huguenot warehouse from re-

placement by a condominium, were silent on the issue of Kiawah.

Although the acknowledged leader of the Kiawah Defense Fund bears one of the oldest family names in the area, there are not many mavericks among the 240-year-old Charleston aristocracy, which is the city's power structure. There was no political support at any level, local or otherwise, for the national-seashore concept, nor even for a simple moratorium on development until coastal-zone management or the ever pending "tidelands" legislation could be implemented.

Local spokesmen for the U.S. Fish and Wildlife Service expressed concern about the fate of the island's 6,000 acres of marsh. At one point, Dr. Ted Kolbohm, the only trained environmental planner on the county planning staff, resigned in protest of



*Beauty and the beast—unless steps are taken soon, the future of Kiawah Island will be carved by equipment such as the earth mover shown here.*

the closed-door meetings between developers and certain planning-staff members—meetings from which he was excluded—as well as for other reasons relating to the unfeasibility of the Kiawah master plan.

Although an exhibit of beautiful photographs taken on Kiawah Island by a Defense Fund member was displayed under the sponsorship of the Sierra Club and Audubon Society in the Charleston Museum, no "editorializing text" was allowed. Early on, a long anti-development editorial appeared in the morning paper, and the publisher, a widely read local columnist, expressed some misgivings about the Kiawah proposal, but later he and his paper changed their tunes.

#### *Letters to Dr. Durst*

**T**HE FACT that Arab oil money was being used to buy and develop American real estate attracted the national media to Charleston County. CBS, the *New York Times*,

*Washington Post*, *Atlanta Constitution*, *Wall Street Journal*, *Christian Science Monitor*, *Augusta* (Georgia) *Times*, *People*, *The New Yorker*, *Los Angeles Times* and others, even the *London Daily Express*, all had "in-depth coverage" of the Kiawah Island controversy. But the only article to give the address of Dr. George Durst, a dentist who was then chairman of the Charleston County Council, appeared in the March 1975 issue of *National Parks and Conservation Magazine*. As a result, at least a hundred angry, pleading letters from conservationists in other parts of the country flooded the council office. The letters were bound together with rubber bands and filed on the floor of a broom closet, unread by the county council because they were from "out of the jurisdiction." Some local letters sent to Dr. Durst's home never did show up at the county courthouse.

Meanwhile, most of the Jewish population of Charleston, whose substantial cultural and economic contributions go back almost to the founding of the city in 1670, spoke out against the Kiawah development, contending that the Arab company would discriminate against Jews. A Jewish petition netted 6,000 names in two weeks. Like the seashore petition, it was ignored by the county council. "Some of the names were duplicates," explained the county clerk with a shrug.

The planning board, which was appointed by the county council to approve the master plan and which is dominated by real estate developers and investors, postponed its vote for a week so that one member, who stated he intended to vote for the zoning change in any case, would have time to actually read the proposal. The others on the planning board were apparently willing to okay the Kiawah proposal then and there, without too much in the way of homework.

The place of the county council's rezoning hearing was set, but that too was changed to accommodate more people as the council grasped that this particular application was of more than cursory interest. But finally, on March 24, 1975, the hearings commenced at the county library. A room with a capacity of 200 people was packed, much of the space taken up

*Continued on page 33*



# Sierra Prelude: Muir and LeConte in the South

MARY JANE BROCK

THOUGH founded in California, the Sierra Club also has roots in the Deep South. The journey that eventually would take John Muir to his beloved Yosemite began on September 2, 1867, when he crossed the Ohio River with the intention of traveling "in a general southward direction by the wildest, leafiest, and least trodden way" he could find toward the Gulf Coast of Florida. In the journal of this trip, *A Thousand Mile Walk to the Gulf*, we sense for the first time the man whose celebration of wilderness would later move a nation.

In the course of this trip, Muir would pass within a few miles of Woodmanston Plantation near Savannah, the family home of a man who would soon become a lifelong friend and associate, but whom he would not meet for another three years, and then, not in Georgia, but a continent away at the foot of Yosemite Falls. This was Joseph LeConte, the first professor of geology at the University of California, a charter member of the Sierra Club and, with Muir, an indefatigable explorer of the High Sierra.

Muir set forth on his journey south burdened only with one small bag containing the barest necessities, a flower press, a blank notebook and three books—the *New Testament*, Milton's *Paradise Lost* and a volume of poems by his fellow Scotsman, Robert Burns. From Louisville, Kentucky, he headed south, mostly along river bottoms, exulting that he had "escaped from the dust and squalor of my garret bedroom to the glorious forest." Enroute to Mammoth Cave, which he especially wanted to see, Muir met a rustic who told him the famous cave was not worth the trouble. "He was one of the useful, practical men," wrote Muir in his journal, "too wise to waste precious time with weeds, caves, fossils or anything else that he could not eat." In later years, much of Muir's time would be spent doing

political battle with people of like minds.

Arriving at Mammoth Cave, he "was surprised to find it in so complete naturalness" despite the resort hotel nearby. "I never before saw Nature's grandeur in so abrupt contrast with paltry artificial gardens," Muir wrote; "The fashionable hotel grounds are in exact parlor taste, with many a beautiful plant cultivated to deformity, and arranged in strict geometrical beds, the whole pretty affair a laborious failure side by side with Divine beauty."

A few days later, he began his ascent of Tennessee's Cumberland Mountains, "the first real mountains that my foot ever touched or eyes beheld . . . the most sublime and comprehensive picture that ever entered my eyes." While in the Cumberlands, Muir stayed one night with a blacksmith who reproached him for wandering about the country "picking up blossoms" when there was "man's work" to be done in the aftermath of the Civil War. Muir replied with a question: "Do you not remember that Christ told his disciples to 'consider the lilies how they grow' . . . ? Now, whose advice am I to take, yours or Christ's?"

Muir continued south, crossing the Appalachian backbone into Georgia. With each step the vistas seemed to be grander, and Muir could barely contain his excitement. His prose becomes increasingly rapturous as it strains to equal his wonder. "The scenery is far grander than any I ever before beheld," he writes from a mountaintop on the Georgia border. "Such an ocean of wooded, waving, swelling mountain beauty and grandeur is not to be described. . . . Oh, these forest gardens of our Father! What perfection, what divinity, in their architecture! What simplicity and mysterious complexity of detail!"

Most of the country he traversed, especially Georgia, still bore the scars of the Civil War, only three years past. Bands of marauders were a constant



Philip S. Barness

John Muir's long walk through the South led him finally to Yosemite.

threat. No wonder Muir found the inhabitants suspicious of strangers and fearful of any knock on the door. He was depressed by the evidence of battle "not only on the broken fields, burnt fences, mills, and woods ruthlessly slaughtered, but also on the countenances of the people."

From the Tennessee border, Muir headed southeast through Gainesville and Athens, picking up the Savannah River near Augusta and following it



to the sea. On October 8, he arrived in Savannah virtually penniless. The money he had expected his brother to forward to him not having arrived, and with only a dollar and a half in his pocket, he was forced to camp in the Bonaventure Cemetery outside of town. But even here among the tombs, Muir found time to glory in nature: "I gazed awe-stricken as one new-arrived from another world. Bonaventure is called a graveyard, a town of the dead, but the few graves are powerless in such a depth of life."

When his money finally arrived, Muir booked passage on a boat bound for north Florida, and from the town of Fernandina he tramped westward to Cedar Keys on the Gulf of Mexico, where he contracted malaria. He had planned to continue south through the gulf to South America and eventually the Amazon Basin, but he got no farther than Cuba. Shaken by his illness, he decided instead to head for California, shipping north to New York and from there to San Francisco. On March 28, 1868, 147 days after crossing the Ohio River, Muir arrived in California, and only a few days after that he entered Yosemite Valley for the first time.

### Joseph LeConte

JOSEPH LECONTE was born in 1823 at Woodmanston, the family home, a few miles south of Savannah, Georgia. During that fall of 1867, when Muir was making his way south, LeConte was contemplating his future in the aftermath of the war. Both he and his brother John were scientists, their interest apparently inherited from their father Louis, a plantation owner trained in medicine and known far and wide as an amateur chemist and botanist. Both Joseph and John graduated from the University of Georgia. Joseph also took a medical degree from the College of Physicians and Surgeons in New York, but after a brief period of practice, he decided to study science with Louis Agassiz, the distinguished professor of geology and zoology at Harvard.

After teaching science at the University of Georgia for several years, the LeConte brothers moved to South Carolina College in Columbia, where John became professor of physics, and Joseph, professor of chemistry and geology. In the ensuing years, they



"Little Joe," LeConte's son, took this picture of his father (third from left) and friends on their 1896-1897 Georgia trip.

both acquired notable reputations in their fields. When the Civil War forced the college to close, the LeContes accepted positions with the Confederate government.

After the war, the college reopened, but LeConte found conditions under the Carpetbaggers intolerable, and because of his activities on behalf of the Confederacy, most academic doors were closed to him. The LeConte brothers seriously considered joining one of the colonies planning to emigrate to Mexico or Brazil, but they ended up in California instead. Professor Agassiz wrote to Joseph and told him that a new university was being established in California, and he urged the brothers to apply immediately, promising strong recommendations from himself and other colleagues. Having been assured that their wartime activities would not prejudice their chances, the LeContes sent off their applications. In 1869, John LeConte became professor of physics and first president of the University of California; Joseph became the first professor of geology. The family name still adorns a street, an elementary school and a university hall in the city of Berkeley.

And so it was that during the summer of 1870, Joseph LeConte, with a group of students, made his first trip to Yosemite, which he was to visit frequently for the rest of his life. There, on August 5, he met John Muir, who was working in the valley. Muir joined the LeConte expedition to Mono Lake, and during long nights around the campfire, the amateur geologist Muir told the professional

LeConte about his theory that Yosemite Valley was the product of glacial action rather than massive subsidence, the theory then popular. LeConte had his doubts, but by the trip's end he agreed with Muir in the main, and he would continue to support Muir in later years when the glacial theory was still dismissed by other professional geologists. Time, of course, has vindicated Muir's theory and LeConte's support. Their friendship and collaboration continued until LeConte's death thirty-one years later. They fought to save their beloved Yosemite and later worked together in the Sierra Club.

Although LeConte was in Europe when the Sierra Club was incorporated, he was nevertheless one of its charter members and an early vice president and member of the board of directors. In 1898, he gave up his seat on the board, but was succeeded by his son, Joseph N. LeConte, who served on the board for the next forty-two years.

In the summer of 1901, LeConte, in spite of poor health, was determined to join the Sierra Club trip to Yosemite, his eleventh visit. There, after several delightful days, he suffered a fatal heart attack on July 6th. In 1903, the Sierra Club erected the LeConte Memorial Lodge, which still stands in Yosemite Valley, a tribute to the California professor with the southern accent whom students and friends knew affectionately as "Dr. Joe."

Mary Jane Brock is, at present, Chairman of the International Organization Committee of the Sierra Club Council.



# The Botanical Garden of Woodmanston

MARY P. STEPHENSON

**I**N GEORGIA'S low country, little remains today of the famous Botanical Garden of Woodmanston Plantation, boyhood home of Joseph LeConte, yet many hope to see it live again. Near Midway, Georgia, Woodmanston was once acclaimed for the camellias of its botanical garden. In the early 1800s, the carriages of noted botanists turned off the Barrington Road onto a mile-long, shaded drive to pull up before two tall palms that marked the borders of the garden. On an acre of his low-country rice plantation, Louis LeConte had established an experimental garden for the culture of bulbs and *Camellia japonica*. He took special pride in his largest specimen, a double-white (*Alba plena*, 1792), fifteen feet tall, bearing a thousand blossoms at a time.

Far from town and trade, Woodmanston was a working plantation as well as an experimental garden. Everything was made on the plantation, even the children's toys. The house and garden were carefully situated on a knoll that was above high water at all times; the dams and dikes

of the LeContes, still standing, were built to regulate the flow of swamp water on and off the productive rice fields.

After Louis LeConte's death, the gardens and homeplace were abandoned as the property was divided. Fennel and broomgrass sprang up among the camellias, and even before the Civil War the comfortable, raised-cottage plantation house had become derelict. His sons Joseph and John returned to Woodmanston and other LeConte plantations on several occasions, perhaps to recall their boyhood dugout canoe explorations of Bulltown Swamp.

What of Woodmanston today? No visible trace endures of the plantation's homestead, but plantings of the garden persist in a few volunteer seedlings, a camellia, pecans, crepe myrtle, all struggling to survive in the wild undergrowth. The two cabbage palms still stand tall; one is living. A lone red camellia seedling survives to recall the glory of its ancestors in the myriad of ruby buds upon its branches. A youngster's toe can nudge up a half-buried garden brick, and a troop of Boy Scouts has cleared walking trails

*Once a thriving plantation, by 1897 Woodmanston was being worked by tenant farmers. The two palms mark the boundaries of the old botanical garden.*



*Joseph LeConte visited his boyhood home in 1896-1897.*

along the top of the dikes leading into the recesses of Bulltown Swamp, where fishermen still come to lift pan-sized warmouth from the black water.

But the plantation's acres are leased for commercial pine growing. A bulldozer moves across the land, its blade slashing closer and closer to the garden's remains. Half a row of volunteer crepe myrtles, offspring of those that lined a garden path, have fallen in its wake. Rather than sacrifice this historic property to pulp production, a group of people in Georgia's low country hope to retain enough acres of the old plantation to carefully survey and inventory the garden plantings. These volunteers, supported by the interest of the Sierra Club, work and plan to bring the gardens back to life again with lovingly nurtured camellia cuttings and descendants of the LeConte trees that were shared with Liberty County neighbors. They want to restore the gardens as Joseph LeConte knew them, so that Woodmanston Plantation can once again become a showplace of national interest and local pride.

*Mary Stephenson is a member of the club's Joseph LeConte Chapter.*



JOHN DUNN

## TAKE-OFF AND LANDING IN ATLANTA

**D**OES ATLANTA, Georgia, need the world's largest airport? Why, yes, say its city officials and business leaders, the airline industry and the Federal Aviation Administration (FAA). Why, no, say most of the area's residents. This is the story of their disagreement and of why, as of this date, Atlanta is not yet building its dream airport, a mammoth facility that would be even larger than the Dallas/Fort Worth Airport, the current world champion.

Where does one locate such a mammoth aviation complex? Searching in Atlanta's own seven-county neighborhood, airport planners could find no area big enough. So armed with the Uniform Airport Act, a state law enacted in 1933 which grants to a large municipality the power to acquire by purchase or condemnation land anywhere in the state for airport purposes, Atlanta bought a 10,138-acre tract in Paulding County, a rural greenbelt about thirty-five miles northwest of Atlanta's city limits.

When Paulding County residents learned that the wife of their lone county commissioner was one of the owners and sellers of this land, they began to worry. When they realized that other surrounding landowners would be forced to sell their land as well or see it condemned, thus ultimately yielding anywhere from 17,500 to 22,000 acres to Atlanta for actual airport construction, their anxiety increased. Some 30,000 to 40,000 acres adjacent to the airport would be used for industrial and access purposes, and an additional 120,000 acres possibly would serve as a noise buffer zone. Thus, perhaps two-thirds of Paulding County could be affected in some way. When Paulding County's commissioner publicly advocated the airport, the local folks began to howl in protest. Fearing devastation of a region comprising forested rolling hills (over ninety percent of Paulding County is composed of "wild lands," farms, watershed basins and productive wildlife habitat); disruption of a rural life style; the uprooting of cemeteries, schools and churches; and a loss in the county tax base (Atlanta as a municipality pays no property tax), the folks organized themselves and formed "Citizens To Save Paulding, Inc." This homespun, grassroots or-

ganization set out to stop the airport project. Sometimes congregating in the thousands, the group, since its formation, has become tightly knit, well informed and as one local Sierra Club official stated, a "formidable opposition."


First, the "Citizens" initiated a large-scale publicity campaign. Huge protest rallies attracted vote-conscious politicians, FAA officials and camera-clicking news crews. Protest petitions were circulated by the hundreds; bundles of letters were sent to virtually every agency or individual involved in airport planning; numerous television and radio interviews were conducted. A controversial lawsuit challenging the constitutionality of the Uniform Airport Act was filed and is currently being considered by the Georgia State Supreme Court. A county-wide straw vote, which the Paulding County commissioner and local realtors tried to block, revealed that seventy-two percent of the voters opposed the airport proposal.

Sensing that more than just an emotional protest was needed, representatives of the group rapidly steeped themselves in airport lore and found there was a strong case against a second airport. They found that most air-transport-demand studies, some of which date back to 1968, assumed that unconstrained passenger demand would continue indefinitely and did not consider the damping effects of inflation, rising fuel costs, energy conservation, the birth-rate decline and environmental protection. The Atlanta Group of the Sierra Club recommended that no land be purchased before exhaustive environmental impact studies had been made, an idea that drew no applause from airport planners who proceeded with the purchase as planned. The only significant environmental study to date was made by Dr. Phillip Greear, a noted environmentalist from nearby Shorter College. In his "Preliminary Environmental Assessment," Dr. Greear concludes that because rare and endangered plant species would be susceptible to destruction and because stream damage would be extensive, the land area owned by Atlanta and favored by airline officials (called Site C-1) "should be abandoned from consideration as an airport site." This flatly contradicts the statements of a Delta Air Lines spokesman, Rex

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*John Dunn, a freelance writer and high school English teacher, lives in Paulding County, Georgia, whose residents shamelessly dared to suggest that they should be consulted about their own future.*





McClelland, who recently endorsed the site, saying it was environmentally acceptable for airport construction.

### *Need or Nonsense*

ATLANTA'S commitment to a second airport stems from the notion that it must maintain its image as the hub of air transport in the Southeast. Critics from the citizens group say this is nonsense, that there is no genuine need. They cite statistics showing that:

- More than seventy percent of air passengers currently using Hartsfield International (the existing Atlanta airport) are only passing through; they begin and end their trips elsewhere;
- Air-congestion problems occur only during "peak hours," a situation that could be remedied by rescheduling flights;
- Too many flights now carry half-capacity loads;
- Because of technological advances, future airports will require shorter, not longer runways, meaning smaller airports.

Airport advocates contend that Atlanta's Hartsfield, already the second busiest airport in the nation, must meet expected demand, or projected additional flights may go to neighboring cities. So what? counter the citizens. According to 1974 FAA figures, Birmingham is only the fifty-second busiest airport, and Jacksonville, the fifty-fourth. Surely, they could absorb any overflow traffic without presenting an economic threat to Atlanta.

Modern airports may now receive up to seventy-five percent of their construction financing from federal funds. The transportation staff of the Atlanta Regional Commission (ARC) (the reviewing agency for all federal funds in the Atlanta metropolitan area), having already spent federal money to finance an air-systems plan, recommended last February that because "there are acceptable alternative ways of addressing demand," no second major airport need be built at this time. Weeks later, the ARC Board, dissatisfied with this finding, ordered the staff to come up with another plan, including a second major airport. The staff quickly reshuffled its information and claimed there was a dire need for a second major airport after all and that Paulding County seemed a good place to locate it.

### *"Atlanta's Darkest Day"*

NEXT, THE ARC held public meetings on the second airport in its seven-county area—but none in Paulding County. (Airline officials were simultaneously giving similar presentations in counties surrounding, but not including, Paulding.) Paulding residents attended all ARC meetings, often outnumbering the locals present, and strongly expressed their opposition to the airport, demanding to know why no meetings had been planned for Paulding County. An ARC spokesman replied that although the agency could plan an international airport in Paulding it had no legal authority to hold a public meeting there. Infuriated, the Paulding citizens hounded both ARC and their local officials, and eventually a way to hold such a meeting was found. At this meeting, hundreds of angry citizens complained and argued, making it resoundingly clear that they would not tolerate an Atlanta airport in their rural county. Yet, back in Atlanta, the ARC still had its revised air-systems plan, and soon, this plan would be handed over to the FAA for its stamp of approval.

Speakers for the citizens' group readied themselves for the scheduled ARC Board meeting to be held in downtown Atlanta. At the June 30th meeting, they contended that ARC had no legal right whatsoever to plan in Paulding, that citizens had not been adequately consulted and that there was no justification for locating a second airport anywhere. The speakers sparked long, fiery debates among the ARC members, and after several hours ARC dramatically reversed its previous position by an almost two-to-one margin, this time rejecting a major second airport as part of its air-systems plan. Breaking into wild applause, the citizens who had flooded the ARC chambers had realized a victory at last, causing one transportation official to lament that he was witnessing "the darkest day in Atlanta's history." Now it would be extremely difficult for the city to obtain federal funds.

### *Airport Über Alles*

THE CITIZENS' euphoria, however, was to be short lived. Although plans were made to enable Hartsfield International to accommodate its projected air-traffic demand,



## Club Outings Filling Quickly

WITH THE publication of the Outing Issue of the *Sierra Club Bulletin* in January, reservations are pouring in, and the trips are filling quickly. To be sure of a place on the trip of your choice, sign up now! The following trips have already been filled:

- #24 Okefenokee Canoe Trip, Georgia, March-April
- #30 Natural History of Anza-Borrego Desert Base Camp, California, April
- #29 Lanai, Hawaii, April
- #38 Grand Canyon Knapsack, Arizona, April
- #40 South Bass Trail, Grand Canyon Knapsack, Arizona, April
- #407, 408, 409 Sea of Cortez Leisure Boat Trips, Mexico, April & May
- #32 Thunder River-Kanab Canyon, Grand Canyon High-Light, Arizona, April-May
- #43 Mystery Canyon Knapsack, Utah, May
- #281 Grand Canyon Raft Trip, Arizona, June-July
- #100 Gila Wilderness Threshold Trip, New Mexico, June-July
- #91 McGee Lakes Burro Trip, Sierra, July
- #102 Shadow Lake Threshold Trip, Sierra, July
- #220 Koip Crest Yosemite Junior Knapsack, Sierra, July
- #447 Walking in Norway, July
- #448 Austrian & Swiss Alps, July-August
- #460 Indonesia, July-August
- #475 Hiking & Canoeing in Sweden, July-August
- #104 Three Sisters Wilderness Threshold, Oregon, August
- #111 Beck Lakes Threshold, Sierra, August
- #480 Greenland, August
- #114 Dorothy Lake Threshold, Sierra, August
- #450 Galapagos Islands, Ecuador, August-September
- #122 Alaska Basin Family Knapsack, Wyoming, August-September
- #237 Parker Lake Airplane Wreck Service Trip, Sierra, August-September
- #483 Walking in Wales, September
- #257 Colorado Wilderness Ski Tour, December-January '77

Atlanta still wanted a second airport somewhere. Next, the issue was carried to the Georgia Department of Transportation (DOT), where a squabble occurred over what the ARC vote had really meant. Although the second airport had been clearly rejected, and widely reported as such by the Atlanta news media, DOT airport boosters debated the wording of the ARC resolution. They claimed the agency actually had *adopted* the total air-systems plan (which also included details for proposed smaller regional airports), even though it had only *accepted* the portion applying to the metropolitan Atlanta area. Therefore, DOT concluded, a second airport is still in the plan, but an agency other than ARC will have to do the planning for it.

"Not so!" testified the ARC board member who had originally worded the resolution. He emphatically told the DOT board that the intent of the ARC vote was to kill *any* plans for a second airport. In October, DOT,

seemingly unimpressed with this clarification or with further citizen opposition, incredibly resurrected the "dead issue" by approving its own proposal, which identifies the need for a second airport even though it does not specify the site. Subsequently, the entire air-systems plan, including data concerning a second airport, was forwarded by DOT to the FAA for consideration. With FAA approval, this dubious plan could be incorporated into a larger national air-systems plan.

So, in a bewildering shuffle of events, DOT has succeeded in keeping alive what ARC had once seemed to kill. One DOT member, quite pleased with the board's action, criticized ARC for, of all things, "buckling under to citizen pressure."

"That's exactly what happened," a member of the citizens' group proudly asserted, "and should it become necessary, we're prepared to wrangle with the FAA."

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**"I think that I shall never see/A billboard lovely as a tree.  
Indeed, unless the billboards fall/I'll never see a tree at all."**

OGDEN NASH, *Song of the Open Road*



"That's the first step towards disenchanting the forest."



"Dear friend, it is with a heavy heart that I come to see you today. This morning's paper reveals the distressing news that you lie in the path of a recently begun section of Interstate 95. We regret that all our petitions in your behalf..."



"Look at the bright side, if your book was a best seller, all these trees would have been cut down for paper."



"O.K., I think my hand has stopped shaking enough for me to write... let's see, you shot a deer for dinner... then cut down a tree for firewood..."





U.S.D.A. Forest Service

**ties, including nuclear plants of all types:** The Southeast is fast becoming the nuclear-energy center of the nation, and overbuilding has enabled most of the region's electric utilities to become energy exporters. A uranium-enrichment plant is being considered for southern Alabama, and a nuclear-fuel reprocessing plant is almost complete in South Carolina. Oak Ridge continues its alchemical experiments with the breeder reactor. Alabama leads the nation in its commitment to future nuclear plants.

The Corps of Engineers and private industry are trying to dam every last free-flowing river—the Tallapoosa, the Savannah, the New and on and on—to generate ever diminishing fractions of peaking power.

• **Working for environmentally sound forest practices:** It seems likely that the South will become the timber basket of the nation. Major forestry problems include the trend toward converting large areas of mixed forest to pine monoculture (tree farms); poor forestry practices in potential Wild and Scenic River easements; and poor management of the national forests. Clearcutting remains a problem in the Bankhead and Chattahoochee national forests, though the Monongahela Decision has stopped the practice in national forests in Virginia, West Virginia and North and South Carolina.

• **Securing additional wilderness areas and Wild and Scenic River designations:** A fair number of areas in the region remain wild or undeveloped. Many formerly logged areas have recovered. A number of rivers are still eligible for Wild and Scenic River classification. Environmentalists have a golden opportunity to save these areas, but they must work quickly because pressures to exploit them are intense. A number of potential wilderness areas have been identified in national forests in Georgia, North Caro-

lina, Tennessee, Florida, Virginia and West Virginia. Wilderness bills are pending in Congress for substantial areas in Shenandoah and Great Smoky Mountains national parks. The Congaree Swamp, perhaps the finest unprotected forest on the continent, awaits action by Congress to spare it from further logging. The Suwannee River should soon become a component of the National Wild and Scenic Rivers System. For the most part, however, state programs are still in early stages of development. Tennessee, North Carolina, Florida, Louisiana and Georgia have state scenic-river programs, but legislation must be passed in other states, and implementation improved in all states, if the region's remaining free-flowing rivers are to be protected.

• **Promoting ecologically sound farming practices:** "Superfarms" are a new phenomenon in the region, but in North Carolina, one 375,000-acre farm will produce beef on a massive scale through the application of enormous doses of chemical fertilizers and pesticides. The prospect for environmental damage from such operations is frightening, and similar enterprises can be expected in other parts of the Southeast.

Despite the many environmental problems facing the Southeast, local conservationists note a heartening increase in environmental awareness throughout the region. During the winter, the Sierra Club has sponsored three major regional workshops dealing with wilderness preservation, forest practices and coastal-zone management. Conservationists are becoming better organized and better educated to prepare for the battles ahead. The opportunities for victory are many, and the Sierra Club is sure to play an increasingly important role in shaping the future of the Southeast.



EDITORIAL

Joseph Fontaine  
Phillip Berry

Nuclear Safety Initiative

At its February 21-22 meeting, the Sierra Club Board of Directors passed a motion supporting and urging passage of the California Nuclear Safeguards Initiative, Proposition 15.

THE NATIONAL debate over nuclear power will reach a critical point in June, when Californians vote on Proposition 15, the Nuclear Safeguards Initiative. Numerous citizen organizations, including the Sierra Club, gathered nearly 500,000 voter signatures to qualify the Initiative for inclusion on the June 8 primary-election ballot. If passed by the voters, it would require the state legislature to make an informed and public decision about the future of nuclear power in the state.

The Initiative would require removal of current federal limitations on compensation by utilities to victims in the event of a nuclear-power accident. It would require the California legislature to study the adequacy of plant safety and radioactive-waste disposal methods. If these are not certified acceptable by two-thirds vote of the legislature within individually specified periods, then no new nuclear power plants could be licensed in California, and those already operating would have to reduce their power levels, and eventually would be phased out. If the voters pass the Nuclear Safeguards Initiative, the legislature could amend the resulting law, but only by a two-thirds vote.

A relatively small fraction (about two percent) of California's electricity is now generated by nuclear fission. The state is not yet "hooked" on nuclear power to the point that major dislocations would occur if it were rejected as an energy source. But in just a few more years, reliance on the atom could grow, making it much more difficult to turn to alternative power sources should solutions to the chronic problems of nuclear-power generation not be found. Today we have choices; in a few years we may not.

The proponents of nuclear power ask us to trust them. They claim the plants are safe, and that the problems remaining—such as permanent disposal of radioactive wastes—are few and will be solved easily. *If this is true, they should support the Nuclear Safeguards Initiative.* If the plants pose no real danger, there should be no problem in removing the liability limitations for victims of a nuclear accident. If the probability of accident or sabotage is indeed virtually zero, as claimed, it should be a simple matter to convince the California State legislature. If proper disposal of radioactive wastes is just a matter of selecting the best of several acceptable methods, as is claimed, presumably the legislature would agree it is no real cause for concern. If the critics of nuclear power are as their opponents claim, just ignorant alarmists, then the fact-finding process set up under the Initiative, which includes extensive public hearings and establishment of a distinguished committee to advise the legislature, will clear the air once and for all, permitting the development of nuclear power at full speed.

The campaign has been intense for several months. Opponents of the Initiative claim its passage would mark the end of nuclear power in California, that its conditions would be impossible to meet. If they themselves have so little faith in nuclear technology that they fear to expose it to systematic legislative review, then how can they expect the public to accept their claims of safety? They invoke the specter of lost jobs and dependence on foreign oil. They ignore the looming shortage of domestic uranium, the enormous capital cost of nuclear facilities and the potentially disastrous loss of jobs, health and property that would occur in the event of a major nuclear accident. We must be ready to refute their claims.

Sierra Club volunteers in California will be needed to work within the club and with other public-interest groups to assure passage of the Initiative. Each California chapter has organized to work for passage of the Initiative. A statewide *Sierra Club Yes On Nuclear Safeguards Committee* is accepting contributions c/o the Angeles Chapter office. Support from the general membership will be vital to our efforts.

The results of the June 8 election in California will have a great impact on nuclear power over the rest of the nation. Similar initiatives have either qualified for the November ballot, or are in the process of qualifying, in sixteen other states. The outcome of the California contest could greatly influence results in other states.

The Sierra Club deliberated carefully over its position on nuclear power for several years. After exhaustive study and debate, the current policy on nuclear power was adopted

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in January 1974. The decision was not made lightly or in ignorance of the facts. All the chapters of the club had numerous opportunities to express their views.

The advice of experts on both sides of the issue was solicited. Now, the Nuclear Safeguards Initiative and parallel efforts in other states represent a pragmatic attempt to put that policy into action.

To achieve this goal, the club membership must put forth a major effort on behalf of the Nuclear Safeguards Initiative and similar measures. If we fail now to force the nuclear industry to face its problems head-on—either to solve them or to determine they cannot be solved—we may not get another chance.

*Joseph Fontaine and Phillip Berry are members of the club's Board of Directors. Both live in California.*

## WASHINGTON REPORT

Brock Evans

### The Forgotten Public Domain

WASHINGTON is a fickle town, its loyalties and attentions shifting with each day's headlines, its memory briefer than a dream. In such a city, where the exciting present reigns supreme, less flamboyant questions typically become obscured or lost, even when they are perhaps more important in the long run than whatever issue or event currently claims the public's attention. Such is often the fate of environmental legislation. The Bureau of Land Management (BLM) Organic Act now before Congress is just such an obscured issue, yet its ultimate impact on the nation could well be greater than the current debates over Angola or the CIA, for example.

The BLM Organic Act would provide a basic charter for managing and protecting the 450 million acres of so-called "public-domain" lands under the agency's jurisdiction. These lands, valuable for their scenery and wilderness, as well as their resources, traditionally have been the stepchildren of environmental concern. At the same time, they have long been exploited by rural western economic interests, especially mining and grazing.

The BLM history has all too often been one of embattled public land managers forced by powerful economic interests and their allies in Congress to acquiesce in programs detrimental to these lands. For example, the agency recently submitted to Congress a "range-condition report" stating that only twenty-five million acres, eleven percent of the public grazing lands, are in satisfactory or better condition. Some 135 million, or eighty-three percent, rated in unsatisfactory condition. In fact, fifty-four million acres, an area roughly the size of Utah, are in poor or bad condition. Furthermore, the range is continuing to deteriorate, and another eleven to twelve

million acres will soon be added to the already over sixty million in an unacceptable condition because of depleted vegetation and excessive runoff. Other studies have documented the severe damage done by excessive grazing to important wildlife habitat on the public lands.

Conservationists have long felt that the only way to halt this destruction would be to provide the BLM with a congressional charter spelling out its responsibilities and authority, one similar to those now enjoyed, for example, by the National Park Service and National Forest Service. Such specific statutory authority, particularly one that placed environmental protection high on the list of agency priorities, would probably provide a means of countering the overwhelming political force now brought to bear on remote and isolated lands in local BLM districts.

Mining and grazing interests, which regard the public-domain lands as their own private preserve, have opposed such a charter, so the story of the efforts to secure passage of the BLM Organic Act has not been a happy one to date. Indeed, these interests have so compromised the current bill, as it has struggled through innumerable "mark-up" sessions in the House Interior Committee, that conservationists actually may have to oppose it and wait for better times before trying to secure passage of another BLM Organic Act.

The two main elements that environmentalists seek in an organic act are important, yet quite simple: first, a provision declaring that henceforth the agency's overriding mandate shall be to retain the public-domain lands, rather than to sell them off under the terms of archaic land-disposal laws held over from the last century; and second,

equally firm instructions that henceforth all the public-domain lands shall be managed on a multiple-use sustained yield basis, including full protection for wilderness, wildlife and scenic values. Senator Henry Jackson's Senate Interior Committee has already reported out a very good bill embracing most of these concepts, and it is expected to pass the full Senate soon.

Unfortunately, it is a different story in the House Interior Committee, where the traditional western economic interests seem to have concentrated. As a result of their pressure, the bill has since last spring been subjected to about two and a half dozen "mark-up sessions" before the Public Lands subcommittee. The current product of this prodigious labor is "Subcommittee Print #3," which will gladden the hearts of all those who have always seen the public-domain lands solely in terms of economic exploitation.

Subcommittee Print #3 provides new benefits and privileges with respect to public lands for a whole parade of private economic interests. In the front of the line are the ranchers who secure permits to graze their stock on public lands. They would get mandatory ten-year grazing permits, with almost automatic renewals, and the formula used to calculate their grazing fees would stay at about the current low level, barring dramatic changes in the price of meat. As a result, the public would continue to subsidize grazing on already overgrazed lands at the expense of further degrading other values such as wildlife and watershed.

The subcommittee print also reinstates the old discredited "Grazing Advisory Boards" consisting of one local government official, two wildlife managers and four representatives of livestock interests. Thus the interests of one group, the ranchers who use the public-domain land, would continue to be furthered at the expense of all other interests, and, as a result, the condition of the rangeland would continue to deteriorate.

Perhaps the single most serious deficiency in the bill, however, is the lack of a workable law-enforcement authority. A basically sound provision worked out by all parties in 1974 was virtually destroyed by an amendment offered recently by Congressman James Santini (D-Nevada). The Santini Amendment stipulates that law enforcement, including the critical matter of enforcement of Interior Department environmental regulations, should be contracted to local police. Given the tendency of local interests to overlook or support the exploitation of public lands, and the likelihood that local officers are naturally



going to be pals with local ranchers, the Santini Amendment strikes at the very heart of the BLM Organic Act.

Other "goodies" doled out to special interests are provisions benefiting the holders of recreation-cabin permits on public lands, delaying repeal of the archaic land disposal laws (presumably so that more lands can be sold in the next ten years) and greatly restricting the current power of the Interior Secretary to withdraw lands of national importance from destructive activities such as mining. Under the current subcommittee print, any withdrawal over 5,000 acres would have to be submitted to the House and the Senate and could be blocked by a resolution of either body. This provision would effectively repeal the famous and important 1906 Antiquities Act which granted to the president of the United States the authority to create by proclamation national monuments and other reserves from public-domain lands. This act was one of the most significant accomplishments of John Muir and the early conservation movement and has resulted in some of our most important parks and monuments in the southwest.

It is plain from this and other parts of the bill that the House subcommittee considers the BLM Organic Act not as a basic charter for new and more progressive management of the public-domain lands, but rather as a vehicle on which to hang special favors to the grazing and mining industry. This sad situation is the

direct result, in the opinion of many observers, of the present composition of the House Interior Committee, which is skewed heavily in the direction of rural, western members, providing little representation for the rest of the American people, who also have a stake in the public lands. Almost all the committee's votes on environmental preservation questions are extremely close, even though they may eventually pass the entire House by overwhelming majorities. This situation will not change until more eastern and urban congressmen recognize the committee's importance and want to become members.

In the meantime, the outlook for the BLM Organic Act is grim. I remember sitting in the house gallery several years ago watching the debate over the National Timber Supply Act when one western congressman after another rose to speak in favor of the bill, which would have gutted the national forests, and to denounce those eastern and urban congressmen who dared to oppose it. I was reminded of Bernard DeVoto's famous words, "The West against itself." The persistence of the frontier mentality, the view that lands exist only to be exploited, is still all too prevalent in the rural West, as is demonstrated by the fate of the BLM Organic Act. It is going to take a lot of work to produce a bill that will be acceptable to all the other Americans who also have a stake in the public-domain lands.

## REGIONAL REPRESENTATIVES' REPORTS

### Midwest:

### The Upper Mississippi and the Corps

THE FUTURE of the upper Mississippi River may well be decided this spring, when Congress votes on whether to authorize the Army Corps of Engineers' plan to reconstruct Locks and Dam 26. The new facility would be two miles downstream from its current site, and its commercial-navigation capacity would be four times greater. The Corps had planned to rebuild the locks and dam without consulting Congress, claiming that the project was routine maintenance, for which, under the 1909 Rivers and Harbor Act, the Corps requires no congressional authorization. Environmentalists, however, charged that the proposed reconstruction was but the first step of a larger plan to increase the

navigation capacity of the entire upper Mississippi, a plan that definitely does require congressional approval. In other words, the Corps was trying to pull a fast one.

In the past, the Corps has been very creative in its interpretation of what constitutes "routine maintenance." On the Ohio River, for example, even though the Ohio River Waterway Act specifies a nine-foot channel and 600-foot locks, the Corps has been replacing current structures with locks 1,200 feet long and deep enough to accommodate a twelve-foot channel—this under the guise of "routine maintenance." The usefulness of such fudging is apparent: should the Corps go to Congress seeking authoriza-



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tion for a 12-foot channel on the Ohio River, it will be able to present a most favorable cost-benefit ratio for the project, for the most expensive item—the replacement of the locks—will have already been completed without congressional approval.

Environmentalists have contended that the Corps is up to similar tricks on the upper Mississippi, that the reconstruction of Locks and Dam 26 is not, as the Corps claims, an isolated, much needed repair job on a single facility, but rather the first step in plans to quadruple the shipping capacity of this section of the river. On August 6, 1974, the Sierra Club, the Izaak Walton League and twenty-one railroads filed suit against the Corps, contending that the economic analysis and environmental impact statement on the project should cover not only Locks and Dam 26, but the entire new waterway system it implies. After reviewing the Corps' documents, Judge Charles Richey of the federal district court in Washington, D.C., issued a preliminary injunction that halted the project, labeling "unworthy of belief" the Corps' contention that the reconstruction constituted merely "routine maintenance." To avoid going to trial on



the matter, the Corps agreed to redo its environmental and economic analyses of the project and to seek congressional authorization, but at the same time it continued to deny the environmentalists' allegations about the real purpose of the project.

Last May, proponents of the plan tried an end run around the usual authorization process, when, without hearings or any advance warning, they attached language authorizing the project to the Omnibus Supplemental Appropriations Bill. Several days later, a similar attempt was beaten back in the House by a vote of 179 to 168. At the time, this was seen as a very exciting victory, as environmentalists had less than twenty-four hours to organize a floor fight. Many Congressmen who voted against authorization, however, did so on procedural grounds, or because they felt there should be full hearings on the issue. There is no guarantee they will vote against the project when it attempts to secure authorization through more accepted channels. In the meantime, waterway interests and the Corps have been cooperating to promote the Corps' description of the project as a matter of routine maintenance.

Full congressional hearings on the project have been delayed by the Corps' seeming inability to properly conduct the necessary environmental and economic analyses. Last summer it released a new "Formulation Evaluation Report" and what it called a "Draft Supplement to the Final Environmental Impact Statement." Together they comprise a stack of documents standing several feet high and totaling over 4,000 pages. Their bulk, however, is no measure of their relevant substantive content or analytical worth. The documents not only contain irrelevant, extraneous material, but lack basic essential data. The analysis often conflicts with the facts or is entirely unsubstantiated. An example of the extraneous material is the curious observation that "An average of fourteen people die from snakebite each year in the United States out of 5,000 bitten." One of the more amusing bits of biological analysis proposes that the projected increase in river turbidity might be a good thing, since it would serve to hide prey from its predators! Apparently, the Corps is embarrassed by such deficiencies, for it is now in the process of issuing a "Redraft Draft Supplement" to the "Final Environmental Impact Statement."

Meanwhile, the U.S. Fish and Wildlife Service has issued a report on the project, recommending that no action be taken until the agency has had a chance to conduct a three year, \$4.5-million study of the impacts of increased navigation on the fish and wildlife of the Illi-

nois and Upper Mississippi Rivers. If such a delay is not possible, the service proposes rebuilding Locks and Dam 26 at the existing site to existing configurations. The departments of conservation of Missouri and Illinois have concurred in the service's report.

Other federal and state agencies also have become involved in the controversy to varying degrees. The Iowa Department of Transportation supports the project, while the Minnesota Pollution Control Board is filing an *Amicus Curiae* ("Friend of the Court") brief in the lawsuit, in which it raises many of the same issues environmentalists have raised. Wisconsin has taken a particularly firm stand against the project, intervening as a plaintiff in the lawsuit. Its departments of natural resources and transportation have issued strong statements opposing the project. The U.S. Department of Transportation study of the project states that Corps data do not justify the project and that, with only a modest expenditure of capital, the region's railroads could carry any future increase in commodity shipments in the corridor.

Despite such opposition to the project, environmentalists face an uphill battle in Congress. The waterway interests are mounting a vigorous campaign, for the

specific issue has sparked discussion of general transportation policy, especially the total federal subsidization of the inland waterway system, which amounts to using taxpayers' money to discriminate against rail transport. The barge lines are fighting desperately to preserve their current cozy arrangement with the Corps.

Letters are needed to congressmen and senators on this issue, particularly from residents in states where the waterway interests have less influence and whose representatives therefore may be more open to the environmental viewpoint on this issue. Letters should stress the following points:

- Because the current levels of commercial navigation are already causing severe damage to the upper Mississippi River system, commercial navigation should not be expanded on the river;
- Locks and Dam 26 should be repaired, not replaced, and;
- The depth of lock floors and sills should not be designed to accommodate a twelve-foot channel.

For further information see "Corps Games in Mid-America," October 1974 *Bulletin* or contact Midwest Office of the Sierra Club, 444 West Main, Room 10, Madison, Wisconsin 53703.

Patricia S. Record

## Northern Plains: Ten Governors in Search of a Common Voice

LAST SUMMER, the governors of ten western states (Arizona, Colorado, Montana, Nebraska, Nevada, New Mexico, North and South Dakota, Utah and Wyoming) banded together to form the Western Governors Regional Energy Policy Office, an organization that would present their views to the federal government on matters relating to energy-resource development in the West. Faced with the federal government's apparent determination to expand such development, the governors had been frustrated by the failure of federal agencies to consult them and to consider seriously the impacts of energy developments on their states. Though all the governors involved are Democrats, their views range from the develop-now approach of Utah's governor Calvin L. Rampton to the very cautious positions of the governors of Colorado, Montana and Wyoming.

The preamble to the organization's statement of policies and positions, which was adopted last July, is a plea for energy conservation with which most environmentalists would readily agree:

When we consider our expanding demands on planet earth's finite energy resources, mankind is clearly borrowing time. He satisfies his growing concern over energy shortages with short-run palliatives and avoids coming to grips with painful long-run solutions. The pressure of growing populations using more and more energy is creating a condition where the drain on our energy resources is placing unacceptable stresses on our quality of life—stresses such as air and water pollution, topsoil destruction, heat, noise, nuclear contamination, and frustrations from concentrations of heavy industry and people. . . . The United States has experienced a rate of growth in energy demand that cannot be reasonably sustained in the future. If the nation's energy needs are to be met, it is essential that energy resources be conserved through the elimination of wasteful energy consumption.

Unfortunately, many of the specific policies and positions do not reflect the spirit of the preamble, repeating the old cry for abundant cheap energy and economic growth, the shortest-run pallia-



tives of all. Just what the organization does or should stand for is further complicated by the governors' choice for executive director, William L. Guy, former governor of North Dakota and well known as an outspoken advocate of expanded fossil-fuel power plants and rural electric cooperatives. When he was hired, Guy was quoted as saying, "I don't believe in expressing my ideas about energy unless they also happen to be those ideas endorsed by the governors." His subsequent actions have not borne out this pledge.

A case in point is Guy's attempt to influence the governors' position on the lawsuit *Sierra Club v. Morton*, which contends that the Department of the Interior, by allowing coal development to proceed in the Northern Plains states without first preparing an environmental impact statement for the entire region, is violating the National Environmental Policy Act. The department claims it is not developing energy on a regional basis and that a regional impact statement is therefore not required. A federal district court ruled in favor of the government, but an appeals court reversed this decision. The case is now before the Supreme Court.

Director Guy, forgetting his inaugural assurances, advocated openly that the governors join on the side of the federal government and coal industry against the Sierra Club. He went so far as to invite Interior Department representatives to a meeting to explain their side of the case. After a discussion of the issue, however, the governors' staff representatives voted to keep out of the whole affair and said the suit had merit. An outraged Guy refused to acknowledge the directive and vowed to bring it up at the next meeting. Governor Heschler of Wyoming outstepped Guy by offering a resolution in support of an out-of-court settlement and the need for a regional impact statement. The resolution passed unanimously, and subsequently has been endorsed by the Sierra Club. To this day, Guy continues to press for the states to side with industry and the federal government when the case is heard by the Supreme Court—a tiresome situation for the governors, to say the least.

Thus the Western Governors Regional Energy Policy Office has not yet lived up to the promise of its preamble, though it does represent a positive force through its unity of concern for the future of the northern-plains and intermountain regions. But when it comes to influencing the decisions of the federal government, it has played a limited, some might even say timid, part—a far cry from its original stated intention "to develop better methods of coordination and cooperation with federal agencies and . . . to provide

input in the early stages of the federal decision-making process." True, the staff did assist in organizing "input" for the Interior Department's proposed mining regulations (after they were published) and for the funding bill for the Energy Research and Development Agency, and now is planning meetings on the Energy Minerals Allocation Recommendation System. But on the really important question of what role belongs to the affected states in the federal government's coal-leasing program, the governors have been strangely quiet. In the organization's original statement of policies and positions, the governors had supported a continued moratorium on federal coal leasing until joint federal-state planning had been completed, but when Secretary of the Interior Thomas Kleppe announced he was lifting the moratorium, there were only minor grumblings.

Nevertheless, the Western Governors Regional Energy Policy Office performs a useful function as a third voice in the debate between environmentalists and the coalition of industry and the federal government on the question of energy-resource development in the West. It is too bad, then, that the very existence of the office is now in doubt. Funded this past year by the Four Corners and Old West regional commissions, these groups have not indicated an interest in continuing such support. Nor do the states contain funding for the office in their budgets. If the organization dissolves as a result, it will have become an idea not only before its time, but after it as well.

Laney Hicks



Wilderness Southeast, Inc.

## Georgia Sea Islands Outing December 26, 1976-January 2, 1977

**W**ILDERNESS OUTINGS in the Southeast cover a wide variety of terrain, from hiking in the Blue Ridge and Smoky Mountains to canoeing in black-water swamps. Most trips go into areas which either are in danger of being destroyed by development or have been recently saved by conservation groups. This year's Georgia Sea Islands Leisure Knapsack (#210) is designed as an introduction to the wild beauty remaining on our coasts, beauty still susceptible to damage. Trip leader Steve Johnson, a science and biology teacher, has been trying to obtain National Seashore status for this area since 1968.

The coastline of Georgia is broken into a chain of wide barrier islands, mostly undeveloped and wild. Separated from the mainland by a strip of the most fertile marshlands known to man, threaded by meandering tidal rivers, the "Golden Isles" provide an unforgettable memory of waving marsh grass, long lonely beaches, subtropical palmetto thickets and virgin oak forests.

Located at the westernmost point of the Atlantic Ocean, where the largest river drainages east of the Mississippi still flow relatively unspoiled, these islands were held in high regard by the Indians, fought over by England and Spain and served as inspiration for nature lovers such as William Bartram, Sidney Lanier and Rachel Carson.

Travel among the islands will be by boat. Among those to be visited are Wassaw Island, the closest thing to a virgin oak forest in the Southeast and now a National Wildlife Refuge, Ossabaw Island and St. Catherine's, used for numerous studies by the American Museum of Natural History.

We call this a Leisure Knapsack Trip, and the hiking will be about as easy as is possible. The islands are flat with maximum elevation changes of twenty feet. Distances covered will be relatively short, usually not more than eight miles, so a great deal of time can be spent in nature study, beachcombing, photography and swimming if the weather permits. Come get a suntan!

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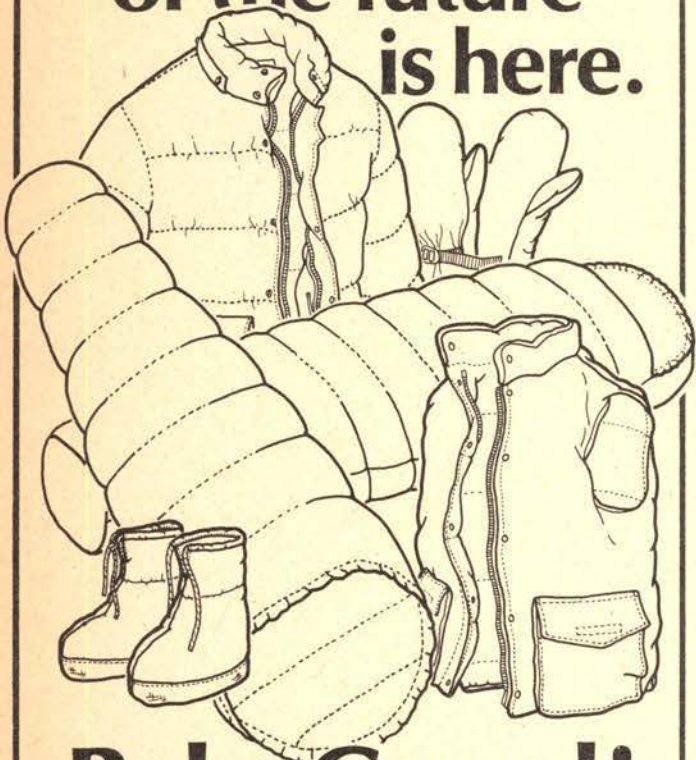
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From Sierra Club Books

## Small is Powerful

Jon Beckmann

**T**HIS IS the first of occasional columns which will attempt to tell you what the Sierra Club books program is doing, and share with you some of what goes into making a book publishing program work.

That small is powerful as well as beautiful seems to be the theme of the last list of books we published. The humble sources of Thoreau's reflections are glorified in H. W. Gleason's photographs of *Thoreau Country*, and the overlooked wilderness in our backyards celebrated in *A Closer Look*, but two other books exemplify this theme even more so, and break the mold that most readers identify with Sierra Club books.

*Other Homes and Garbage* is the creation of a group of environmental engineers from Stanford University who believe that less is more. Less wasted energy means more economic and technological independence. Everyone who picks up a newspaper knows something about solar, wind and water power, methane digesters, new gardening techniques and the panoply of low-impact technologies available to the individual or small group, but very few are given the wherewithal to put these ideas into practice. Design is the key—costs, sources, how to fit the technology to your needs, in short, the practicum of getting a project started and making it work—and that is what the S.I.E.R.R.A. (Stanford's Innovative Engineering Role in Relevant Alternatives) folk are offering. Graphs, charts, diagrams and some lovely art work to show you the results give the book a solidity that most of the literature on the subject doesn't have.

The book that best shows us that small is powerful is *The Grass Roots Primer*. Only the Sierra Club could have published the book, because it attempts to crystallize the Sierra Club experience. How do concerned individuals confront environmental problems when they show up next door? What can we tell other people when the developers appear at the gates of their town? *The Grass Roots Primer* tries to answer those questions.

More than a thousand questionnaires went out to Sierra Club activists and other environmentalists in an effort to identify the stories and the how-to that might create an exciting book that shares and shows. Two writers traveled across the country interviewing, observing, experiencing. In the files of those—you—who did the work were news articles, advertisements, cartoons, visual displays, letters, and evidence of the effort to save rather than savage, and these artifacts of past campaigns make up a large part of the book. The environment that is the pages of *Grass Roots* is alive with the energy of the people who constitute the grass-roots environmental movement. A very special book, we think—one that celebrates the power of the individual, and one that informs and encourages those individuals about to become involved.

Getting it together, in modern parlance, is not easy when it means giving something up. But there are compensations. One of the pervasive observations of *Grass Roots* is that the individual may realize a stronger sense of community when he or she helps meet a threat to the community. More than one person discovers that having a common concern is a way of "getting it together."

The book program may be small, but we hope that, as in the past, the books will also be beautiful. And powerful.

Jon Beckmann is Editor-in-Chief of Sierra Club Books.



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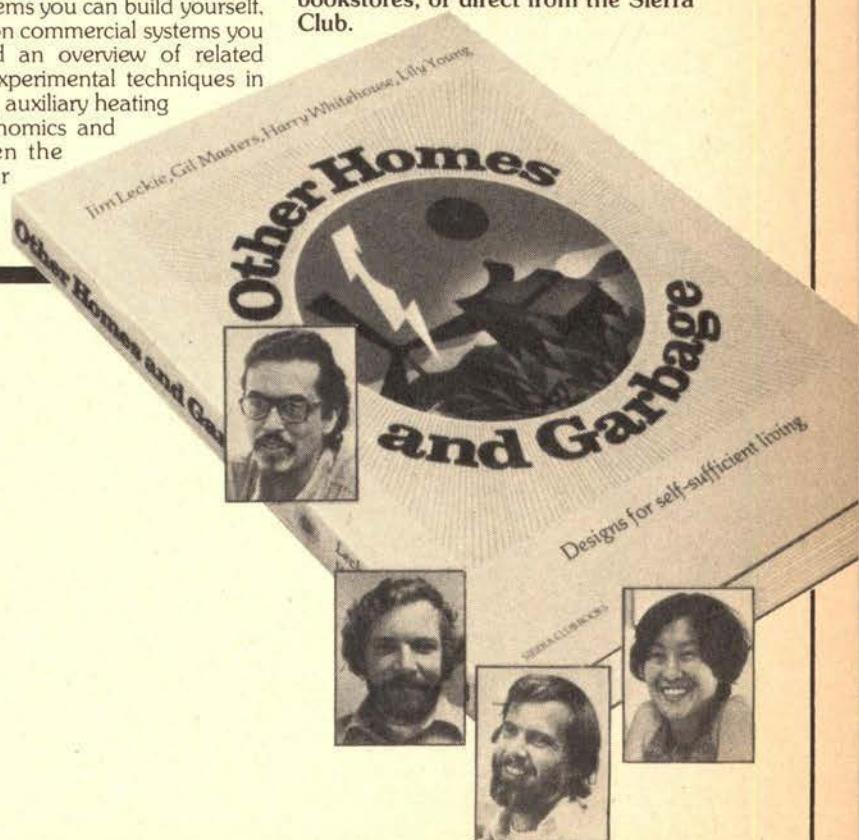
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## How This Book Happened

In the fall quarter of 1973, Jim Leckie, Gil Masters, Harry Whitehouse, Lily Young and other members of Stanford University's engineering department offered an experimental workshop in self-sufficient living systems. Instead of the twenty-odd students they expected, they found enrollment topping 100! The participants were therefore divided into sub-workshops, each concentrating on a specific area of alternative technology. With the data and experience gained in the workshop—and with the need clearly demonstrated for making useful technical information accessible to a non-specialized public—the instructors wrote **OTHER HOMES AND GARBAGE**.





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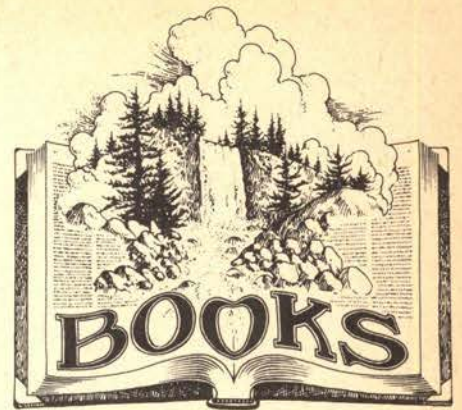
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# Storm Clouds Over the Sunshine State

The Florida Experience, Land and Water Policy in a Growth State, by Luther J. Carter, published for Resources for the Future, Inc., by Johns Hopkins University Press, Baltimore, 1975, \$15.



“THE AVERAGE citizen does not build oil refineries, forty-story condominiums or huge retirement communities, and his freedoms are not much affected by public regulation of those who do.” If a majority of Florida voters would read the book in which this statement is made, just possibly the whole future course of that endangered, fragile, limestone peninsula would be changed.

Unfortunately, even if Luther Carter's *The Florida Experience* ever comes out in a less-expensive paperback format, the voters of north Florida, who continually re-elect State Senate President Dempsey Barron and Speaker of the

House Don Tucker, will be most unlikely to buy it. They are not reading people, generally, which may be one reason why they seldom question whether their interests are identical to those of developer-backed politicians.

Yet the residents of the small towns in the thinly populated counties of north Florida, the fishermen, farmers, hunters and housewives who chose a rural or semi-rural life, often have in their bones a more certain harmony with the world of nature than urban activists who spend their weekends canoeing or birdwatching. It is the challenge of the activists to communicate to the residents, often at

hearings where lynching of “outside agitators” seems imminent, that the way of life they cherish is threatened less by regulation of land use than by developers bulldozing their beaches and swamps into oblivion.

Luther Carter, a staff writer for *Science*, has assembled the information necessary to understand Florida's major problems, from the draining of the Everglades, through the growth of the mini-state of Dade County, to the promotion of the Cross Florida Barge Canal—information enough, it would seem, to persuade reasonable people that more environmental planning is needed to accommodate safely the thousands of new residents pouring into the state every week.

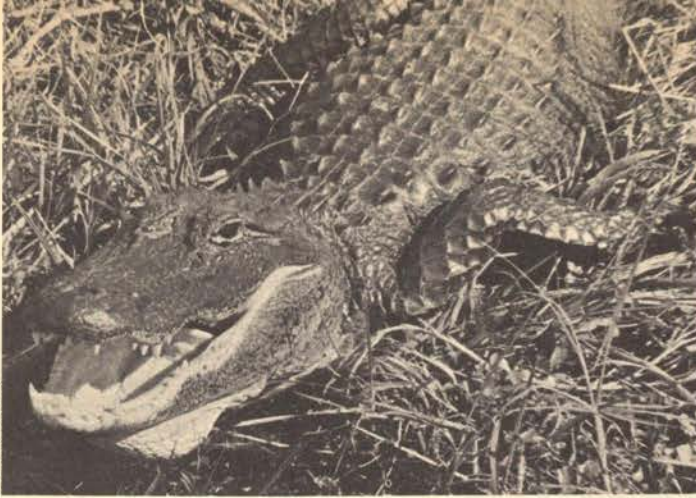
The pity is that since Carter finished writing in the spring of 1974, the old north Florida “pork chop” faction in the state legislature has regained control from the more environmentally conscious Miamians, led by Senator Robert Graham and former House Speaker Richard Pettigrew. These two men were determined to inhibit the chaotic, uncontrolled development of the state's coastal and inland wetlands, comprising more than half its total area and vulnerable to dragline as well as hurricane. Supported by all the strength state environmentalists could bring to bear, Graham and Pettigrew pushed through the pioneer Environmental Land and Water Resources Act of 1972. Since then, the major triumph of environmentalists has been a successful holding action rather than the passage of the needed supplementary legislation outlined by Carter.

The book can be an important tool for environmentalists to use in an election year. Its treatment of the state's significantly different regional problems and complex land-use statutes will help workers in the field grasp how each step can fit into an entire campaign. The book will be a particular godsend to freshman environmental activists, journalists and politicians interested in polls showing growing voter concern about



Grant Heilman





environmental issues. Not only does Carter explain the oldtimers' jargon, which often keeps newcomers out of the conversation, but he solves mysteries even the oldtimers never completely understood. He describes the historical plundering of the state, the give-away of one-fourth of its land to the railroads, the unique, confusing cabinet system that reduces the governor's influence to merely one vote among seven, and Nixon's unprecedented order stopping the barge canal, at least temporarily. Simply understanding the historical forces at work shaping Florida can bolster the determination of environmentalists to try one more time to turn those forces around.

Carter himself is concerned about retaining local participation in land management. He says that "if effective democratic processes at the state and local level—particularly for the regulation of growth and development—could be established in Florida and other states, this would counteract to some degree the greater centralization of government at the federal level." Paradoxically, by frustrating efforts to strengthen the state's own planning capacity, which already leans heavily toward local participation, Florida's voters are inviting, in the form of federal legislation, the kind of "outside controls" they particularly fear.

Carter makes several recommendations to improve land-use and water-management policies, but most have had tough going, especially efforts to pass a state "growth policy," which have been frustrated two years running. Half the state lacks any planning facilities whatsoever, and the watered-down local-government planning act passed last year offers only mild incentives to counties and municipalities to establish planning boards. Since local planning boards are a prerequisite to designation of "Developments of Regional Impact" (Disneyworld, for example), for which special regulation was authorized by the 1972 Environmental Land and Water Management Act, Florida's ability to employ this form of administrative protection

is severely handicapped—and not by accident. Difficulties of enforcement, a ten-year lead time and lack of funding further hamper the act's implementation.

Carter specifically warns against the consolidation of state environmental agencies on the grounds that "in such departments conflicts between agencies with different missions tend to be 'internalized' and decided without receiving the attention of elected officials." A partial consolidation of such agencies, however, has already occurred in Florida. While once there were three agencies dealing with environmental matters, now there are two. The function of the agency formerly in charge of state-owned lands has been divided between the Department of Natural Resources (DNR) and a new Department of Environmental Regulation (DER), which has at the same time engulfed the old Department of Pollution Control.

While failing to reach the questionable goal of reorganization—easier "one-stop" permits for construction projects affecting water quality or state lands—the change has succeeded in creating a maze of complications as a result of the overlapping jurisdictions of the DNR and DER. A potentially more damaging effect has been the inclusion of the former Coastal Coordinating Council (downgraded now to become the Bureau of Coastal Zone Planning) in the Department of Natural Resources. Its former vigorous advocacy of coastal-zone-management planning has been effectively muffled.

Nevertheless, Carter's hopes for establishment of a comprehensive set of "Florida Standards" as guidelines for the conservation of all natural systems still seem most likely to be achieved through the planning initiated by the old Coastal Coordinating Council and now being developed by its successor. Basic to these standards is the use of four classifications for land use: *preservation*, in which little or no development would be allowed; *conservation*, in which development would be strictly limited; *agriculture*, in which development would be limited and strictly regulated; and *de-*

*velopment*, in which most growth would occur. With the exception of the agricultural classification, these zoning designations are now incorporated in the coastal-planning measures voluntarily adopted by a number of Florida county governments under the tutelage of the old council. They presumably will be a part of any Florida coastal-zone-management plan submitted to the Department of Commerce for further planning under the 1972 Coastal Zone Management Act.

An immediate goal for the state's environmentalists is to persuade Florida voters of their stake in establishing coastal-zone management and electing people who will override north-Florida resistance to such planning. Success could create a climate of opinion favorable to extending "Florida Standards" to the state's inland areas, with attendant efforts by local authorities to reinforce environmental protection through the careful planning of roads, sewers, power lines and utilities.

Carter recommends that growth be directed to the coastal ridges of south Florida, the highlands of central Florida—where he would require great care in the protection of aquifer recharge and water quality in the citrus and lake country—north Florida and the Panhandle. Large urban concentrations, he concludes, can be accommodated more safely on the coasts than inland because so far the ocean outfall has been found to be an acceptable means of disposing of large volumes of secondarily treated sewage effluent. As the search for potable water for the Tampa/St. Petersburg urban area pushes farther and farther inland, and as population pressures everywhere destroy coastal amenities, even a deferential reviewer may be excused from wondering whether Carter has subjected his opinion about the direction of growth to the review of other informed students of this problem. He might reply that the coasts would be sufficiently protected by his answer to the question, "How much growth?". The answer is: "... only such development as can be accommodated without loss of environmental quality."

Throughout his lucid history of the spoiling of a lovely land, Carter maintains a cool, scientific objectivity on which the personality of the author rarely intrudes. Only in his discussion of the "land ethic," as articulated by René Dubos, does his own deep feeling for the necessity of harmony between man and nature shine through. Surely, the voters of Florida would agree with Carter that "... nowhere better than in Florida's remaining wild places—and despite all abuses some splendid places remain—can one regain perspective and a sense of the wonder and mystery of life." **SCB**





Robert A. Irwin

**B**Y THE TIME you have opened this issue of the *Bulletin*, you, along with about 155,000 other members, should have received the most important piece of Sierra Club mail you are likely to get all year: the 1976 Sierra Club National Election ballot. Whether you use it, and how you use it, will vitally affect both the club's future policies and its current, day-to-day business. Five of the ten nominees on the ballot will constitute one-third of the Board of Directors when they take office in May to begin their three-year terms. The fifteen directors determine policy and govern the club, "control all

expenditures and property of the club . . . and act for its interests in any way not inconsistent" with its bylaws. The directors are the only persons elected by all the members in the Sierra Club.

From its inception in 1892, the Sierra Club has depended for its leaders on the broad base of its active membership. Unlike many other conservation organizations, it is not a one-man show. Neither is it run by a narrow, self-perpetuating hierarchy. Strict provisions specifying nomination and election procedures, that ensure democratic processes are observed, are imbedded firmly in the bylaws. As the club has grown over the years these provisions continually have been strengthened. The latest example: directors now may serve no more than two consecutive terms, but may run for office again after at least a year on the sidelines. The amount of thought, hours of volunteered labor and hard cash devoted to the entire election process constitutes a further measure of the club's continuing commitment to democratic methods and the integrity of the ballot.

#### Why the Drop in Voting?

For some reason, or reasons, however, the average Sierra Club member has not taken the opportunity to vote. The fraction of members voting has dwindled from forty-percent in 1966 (when there were

33,990 members) to between twenty-eight and twenty-nine percent in the 1974 and 1975 elections. Why? The almost five-fold increase in membership since 1966, combined with a broader geographic distribution (for the first time, California cannot claim the majority of members, having only 49.60 percent as of January 1, 1976), would tend to diminish widespread, intimate, face-to-face knowledge of or acquaintance with the candidates. And a step further back in the process: How can the five-person nominating committee possibly do the job of screening out the potentially best qualified seven or more candidates for the Board of Directors? The committee members—none of whom can also be a director—are appointed each June and must make their choices by the following October. They solicit suggestions for candidates from the club's membership, but often only get names with little background information. With only four months to deadline, they have little time to dig out data or to get to know the people they must eventually nominate.

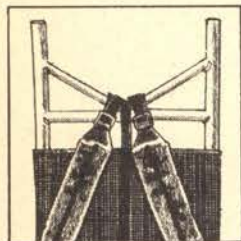
The club's Internal Organization Committee (IOC) has been looking into the problems of how to obtain full and informed member participation in Sierra Club elections and how to improve the nominating process. In 1971, it issued a set of guidelines for judging the qualifi-

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cations of prospective nominees. By the late 1960s, the club had become a continent-wide organization, with three levels of volunteer-run, decision-making bodies—between the membership and the Board of Directors—serving as training grounds for top club-leadership positions. They were the Regional Conservation Committees, national committees, and Sierra Club Council. Those 1971 recommendations took these developments into consideration, but shied away from setting up any hard-and-fast regional or other quota systems. The IOC did suggest, though, that nominees be selected from among those who had served on any of the three intermediate-level bodies. As time went on, this guideline proved to be too restrictive, so last September the IOC recommended relaxing it. The directors concurred, concluding their resolution with the comment: "The opportunity to bring fresh ideas and outlooks to the board should be considered." And now in late February, the IOC is asking two further improvements: that the nominating committee serve staggered, two-year terms and be appointed earlier (in February instead of June, but with its report due as before by the following October). These steps would ensure continuity on the nominating committee and give it greater opportunity to scrutinize the candidates.

### Is an Intelligent Choice Possible?

Still, how do you, a member who wants to cast his or her ballot now, today, make intelligent choices from among the ten candidates? The brochure accompanying the ballot provides some help. It summarizes each candidate's background and experience and in recent years has included a written statement from each nominee. But one veteran member of the IOC has observed that such statements usually "sound like motherhood" and strongly suspects that even a person who knew all the candidates well would be unable to match the names with the statements. Yet that member has to confess there seems to be no better way.

### The Costs and the System

Despite the obvious flaws in the nomination and election system, it has worked. To make it work this year, the club is incurring an out-of-pocket expense of about \$28,430, plus some overhead for use of staff and club facilities, to say nothing of countless hours of volunteers' work. All that expense and effort is to make sure that this 1976 election accurately reflects the will of the voting members. Some of the procedures and safeguards against error (or fraud) are mentioned in the brochure. While the expenses are considerable, every conceivable step to save money is taken, including seeking competitive bids for all supplies and services, the use of cheaper third-class postage on ballots going to members within 150 miles of San Francisco and a bargain in computer costs, which at the rate of \$150 an hour are held to a minimum because of the know-how and special preparatory work by the "Judges of Election." Committee head Lewis Clark and member Darrell Southwell take care of most of the computerized ballot-counting system, the cost of which amounts to only about 12.5 percent of the \$28,430 grand total. Postage this year will come to \$13,800, or nearly fifty percent of all expenses, while the cost of the ballots, brochures, envelopes and labels will approach forty percent.

### The Role of the Computer

The computer program, which can be used year after year with little change, allows a fast, accurate count of all valid ballots, provides complete error detection for any invalid ballot and isolates all write-ins for manual count. The system provides printouts of various sophisticated tabulations and eliminates any chance of "ballot-box stuffing" while preserving the secrecy of each ballot. Sometime between noon, when the "polls close," and the end of the day on Saturday, April 10, Chief Judge Clark will inform the club's current president, Kent Gill, and its secretary, William Futrell, of

the full results. They, in turn, will notify the ten candidates.

After all this effort to make it easy for you to vote and to ensure that your vote will be correctly counted, one of the simplest yet most important ways you can show equal concern is to fill out and mail your ballot—and in time to be counted at noon on April 10. If you should want to make any comments, don't disfranchise yourself by scribbling on the ballot, thus spoiling it. Instead, if you want to comment on the ballot or voting procedure, write a separate letter to: Chief Judge of Elections, Lewis F. Clark, 1349 Bay Street, Alameda, CA 94501. If you have any suggestions for improving the nominating procedure or ideas on how candidates can be made better known to the average member, submit them to Mary Jane Brock, head of the Internal Organization Committee, at 2629 Arden Road NW, Atlanta, Georgia 30327.

One last word: VOTE!

### The Ten-Most-Wanted List

The club wants your recommendations on the one or more wild areas you believe are most in need of preservation. Associate Conservation Director Paul Swatek in an editorial in the November/December *Bulletin* proposed such a list, its aim being to help the Sierra Club sort out its wilderness conservation priorities and thus concentrate its energies to wage and win some significant battles. Swatek would like you to (1) give a brief description of the area you want to nominate, (2) tell what you think needs to be done to save it, and (3) state why it deserves a place on the list. Mail your nomination to Sierra Club Conservation Department, 530 Bush Street, San Francisco, CA 94108. **SCB**

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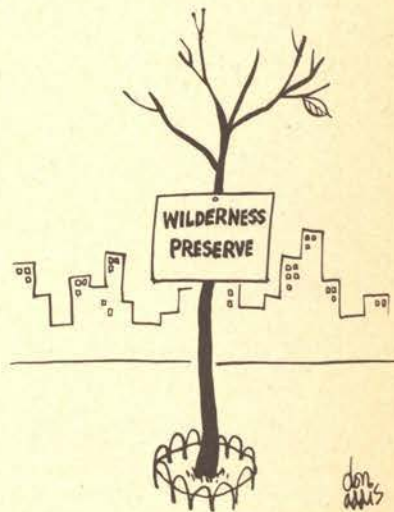
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## KIAWAH (Continued from page 12)

by reporters and camera crews from both local and national media. Outside, the Jewish community was holding an anti-development rally in the square below (under driving rains during tornado warnings), and those attending the rally who later tried to enter the hearing room as spectators were not allowed to squeeze in.

The set faces of the county council tipped off most observers that the members had already made up their minds. Dr. Durst was not the only councilman to refer continually to his watch, and he halted the proceedings promptly at 11 p.m., even though at least fifteen environmentalists were still waiting in line to be heard. Then, on three succeeding Tuesdays, the proposed rezoning ordinance was read in council as required by law, and when the vote was counted after the final reading, nobody was surprised to learn that every councilman had voted in favor of the rezoning.

The following day, alongside the report of the final vote, the morning paper reported that assessed property values throughout the county were being reappraised and that the value of Sea Island property (comprising Kiawah, John's and Seabrook islands) would increase by 102.5 percent. When the reappraisal was postponed, such influential people as the mayor of North Charleston pointed out that as a result of postponement the Kuwaiti will realize a 1975 tax windfall of nineteen million dollars.

Wild goats on Kiawah Island



Ben Gibbs

But eventually, as a result of the Kiawah development, higher taxes are inevitable for the Sea Islands. The burden is likely to be heaviest for the black farmers who own and work John's Island. The truck-farm center of Charleston County, John's Island lies right between Charleston and Kiawah. At a time when American farmland is being withdrawn from agricultural use at the rate of 1.4 million acres a year, it is disheartening to realize that the tax increases for John's Island, which will have been spawned by the development on Kiawah, will force the predominantly black farmers to sell out. Prospective buyers are already lining up. One sign of the future is a pending rezoning application for a parcel of land, including some marsh, on the island's access road, an oak-lined, moss-draped thoroughfare in the classic plantation tradition. The new owner hopes to build a hardware store to service Kiawah and Seabrook islands.

### Kiawah Pioneers

AT THIS very moment, a tennis pro is in residence on Kiawah. The dunes beside the blacktop that curves into the main part of the island have been laid bare of palmetto and sea myrtle and tamarisk and pine to accommodate a challenging golf course beside the marsh. Brisk sales of lots and furnished homes are recorded in the local real-estate trade sheets. These homesteads await those whom the developer calls "Kiawah Pioneers." (True, they will not want for amenities, but in addition to other wildlife on the island, poisonous snakes, redbugs, chiggers, ticks and mosquitos still abound.) The seventy-eight-room inn, which juts up—tastefully, one must admit—three stories from the sand, is scheduled to open this spring.

Leading to all this is a rickety bridge that provides the only vehicle access to the island. One of the county council's original stipulations in approving the zoning change was that the bridge be widened before the inn could open, this as an evacuation precaution in case of a hurricane. To do this, however, a Coast Guard permit is necessary. So in a last-minute attempt to forestall occupancy—and perhaps even the entire development—several conservation groups and individuals

requested the Coast Guard to do an impartial environmental impact statement on the widening of the bridge, and by inference, on the entire development. So far, the Coast Guard has not replied regarding either the permit or the impact statement.

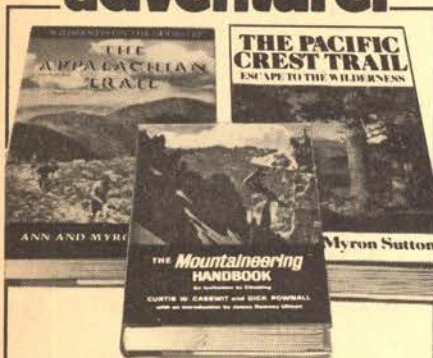
At a recent meeting of the planning board, the developers requested that variances be granted on the bridge requirement so that the inn could open on schedule and without possible interference from the Coast Guard. Despite opposition from full-time members of the planning staff, the board recommended that the county council rescind the bridge stipulation, which it did the following week. Public comment was not permitted, so the inn will open on schedule.

Have we lost this one? It looks bad, but perhaps something can still be done. Kiawah is a big island, and much of it remains as it was before being sold to Kuwait. Dare we hope to save half an island? Consider this item in the May 12, 1975, issue of *Pensions and Investments*: a spokesman for the commercial attaché at the Saudi Arabian embassy in Washington, D.C., is quoted as saying that Saudi investments do not include real estate. "The Kuwaiti have some, Kiawah Island," he said, "but they are sorry they did it. They have received too much bad publicity." An American businessman returned after five years in Kuwait explains in the same article that Arabs are afraid that if the political climate goes against them in this country, their investments might be nationalized and they would end up with nothing.

No one is suggesting nationalizing anyone's investments, but given the Kuwaitis' regrets, it may not be too farfetched to consider buying back from them that part of the island as yet undeveloped. Since 1934, more than two million acres of wetlands have been purchased with federal funds from the sale of duck stamps to hunters. Additional funds are available through the Wetlands Loan Act of 1961, which provides interest-free loans to be used along with duck-stamp money for the purchase and preservation of wetlands. Such funds are available now and would be well spent on the marshes of Kiawah. There is reason to believe that the Kuwaitis might be willing to sell, and half an island is better than none at all. **SCB**



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# News

## Game-range victories

On a surprising voice vote, the full Senate approved H.R. 5512, which prevents transfer to the BLM of three game ranges, the Charles Sheldon Antelope Range in Nevada and Oregon, the Kofa Game Range in Arizona and the C.M. Russell National Wildlife Range in Montana. The Senate version of the bill vests responsibility for these three ranges solely with the U.S. Fish and Wildlife Service (FWS). Senator Fannin of Arizona, for lack of support, withdrew his amendment to put Kofa under joint control of the Fish and Wildlife Service and Bureau of Land Management (BLM). The bill provides that only Congress can revoke a wildlife-refuge designation and that only the FWS may manage units of the National Wildlife Refuge System. The bill now returns to the House, where it passed earlier on a 341-10 vote. The House version, however, allowed for the continuation of dual FWS/BLM management. A legal victory that closely paralleled the Senate action was won in a suit brought by the Wilderness Society. U.S. District Court Judge William B. Bryant ordered a permanent injunction against former Interior Secretary Rogers Morton's decision to transfer the three game ranges to the sole administration of the BLM. He found that the secretary did not possess authority to take this action, and stated in his decision, "It is quite clear that Congress did in fact specifically intend that the Secretary should manage and administer wildlife refuges through the Fish and Wildlife Service."

## Senate committee "reports" Clean-air Act

The Senate Public Works Committee has reported to the full Senate the comprehensive revision of the Clean Air Act that has been pending for over a year. The final bill, however, makes several serious concessions to polluting industries. Protection against significant degradation of air quality is not provided for national monuments or national recreation areas in excess of 10,000 acres, or for national wildlife refuges, unless both the Secretary of the Interior and the state in which they are located agree to accord such protection. In addition, attorneys' fees and other costs of litigation could be awarded to polluters who prevail in enforcement actions brought by the Environmental Protection Agency. Senator Domenici (R-New Mexico) successfully carved out an exemption for nonferrous smelters from the new requirement that major emitting sources install "continuous" pollution-control equipment. In view of the serious deficiencies in the bill, a vigorous effort on the floor to improve it can be expected during full Senate action early this month.

## Blackbird blitz in Congress

A bill that bypasses all other legal requirements in allowing the use of large amounts of dangerous chemicals in "pest"-bird-control programs was introduced in and passed by both houses of Congress in a single day. H.R. 11150, signed into law six days after passage, provides that all blackbird roosts with a population over 500,000 in the states of Kentucky and Tennessee may be treated with chemicals registered for bird control if the governor of either state certifies to the Secretary of the Interior that such roosts represent a significant hazard to human health, safety or property. Authored by Tennessee Representative Robin L. Beard and wholeheartedly supported by the entire Kentucky and Tennessee delegations, the bill managed to circumvent the usual subcommittee and full-committee considerations, a feat accomplished in the House through the handiwork of Fisheries and Wildlife Conservation Subcommittee Chairman Robert Leggett of California. Conservationists, who were unaware of the bill's existence until after it had passed, were appalled to discover that the provisions of the National Environmental Policy Act, the pesticide laws and all other legal and regulatory mechanisms will be waived with regard to these bird-control efforts through April 15. Both the Environmental Protection Agency and the Council on Environmental Quality, at hearings held after the bill had passed, recommended that it be vetoed. "Hysterical claims of an emergency health hazard due to histoplasmosis, which is endemic throughout the region, are unfounded," said club Wildlife Committee chairman Robert Hughes. "Histoplasmosis is a fungal disease whose spores can be found as readily in a chicken yard as a blackbird roost. The really troubling thing is the shockingly careless manner in which this legislation was handled. Such cavalier bypassing of laws established painstakingly for the protection of citizens and their environment is truly frightening." Members are urged to express their concern over the summary handling and serious implications of this action to their congressional representatives and to President Ford.

## Alpine Lakes Bill progresses

In what the *Seattle Times* called a "stunning and unexpectedly lopsided vote," the full House Interior Committee approved sixteen to three the Alpine Lakes Wilderness Bill on February 17. The timber lobby campaigned intensely against the bill, but club members and others across the country fought back. Douglas Scott, the Club's Northwest Representative, reported that "the committee members whose votes were still up in the air, virtually all came down on our side." At press time, House floor action on the bill, which is sponsored by Washington Representative Lloyd Meeds and all but one other member of the Washington congressional delegation, was still pending, and a major floor battle could still occur. *Club members are urged to contact their Congressmen in support of the Washington delegation's Alpine Lakes Wilderness Bill.* (For Background, see "The Alpine Lakes," *Sierra Club Bulletin*, February, 1976.)



## Wolf hunt stopped by BLM, conservationists

At press time, a three-week hiatus in the Alaskan wolf hunt was in effect, ordered by the federal Bureau of Land Management (BLM) so it could review the matter. Apparently responding to nationwide concern over the "control" program, which had already been successful in eliminating a number of wolves in an area east of Mt. McKinley National Park (Unit 13), the BLM halted the hunt just in time to save the wolves in a second area near Fairbanks. Earlier, an Alaska-based lawsuit by Defenders of Wildlife, the Sierra Club and others had produced a temporary restraining order enjoining further killing in Unit 13. Should the BLM fail to stop the hunt permanently, conservationists are prepared to file suit in Washington, D.C. Based on the National Environmental Policy Act, the suit would address the issue of state wildlife-management programs on federal lands.

## Senate votes to halt mining in national parks

Under the strong leadership of Senator Lee Metcalf, the Senate passed 70-16 a bill to stop mining in the National Park System. S. 2371 repeals all laws permitting application of the mining laws in existing units of the National Park System and imposes a four-year moratorium on any new surface disturbance within any mining claims in Death Valley National Monument (California), Mt. McKinley National Park (Alaska) and Organ Pipe Cactus National Monument (Arizona). During the moratorium, the Interior Secretary is required to determine the validity of existing claims, and whether Congress should purchase any valid claims within the park units open to mining. An amendment by Senators Stevens and Gravel of Alaska to keep part of Glacier Bay National Monument open to mining was defeated 53-33. Senator Metcalf stated that when the Interior Committee reported the bill it was aware of mineral deposits within the monument, but that "Mineral development under the Mining Law of 1872 is not an appropriate use of lands in the National Park System." Companion legislation is pending in the House Interior Committee. Meanwhile, the National Park Service reports that surface destruction from some of the mines in Death Valley has accelerated dramatically in recent months in anticipation of a congressionally imposed ban.

## Dixie Freeway victory

A lawsuit, brought in early 1974 by the Sierra Club and other groups, challenging construction of Interstate 410, the Dixie Freeway, near New Orleans, was settled favorably. The settlement provides for withdrawal from the interstate system of forty-five of the highway's proposed fifty-eight miles, a section that threatened the Salvador Wildlife Management Area, the proposed Jean Lafitte State Park and productive wetlands south of New Orleans. The Sierra Club plans to work toward having some of the \$400 million thus saved used for mass transit.

## Environmental groups sue Coast Guard over oil-tanker regulations

Seven environmental organizations, including the Sierra Club, filed suit in federal district court in Washington, D.C., against the U.S. Coast Guard in an attempt to obtain tougher federal regulations for oil-tanker construction and operation. The groups charged that recently published regulations are inadequate to protect the marine environment from hazardous oil spills. Eldon Greenberg, the Center for Law and Social Policy attorney representing the plaintiffs, said that during the trans-Alaska pipeline controversy the executive branch promised Congress and the public that tankers carrying oil from Alaska to West Coast ports would be designed to the highest environmental standards. "These regulations represent a breach of promise, and guarantee that the oceans and marine environment will get no relief from oil spills," Greenberg stated. Although environmentalists contend that improvements in maneuvering and stopping capability, double bottoms or double hulls, and separated oil-cargo and ballast compartments are essential safeguards, no such requirements are included in the current Coast Guard regulations.

## Supreme Court lifts coal injunction

An injunction on coal development in the Northern Great Plains issued last year in response to a Sierra Club lawsuit (*Sierra Club v. Morton*) has been lifted by the U.S. Supreme Court, leaving the way open for Interior Secretary Thomas Kleppe to approve mining plans by four coal companies in the Powder River Basin of Wyoming. The court also agreed to determine whether regional impact statements are necessary prior to further coal development. The four companies already hold federal leases and are now awaiting Kleppe's approval of their plans. Bruce Terris, attorney for the club, said that the decision to lift the injunction was "definitely premature" since the court may well determine that impact statements are necessary, and further development could once again be halted. The Supreme Court is scheduled to hear *Sierra Club v. Morton* this spring.

## Hearings begin on coal-slurry pipeline

Legislation that would grant the right of eminent domain to builders of a coal-slurry pipeline is still before the House Science, Technology, Energy and Research Subcommittee. The pipeline would move coal from western strip mines to eastern and southern electrical-load centers. Although an impact statement will not be ready for fourteen to sixteen months, Jack Horton, Assistant Secretary of the Interior, and Dr. Philip White, Assistant Administrator of the Energy Research and Development Administration, testified in favor of the bill. The Sierra Club opposes it because it commits the nation to the pipeline before the facts are in and without an evaluation of reasonable alternatives.

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## Whales and Outings

[Some members have expressed concern about the Sierra Club's national outings to Japan. They wonder whether the club should conduct these outings given its support of the boycott of Japanese goods in protest of that country's current whaling practices. In response to a recent letter from a Mr. Ben Zuckerman of College Park, Maryland, Tony Look, a leader on several club trips to Japan, wrote the following reply. The Editor.]

Sierra Club trips to Japan started in 1969 and continued in 1973 and 1974. All our hiking and conservation contacts are made through the Japan Alpine Club, with a membership of about 2,500 highly skilled mountaineers and environmentally concerned people. One of our great friends from that group is the president of the National Parks Association of Japan, an organization that assists the government in acquiring more lands for national parks and that publishes books, maps and conservation material on the natural history of the parks.

Through this gentleman we have met, talked to, hiked with and exchanged conservation ideas with other groups. They, in turn, have given us many ideas on transportation, land preservation, garbage disposal, awareness of nature, development of city parks and creation of such long historical hiking trails as the Tokaido Road.

Whaling, of course, is a problem. Our talks on this subject in Japan have been fairly extensive. We spent one day meeting officials of the Ministry of Fisheries, and another morning was spent with four of the six company representatives comprising the Japan Whaling Association and with the leading marine biologist from the oldest whale research center in the world. I believe our time was well spent.

The Sierra Club Board of Directors, at the December 1974 meeting, heard my report, weighed the matter of the boycott and made the decision to allow us to return to Japan with the express charge of continuing our conservation contacts and

holding further talks on whaling with the people we met. There has also been a Sierra Club member delegated to work in Japan and to continue discussing this critical problem with the ministers and the Japan Whaling Association. He reports to the International Committee of the club.

## Flood Insurance

### To the editor:

Congratulations on your excellent staff report "Water Over the Bridge" in the November/December, 1975 issue. It is of the greatest importance that the Sierra Club mobilize public opinion, and congressional opinion, to beat down the Eagleton amendments designed to destroy the principal benefits of the Flood Insurance Act.

At the same time, as you correctly observed, we should understand the flaws in the act, and seek improvements. Two principal flaws especially need attention.

1. The scope of the act has been limited by regulation to the "hundred-year-floodplain," that area which the records and calculations indicate will probably be flooded once every 100 years. As you point out, that does not mean that the area will not be flooded for the next ninety-nine years; on the contrary, it has a one percent chance of being flooded next year. It also has: a ten percent chance of being flooded in the next ten years, an eighteen percent chance of being flooded in the next twenty years, a twenty-six percent chance of being flooded in the next thirty years and a thirty-three percent chance of being flooded in the next forty years. The federal government is still encouraging, with all its largesse, the pell-mell development of areas with a thirty-two percent chance of being flooded in the next forty years. By taking into account the total number of river systems in the nation, we can calculate the probability of a disastrous flood in any one of them in any year. This makes it easy to see that we are financing and encouraging floodplain development which will inevitably cost the taxpayers millions of dollars in flood relief annually. By contrast, the Corps of Engineers' standard for urban-industrial flood protection in the Missouri River Basin is the 700-year flood, a much more sensible criterion.

2. It is my understanding that a designated floodplain may be removed from that classification by "protecting" it with levees designed to protect against the 100-year flood. But the building of such levees increases both the probability and the degree of disastrous flood damage. It increases the degree of the damage which will eventually, inevitably, occur within the "protected" area when the levee fails or is overtopped. Meanwhile, whenever the levee succeeds in keeping a

flood less than the 100-year flood out of the "protected" area, it removes from the river system a substantial reservoir which nature has designed for the purpose of floodwater storage, thereby increasing the amount of water which must flow on to other people's land upstream and downstream, thereby increasing the frequency and amount of damage caused by floods of a magnitude less than the 100-year flood to areas outside the "protected" area.

Both of the above shortcomings urgently demand remedy. Until they are remedied, the program outlined in your staff report cannot be a real success.

By way of minor criticism, let me suggest that your staff was a little hasty in accepting the developers' view of the constitution, in stating that the constitution precludes local governments from banning development in the floodplain or high-hazard areas. On the contrary, fairly meaningful floodplain zoning has been upheld in several states, e.g., *Just v. Marinette County*, 56 Wis. 2d 7, 201 N.W. 2d 761 (1972). And there is no doubt that the federal government may control the use of the floodplains to the extent of preserving the flood storage capacity for use by the flood waters when needed. See, e.g., *United States v. Rio Grande Dam and Irrigation Co.*, 174 U.S. 690, 708 (1899); *Oklahoma v. Atkinson Co.*, 313 U.S. 508, 523-525 (1941); *Federal Power Commission v. Union Electric Co.*, 381 U.S. 90, 99 (1965). While this may come as a surprise to some lawyers, I believe that most scholars who have studied the evolution of the Supreme Court decisions respecting the commerce clause would agree that the Congress has this power.

Lewis C. Green  
St. Louis, Missouri

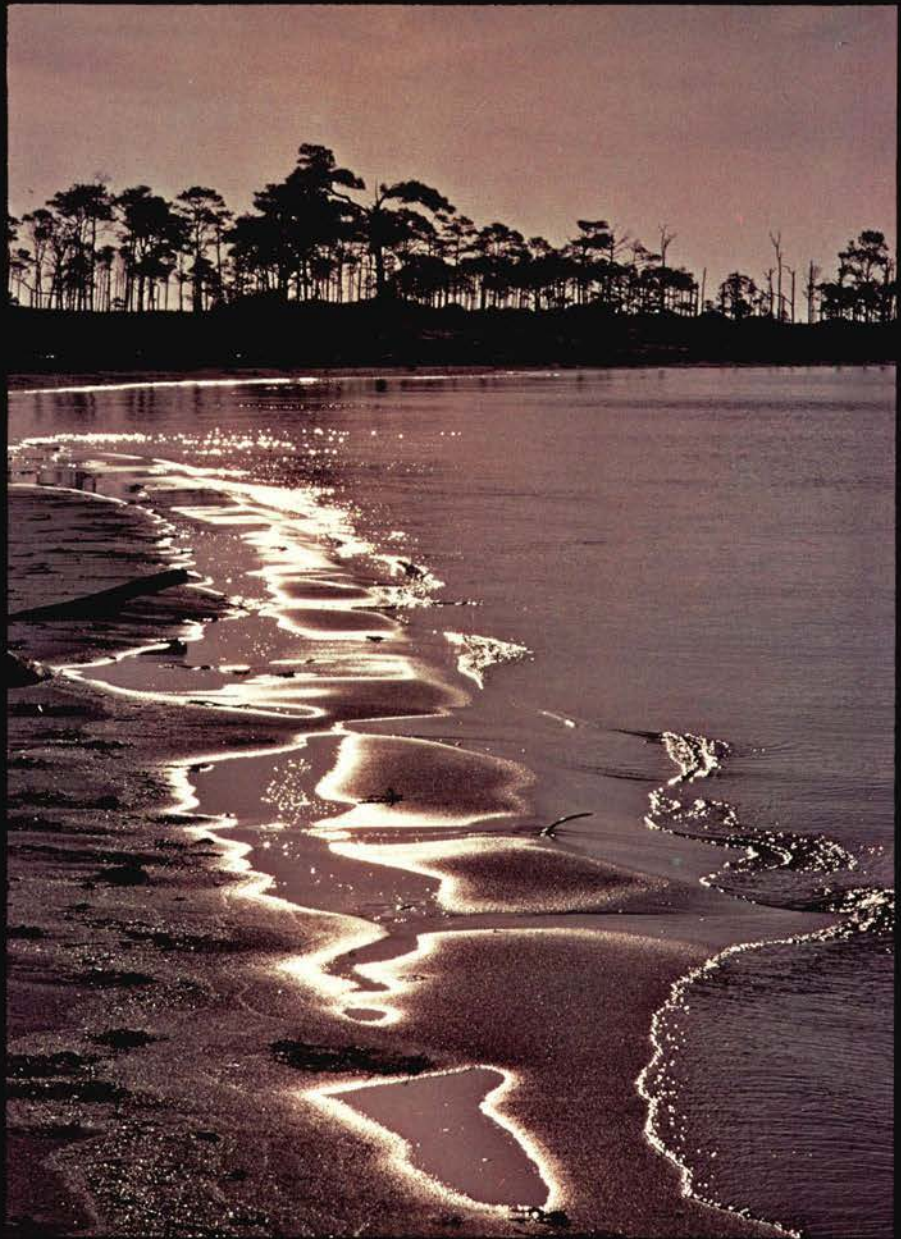




# HORN ISLAND

*Photos and text by*  
DONALD M. BRADBURN

The barrier islands comprising the Gulf Islands National Seashore lie eight to twelve miles off the coasts of Alabama and Mississippi. Nature's erasures and changes, combined with their isolation from the mainland, have protected them from more than 270 years of civilization's deprivations. Two of them, Horn and Petit Bois, have not been significantly altered and are the last wilderness islands along this section of the Gulf Coast. Development plans for the recently created national seashore originally included surfaced roadways, boat-docks and a large campground, which would have destroyed the wilderness character of these islands as well as endangering the wildlife that inhabits them. Conservationists have proposed that the Park Service designate both Horn and Petit Bois islands, along with adjacent water bottoms, as wilderness. The plan was supported by Mississippi's governor and lieutenant governor, and after local hearings, the Park Service modified its original wilderness proposal to match closely that of conservationists. Only the adjacent water bottoms were left out. So far, the Interior Department has made no final recommendation to the President, and enabling legislation has yet to be introduced in Congress.





Goldenrod and groundsel provide colorful counterpoint to the stark white of the dunes. Other plants growing in and around the dunes include sea oats, yaupon, palmetto and oak. The snow-like sand often bears the marks of alligators, birds, snakes, mammals and even pine cones blown by the wind. Together, the sands of Horn and Petit Bois islands provide welcome contrast to the thirty miles of manicured mainland beaches.



Horn Island, with its many different habitats, supports a staggering variety of wildlife, including alligators, nutria, rabbits, raccoons, various snakes, shore dwellers and numerous migrant and resident birds. The young raccoon shown above is still too inexperienced to realize that if he wishes to escape a photographer, he must pick a taller tree.

What might seem to be a small wilderness is belied by distant horizons and the vast sky with its procession of clouds and trees and dunes, which shield any views of the island's opposite shore. This illusion, combined with the island's inaccessibility, makes it hard to believe that such a place could still exist under civilization's nose, a diamond lying off the rhinestone beach just across the Mississippi Sound.



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*Donald M. Bradburn is a New Orleans physician whose photos of Gulf Coast islands won the first Ansel Adams Award for Conservation Photography in 1971.*





An irregular line of marsh and open lagoons, both fresh and salt, flanked on the south by gleaming white dunes, runs most of the length of Horn Island. The cattails show the above to be a fresh-water lagoon.

The least bittern (left) and the larger American bittern (right) are shy, seldom-seen residents of the marsh. The delicate, orchid-like flower shown below is a common member of the genus *trichostoma*.





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# ANNE TAYLOR AND THE RALEIGH GREENWAY

JOHN LEWALLEN

**R**ALEIGH, North Carolina, is situated on a ridge dividing the watersheds of Walnut Creek and Crabtree Creek. Both streams have numerous tributaries, creating the feeling of what some Raleigh city planners have called "a park with a city in it." Anne and Jim Taylor live with their two young sons in a house overlooking Crabtree Creek. For years, Jim, a product designer, has been building the house room by room, on a large frame of steel I-beams. Through the plate-glass windows of its main rooms, one looks through the upper branches of a stand of hardwood trees to the creek beyond. It seems like an elegant tree house far removed from urban cares.

One day in 1971, a well dressed, personable young man knocked on their door. He wanted them to sign an easement for a sewer line through their property. The line, which would parallel the creek, was intended to serve a proposed housing development.

"He was just such a super-nice guy," Anne recalled. "We said we had bought the property with the understanding that no sewer line was going to be run across it, and we weren't going to let them do it. He said that was fine, that he understood, and left. That was the handwriting on the wall."

The young man came back some days later, and, to their regret, Jim and Anne gave him permission to do some "harmless" survey work. "I was appalled at what they called 'harmless.'" Anne said. "They attacked our mountain laurels with machetes. I called their office later and told them not to come back. They came anyway;

so I went down and ordered them off my land."

Later, at a meeting arranged by the developers who wanted to lay the sewer line, Anne told other residents along Crabtree Creek not to sign the easements. Her civic career was launched.



*Anne Taylor introduces her son Vincent to the pleasures of the Raleigh Greenway.*

**M**UCH OF THE bottomlands of both Crabtree and Walnut creeks remain forested, despite a surge of development in the mid 1950s, for the good and simple reason that they serve as floodplains. The projects that were constructed in the valleys not only

stood in the path of seasonal floods, but, by obstructing the free flow of flood waters, caused the inundation of areas upstream that previously had been high and dry.

In response, people demanded dams to impound the water and channels to divert it around the developments, but the few dams that were built, instead of preventing the floods, succeeded only in moving them upstream, where they caused extensive damage to valuable farm lands. Obviously, this was no solution at all. Then, in 1970, the League of Women Voters held a seminar that introduced two concepts into the discussion: flood-plain zoning and sedimentation control, both based on the notion that it is better to live with natural flood patterns than to fight them with dams and channels.

Flood-plain zoning is based on the common-sense observation that the best, most economical way to reduce flood damage to life and property is to keep the floodplain free of permanent structures. The alternative, attempting to engineer floods out of existence through the construction of dams and channels, has clearly failed, as annual damages from floods have risen to \$1.5 billion a year. The most common measure for establishing the boundaries of a flood-plain zone is the so-called "hundred-year flood," the largest likely to occur in a century. (It can, and often does, occur more than once during that period.)

Like flood-plain zoning, sedimentation control assumes that rivers and streams should be left undisturbed in order to minimize economic and ecologic costs. It would regulate activities—such as the sewer line that was to run through Anne Taylor's property

Dave Cameron, Coe/dillion, Raleigh, N.C.



—that cause erosion of soil into waterways. In addition to saving the topsoil, such regulation assures the maintenance of the clarity, water-carrying capacity and biological integrity of rivers and streams.

A “nature lover” never before active in conservation work, Anne began to awaken to what was happening to the environment beyond her own property. She discovered that a second sewer line was to be put in on the other side of Crabtree Creek and consulted an environmental lawyer, who told her that neither line seemed to be violating any statutes.

“Since there were no environmental laws at that time which gave grounds for legal action,” Anne said, “we sued on a zoning technicality. We took the developers to court three years ago, and the case is still pending. We’ve spent \$3,000 on the suit.”

At the same time, Anne, who had been reading Sierra Club books for years, wrote to the national headquarters in San Francisco. “They are really tearing the place apart in Raleigh,” she wrote, “What can I do?” Her letter was returned to her with the advice, “Raise Hell!” written across the page. She didn’t think that was much help, but realizing that she could do little by herself, she joined the club.

“It was interesting,” Anne said, “to see the change in response after I joined the Sierra Club and spoke as a member—people listened.”

### *A Practical Vision*

**I**N SEEKING ways to protect her own property, Anne became concerned about the whole of Crabtree Creek. During the next two years, she attended many night meetings—involving neighborhood groups, Wake Environment (a local conservation group) and the Sierra Club—where she learned the intricacies of zoning, sedimentation control and flood-plain management.

Once the idea of flood-plain zoning is accepted, the question arises: what *can* be done with urban floodplains? In Raleigh, support had been growing gradually for making the city’s flood plains into a greenway, a linear park system left in its natural state except for walkways and bike paths. With the publication in 1972 of William Fluornoy’s *Capital City Greenway*, the idea was embodied in a detailed plan. The 119-page document, sponsored by the Raleigh city council, covered everything from the history of the concept to a precise, phased program for creating a greenway system.

So, by the early seventies, a number of groups and individuals in Raleigh

were in favor of flood-plain zoning, sedimentation control and the creation of a linear-park system. What they lacked was a galvanizing force to bring them together, a catalyst to get things moving. Which is where Anne Taylor comes in.

Anne’s imagination was fired by her meeting with Fluornoy. She envisioned the section of Crabtree Creek in front of her property as part of a vast linear park.

“The people I met during those two years are the foundation of all that we’ve accomplished,” muses Anne, “but Bill Fluornoy has become my guru. He says it quietly, and I shout it.”

In 1973, two devastating floods, the first in February and the second in June, swept down Crabtree Creek, flooding, among other things, a large, modern shopping center built in a field known to be subject to frequent inundation. As a result, a tremendous interest in getting flood insurance followed fast on the receding waters of the first flood. Private flood insurance was exorbitant or unavailable to those who needed it most. Fortunately, the federal government had authorized subsidies to private insurance companies to offer flood insurance—if the city of Raleigh would pass a sound flood-plain zoning ordinance to control construction in the path of the waters.

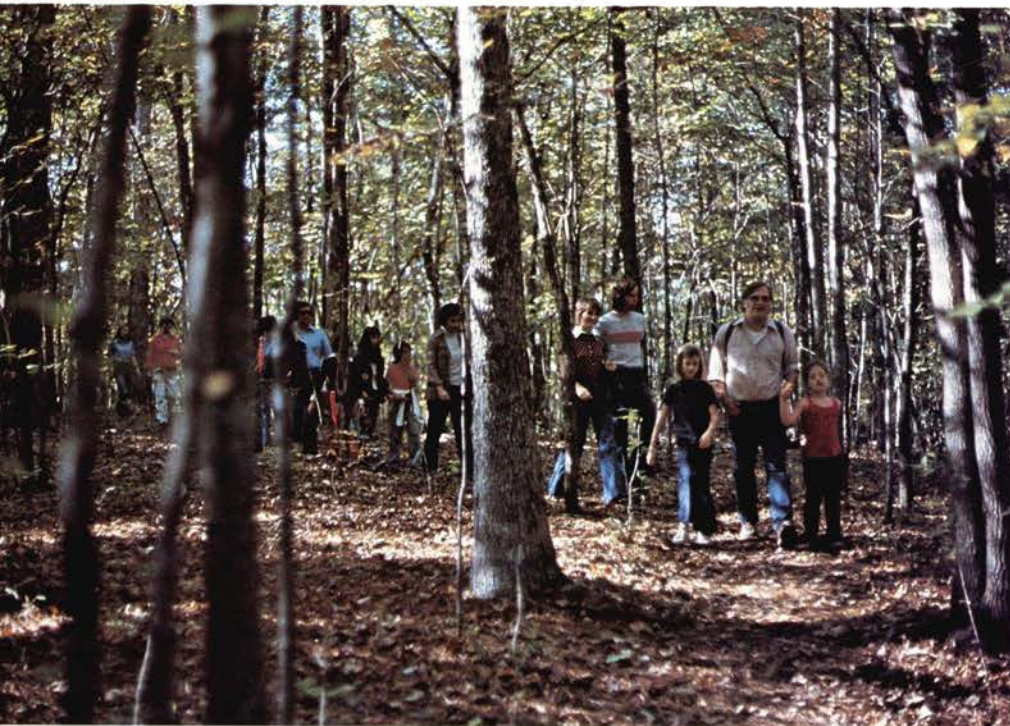
“One of my first public statements was at a city hearing held after the first flood,” Anne recalls. “I spoke in favor of flood-plain zoning. The developers were trying to use those floods to get Crabtree Creek channeled, to protect their projects at the taxpayers’ expense.

“A flood-plain task force was formed by the city council. I was on it. We met two or three times a week at 8 a.m. This was really a strain on my family.

“There was a lot of strain within our task-force committee, too. One of the members was a lawyer for a major developer and another was a speculator who owned flood-plain property. These two were determined to write an ordinance which would include encroachment on the floodplain beyond the accepted floodway fringe area. I am convinced that we would have lost on this issue if the second flood had not hit at an ironically propitious time.”

The Raleigh city council passed

*A walk along one of Raleigh’s stream valleys.*



*Dave Cameron, Coc/altition, Raleigh, N.C.*



both a flood-plain zoning ordinance and a sedimentation-control ordinance, as recommended by the task force. Anne then turned her attention to creating a greenway park system in Raleigh.

"The greenway was a motherhood issue," she said. "Many groups supported it, and nobody opposed it, in concept. But, piece by piece, it was being eaten away by development. The concerned organizations seemed to be helpless. Finally, in August 1973, I decided to go out to work for the greenway on my own."

### *Educating the People*

"THE MAIN obstacle to active support for the greenway was the misconception that the city would come in and take away people's land," said Anne. "We felt that if we developed an entertaining visual form of education—a slide show—people could learn what the greenway was all about, and support would naturally follow."

"I heard the Sierra Club regional conservation committee (RCC) had some money not yet earmarked for a project. With an understanding husband in charge of my two boys, I drove to the RCC meeting in Virginia by myself. I was prepared with slides, letters of support, facts and figures; but my idea was quite vague at that stage. The RCC, after long and intensive debate, gave me \$500 on a matching basis. That got my project off the ground."

"As soon as I got back to Raleigh, I called Doug Brown of Kildaire Farms. Doug is a genuinely environmentally concerned developer. He matched the \$500 right away. The local Sierra Club chapter gave another \$300. I felt confident enough then to hire Stanley Coe and David Cameron of Coe/alition Design Consultants to produce the slide show. I eventually raised \$2,700 to finance the project, plus enlisting a lot of voluntary help."

The greenway slide show was an immediate success. Perhaps the greatest strength of the show is its emphasis on the many benefits conferred by a linear park: improvement of air quality, noise abatement, trails and bike paths, watershed management and many others in addition to obvious recreational values. In eighteen months more than two hundred groups have seen the show, with an



*Footpaths along Crabtree Creek characterize the recreational facilities available in the Raleigh Greenway.*

almost universally favorable response.

Anne presented the first fifty showings herself, a back-breaking job. "The screen weighs about 100 pounds, and tape deck about 125 pounds," she explains. "For about nine months it stayed in our house. My husband built a rack for our car, so I could drive it around. It took over our lives. . . . Finally I hurt my back lifting it; I can't touch it any more. Jimmy Edwards, a local architect who is an enthusiastic greenway supporter, now shows it. The Raleigh parks and recreation department stores it and delivers it to each showing."

### *The Greenway Commission*

THE SLIDE show helped to create broad public support for the greenway, but this support probably would have meant little if a sweeping reform of city government had not taken place in November 1973. Before then, the seven city council members had been elected at large; they, in turn, had chosen a mayor from their number. This system had allowed developers to use their money and influence to overwhelm neighborhood representation and keep control of city hall.

The city government went too far, however, when it tried to push through a thoroughfare program,

with widened roads and new rights-of-way that would have slashed through almost every neighborhood in the city. Neighborhood groups from all over Raleigh coalesced, circulated a petition to change the method of election to one of district representation, got enough signatures to put a referendum measure on the ballot and won.

"In August 1973, I wrote to all the candidates for city office about the greenway," said Anne. They all supported the concept, and in November a new, environmentally concerned city council was swept into power in Raleigh.

With the active support of city councilman Oliver Williams, Anne and others began asking that the city create a citizens' greenway commission. The seventeen-member Raleigh Greenway Commission, established in March 1974, has a broad "enabling grant" authorizing it to develop plans for creation of a greenway linear-park system. Anne, a member of the commission, believes it is needed to supply a sustained impetus for the project.

"We are a semi-official body," she said. "We act responsibly, we act for the city, but we are not city officials. Earlier, a proposed section of greenway was abandoned after a public hearing, because people were angered by the thought of implied condemna-





Marry Gardner

*This small weir is a far cry from the flood-control dams that once were built to divert the overflow of Crabtree Creek. Now, flood-plain zoning, rather than engineering, is seen as the answer to living with the creek.*

The chief example of her success is the cooperation she has elicited from the highway engineers of the North Carolina Department of Transportation, who are designing and constructing a belt line for southern Raleigh which would cross the proposed greenway in several places.

"Initially we saw the highway as severing the greenway in a number of spots, cutting off possibilities," says Anne. "Once we presented the engineers with a greenway plan approved by the city council, they were willing to work with us. They were not the gargoyles we had thought they were."

Wherever the belt line crosses the greenway area, the department of transportation will put an extra culvert under it to allow passage of a bikeway and walkway. If "residues" of land—odd-shaped pieces acquired for right-of-way, but not actually used for the highway—are bought, these will be turned over for greenway.

Now Anne is looking forward to the construction of the highway as a means of moving the greenway forward along with it. "As the transportation department negotiates to buy the high land," she says, "we can negotiate for low land owned by the same owner."

### Rejecting the Unacceptable

CREATION OF a Raleigh greenway is one of the most ambitious park programs in the United States, but apparently it isn't ambitious enough for Anne Taylor and the Raleigh Greenway Commission, which is already exploring the possibility of extending the flood-plain greenway system into county land. "I don't see any reason why we couldn't have an interstate greenway system, using the floodplains," Anne adds.

What about those two sewer lines that were going to be run along Crabtree Creek behind the Taylor house? "Now we've got flood-plain zoning, which will regulate their construction," Anne said. "We have sedimentation control, so they can't run lines right next to the stream banks, as they had planned. We have got the Environmental Protection Agency to do an environmental impact statement on the line across the creek; right in the statement it says that the line should be part of the greenway system. And we have a greenway commission, so maybe we can get both

lines landscaped for use as the greenway, rather than letting them be scars on the land."

Now Anne is a recognized expert on water-resource management in North Carolina, serving on statewide advisory commissions as well as being the Sierra Club's Conservation Chairwoman for North Carolina. This is quite a change since that 1971 knock on her door. Here's how she sums it all up:

"Over the years I have realized that my backyard sewer-line problem is occurring in some form all over North Carolina. Big business is dictating the future quality of life to people who have no idea that these decisions are being made. People everywhere are accepting the unacceptable. But this does not have to be. I am convinced that the great majority of North Carolinians would not trade environmental quality for economic growth, even though industry would have them believe that is the choice. I believe that we can have both, but the trend has been to remove all possible constraints to economic growth, and that trend must be reversed in the immediate future."

*John Lewallen's recent Sierra Club book, The Grass Roots Primer, contains many stories about people like Anne Taylor, who moved mountains so they could save them.*

tion of their land. Now, citizen-members of the Greenway Commission can go to landowners on a one-to-one basis, discussing individual points of view with each one. There is that old image of city hall, the 'them' and the 'us'; but the commission tears down that old barrier."

### Harnessing the Inevitable

"WE ARE NOW working on two pilot greenway projects," explained Bill Ross, the young lawyer who chairs the Raleigh Greenway Commission. "The city council already has approved the sites of the pilot projects and has set aside about \$350,000 for the greenway. Approval of the appropriation is the next step. Then we will buy the land and put trails in."

Anne Taylor serves as the commission's liaison with thirteen government agencies whose activities affect the use of potential greenway land. She has a valuable knack for harnessing forces of development, which environmental groups often regard as enemies, and turning these forces to the work of advancing the greenway.

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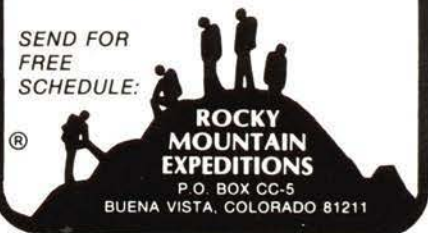
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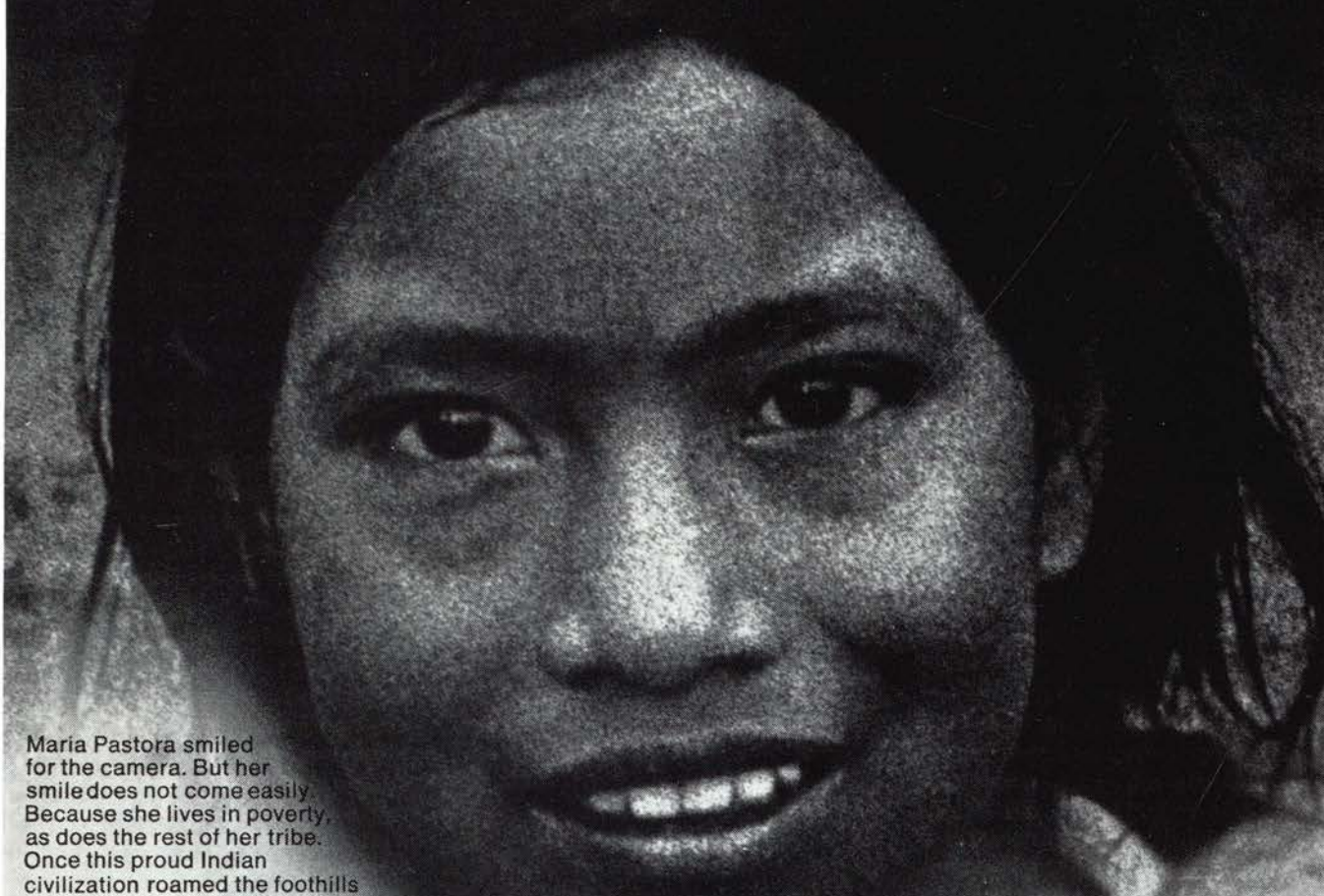
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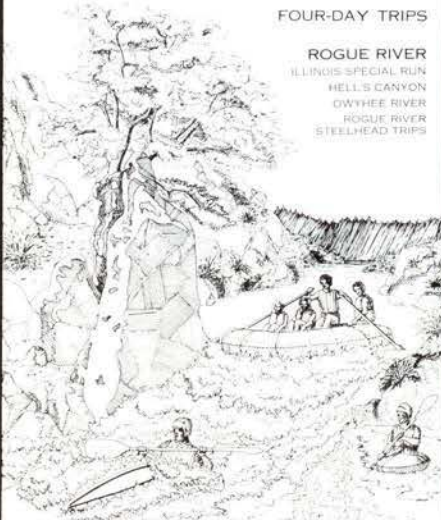
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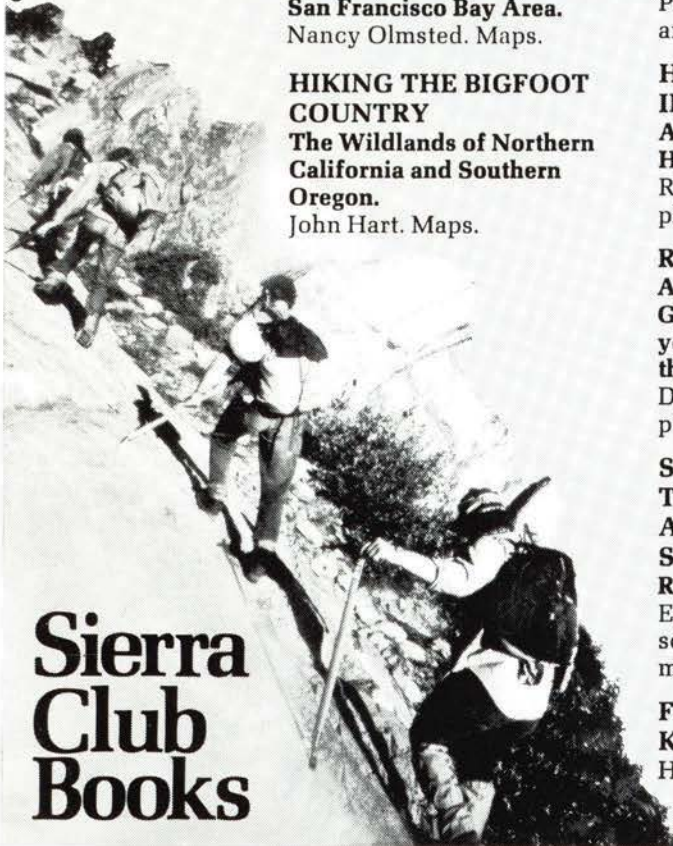
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