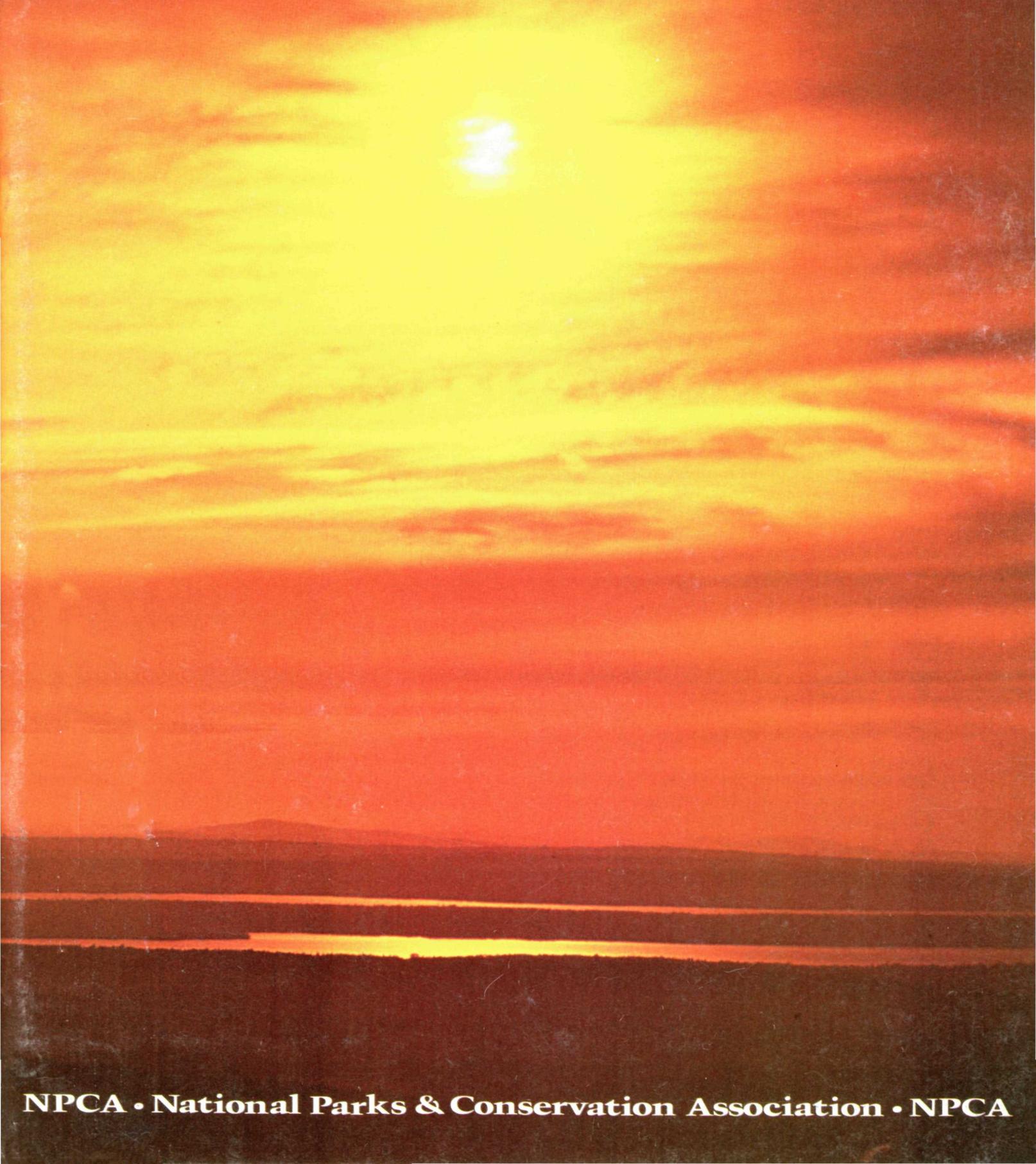


National Parks & Conservation Magazine

The Environmental Journal

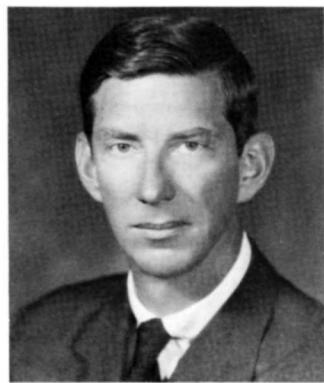
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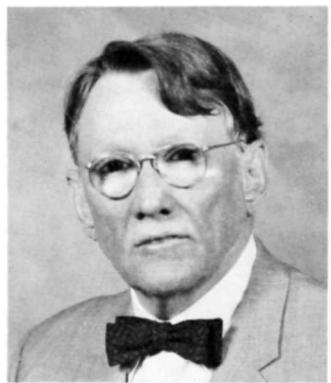
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Protecting the Everglades

A Letter to the Members
from the President of NPCA



Nathaniel P. Reed
Assistant Secretary of the Interior



Anthony Wayne Smith
President, National Parks & Conservation

DEAR FRIENDS:

Two great victories for conservation in the Everglades and Big Cypress country of Florida, and how to follow up on them, were the topics discussed at a recent meeting of the Everglades Coalition and the Environmental Coalition for North America (Encon) at NPCA headquarters.

One victory was the defeat of the super-jetport proposed some years ago. The battle is not really over. A training strip remains. How to get it out was one subject of conversation.

A few of the airlines and the original promoters would like to retain the strip as a starter for getting back to the jetport in the future. Little do they realize that there is no future for that sort of thing anymore. But we have to be on guard.

The other victory was the establishment of Big Cypress National Preserve as part of the National Park System by Act of Congress late in 1974. This decision makes it possible to protect the water supplies of Everglades National Park against drainage, filling, and subdivision of the wetlands north of the park.

YOU WILL REMEMBER that NPCA took the lead in January 1969 as the first national conservation organization to warn against the plan to build the giant jetport in Big Cypress. We had a primary responsibility in the matter because the water supplies of Everglades Park would have been cut off, and noise, pollution, and development would have spread like poison throughout all central and southern Florida, including the park.

We brought most of the major national conservation organizations together two months later in our board room and formed the Everglades Coalition. Joining in the effort were two of the major labor organizations—the United Automobile Workers and the United Steelworkers of America. The Garden Club of America and the Humane Society of the U.S. participated.

A great many people got involved, both in Florida

and nationally. There was a great outpouring of opposition to the destruction of natural conditions in the beautiful subtropical Big Cypress Swamp and the Park.

We visited the top officials in the Departments of Transportation and Interior. We got an agreement between the promoters and the government to move the project, including the existing training strip, to an ecologically acceptable site. This was an unheard of victory for conservation.

MEANWHILE, an onrush of other kinds of development was occurring in the Big Cypress. Speculative projects were starting to drain and fill the wetlands. There was no solution except acquisition of most of the area by the government. A few of us, acting as individuals but associated with major conservation and labor organizations, had established the Environmental Coalition for North America in 1970 to battle the Trans-Alaska pipeline. We brought its power to bear on getting Big Cypress National Preserve, a long drawn-out effort which succeeded late last year.

With Elvis Stahr, President of the National Audubon Society, I serve as co-chairman of the Everglades Coalition. I also serve in my individual capacity as Chairman of Encon. These two coalitions, which usually meet jointly, are beautiful examples of the machinery the conservation movement should be creating for combined action; their success in Florida shows what we can do when we get together.

THE GUEST OF HONOR at the recent meeting was Nathaniel P. Reed, Assistant Secretary of the Interior for Fish and Wildlife and Parks. Secretary Reed has been an outstanding fighter for the establishment of Big Cypress National Preserve. He was associated with the former Governor of Florida at the time the first battles against the jetport took place, and he contributed great public services to the cause. He has worked steadfastly since that time to get the jetport issue finally settled.

Continued on page 31

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The Environmental Journal
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COVERS Sunset from Cadillac Mountain, by Gary Baese
From the top of Cadillac Mountain in Acadia National Park, the highest point on the Atlantic Coast between Newfoundland and Brazil, one can sight the rising sun before anywhere else in the United States. The summit also provides a breathtaking, varied, and ever-changing panorama of placid lakes, surging sea, distant islands, and forested mountain slopes veiled in gossamer fog. Private landowners there are helping to ensure that vista remains unspoiled forever. (See page 4.)

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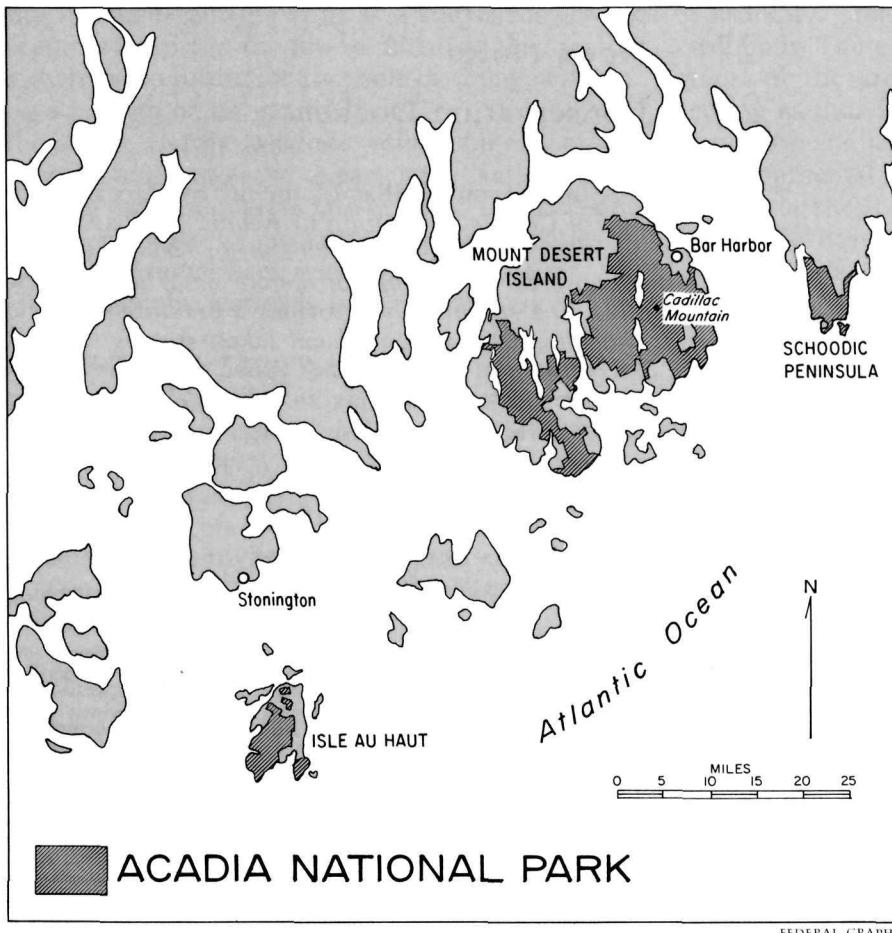
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ACADIA: Public & Private Preservation

The Maine Coast Heritage Trust
is pointing the way
to an innovative means to protect
inholdings and other private land
for conservation purposes

article by ROBERT O. BINNEWIES
photographs by GARY BAESE



FEDERAL GRAPHICS

THE VIEW from the summit of Cadillac Mountain in Acadia National Park, Maine, is one of the most beautiful to be found anywhere in our National Park System. From this mountaintop—at 1,530 feet the highest point on the Atlantic Coast north of Rio de Janeiro—a visitor has a sweeping vista of island-studded sea, crashing waves, glacial lakes, rugged rocky shoreline, and forested peaks emerging from the ever-changing fog. Most people who stand atop Cadillac thrill to the magnificence of nature's handiwork do not worry about whether the scene is in or out of Acadia's protective limits.

However, almost all the islands and shore visible from the summit of Cadillac, and from other park viewpoints as well, are in private ownership. In fact, 97 percent of Maine's four thousand miles of rugged shoreline are privately owned. Visitors to the Maine coast, now numbering eight million people each year and rising, will be significantly affected by the decisions private landowners are making

now about the future use of their properties.

From Cadillac two of the best views are east across Frenchman Bay and west toward distant Isle au Haut, part of which is administered by Acadia. It is important that these views are conserved so that Acadia and its matriarch, Cadillac Mountain, do not one day become surrounded by a different kind of sea—a sea of development.

Frenchman Bay and the waters stretching toward Isle au Haut are island studded. In fact, to the possible surprise of many, Acadia is the premier island park within the entire National Park System. Within its current boundaries are 240 islands; these islands range in size from an acre or two to seventy-thousand-acre Mount Desert Island. Six of the islands are owned in their entirety by the federal government as part of Acadia, and portions of four other islands are under park ownership, including 28,000 acres of Mount Desert Island, which represents the major portion of the 34,400-acre park. Park administrators and the gen-

eral public have a great stake in what happens to the rest of the islands, but politics and legislative authority will prevent more than a meager handful of additional islands from ever being brought under the protective wing of outright park ownership.

Concerned private citizens, among them many island owners, have not lost sight of the need to protect islands and shoreline that cannot be acquired by Acadia. In 1970 the privately sponsored Maine Coast Heritage Trust was incorporated to meet the challenge of conservation along Maine's vulnerable and coveted coastline. Among first priorities for the Trust was protection of the spruce-covered islands and headlands enclosed by Acadia's legislative limits.

Founder of the Heritage Trust is Mrs. David (Peggy) Rockefeller, an ardent admirer of Maine's beauty, a sailor, clammer, and explorer, whose perception of the development pressures that threaten much of the Maine coast prompted her to act. It is easy to predict the fate of

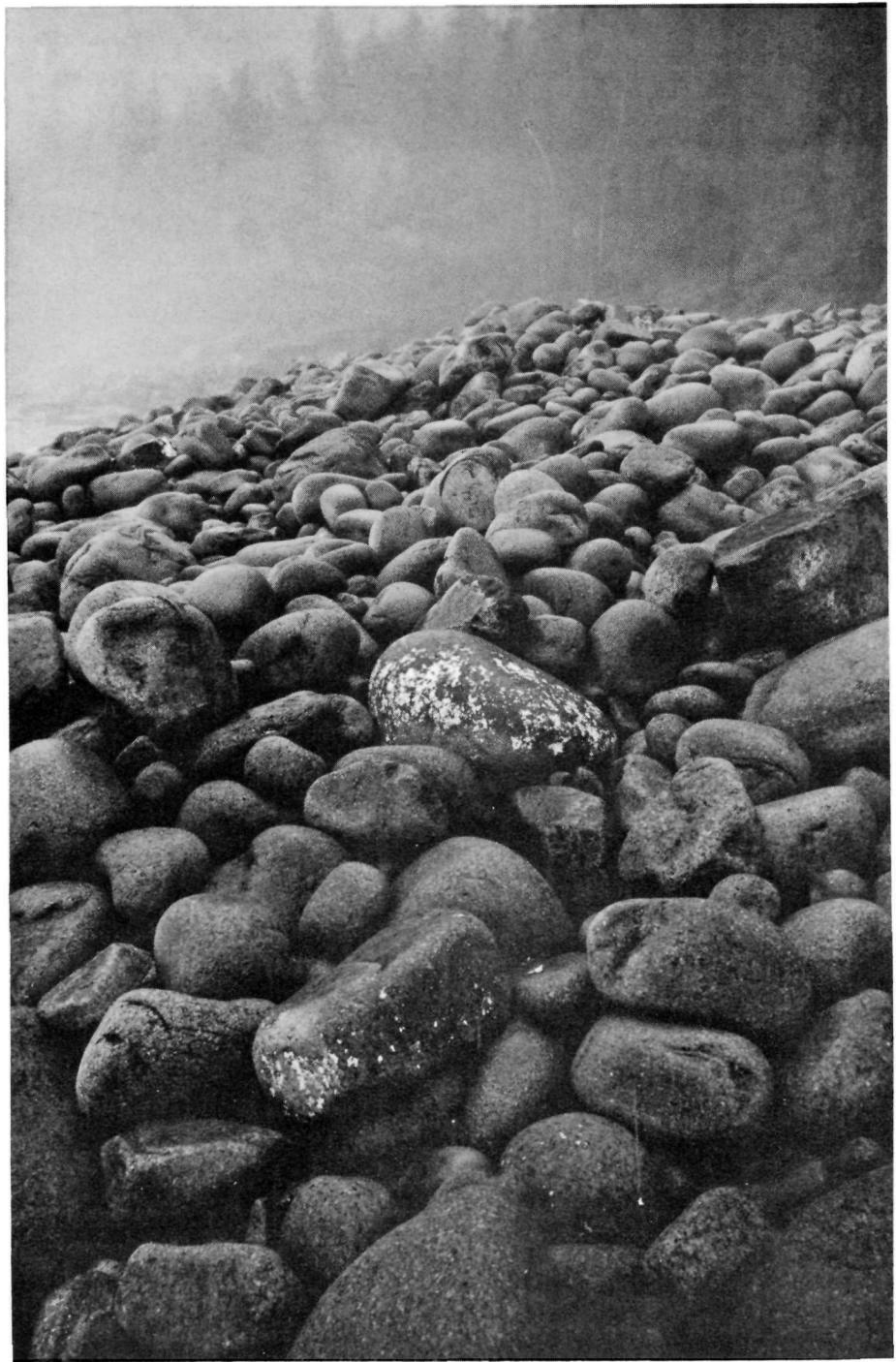
the Maine coast, situated as it is northeast of the New York-Philadelphia-Boston megalopolis. Forty million people live within a day's drive of the coast, and skyrocketing real estate values reflect the demand. Added is industrial demand. Maine's glacier-gouged deepwater harbors are irresistible to oil tradesmen who seek to build new port facilities for supertankers.

Peggy Rockefeller and other friends of Maine, such as island expert Tom Cabot and Maine attorney Ed Woodsum, began to suggest that private landowners should take the initiative to assure that the Maine coast does not become another Florida-type strip development. The establishment of Maine Coast Heritage Trust, which supports a full-time staff located in Bar Harbor, reflects their determination to succeed.

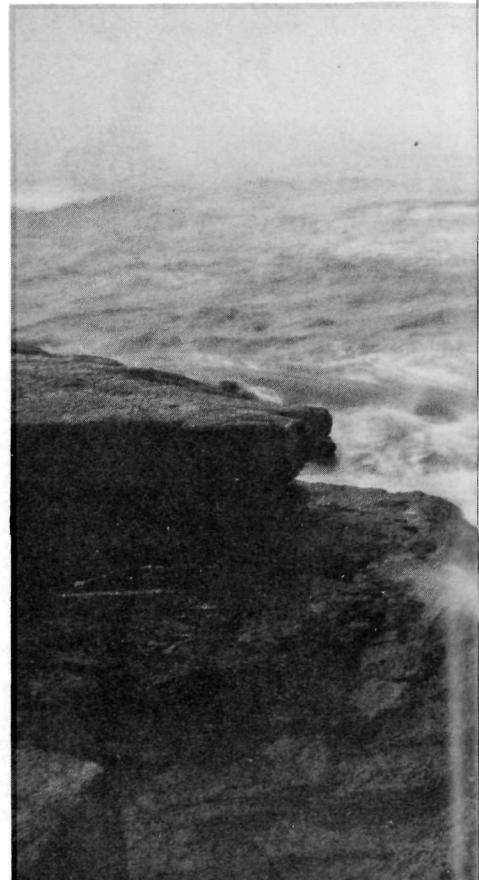
Of key importance to their efforts has been use of a legal tool known as a conservation easement. Easements are not new and have been used effectively elsewhere in the National Park System, particularly on the shore of the Potomac



HYLANDER



Acadia National Park is a natural wonderland of mountains, islands, lakes, forests, cliffs, beaches, tidepools—even a fiord to rival Norway's finest.



River across from Mount Vernon. But their use in Maine has been different. The momentum of the easement program in Maine is based entirely on the initiative of private citizens. Easements totaling hundreds of thousands of dollars in value have been voluntarily donated at no cost to the government. Landowners, too, have shown great imagination by tailoring easements to their special family needs and to special ecological values of their specific properties.

A CONSERVATION easement is nothing more than a series of statements that establish perpetual development guidelines for private land. Framed in a format similar to a deed, once signed they become a legal part of the land title and remain in force regardless of who owns the land in the future.

Unlike zoning, conservation easements are a dependable form of land control. In Maine an easement, authored and signed by a private landowner, is granted to a

recipient agency that is willing to enforce its provisions. Acadia National Park is Maine's major recipient agency.

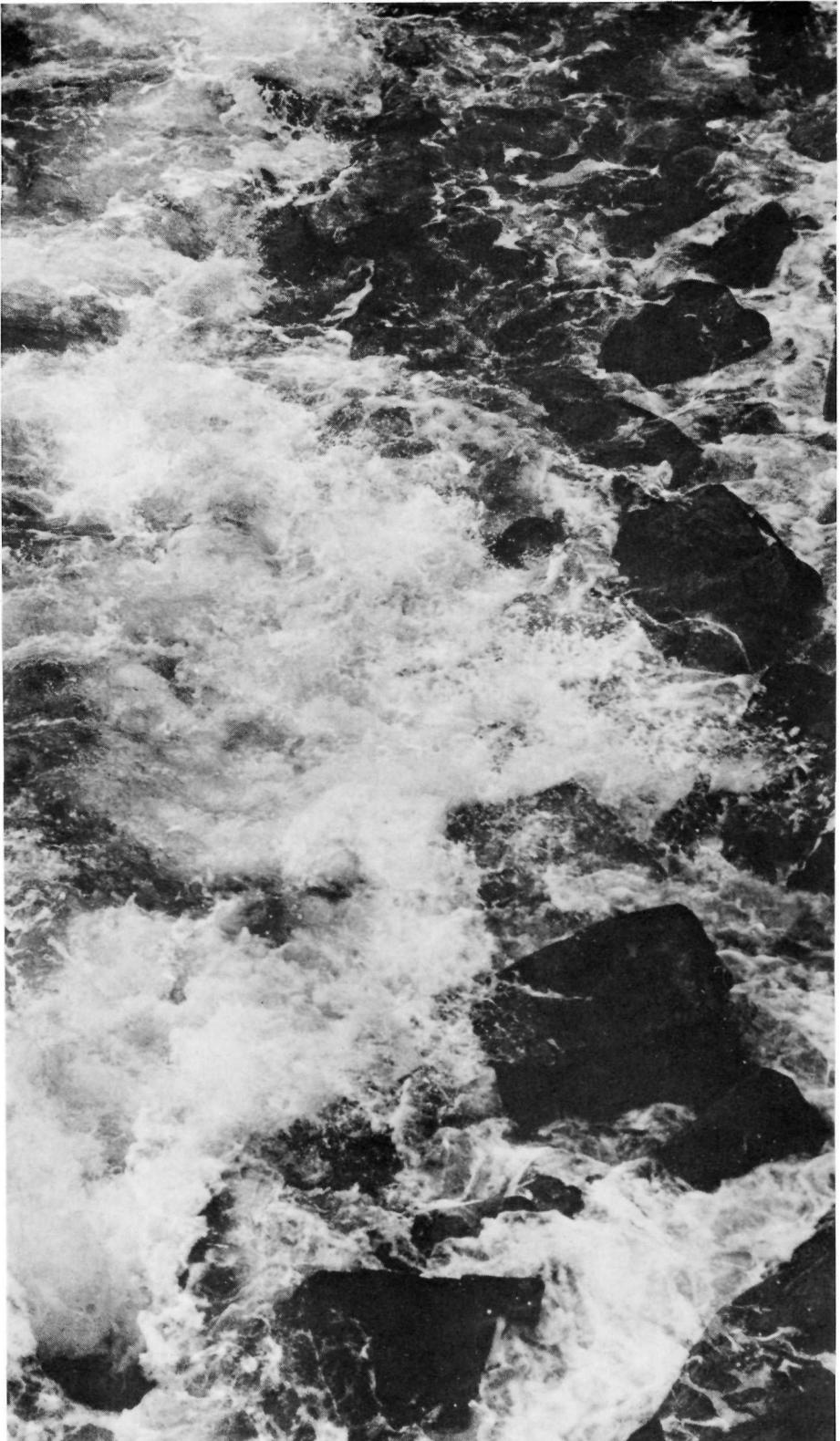
Acadia's administrators quickly saw the potential of the easement program sponsored by the Maine Coast Heritage Trust and, although a bit skeptical about the depth of private landowner commitment, began cooperating closely with the Trust. That was three years ago, and the score to date is sixty-four easements granted to Acadia that serve to protect several thousand acres of strategic island property surrounding the park. Many more easements are now in draft form and soon will be offered to the National Park Service.

Already on record at Acadia is an easement that protects an historic saltwater farm, several easements that together conserve a highly scenic point of land at the mouth of Somes Sound, easements in historic neighborhoods, and easements on wilderness islands.

Property protected by easements

The first national park to be established east of the Mississippi, Acadia was a gift to Americans from area residents who wished to preserve its natural beauty for all. Private landowners are still giving—in a program of conservation easements intended to preserve Acadia's beauty unspoiled for all time.





Acadia—a watery world of surf, marsh, fog, sun, sand, rock; a land of soft light, muted colors, pungent scents, stunning vistas, intriguing textures. . . .



remains in private ownership and is not open to public access. The park assumes no police authority over the properties, but only the authority that is specified by the owner in the easement document and agreed to in advance by park administrators. The Acadia staff has the option to refuse easements that are not in keeping with park purposes.

THE PUBLIC is a major beneficiary of the easement program. Whether on the summit of Cadillac, cruising on a park-sponsored boat tour, or beachcombing, visitors to the park, as they absorb the magnificence surrounding them, are visually occupying private land. The continuing integrity of that land is immeasurably important as a major ingredient in their park experience.

Integrity of the land is also important to its owners. They benefit from easement actions by the certain knowledge that they have acted responsibly to assure future wise use of their land. They also gain through income and estate tax

benefits that are their only direct rewards for otherwise altruistic actions.

It is a good relationship, this marriage of public and private authority. The result has not been lost on other people in other places who respect open space and natural beauty. The Maine Coast Heritage Trust effort, started at Acadia, has spread throughout Maine. Other recipient agencies have followed the example at Acadia, and even in other states similar easement programs are now underway.

Many concerned people ask, as environmental pressures grow, what role the private citizen may fulfill in defense of the nation's diminishing and irreplaceable natural resources.

One answer may be found while enjoying the view from the summit of Cadillac Mountain. ■

Robert O. Binnewies is the Executive Director of Maine Coast Heritage Trust, a privately funded conservation organization that specializes in providing conservation easement information to Maine landowners.



Acadia's sheer cliffs, gouged by glaciers during the most recent Ice Age some twenty thousand years ago, rise abruptly from the sea in jagged abstract patterns.

Rate Your State

Endangered and Threatened
Species of Native Higher
Plants, by State

State	Endan- gered	Threat- ened
Alabama	27	46
Alaska	9	21
Arizona	64	58
Arkansas	5	17
California	242	393
Colorado	23	17
Connecticut	3	6
Delaware	2	5
District of Columbia ..	2	
Florida	84	128
Georgia	23	65
Hawaii	637	202
Idaho	21	52
Illinois	5	16
Indiana	1	9
Iowa	1	2
Kansas .....	..	2
Kentucky	7	22
Louisiana	1	8
Maine	4	6
Maryland	1	8
Massachusetts	1	6
Michigan	5	7
Minnesota	3	7
Mississippi .....	..	12
Missouri	7	17
Montana	2	8
Nebraska .....	..	1
Nevada	43	84
New Hampshire	6	4
New Jersey	4	9
New Mexico	15	26
New York	3	14
North Carolina	16	48
North Dakota .....	..	3
Ohio	3	12
Oklahoma	5	6
Oregon	43	135
Pennsylvania	4	13
Rhode Island	1	4
South Carolina	9	35
South Dakota .....	..	1
Tennessee	25	31
Texas	95	135
Utah	56	101
Vermont	4	4
Virginia	11	32
Washington	16	72
West Virginia .....	..	11
Wisconsin	3	10
Wyoming	3	18



How to Save a

Wildflower

NPCA Progress Report on Endangered Plants

SOMEWHERE in the Southwest a truck rumbles out of the desert, heading for a west coast city with a load of cacti including some of the last wild members of an endangered species. The commercial dealer might get several hundred dollars each for the rare cacti, which face a dubious future as house or garden plants. On the east coast another small marshland is drained to prepare for a new resort condominium, eliminating the habitat of a native wildflower. And in Hawaii cattle and goats—non-native species man has imposed onto this lush tropical environment—overrun the habitat of an hibiscus plant. These are just a few typical examples illustrating grave threats to this country's native flora. But now help is on the way in the first nationally coordinated effort to help preserve rare and endangered species of plants.

As the January 1975 issue of this Magazine described, the Smithsonian Institution recently completed a painstaking year-long study of vascular plants (that is, flowering plants, pines and their relatives, and ferns) native to the United States. Under the authorization and direction of the Endangered Species Act of 1973, scientists working on the Endangered Plant Project identified about 2,000 species, subspecies, and varieties of plants in the continental states including Alaska as endangered, threatened, or recently extinct. "Endangered" species are those in danger of extinction throughout all or a significant portion of their

range. "Threatened" species are likely to become endangered within the foreseeable future throughout all or a significant portion of their range. "Recently extinct" species are those no longer known to exist after repeated search of localities where they once existed or could be expected to exist.

At the conclusion of their study, the Smithsonian convened a workshop at which scientists reviewed the preliminary lists of species and helped draft recommendations to preserve them. NPCA, having long been concerned about endangered species of plants, notably the American chestnut, participated in this workshop in August 1974.

In mid-January the Smithsonian reported to Congress the results of its study along with final recommendations on how to protect endangered and threatened vascular plants. Ten percent of the flora in the continental United States are included on the proposed "critical lists," with 761 species endangered, 1,238 species threatened, and 77 species identified as commercially exploited. Cacti are one of the most seriously affected groups of plants, with 30 percent of our native species of cacti endangered or threatened.

The situation is especially grim in Hawaii. Although the report lists 50 percent of the 2,200 kinds of Hawaiian vascular plants as endangered, threatened, or recently extinct, authorities on Hawaiian flora consider that actually as many as 80 percent of her higher

plants are rare and threatened. Moreover, the study lists 255 extinct species in Hawaii contrasted to 100 extinct species listed in the entire continental United States. The accompanying table lists the numbers of endangered and threatened species reported in each state.

The recommendations of the *Report on Endangered and Threatened Plant Species of the United States* (see below) stress the fact that effective protection of endangered plants requires not only protecting the plants themselves, but learning more about their specific ecological requirements and protecting their habitats. Many natural factors affect the abundance and distribution of plants, and many species have become extinct as a result of natural factors. But man's activities have greatly accelerated the process of extinction. Man is

rapidly destroying natural habitats by activities such as strip mining, clearcutting, flooding, stream channelization, irrigation, agriculture, overgrazing, drainage of bogs and swamps, construction projects, destructive fires, prevention of natural fires, introduction of competitive exotic species, and use of biocides. Even more habitats could be destroyed if our energy-hungry nation grabs at development proposals without proper planning consideration of ecologically sensitive areas.

But now we have the beginning of a coordinated national program designed to help protect plants from these threats. The Endangered Species Act of 1973 is the first federal law to protect endangered plants as well as endangered animals. Consequently, the Smithsonian's study is the first effort

ever made to assemble data on endangered and threatened species of plants on a national scale. Next, botanists will identify nonvascular plants (algae, fungi, lichens, mosses, liverworts) that should be protected; and they will map the exact ranges of all endangered and threatened species as an aid in choosing specific reserves for habitat protection.

In the meantime, the Secretary of the Interior must review the report to determine which species on the proposed lists he will accept as officially endangered or threatened. When the final lists are determined, the Secretary will publish them in the *Federal Register*; then those species will be covered by the Endangered Species Act of 1973 in several ways:

1. Practically all activities affecting *endangered* species of

Recommendations for Protecting Endangered Vascular Plants

(from *Report on Endangered and Threatened Plant Species of the United States*)

1. Preservation of endangered and threatened species of plants in their native habitat should be adopted as the best method of ensuring their survival. Cultivation or artificial propagation of these species is an unsatisfactory alternative to *in situ* perpetuation and should be used only as a last resort, when extinction appears certain, with the purpose of re-establishing the species in its natural habitat.

Habitat preservation must be given the highest priority in all conservation activities, particularly when dealing with the critical habitats of endangered species. Modification or destruction of critical habitats by human activities could result not only in a further reduction in population and distribution, but also in restriction of population expansion and recovery.

Transplantation and artificial cultivation should be a last resort, always with the ultimate objective of re-establishing the species in its natural habitat. Attempts to protect individual plants by fencing, for example, without preservation of the habitat or ecosystem upon which they depend will not provide successful perpetuation.

Protection and preservation of critical habitats and populations can be given high priority by landmark designations, conservation easements, acquisition, the institution of firm penalty procedures, and the habi-

tats' designation as Natural Landmarks and Research Natural Areas.

2. The species of endangered and threatened plants that occur on federal and state lands should be mapped and given continued protection. More specific attention should be given by federal departments and agencies to the prevention of destruction or modification of critical habitats of endangered and threatened flora in accordance with the Endangered Species Act of 1973 and the National Environmental Policy Act of 1969.

The species of endangered and threatened plants on federal and state lands should be determined and exact locations should be mapped and made known to the appropriate authorities.

The Federal government could set a prime example of good policy by the protection of critical habitats of endangered plants and animals within the vast lands under its domain.

It would be advisable for the executive branch of the Federal government, through the Council on Environmental Quality, to give greater attention to endangered and threatened plant species in the reviews of environmental impact statements issued under the National Environmental Policy Act of 1969.

Federal agencies that are involved in land management

Continued on page 12

. . . 60 to 70 percent of
endangered species of
plants in the continental
United States are on
federal and state lands

plants are forbidden except as covered by a special permit from the Secretary of the Interior. (Trade in import and export of endangered species is controlled also by the Convention on International Trade in Endangered Species of Wild Fauna and Flora.)

2. The Secretary of the Interior may regulate man's activities as they affect *threatened* species.

3. If the lists of endangered and threatened species of plants are also included in Appendix III of the Convention on International Trade in Endangered Species of Wild Fauna and Flora, the Secretary of the Interior can acquire by pur-

chase, donation, or otherwise lands or waters, or interest therein, for protected habitat. He may use funds from the Land and Water Conservation Fund for this purpose.

4. All federal departments and agencies must utilize their authorities to carry out programs for conservation of endangered species of plants as well as animals and must ensure that actions authorized, funded, or carried out by them "do not jeopardize the continued existence of such endangered species and threatened species or result in the destruction or modification of habitat of such species. . . ."

Recommendations—Continued

ment (including the Bureau of Land Management, the Fish and Wildlife Service, the Bureau of Outdoor Recreation, the National Park Service, the Forest Service, the Soil Conservation Service, the Atomic Energy Commission, the Department of Defense) should be reminded that endangered and threatened plant species and their supporting habitats are basic natural resources in the agencies' land use plans and in their natural resource surveys or inventories. State and local land planning agencies and similar bodies should be encouraged always to include in their guidelines on planning legislation a list of endangered and threatened plant species and the supporting habitats.

3. In accordance with Section 4 of the Endangered Species Act of 1973, the Secretary of the Interior should review the lists in this report and publish proposed lists of endangered and threatened plants in the *Federal Register*.

The Secretary of the Interior is required by Section 4 to determine, after consultation, the endangered or threatened status of plant species and to publish the resulting lists in the *Federal Register*.

Official publication of the lists of endangered and threatened plants is needed to prevent commercial exploitation which may ensue once the lists become public knowledge. After such publication, under the provisions of the Endangered Species Act of 1973 the endangered and threatened plant species will be protected from exploitation or destruction until some of the most endangered can be given the special attention required to prevent extinction. Publication of the lists is necessary also for those agencies and groups involved in the preparation of environmental impact statements in accordance with the National Environmental Policy Act of 1969.

4. The Secretary of the Interior is advised to ensure

that the commercially exploited species of plants in this report are given urgent protection. Appropriate government agencies should be alerted and existing laws should be fully enforced.

The international Convention on International Trade in Endangered Species of Wild Fauna and Flora, signed by the United States, gives authority to the Secretary of the Interior to protect fully those species presently listed in the appendices of the Convention. In the United States this list already includes all species of Cactaceae, Orchidaceae, and ginseng (*Panax quinquefolium*).

All appropriate federal and state agencies should be notified of those species listed by the Convention and of existing laws pertaining to their protection.

5. It is recommended that the list of the species of endangered and threatened plants in this report should be submitted by the Secretary of the Interior to the Convention on International Trade in Endangered Species of Wild Fauna and Flora for inclusion in Appendix III. This listing will enable the Secretary of the Interior, acting as the United States Management Authority to the Convention, to acquire lands for the preservation of endangered species of plants.

Trade in endangered and threatened plant species of the United States, whether international, interstate, or local, should be prohibited by presenting the lists of those species in this report for inclusion in Appendix III of the Convention. Article XVI of the Convention on the procedure for listing species in Appendix III states that any party's Management Authority may at any time submit to the Secretariat a list of species which it identifies as being subject to regulation within its jurisdiction for the purpose of preventing or restricting exploitation, and requiring the cooperation of other parties in the control of trade.

6. Since protection alone may not be sufficient for

Under this provision, endangered species of plants occurring on federal land or otherwise affected by federal activities must be given suitable protection. For example, an endangered species that occurs in a national forest must be protected from effects of timber harvesting, outdoor recreation, cattle and sheep grazing, and mining. An endangered species in a national park also requires special protection, particularly if it occurs in a camping or recreation area. It is estimated that 60 to 70 percent of endangered species of plants in the continental United States are on federal and state lands.

This provision is especially strong because government agencies will have to recognize endangered species of plants as basic elements of land use planning. Environmental impact statements will have to consider possible effects on endangered plants. Plans for dam construction, wetlands drainage, highway construction, channelization—any of these and other projects that are *federally funded* may be delayed or changed because of the existence of populations of endangered species of plants that might be adversely affected.

5. States are responsible for protecting endangered species except

for those on federal land, and many states already have fine conservation programs. About 30 states have collected data on endangered flora on their lands; the others can use the federal list to make their census. If states do not act to protect endangered species under their jurisdiction, the federal government will assume such protective responsibility.

6. Provision is made for adding to or deleting from lists of endangered and threatened species of plants.

7. Stiff penalties are provided for infractions of protective laws and regulations.

the survival of some populations of endangered and threatened species, monitoring of population levels is needed. For declining populations, research is necessary to determine the causes of rarity and to ascertain what can be done to save the species.

Protection of plant habitats may be insufficient for the preservation of some populations of threatened and endangered species. Consequently, it is essential that monitoring of populations be undertaken to determine trends in their levels and viability. Monitoring of plant populations includes observation of population size (decline or increase), condition of habitats, reproduction, and any changes in geographical distribution.

Federal and state agencies involved in land management should monitor population levels in areas reserved, protected, or otherwise identified as refugia for one or more threatened or endangered species. These agencies should conduct scientifically based management programs, including cost-sharing arrangements, for threatened and endangered populations on protected non-federal lands.

Research essential to development of management programs should be conducted where species continue to decline, and necessary management programs based on this research should be planned and carried out to maintain or increase population levels and viability.

Federal agencies and departments with research and/or land management programs already underway should be encouraged to conduct or sponsor expanded research on the biology of endangered and threatened species, investigation that is necessary to appraise the survival status of these species and to provide guidance for management in order to maintain, perpetuate, or restore the populations.

7. A "Registry of Endangered and Threatened Plants" should be established on a permanent basis to continue to collect, evaluate, and update all pertinent informa-

tion available to interested national and international organizations.

A national registry office would be required to maintain such a register on a permanent basis, and to collect, evaluate, synthesize, and publish information on all endangered and threatened plant species, commencing with vascular plants of the United States, including Hawaii and Alaska. The registry and coordination should include central card files and maps, a specialized library, use of a computer, and a small staff of experts. The register would require continual updating of information on the location, status, habitat requirements, reproductive behavior, population size, and commercial and private exploitation data on endangered and threatened species. The register should be available to the public.

8. The lists of endangered and threatened plants should be given wide exposure and publicity. Colored illustrations should be displayed in public places, in publications, and on postage stamps. Interested organizations should be encouraged to assist in publicizing the need for protection and preservation of endangered and threatened species of plants.

The lists and illustrations of endangered plants should be given wide exposure and publicity, and copies should be made available to appropriate organizations and to the public at large. Colored illustrations of endangered plant species of the United States should be prepared for general distribution and for prominent display at parks, nature reserves, museums, and tourist centers. They should be sent to botanical gardens, to horticultural, gardening, and conservation groups, and to educational establishments from elementary schools through colleges and universities.

Displays of this kind have been successful in Europe. For a number of years the Swiss have posted in public places colored pictures of rare and endangered species

AT LAST there is a brighter outlook for endangered species of plants. However, although the report takes a giant step in the right direction, it could have been stronger on two points: some botanists believe that not all species were listed that should have been listed, and the final recommendations were weakened from the draft version by failing to impart an adequate sense of urgency.

Plant enthusiasts cannot yet rest on their laurels. Until the lists of endangered and threatened species are published in the *Federal Register* and the Secretary issues regulations, habitat destruction and collecting will continue unchecked. The Secretary of the Interior should move quickly to make the lists official and to begin protective efforts in strict accord with the report's recommendations. But even after the lists become official, the regulations and laws must be enforced. An informed and alert populace must help ensure proper monitoring and enforcement.

NPCA will keep readers informed on progress of protective efforts on behalf of the nation's endangered and threatened plants.

that are protected by law. Since the rich alpine flora is a great attraction and temptation to tourists, the intent of such displays is to make the public aware of the tenuous existence maintained by some populations of rare plants that people encounter.

In 1974 the Botanical Society of the British Isles published a poster in color, depicting 20 of the rarest endangered species in Great Britain. Simultaneously, a succinctly worded handbill in color was published and distributed to members of the Society. These items are now available to the public for a minimal charge and apparently are popular as decorative materials.

The larger area of the United States and the number of endangered and threatened species affords an opportunity for the preparation of *regional* posters that would emphasize the endangered species of particular states and regions where endemism is high such as California and Hawaii, and those of selected natural areas. In addition, garden and horticultural groups should be asked to encourage and cooperate with local and state authorities in efforts to publicize these species.

The Federal government might consider the value

Help Save Endangered Plants

YOU can help protect endangered and threatened plants now—

—By urging your state conservation agencies to provide adequate protection of endangered and threatened plants under their jurisdiction.

—By informing yourself regarding endangered and threatened species in your area. Until the official federal lists are available, contact your state conservation agencies for this information. Does your state have protective laws? Are they adequate? If not, why not?

—By arranging for the long-term protection of any endangered or threatened species on your own land and encouraging others to do the same.

—By assuming the moral obligation not to harm any endangered or threatened species by your own actions and to teach by example your family, friends,

and neighbors a conservation ethic.

—DO NOT TRANSPLANT endangered species of plants. If they are in imminent danger of unavoidable destruction—such as bulldozing—then obtain advice from knowledgeable botanists as to proper action to take. (See January 1975, p. 13.)

—By being alert for infractions of protective regulations and reporting them to responsible authorities.

The fact that a species does not appear on the "critical lists" must not be interpreted as a license for exploitation or destruction. Although many species were not considered rare enough to be listed, they may be rare in your area; moreover, many species probably were omitted that should have been listed. Therefore, it is best to leave wild plants where they are for others to enjoy.

of the publicity afforded by a series of postage stamps portraying endangered and threatened plant species, as done by several other countries. In the United States only one listed species, the lost Franklinia (*Franklinia alatamaha*), is shown on a stamp, issued in 1969.

9. No new federal legislation is required at this time. However, after a reasonable period, a review of the effectiveness of the Endangered Species Act of 1973 may be required to provide better protection to the endangered and threatened plant species.

The Endangered Species Act of 1973 appears to provide adequately for the protection of listed endangered and threatened species of wildlife and fish, but it differs for plants as follows: (1) The term "species" includes plant subspecies only and does not include varieties. (2) The Secretary of the Interior does not have the authority to acquire land for the purposes of conserving endangered and threatened plants that are not listed in the appendices to the Convention on International Trade in Endangered Species of Wild Fauna and Flora. (3) The Act does not prohibit the "taking" of endangered and threatened plant species in the United States.

THE ST. JOHN AT A CRITICAL CROSSROAD

The energy crisis revives a ten-year-old controversy over a proposed hydroelectric dam on one of Maine's most outstanding rivers

by PATRICIA NEILL & MARY MINOR SMITH

DICKEY is a small town on the St. John River in northern Maine. Downstream about ten miles is Lincoln School. Coursing through this isolated region of few residents is a stretch of the river most rugged in character. Upstream are some 89,000 acres of woodlands that would be flooded in the wake of construction of a mammoth multimillion-dollar hydroelectric project proposed by the U.S. Army Corps of Engineers.

One of the more controversial proposals of the Corps, the Dickey-Lincoln project recently received (by a narrow margin) an appropriation of \$800,000 from Congress for preconstruction planning, which includes the preparation of an environmental impact statement. Since the project was first authorized in 1965, Congress had consistently refused to appropriate any funds for further planning or construction. The proposal has been fought both by those who see it as totally uneconomical and environmentally disastrous, and by the private power interests that were threatened by public power. However, the lure of bringing a large federal project to New England and the alarm caused by the energy crisis—which has convinced some that any project providing even the smallest amount of energy can be justified regardless of the costs—meant that the planning appropriation was finally approved.

THE ST. JOHN RIVER drains the largest basin between the St. Lawrence River and the Susquehanna. The river rises in a series of small ponds and bogs on the Quebec side of the border, separated only slightly from the headwaters of the Allagash, Penobscot, and Kennebec rivers. The southwest branch forms the Maine-Quebec border for approximately thirty miles before joining the Baker Branch to form the upper St. John. From there, the river flows northeasterly within Maine to the town of St. Francis, where it is joined by the St. Francis River and again becomes the international boundary. From the town of St. Francis, the river flows easterly to form the northern border of Maine and then curves southward through New Brunswick to St. John and empties into the Bay of Fundy.

Under the Corps proposal, two dams, one at Dickey and the other at Lincoln School, would be built to generate hydroelectric power. Fifty-seven miles of the river, as well as many miles of streams and rivers flowing into the St. John, would be inundated by water backed up by the dams. Together the dams would flood a total of 89,000 acres and displace more than 67 million cubic yards of earth. A minimum of 150 miles of transmission lines would have to be cut through the Maine woods to

make this power available. All of this destruction would be carried out to generate some 1.1 billion kilowatt hours (KWH) of power per year. In 1972, however, New Englanders consumed 64 billion KWH; and assuming demand continues to grow at 5½ percent per year, projected consumption by the mid-1980s, when the power project would be completed, is 100 billion KWH per year.

THE UPPER St. John River Valley lies at the heart of a region of dense forest. Historically the region has been utilized for timber. Now the axe of the Acadian or early U.S. woodsmen has been replaced by the chain saw and other mechanized equipment, but timber harvesting continues to be the major use of the area. The land is held by private owners who obtained it some 140 years ago when Maine was separated from Massachusetts. International Paper Company and Seven Islands Land Company (which manages land for smaller individual owners), the major owners, hold much of the land in common, allowing joint management of large geographic areas. From these areas timber now goes to mills in northern Maine. If the dams were built, not only would the flooded 89,000 acres be lost to future timber harvesting, but approximately 200,000 acres to the north would be isolated from

89,000 acres of timberland and recreation area would be flooded for an additional 1 percent of New England's power by 1983

the rest of Maine by the huge reservoir that would form behind the dam, causing a loss in the value of these lands to the United States. The region's road network would be disrupted, and Canadian mills rather than those of Maine would become the logical recipients of this timber. Forest products are currently valued at an average of \$200 per cord, meaning a loss of \$4.5 million per year for just the 89,000 acres of flooded land. If the loss of timber in the area cut off by the reservoir is added in, the potential loss to Maine becomes even harder to ignore.

The upper St. John region is not noted only for its timber. In a guide to the area in 1889 Captain Farrar wrote, "One of the finest trips that can be made in northern Maine is a tour down the St. John River to New Brunswick. The route lies through the wildest part of Maine; but the trip can be made with safety and comfort during the summer and fall." Today many would echo the captain's sentiments. Recreational use of the river and the valley is increasing for canoeing, hunting, and fishing. Maine is within 500 miles of some 60 million people, and as the pressures of urban living increase, such recreational potential will become more important.

During May and June, as the ice thaws and spring rains swell the St. John, its rocky riverbed with exciting rapids is one of the greatest challenges to canoeists in the Northeast. However, the river slows to a trickle by early summer. The St. John is also one of the best trout fishing streams in the eastern United States, and the upper river valley contains wintering area for about 2,200 deer, which would support as many as 30,000 hunter-days a year.

This region is important habitat

for ducks, moose, and black bear. A recent cooperative program called the North Maine Woods has the aim of coordinating management efforts with landowners and state agencies (Parks and Recreation, Forestry, and Inland Fisheries and Game). The result has been an increase in recreational capacity while minimizing the danger of overuse and maintaining the land for forestry management.

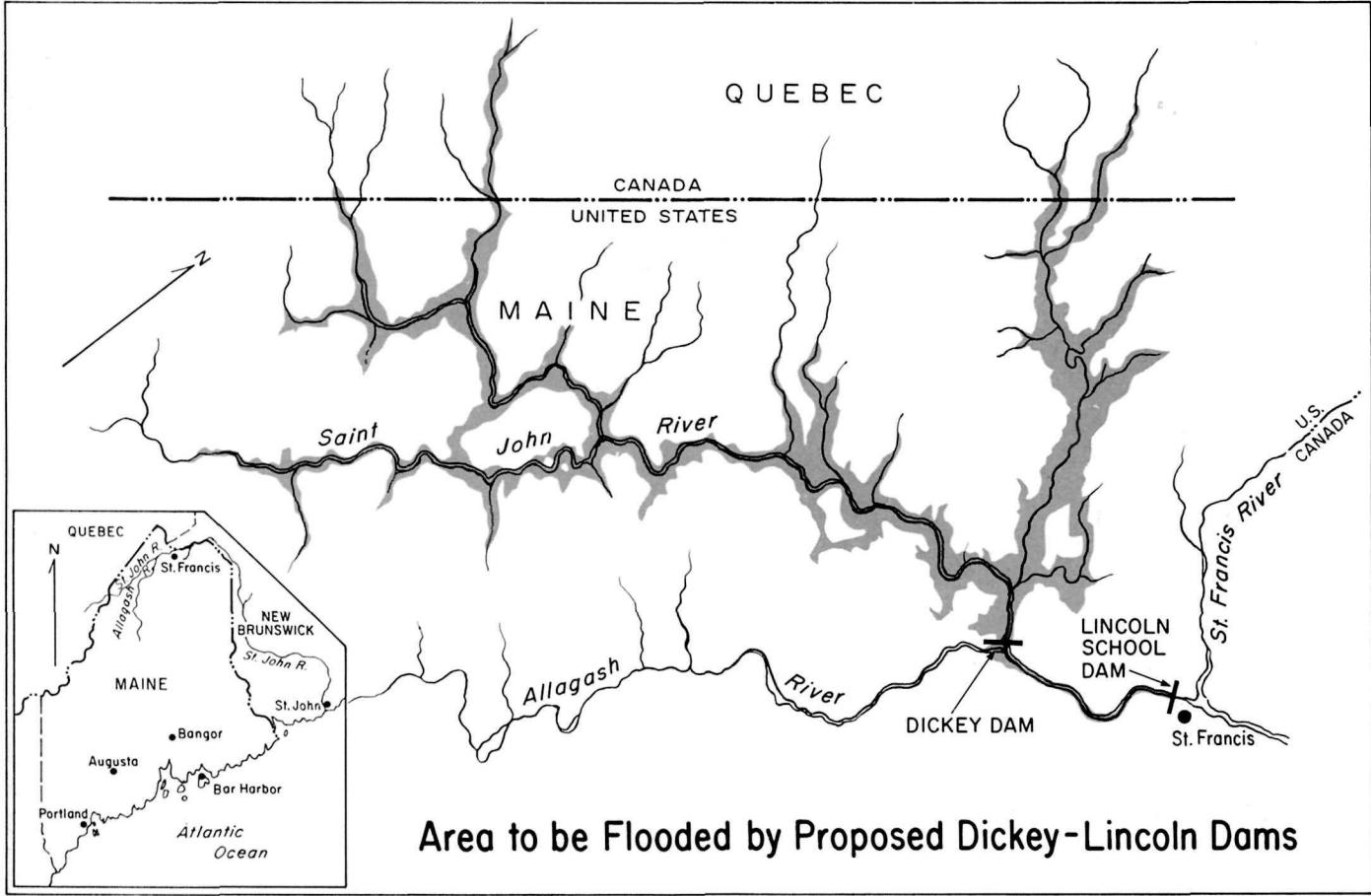
ONE of the major advantages that the Corps claims will result from the Dickey-Lincoln project, in addition to power, is the huge 89,000-acre reservoir to provide recreational opportunities for northern Maine. However, in a state with more than 3,500 lakes and ponds, the attraction of still another "lake" is questionable—particularly one that would take five years to fill up initially and whose water level would be regulated. (When drawn down to produce power, it would be some 55,000 acres.) The recreational value of a large reservoir must also be weighed against the recreational and other values of the free-flowing St. John—one of our few remaining wild rivers, and one that, according to the Appalachian Mountain Club's *New England Canoeing Guide*, "has no equal in the eastern United States in the number and diversity of wilderness canoe trips which can be made." Moreover, according to the U.S. Fish and Wildlife Service, the reservoir fishery that would result would only partially compensate for the loss.

Proponents of the dams point out that the river frequently floods. Each year the protests of the residents of the flooded town of Fort Kent and its surroundings make the dam sound more attractive. But building dikes around the town could diminish its problems for as

little as \$2 million, a far cry from the estimated \$800 million cost of Dickey-Lincoln. There are less expensive alternatives to Dickey-Lincoln for solving the flood problem.

THE major Corps justification for the dams is, of course, the power that would be generated. However, even though the larger dam at Dickey would be bigger than Egypt's Aswan Dam, by 1983 the massive Dickey-Lincoln construction effort would supply only 1 percent of New England's electrical energy demand. Although by 1983 it could meet 10 percent of the power demand during peak periods, because of the inadequate flow of the St. John for much of the year, it could operate only two and a half hours per day to produce this peaking power. Because midsummer New England peaking power demand, mostly related to the use of air conditioners, may stretch for six to eight hours, the Dickey-Lincoln dams would not eliminate the need for other power plants during peak periods. It seems that fossil fuel and nuclear power plants would have to cover the extra demand time. Because existing units would be recruited for regular coverage anyway, Dickey-Lincoln would be superfluous. Baseload plants (operating twenty-four hours a day) are generally considered more efficient than peaking facilities because the latter sit idle most of the day. In addition, former Maine attorney general Jon Lund asserts that the long transmission lines necessary to propel the bulk of the power from Dickey-Lincoln south would actually reduce the total power generated by 10 percent.

The total capacity for the Dickey-Lincoln dams together is 830 megawatts (MW) of power: 725



FEDERAL GRAPHICS

MW of this amount would be distributed outside Maine for southern New England peaking power, and the remaining 105 MW applied as baseload electricity for twelve hours per day for Maine's preferred customers, including federal installations and municipal utilities. Consumers serviced by private utilities, which account for more than 97 percent of electricity sales in Maine, most likely would receive no electricity from the dams. To put Dickey-Lincoln capacity in perspective: a small oil- or coal-fired plant supplemented with gas turbine generators would produce the same electrical output as the two dams in the Dickey-Lincoln project.

THE Corps of Engineers estimated the capital cost of the Dickey-Lincoln project at \$356 million for the two dams, dikes, power facilities, and miscellaneous engineering design, building, and relocation costs. The Corps quotes

\$52 million interest due on the money borrowed to build the dams, calculated at the 1965 special federal rate of 3 1/4 percent for hydroelectric projects. But the Corps total figure still does not account for the effects of inflation during the seven years it would take to build, nor does it consider the full cost of the transmission lines from the St. John to southern New England. The Corps has admitted under congressional prodding that the figure of \$800 million is more realistic.

A special "benefit-cost" factor is used to evaluate the worth of federally subsidized projects over a period of 100 years—the ratio of benefits derived from the project to cost input. The annual benefits for this project, the Corps says, include more than \$44 million for the hydropower (approximately 96 percent of all benefits), \$60,000 for flood control (0.1 percent), \$817,000 for regional redevelopment including wages (1.7 percent) during

each year of construction, and \$1.25 million for "lake" recreation (2.7 percent). (Many consider that the trading of a free-flowing river for a flatwater reservoir should not be considered as a benefit in the ratio.) The Corps estimates total annual benefits at \$46.5 million and total annual costs (figured at a 3 1/4 percent borrowing rate and ignoring the full cost of transmission lines—\$60 million) at \$17.7 million, giving a benefit-cost ratio of 2.6

However, the Dickey-Lincoln benefit-cost ratio looks favorable only because the Corps claims it can still apply the 1965 3 1/4 percent borrowing rate, instead of the 1975 special federal rate of 5 1/8 percent. On the other hand, the private alternatives, an oil-fired power plant for instance, would be required to borrow money at a going 10 to 12 percent rate. The federal project would pay no taxes, whereas the expense of the private facility includes \$20 million to \$30 million



LUCY L. MARTIN

An aerial view of the upper St. John River (above) reveals the wildness and ruggedness of an area that one day may be inundated by water backed up by the proposed Dickey-Lincoln dams. The construction of these dams would flood fifty-seven miles of the river. The flooding would destroy 89,000 acres of timberland and would deprive canoeists, hunters, and fishermen of the recreational value of the upper portion of the river. Although the Dickey-Lincoln project would create a reservoir that would provide flatwater recreational opportunities for northern Maine, the reservoir would hardly add much to a state already rich in lakes and ponds. Indeed, the recreational opportunities that Maine residents would be deprived of should the dams be built would not be worth the trade. In addition, the dams would provide only a minute percentage of Maine's energy requirements by 1983.



KEN TRIPP

TOM ARNOLD



Can we afford to spend millions of dollars on such a small energy gain only to lose productive forestland and a wild river?

in tax payments. The private alternative would also have to be insured. If the Corps used even an 8½ percent borrowing rate, the cost of "building now and paying later" would jump from \$17.7 million to \$46.8 million annually, more than the private fossil fuel alternative calculated by the same rate.

The cost to the consumer for Dickey-Lincoln per KWH is estimated at 2.5¢, whereas the cost of the fossil fuel alternative is estimated at 3.4¢. On the surface this rate seems to favor Dickey-Lincoln. However, the high cost of oil at a minimum of \$12.50 per barrel is figured into the fossil fuel price, as are probable increases in cost due to inflation, but inflation has not been accounted for in the Dickey-Lincoln mathematics. The annual capital cost of the private fossil fuel alternative, figured on the same basis as Dickey-Lincoln, is less than half as expensive as Dickey-Lincoln, whereas Dickey-Lincoln calculated using the variables of private alternatives would produce an unattractive cost-benefit ratio of less than 1, making it an economically unjustifiable project.

Even if Dickey-Lincoln power proves to be cheaper than alternative sources, and if savings can actually be realized, New England consumers would pay \$11.7 million less for electricity; however, they now pay \$1.6 billion each year for electricity, so the "savings" would be only a fraction of 1 percent. Moreover, it must be remembered that most of these minimal savings would go to the "preferred" customers.

IF THE combined goal of Dickey-Lincoln is to provide electricity for New England and to

improve the quality of life for the people in northern Maine, then it seems it is time for reevaluation. The illegitimacy of the project as a solution to the first problem is evident in the contrast of an \$800 million investment to fulfill 1 percent of the region's electricity requirement.

The second problem calls for an appropriate governmental aid program to help accomplish related social goals. Subsidizing power production is an inefficient means of doing so; power revenues from the Dickey-Lincoln dams would flow to the federal government to repay the tax-free bonds held largely by out-of-state investors who financed the project. The project, being sold as a source of employment for residents of economically depressed Aroostook County, would require 11,200 man-years of labor (at salaries estimated in 1967 as \$3,600 to \$4,000 per year); in fact, only 3,950 of these man-years could be offered from the local labor pool—the rest would have to be imported. All jobs would be part of the "boom and bust" syndrome typical of dam construction projects lasting approximately ten years. At the same time, there would be considerable losses of jobs involved with timber cutting.

Alternative energy sources are possible as substitutes for the Dickey-Lincoln project. Those seeking alternatives are not only environmentalists, although groups like Maine's Natural Resources Council were in the forefront when the dam was first proposed in 1965. Many Maine residents question the economics of this massive project. Considering the national economic situation, can we afford to invest so much money for such small ener-

gy gain? With the revival of Dickey-Lincoln, a coalition of national and statewide organizations has been formed to oppose construction of the dams. In a massive public education effort, Friends of the St. John is providing information on the impracticalities of Dickey-Lincoln and is encouraging the preservation of the St. John River as a wild resource. The coalition has state offices in Maine, New Hampshire, Vermont, and Massachusetts that are headquarters for citizen action.

At the same time that the Dickey-Lincoln dam plans are under consideration, many people are questioning overconsumption and the unchecked demand for energy. Nevertheless, President Ford has already requested \$1 million for the Dickey-Lincoln project in his fiscal 1976 budget. The St. John is indeed at the critical crossroads, and unless it is clear to those making the decision which road to take, the heritage of a productive forest and a wild river will be lost forever. ■

Patricia Neill works for the Appalachian Mountain Club in Boston, Massachusetts, coordinating member activities in public service and conservation issues, specifically the preservation of national wild and scenic rivers. Since spring 1974 she has worked with Friends of the St. John. Mary Minor Smith is editor and education director for the Natural Resources Council of Maine, and has been involved in environmental activities for several years. She is the coordinator for Friends of the St. John work in Maine. For more information contact: Friends of the St. John, c/o Natural Resources Council, 20 Willow St., Augusta, Maine 04330, or 14 Beacon St., Rm. 719, Boston, Massachusetts 02108.

The Crisis in National Park Personnel

NPCA staff report

ACCORDING to an unpublished report circulated within the Department of the Interior, personnel ceilings being imposed on the Department by the President's Office of Management and Budget (OMB) may result in the closing of certain national park units this coming summer.

The National Park Service has received no significant increase in personnel in the past four fiscal years (FY 1972-1975). During this period, national park visitation and numbers of national park units increased significantly. Visitation jumped by 27 percent, from 186 to 236 million visits; and the System grew by more than 7 percent, from 279 to 299 units, not counting additions to the System late in 1975: Big Thicket National Preserve in Texas, Big Cypress National Preserve in Florida, and other new areas.

During this period, the Congress authorized an increase in permanent staff positions totaling 7 percent, from 7,925 to 8,491, but the Service never received these increases. As a result, the Park Service summarized its desperate personnel situation in a detailed report on staffing requirements dated March 1, 1974. Columnist Jack Anderson published a column based on the report early in February 1975.

According to the staffing needs report, the end-of-year ceiling for permanent staff in the Park Service was 7,222, leaving 1,269 positions vacant below the Congressionally authorized level of 8,491. Then, by January 1975, this ceiling was lowered again to 7,118 people, re-

quiring the Service to slash its staff more than 17 percent by June 30, 1975.

The staffing requirements report was written, of course, before the 17 percent reduction was imposed. However, even in March 1974, the situation was recognized as critical. "As the Service continues to spread manpower over greater numbers of areas," the report stated, "maintenance, resource management, safety, and visitor services programs are not being conducted at prescribed standards. The result is dissatisfied visitors and deterioration and loss of park resources."

Earlier, the preamble to the report concluded with the most ominous prediction to come from the Service in many years: "Continuation of the present trend inevitably will lead to the closing of some park areas so that others may be operated at prescribed standard."

Regardless of what happens to the OMB in the new administration, general reforms of structure or administration will come too late to stop the momentum of the 1975 National Park Service personnel reductions, because the June 30, 1975, deadline imposing a payroll ceiling of 7,118 permanent staff for the Park Service is still in effect.

In light of 236 million visits to the national parks last year, any staff reductions will affect a great many Americans and will crumble the foundations of the Service. Tightening the federal budget may be a conspicuous inflation-fighting strategy; but national parks have



been with us for more than a century, preserving our natural heritage for the present and the future, and the System should not be required to suffer for short-term economic conditions.

A national park that has been effectively "mothballed" may be seriously injured as a wilderness, historic or archeological preserve. A national monument that has been closed to the public might be subjected to intensive pressures for development, farming, or grazing in the name of local economic necessity. Once natural conditions have been undermined, the land may require a generation to recover.

Visits to the parks, still increasing every year, reflect public enthusiasm for the parks. The present destructive management pattern will continue with our natural resource agencies constantly suffering from attrition and cutbacks unless the OMB budget procedures are opened for public scrutiny, analysis, and comment. The present process is hidden from public view—isolated, secret, autocratic, and unbecoming to a democratic society.

The NPCA has proposed a workable system for integrating public views into budget planning processes in the Executive Branch. Under this plan, public hearings would be conducted at the agency, departmental, and OMB levels during the year preceding final budget formulation. The future of the National Park System rests in large measure with the installation of such a system of open budgeting in the federal government. ■

NPCA at work

Public access to financial records of national park concessioners is at issue, and on January 28 the U.S. District Court in Washington, D.C., heard the final round of evidence and cross-examination in a suit filed by NPCA under the Freedom of Information Act.

NPCA is seeking Interior Department disclosure of financial information concerning seven concessioner companies operating in twelve areas of the National Park System, contending that the concessioners receive statutorily preferential treatment in renewing their contracts.

NPCA called Mr. Bill Turnage, a former national park concessioner, to the witness stand. Mr. Turnage had served as business manager for Ansel Adams Galleries, operating in Yosemite National Park. He addressed the issue of whether public disclosure of financial records would be likely to harm the competitive positions of concessions operations. According to Mr. Turnage, national park concessions would not incur competitive harm because they operate without real competition inside the parks.

Following the courtroom hearing, lawyers for NPCA and the Department of the Interior submitted post-trial briefs. At press time, U.S. District Court Judge Oliver Gasch had not announced a decision on the case. When this phase of the concessions case is closed, we will provide a full report.

Environmentalists have persuaded the U.S. Forest Service (USFS) to prepare an environmental impact statement on its new long-range management program.

The National Parks and Conservation Association (NPCA), the Natural Resources Defense Council, the Sierra Club, and the Wilderness Society recently announced the settlement of a lawsuit filed against the Forest Service under the National Environmental Policy Act of 1969.

The Forest Service is required by an important new planning statute, the Forest and Rangeland Renewable Resources Planning Act of 1974, to

prepare the long-range program and present it to Congress by December 31, 1975. By providing specific information about forest needs and opportunities and their costs and benefits, the program should enable Congress to establish priorities and policies for managing the national forests. The program will be followed by a detailed statement of policy from the President, which will be used in framing annual budget requests.

NPCA is pleased with the settlement that resolved the issues of the lawsuit and pleased to have been able to provide our forestry expertise in the course of the development and settlement of the case. We congratulate our attorney, Thomas B. Stoel, Jr., of the Natural Resources Defense Council (NRDC), and his assistant, David F. Michelman, for a job well done.

Members may recall that NRDC, NPCA, and the other plaintiffs originally sued USFS to obtain an environmental impact statement on its annual program and appropriations request. Although the timber industry interpreted this suit as being designed to stop the whole USFS program, the suit asked only for the court to decide whether such an impact statement was necessary, but did not ask for an injunction to hold up the program until one was prepared. Why did we attack the annual budget process? Because it is well known that the USFS annual program and thus forest management actions at all levels are directly shaped and constrained by OMB funding decisions.

According to Michelman, the Forest Service has been unable to do any effective long-range planning because of the need to justify each program on an annual basis, and thus has been unable to place priority on such activities as reducing the backlog of burned over or cutover lands in need of reforestation, or the backlog of available opportunities for timber stand improvement or range improvement. Forest Service Chief John McGuire has continually expressed the need for a balanced program in which wildlife, recreation,

range, soil, and water programs would be funded at the appropriate levels necessary to maintain these resources. Somehow, no matter how hard USFS officials try to get such funding written into the budget, by the time the budget leaves OMB to go to Congress, the timber sale program seems to be the only one funded near to the extent of its capability. Sometimes Congress has tried to remedy this problem by appropriating more money than the President has requested, but more often than not these additional amounts have been impounded or rescinded.

Yet no attempt has been made by the Forest Service to assess, in a systematic and detailed way, the environmental impacts of, and alternatives to, these decisions about the allocation of resources. The Congress and the public never have the opportunity to critically evaluate the degree of imbalance in the USFS program, except for the bare financial figures published in the budget and sketchy information contained in the budget justifications.

Although our suit originally sought preparation of an impact statement on the annual program, Congress subsequently enacted the Forest and Rangeland Renewable Resources Planning Act, as a result of which future management decisions are to be made on a long-range basis. NRDC attorneys, with the approval of NPCA and other plaintiffs, reached an agreement with the Forest Service by which the five-year Renewable Resource Program required by this legislation will be ac-



companied by an environmental impact statement.

Some of the alternative management programs and policies whose environmental impacts are likely to be analyzed for the public for the first time include the extent of use of particular harvesting techniques such as clear-cutting; the relation of timber sale targets to the rate of liquidation of "old growth" timber stands; the extent to which timber sale targets make it necessary to harvest in environmentally

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fragile marginal areas, and the degree to which the timber sale program is resulting in overcutting of the national forests in violation of sustained yield limitations.

The controversial **Bighorn Canyon transpark road** proposal was included in a recent Park Service request to a congressional subcommittee for reprogramming of previously appropriated funds.

This proposed road "improvement" would cut through rugged country in Bighorn Canyon National Recreation Area, which is located in Montana and Wyoming. Although the Park Service is currently under a temporary restraining order from the U.S. District Court in Billings, Montana, NPS officials intend to begin construction pending resolution of the legal issues.

For fiscal years 1972 and 1973, Congress appropriated more than \$5 million for construction of the second section of this road. Under consideration by the Subcommittee on Interior and Related Agencies of the House Appropriations Committee is the current Park Service request for reprogramming of more than \$1 million in order to initiate construction of the third road section.

By invitation of the subcommittee, NPCA commented on the reprogramming proposal, recommending that the proposal be rejected. This Association based its opposition on the fact that no master plan had been completed yet for the national recreation area. Thus, the public has not had an opportunity to determine whether a transpark road is the best alternative for this area. Furthermore, the transpark road is identified by the Park Service as an "optional" connecting route to Yellowstone National Park even though through-roads are inappropriate developments for National Park System units.

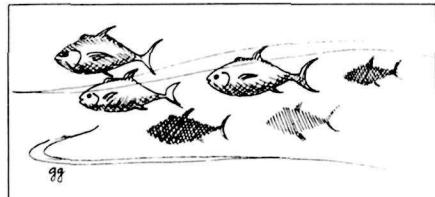
NPCA pointed out that the Yellowtail reservoir, which runs parallel to the alignment of the proposed road, is a potential access corridor for visitors. By using launches, the Park Service could develop a mass-transportation system that would have minimal impact on the environment.

Water-related activities are the basic attraction of this national recreation area. The Yellowtail Dam across the

Bighorn River, in the heart of the Crow Indian Reservation, has created a 71-mile-long reservoir. The lower part of the reservoir lies within a steep canyon cut through the mountains.

As we went to press, Representative Sidney Yates, chairman of the Interior appropriations subcommittee, rejected the NPS reprogramming request until legal issues are resolved and the tribal council of the Crow Indians has finalized its position.

No one knows exactly why porpoise and yellowfin tuna are often discovered traveling together, although it is guessed that this ages-old natural relationship is based partly on sharing the same food. In any case the association makes both the fish and the mammals particularly vulnerable to destruction



by modern man's exploitation of ocean resources.

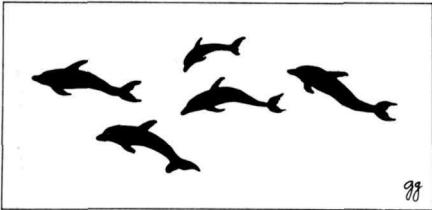
NPCA and ten other environmental groups recently filed suit against the Commerce Department mainly over its proposed regulations relating to the incidental "taking" (killing) of marine mammals—particularly the porpoise—during commercial fishing operations.

Section 101(2) of the Marine Mammal Protection Act of 1972 states in part that, "In any event it shall be the immediate goal that the incidental kill or incidental serious injury of marine mammals permitted in the course of commercial fishing operations be reduced to insignificant levels approaching a zero mortality and serious injury rate." Section III of the Act provided a twenty-four-month period in which the Commerce Department was to undertake a research program to devise "improved fishing methods and gear so as to reduce to the maximum extent practicable the incidental taking of marine mammals in connection with commercial fishing."

As the legislative history of the Act shows clearly, these two sections were directed primarily at the yellowfin tuna industry, whose purse-seining method of operation is responsible for

killing thousands of porpoise each year. At its peak, the industry reportedly was killing upwards of 400,000 porpoise annually.

In their search for yellowfin tuna in the eastern tropical Pacific, commercial fishermen intentionally set large nets around schools of porpoise, which are relatively easy to locate due to their habit of swimming on the surface. In this way fishermen can catch the yellowfin tuna, which school and swim in the water below the porpoise. Some



porpoise survive to be released over the side of the boat after the tuna are procured, but large numbers of these marine mammals become tangled in the purse seine nets and drown.

Although new fishing techniques and equipment (such as the "backing down" process, the skiff-tender, the "Medina panel" net, and the anti-torque cable) have been developed as a result of the Act's requirement for research, it is generally believed that large numbers of porpoise—as many as 100,000 each year—still are being killed during tuna harvesting.

On October 21, 1974, the National Marine Fisheries Service (NMFS) of the Commerce Department issued a general permit to the American Tunaboat Association for the taking of marine mammals incidental to the course of commercial yellowfin tuna fishing with purse seine nets. NMFS issued this permit pursuant to its final regulations on taking marine mammals as proposed by the agency on September 5, 1974. Following public hearings held in December 1974, these regulations were amended on January 3, 1975.

NPCA and the other plaintiffs in this suit contend that the goal of the 50 percent reduction in porpoise mortality proposed in the amended regulations is not adequate and does not carry out the requirements of the Marine Mammal Protection Act.

The Council on Environmental Quality (CEQ) and the Energy Research and Development Administration (ERDA)

have responded to NPCA President A.W. Smith's recommendations and queries concerning the questionable safety of available technology for long-lived radioactive waste disposal. NPCA hopes to maintain a dialogue with federal officials on this far-reaching issue.

Due to the fact that the Atomic Energy Commission (now ERDA) has never publicly established the existence of permanent technology for disposal of dangerous radioactive wastes—wastes that require thousands of years for complete dissolution—NPCA has been urging CEQ chairman Russell W. Peterson to initiate an independent CEQ appraisal of the available technology. Mr. Peterson's recent response included assurances that the council shares our concern regarding long-term disposal and that the CEQ staff is actively studying a draft environmental impact statement filed by ERDA on its interim disposal plan.

"Although it is not possible for CEQ to embark upon a unilateral appraisal of radioactive waste disposal technology," the CEQ chairman stated, "I believe that we can work with ERDA to assure that thorough and comprehensive analyses of this issue are conducted and made fully available to the public."

Mr. Frank K. Pittman, director of the ERDA Division of Waste Management and Transportation, told NPCA that "It is an accepted tenet within the Energy Research and Development Administration that this country's near-term demands for power to assure that we maintain and improve not only our high standard of living, but also our position as a world power, require that we take full and prudent advantage of every available energy source." Mr. Pittman maintained that storage of radioactive waste from the operation of the nuclear fission power industry does not pose a problem of the magnitude that would justify a moratorium on construction and operation of nuclear fission power reactors. NPCA proposes a moratorium on further fission power promotion, not operation of existing plants, pending solution of the storage problem.

As explanation of the fact that no permanent disposal technology has been employed, Mr. Pittman stated, "The fact that such waste will be iso-

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lated from the biosphere *initially* in high integrity, monitored, maintained, retrievable, man-made containers in no way should be interpreted to mean that such storage techniques are acceptable as the approach to their *ultimate* disposal. Within a relatively short period of time—a few decades at the most—all radioactive waste being generated, as well as that which will have been stored retrievably to that time, will be isolated from the biosphere by techniques which place no dependence on man-made containers or upon continued action by man." The techniques to which Mr. Pittman referred involve storage of radioactive material in deep-lying, bedded salt formations or in other geologic formations *still under study* as possible storage areas.

NPCA replied that the feasibility of bedded salt storage and other methods has not been demonstrated to the public, and re-emphasized that *temporary* storage does not constitute a technology for safe disposal. Until the existence of a permanent technology has been demonstrated beyond doubt, Mr. Smith said, "there will be strong opposition to any further plans for going ahead with nuclear fission plants." He added that, "We are all aware of the importance of developing energy from sources other than petroleum. But a national policy committed to energy from fission before safety can be assured would be murderous and suicidal." NPCA has been giving careful study to the ERDA draft environmental impact statement.

Kentucky's Red River Gorge could yet be saved, despite an appropriation request of \$1.1 million for construction of the Red River Dam contained in the Corps of Engineers Fiscal Year (FY) 1976 budget.

Kentucky has a new governor—Julian M. Carroll, who recently moved up from the lieutenant governor's job as former governor Wendell Ford was elected to the U.S. Senate. As lieutenant governor, Mr. Carroll stated that, "I have said many times I am not aware of any compelling reason to build the Dam." NPCA is hopeful that his earlier concerns will persist and mark his administration as truly concerned with all aspects of Kentucky's environment.

In an effort to provide the governor with substantive factual and organi-

zational support for what NPCA hopes will be a strong position against the dam, President A.W. Smith recently communicated to Governor Carroll our position on the project, as follows:

"Three points of special significance should be emphasized. First, the Corps has *never* presented a full discussion of alternatives to the proposed dam. Both the Final Environmental Impact Statement (January 1974) and the supplement to the FEIS titled 'Response to Comments by the Council on Environmental Quality' (November 1974) have presented lists of alternatives with incomprehensively brief discussion, and no rationalization of their rejection. Neither the costs nor the benefits of any alternatives have ever



been presented factually by the Corps. Furthermore, in rejecting the alternatives, the Corps seems to assume that all of the proclaimed benefits of the dam as proposed must also be met by each of the other alternatives if they are to be seriously considered. . . .

"Indeed, it appears unlikely that the Corps has actually prepared a detailed economic analysis of the rejected alternatives—otherwise why not present it publicly.

"Second, the Corps persists in its misrepresentation of the recreational potential of the Red River Gorge project area, both with and without the dam. The contention of the Corps that the present one million annual visitors are largely drawn to the Gorge 'to see the controversy' *cannot* be supported by the facts. . . . In its contention that the dam and reservoir will enhance the recreational opportunities of the Gorge, the Corps again misjudges prevailing public recreational needs and the existing recreational value of the Gorge. Mud flats, slackwater debris, and the flood pool itself will have severe adverse effect on the numbers of current users of the area, while the

plan of the U.S. Forest Service (the ultimate manager of the recreational aspects of the reservoir) to prohibit motorized boats on the lake, which though commendable and worthy of our endorsement, will undoubtedly decrease the numbers of people who might use the reservoir for boating purposes. Far from improving the management protection afforded the Gorge by the project, as the Corps claims, the reservoir will facilitate further degradation of the Gorge's flora, fauna, and archeological sites by opening up more inaccessible areas of the Gorge. In fact, though never admitted by the Corps, the Gorge area is currently being studied by the National Park Service as a possible Natural Landmark, and indications are that it will be so recommended.

"Third, and perhaps most importantly, since it pervades every Corps project of this type, is the position of the Corps that the value of recreation in a natural area is intangible and cannot be assessed in economic terms, while the benefits accruing to the project as a result of flat-water recreation and associated development are readily added to the justification of the project (becoming project 'needs').

"NPCA has argued many times previously, and reiterates it here, that no Corps dam project benefit/cost analysis can be considered accurate so long as the natural aesthetic and recreational values of an area which would be lost due to a project's construction are not counted on the cost side of the b/c analysis, just as 'recreational benefits' are ascribed to the creation of a reservoir and are counted as economic benefits in the analysis."

NPCA members who wish to express their views to Governor Carroll should write to:

Honorable Julian M. Carroll
Governor
State House
Frankfort, Kentucky 40601

NPCA has protested any plans to permit sport hunting in proposed Alaskan national parks. To firmly establish that we cannot support Department of the Interior recommendations for hunting in proposed national parks, NPCA President A.W. Smith recently directed the Association's policy to the attention of Secretary of the Interior Rogers

C.B. Morton, Assistant Secretary of the Interior Nathaniel P. Reed, National Park Service (NPS) Director Gary E. Everhardt, and Theodore R. Swem, Chairman of the NPS Alaska Planning Group.

Mr. Smith said that any special management provisions allowing hunting in Alaskan national parks would inevitably set a precedent for the entire National Park System. Where hunting is to be permitted, units should be set up as national recreation areas, not national parks. However, NPCA supports establishment of new national parks in Alaska, and there is no reason why they cannot be established without any hunting in them whatsoever. NPCA would make an exception for genuine subsistence hunting by natives.

Alaska game officials have proposed to conduct an aerial wolf hunt this spring in a game unit close to Mount McKinley National Park, according to reports received in February. The Alaska Department of Fish and Game says the proposed wolf hunt, in combination with closing the game unit to moose hunting, is designed to control depletion of the moose population south of the Tanana River.

Contending that such a plan for an aerial wolf hunt is "ill-conceived and unresponsive to the public interest in sound wildlife management," NPCA immediately urged Alaska Governor Jay Hammond to abandon the plan.

Because wolves can range over areas fifty miles in diameter, NPCA pointed out to the governor that the proposed hunt would threaten to destroy wolf packs that are part of the natural eco-

system in and around Mount McKinley National Park. Furthermore, studies have established that wolves around this park prey not only on moose, but on caribou and Dall sheep as well. Thus, a wolf control program could have far-reaching ecological impacts inside the national park.

Another consideration is that the "take" of moose by hunters is reportedly much higher than that of the wolves. Because wolves are known to kill weaker prey rather than animals at full strength, whereas hunters kill without this test, NPCA stated that the best management program would involve ending all hunting in the area and allowing the moose populations to recover naturally.

Pointing to research on wolves showing that their survival is highly dependent on the social order of the pack, NPCA cautioned that "aerial hunting will both terrify the animals and destroy individuals at random. This results in disruption of the pack hierarchy and can actually lead to suffering and death of wolves not accounted for by the planned hunt."

NPCA urged Governor Hammond to protect Alaskan wolf populations and the natural values of Mount McKinley National Park by assuring game policies that are consistent with the natural ecological patterns in Alaska.

NPCA thanks Melissa Mirchel of Gustavus Adolphus College in St. Peter, Minnesota, for assistance given to this Association during the month of January. In conjunction with the college's internship program, Melissa worked as a special assistant to Dr. Thomas Cobb, NPCA staff forester.



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THE GRIZZLY DEBATE

The grizzly bear, an awesome giant symbolic of the original American wilderness, is the first native animal proposed by the Fish and Wildlife Service (FWS) of the Interior Department for listing as "threatened" under the Endangered Species Act of 1973. Although conservationists welcomed the proposal, several parties have criticized the degree of protection to be afforded the species under the FWS proposal. The Council on Environmental Quality (CEQ) has questioned the legality of provisions in the proposal that would allow some sport hunting of grizzlies to continue.

The Interior Department published the proposal on January 2, after several months of urgent requests by conservation groups (including NPCA) for protection of the species. The department proposed to add the grizzly bear population of the lower forty-eight states to the "threatened" category after a sixty-day public comment period. This category denotes species that are not yet in imminent danger of extinction but are likely to become endangered within the foreseeable future.

Once an estimated 1.5 million grizzlies ranged over much of the western United States, but human "dominance" of the wilderness (habitat destruction) combined with antagonism toward the grizzly and the advent of the repeating rifle have resulted in reduction of the bear to a mere remnant population confined to three isolated ecosystems that include areas in Montana, Wyoming, and Idaho.

In the Selway-Bitterroot ecosystem, which includes approximately 1.5 million acres of national forest and wilderness land in Idaho and Montana, the FWS proposes to ban all killing of grizzly bears except in cases of self-defense. (The grizzly is already fully protected in Idaho.)

The Yellowstone ecosystem in Montana, Wyoming, and Idaho consists of some five million acres, almost half of which comprise Yellowstone National Park and Grand Teton National Park, where park status already affords protection to the grizzly. However, increasing human use of the

parks is exerting detrimental pressures on grizzly bears in this ecosystem; moreover, the grizzly's range also extends into several million acres of national forest lands on which the species has been hunted.

Last fall a coalition of conservation groups, organized by NPCA, urged the U.S. Forest Service and the Montana and Wyoming game departments to immediately halt all grizzly hunting in the Yellowstone ecosystem. However, hunting proceeded in the ecosystem in 1974 in both states with the exception of five Montana hunting districts immediately adjacent to Yellowstone National Park. Following the 1974 season, the state of Wyoming declared a two-year moratorium on hunting grizzlies.

The regulations for this ecosystem currently proposed by FWS would permit killing of grizzlies only in self-defense, or to prevent other serious threats to human safety or "significant depredations to lawfully present livestock." The latter phrase refers to the practice of grazing livestock on public lands, a privilege granted to private parties under permit from the U.S. Forest Service. Ranchers who consider that a bear is causing "significant harm" to their livestock could kill the grizzly first and file a report later. In a February communication to the Interior Department, details of which follow in this article, CEQ criticized this exception to the ban as placing the economic return to the affected private rancher above the public interest in the grizzly.

Sport hunting of grizzlies, under the proposal, could continue in Montana's Bob Marshall ecosystem, which includes Flathead National Forest, Bob Marshall Wilderness Area, and Mission Mountains Primitive Area. (Hunting is already prohibited in the part of this ecosystem that is within Glacier National Park, one of the last grizzly strongholds.) In the Bob Marshall ecosystem, no new federal regulations would be set by Interior; the federal government would rely on a new state-administered quota system developed by the Montana Department of Fish and Game.



Starting with the 1975 season Montana has regulated that the total number of grizzly bears to be removed from the Bob Marshall ecosystem annually cannot exceed twenty-five. This quota will include bears that are reported to the game commission as having been killed for any reason (safety, "nuisance," sport, etc.). The game commission will regulate the hunting "take" according to the number of bears killed from other causes. According to state officials, the annual quota of twenty-five was determined by averaging the number of grizzlies lost each year in the ecosystem from 1967 to 1973 and then subtracting four. The quota, of course, does not account for poaching. (When hunters report killing a grizzly bear, they must pay a trophy registration fee of approximately \$25.)

Despite the control problem evident in the fact that this ecosystem covers 3.5 million acres, a Montana game official told NPCA that any grizzly killing generates enough excitement to bring it to the attention of state authorities. According to Interior, however, control of poaching has presented a significant problem in working out regulations for grizzly protection. If the grizzly bear is listed under the Endangered Species Act, poaching will become a federal offense, and presumably federal agents will be involved in enforcement.

For the 1974 season, Montana officials say thirty-six bears were reported killed in the state, including six killed

due to depredation, safety, and other factors; sixteen killed by sport hunters in areas under state management; and fourteen killed due to all factors on the Flathead and Blackfeet Indian reservations, which do not come under Montana's jurisdiction.

The Montana game department says it is working hard to protect and study the grizzly. One official maintains that the population of the species in the ecosystem is either stable or on the rise, pointing to more frequent sightings of grizzlies and sightings in areas in which grizzlies had not been spotted in recent years to support this claim. Because of depleted available grizzly habitat, hunting is necessary, the game official says, to keep bears wary of humans and thus wary of entering in undesirable ways areas used by man.

CEQ, on the other hand, told the Interior Department that it believes allowance for sport hunting should be removed from the FWS proposal. At the same time the Council commended Interior for "taking its first steps in public implementation of the Endangered Species Act of 1973," on behalf of the grizzly, despite the highly controversial nature of this issue.

CEQ pointed out that the Endangered Species Act clearly establishes that the goal of regulations to be promulgated under the Act is to be the conservation and restoration of species to a nontreated or nonendangered status. The Act defines conservation as, "to use . . . all methods and procedures which are necessary to bring any

population status information on the grizzly is generally unavailable, and consequently the FWS director will reevaluate his position as new information becomes available.

Some reputable scientists say grizzly bear numbers are dwindling at an alarming rate—particularly in the Yellowstone ecosystem—and the grizzly could be close to extinction there. Various government and private estimates of grizzly population vary from 600 to 1,000 grizzlies remaining in the lower forty-eight states. State officials in Montana seem to think the grizzly is holding its own and federal intervention would not be beneficial, whereas the Interior Department has proposed to list these large carnivores for federal protection as a threatened species. CEQ has pointed out serious ways in which grizzlies are not protected under the Interior proposal. In reference to the latter, NPCA urges immediate maximum protection of the grizzly in the coterminous states as a threatened species under the Endangered Species Act, and supports further studies of the bear's status.

news notes

A new method of transporting petroleum in the Arctic has been developed at Stanford University Department of Petroleum Engineering. NPCA recently learned from one of the principal researchers, Professor Sullivan S. Marsden, Jr.

For transportation from the oil field to the refinery, petroleum has traditionally been separated into its two components—oil and gas—because of their distinctive physical properties. For instance, in the case of the Trans-Alaskan Pipeline current plans call for carrying the oil, because of its increasing viscosity with decreasing temperature, in a "hot oil line" while the gas is to be carried in a separate "cold gas line."

Such a dual pipeline system not only greatly increases the transportation cost (and thus the cost to the consumer), but also causes greater environmental degradation as a result of the necessity of either two separate pipeline corridors or a single, wider corridor to accommodate parallel lines.

Of even greater potential significance is the threat of extensive thawing of permafrost in the Arctic because of the inadequately insulated hot line. On the other hand, if the hot line is raised aboveground to avoid the permafrost, a barrier to migratory animals is created, the cost is greatly escalated, and the line becomes more susceptible to seismic disturbances.

The newly developed transport method, called the Cold Crude Oil-in-Methanol Dispersion Transportation System, requires that methanol be manufactured from the natural gas and that the crude oil be dispersed in the methanol through the applications of certain chemicals. Oil dispersed in the methanol in concentrations of 70 to 80 percent will readily flow in the pipeline at temperatures below 0°C with stability and adequate viscosity.

At the pipeline terminal the dispersion can be run directly into tankers for further transport if required (eliminating the need for Liquified Natural Gas tankers), or into the refinery where the methanol is readily removed by distillation, and where the chemicals permitting the dispersion create no known problems in refining of the crude oil.

Such a new system, if applied to the Trans-Alaskan Pipeline, could permit a totally buried pipeline with little potential threat to the permafrost, wildlife, or spectacular scenery of Alaska.

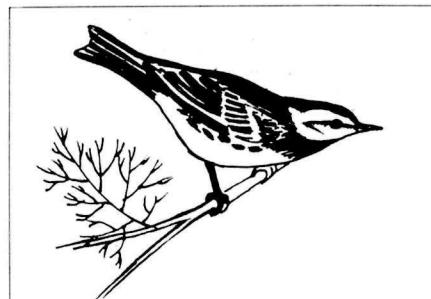
The golden-cheeked warbler's preference for mature Ashe juniper trees is so strong that this rare songbird is strictly confined to a relatively small area of central Texas, known as the Edwards Plateau, where the trees can be found. (See July 1973 Magazine.)

Somehow in the bird's evolutionary development it acquired the nest-building habit of using only long strips of bark from mature trees of that species. (Other local terms for Ashe juniper are Mexican, mountain, and blueberry cedar; dense stands are sometimes called cedar brakes.)

Stands of juniper suitable for the golden-cheeked warbler are being cleared at an alarming rate for agriculture and urbanization. Even though this songbird's population has stabilized in the past few years, its habitat requirements are so specific that it is feared the species' existence could

eventually be jeopardized. According to Warren Pulich, an authority on the golden-cheeked warbler, landowners should be urged to consider retaining habitat for the bird. With careful management, conserving some mature juniper would not conflict with other land uses and could even make land more valuable. Pulich believes that subsidy payments to landowners for set-aside acreage should be incorporated into agricultural programs.

The Texas Parks and Wildlife Department, in cooperation with Mr. Pulich, has undertaken a management plan for the golden-cheeked warbler at Meridian State Park, one of several parks providing habitat. Through a detailed study of the quantitative and qualitative factors relating to the bird's



requirements, it is hoped the project will show how to improve habitat for the birds and how cedar brakes now unsuitable as nesting sites might be manipulated to attract the species. Although the parks department has no plans to acquire more land specifically for protection of the golden-cheeked warbler, it recently acquired 2,000 acres of excellent warbler habitat.

The Soil Conservation Service (SCS) in Texas recently began to advise its field agents on giving technical assistance to landowners who wish to help the bird. This could involve suggestions on the best areas to clear, or on the use of different equipment. As another example, sometimes an area is cleared with a view to selling cedar oil or cedar posts. However, it has been discovered that the oil can be obtained from young cedar brakes as well as from mature trees; the young trees are not used by the warbler. SCS says many landowners have responded enthusiastically to helping the warbler.

If you would like more information about maintaining the golden-cheeked warbler's habitat, contact Mr. Edward E. Thomas, State Conservationist,

SCS, P.O. Box 648, Temple, Texas 76501. A descriptive pamphlet helpful in identifying this warbler and learning about its natural history can be obtained from Mr. David Riskin, Resource Management Section, Texas Parks and Wildlife Department, Austin, Texas 78701.

In a law case relating to damages to Redwood National Park as a result of destructive logging by timber companies on adjacent private lands, the Humboldt County Superior Court in California recently ruled that the state forester is required to prepare environmental impact reports on timber operations subject to state approval.

Food activists hope that April 17 will be a national day for action on the food crisis. "Food Day," under the auspices of the Center for Science in the Public Interest, has received a broad base of support from prominent nutritionists and legislators, as well as public interest, consumer, environmental, poverty, church, and world food organizations.

Food Day activities will center around three major themes: the severity of the world food shortage, rising food prices at home, and the declining quality of the American diet and its effects on public health. Food Day leaders are urging citizens across the country to organize or take part in such events as: teach-ins on college and high school campuses; pressure on city, state, and federal agencies to develop responsible food policies; urging that medical schools make nutrition a standard part of a doctor's education; plant-ins of urban gardens; church-organized fasts and fund drives; the development of high school and college nutrition curricula that address political and economic questions; the improvement of food stamp and school lunch programs; the creation of food co-ops and farmers markets; consumer rejection of non-nutritious, resource-squandering "junk foods"; and demanding that local TV stations broadcast good-nutrition spots instead of junk food advertising during children's shows.

Food Day national headquarters are located at 1785 Massachusetts Avenue, N.W., Room 206, Washington, D.C. 20036; telephone 202-462-8510.

conservation docket

Because the new 94th Congress has reorganized into various committees and subcommittees, it might be helpful to review committee memberships, particularly in consideration of the large turnover in membership and consequent reapportionment of assignments (in the House) to reflect the increased Democratic majority. The following discussion will concentrate on three Senate committees—Interior and Insular Affairs, Public Works, and Appropriations.

Senate Committee on Interior and Insular Affairs: This committee has four subcommittees that deal with matters of probable interest to NPCA members. Senator Henry M. Jackson (D-Wash.), as committee chairman, is a member of all subcommittees. The subcommittee membership breakdown follows. (Party affiliation and state are indicated only in each senator's first listing.)

1) Subcommittee on Parks and Recreation: J. Bennett Johnston, Jr. (D-La.) (chairman), Frank Church (D-Idaho), Floyd Haskell (D-Colo.), Richard Stone (D-Fla.), Dale Bumpers (D-Ark.), Clifford P. Hansen (R-Wyo.), Mark O. Hatfield (R-Ore.), and James A. McClure (R-Idaho).

2) Subcommittee on Environmental and Land Resources: Floyd Haskell (chairman), Frank Church, Lee Metcalf (D-Mont.), James Abourezk (D-S.Dak.), John Glenn (D-Ohio), Dale Bumpers, James McClure, Mark Hatfield, Clifford Hansen, and Dewey F. Bartlett (R-Oklahoma).

3) Subcommittee on Minerals, Materials, and Fuels: Lee Metcalf (chairman), J. Bennett Johnston, Jr., John Glenn, Richard Stone, Dale Bumpers, Paul J. Fannin (R-Ariz.), and Dewey Bartlett.

4) Subcommittee on Energy Research and Water Resources: Frank Church (chairman), James Abourezk, Floyd Haskell, John Glenn, Richard Stone, Dale Bumpers, Mark Hatfield, Clifford Hansen, and Paul Fannin.

Senate Committee on Public Works: Chairman Jennings Randolph (D-W.Va.) is a member of all subcommittees.

1) Subcommittee on Environmental Pollution: Edmund S. Muskie (D-Maine) (chairman), Joseph M. Montoya (D-N.Mex.), John C. Culver (D-Iowa), Robert Morgan (D-N.C.), Gary A. Hart (D-Colo.), James T. Stafford (R-Vt.), James McClure, and Pete V. Domenici (R-N.Mex.).

2) Subcommittee on Water Resources: Mike Gravel (D-Alaska) (chairman), Lloyd Bentsen (D-Tex.), Quentin N. Burdick (D-N.Dak.), John Culver, Robert Morgan, Gary Hart, Pete Domenici, James L. Buckley (Ind.-N.Y.), James Stafford, and James McClure.

3) Subcommittee on Transportation: Lloyd Bentsen (chairman), Joseph Montoya, Mike Gravel, Edmund Muskie, Quentin Burdick, John Culver, James Stafford, James Buckley, Pete Domenici, and James McClure.

Senate Committee on Appropriations: Chairman John L. McClellan (D-Ark.)

1) Subcommittee on Interior: Robert C. Byrd (D-W.Va.) (chairman), John L. McClellan, Gale W. McGee (D-Wyo.), Joseph M. Montoya, Daniel K. Inouye (D-Hawaii), Lawton Chiles (D-Fla.), Mike Mansfield (D-Mont.), Ernest F. Hollings (D-S.C.), Ted Stevens (R-Ala.), Milton R. Young (R-N.Dak.), Roman L. Hruska (R-Nebr.), Mark Hatfield, and Henry Bellmon (R-Okl.).

2) Subcommittee on Public Works:

John C. Stennis (D-Miss.) (chairman), Warren G. Magnuson (D-Wash.), Robert C. Byrd, John O. Pastore (D-Wash.), Gale McGee, Joseph Montoya, Ernest Hollings, J. Bennett Johnston, Jr., Walter Huddleston (D-Ky.), Mark Hatfield, Milton Young, Roman Hruska, Clifford P. Case (R-N.J.), Richard S. Schweiker (R-Pa.), and Henry Bellmon.

House Environmental Study Conference: In addition to the new makeup of the legislative committees in the 94th Congress, the recent formation of an Environmental Study Conference by a small bipartisan group of members of the House of Representatives could provide a much-needed means for dissemination of information on environmental issues involving legislation—an activity from which many national environmental groups are precluded by internal revenue laws.

At present, the twelve-member study conference includes Representatives John Dingell (D-Mich.), Gilbert Gude (R-Md.), Ken Hechler (D-W.Va.), H. John Heinz (R-Pa.), Richard L. Ottinger (D-N.Y.), Larry Pressler (R-S.Dak.), Henry S. Reuss (D-Wis.), Alan Steelman (R-Tex.), Guy Vander Jagt (R-Mich.), Charles Vanik (D-Ohio), Silvio O. Conte (R-Mass.), and Timothy E. Wirth (D-Colo.).

Legislation introduced in the 94th Congress that may interest NPCA

A CITIZEN'S VOICE IN GOVERNMENT

Organizations like the National Parks and Conservation Association, which enjoy special privileges of tax exemption, may not advocate or oppose legislation to any substantial extent.

Individual citizens of a democracy, however, enjoy the right and share the responsibility of participating in the legislative process. One of the ways citizens of a democracy can take part in their government at state and federal levels is by keeping in touch with their representatives in the legislature; by writing, telegraphing, or telephoning their views; by visiting and talking with their representatives in the national capital or in the home town between sessions. Every American has two senators and one congressman with whom he may keep in contact in this manner.

The best source of information for such purposes is the official CONGRESSIONAL DIRECTORY, which can be bought through the Government Printing Office, Washington, D.C. 20402. It tells you who your senators and congressmen are and lists the membership of the various congressional committees. It also gives full information on the personnel of the various executive bureaus of the government whom one may contact about administrative programs and policies.

The CONGRESSIONAL DIRECTORY for the First Session of the 94th Congress is available in three editions, prices of which include postage: bound in hard cover, \$8.50; paperback, \$6.40; and thumb-indexed, \$12.35.

members Unless otherwise noted, these bills have been referred to the Senate and/or House Interior committees. Senators and Congressmen introducing bills are indicated at the end of each item.

Desert Pupfish: (S 70) To authorize establishment of the Desert Pupfish National Monument in California. Sen. Cranston (D-Calif.) and Tunney (D-Calif.).

Great Salt Lake: (S 25) To provide for the establishment of the Great Salt Lake National Monument in Utah. Sen. Moss (D-Utah).

Fossil Beds: (S 224) To provide for the establishment of the Hagerman Fossil Beds National Monument in Idaho. Sen. McClure (R-Idaho).

Assateague Island: (S 82 and HR 241)

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To repeal the provision in the Act establishing the Assateague Island National Seashore, Maryland and Virginia, that required an island-long road and 600 acres of commercial development. Sen. Mathias (R-Md.) and Beall (R-Md.), and Rep. Downing (D-Va.).

Hells Canyon: (S 322 and HR 30) To establish the Hells Canyon National Recreation Area in Oregon, Idaho, and Washington. Sen. Church (D-Idaho), McClure (R-Idaho), Hatfield (R-Ore.) and Packwood (R-Ore.), and by Rep. Ullman (D-Wash.) and Taylor (D-N.C.) with twenty cosponsors.

Indiana Dunes: (HR 789) To provide for expansion of the Indiana Dunes National Lakeshore. Rep. O'Brien (R-Ill.).

New River: (HR 783 and HR 1689)

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To prevent the construction of a dam on the New River. Rep. Neal (D-N.C.) and Hechler (D-W.Va.). Referred to Interstate and Foreign Commerce Committee. Also: (HR 780, HR 1687, and S 158) To designate a segment of the New River in North Carolina and Virginia as a potential component of the Wild and Scenic Rivers System. Rep. Neal and Hechler and Sen. Helms (R-N.C.).

Alaskan Lands: (HR 2063) To designate certain public lands and waters in Alaska for national conservation purposes to be administered as units of the National Park System, National Wildlife Refuge System, National Wild and Scenic Rivers System, and the National Forest System. Rep. Udall (D-Ariz.).

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Continued from page 2

The agreement between the Dade County Port Authority (Miami), the State of Florida, and the federal government to move the jetport project has just been renewed. It continues an obligation on the part of the Authority to cooperate in finding a new location for the existing training strip. Some conservationists opposed renewal on the ground that the Authority had not cooperated, urging the full use of federal power to eliminate the strip and transfer operations elsewhere. The Coalitions confirmed their position at the meeting that the training strip has to go.

THE DISCUSSION at the meeting turned mainly around how best to get this issue finally settled. The Secretary outlined the possibility of legislation authorizing a new airport northwest of Miami to which training operations would be transferred, with possible expansion later. People at the meeting pointed to the high expense of this approach and the declining volume of air travel generally, particularly in Florida. It might be advantageous for all concerned if the government were to buy up the strip and move training to the Homestead Airport, run by the Army. The important thing is to get the strip out of Big Cypress, one way or another, as quickly as possible, with continuing guarantees against future development.

The other topic discussed was implementing the Big Cypress National Preserve project. Florida has promised to contribute \$40 million to supplement the \$116 million authorized by Congress for land acquisition. This contribution will provide funding for the first year or two, but federal financing will be involved in the U.S. budget for fiscal 1977.

The preparation of this budget is beginning in the various federal agencies now. Environmentalists will be following these preparations in the Executive Branch during 1975 and on invitation, if need be, will testify on the subject in the spring of 1976. The authorized acquisitions of land should move forward as rapidly as possible to save public money in the face of rising costs of land.

ALL OF THIS is a good example of how the NPCA works on the great national conservation issues. Had we not helped to bring the conservation and labor organizations together, beginning six years ago on the national level, the jetport would have been built. Moreover, the water supplies from the Conservation Areas, down the big canals northeast of the Park, would have been diverted to urban uses. And the chance would have been lost to save Big Cypress from draining and filling. The fabulous subtropical plant and animal life of Everglades National Park, for which this Association has a primary responsibility, would have been gravely endangered, and the compa-

rable life in the Conservation Areas and Big Cypress as well.

We have been reporting to our members, of course, from time to time over the years in the Magazine on these issues. But I thought the recent meeting of the Coalitions might provide the occasion to sum it all up and point out what needs to be done.

THE THING TO do at the moment would be for you to write to the President, the Secretary of the Interior, and the Assistant Secretary of the Interior urging that the federal government take action to get the training strip removed from the Big Cypress. If enough people want this done, it will be done, one way or another, and the method is not all that important.

The other thing you can do is to help the NPCA as much as you can. Work of this kind cannot be accomplished without organization. It also needs magazines like *National Parks & Conservation Magazine*. The NPCA can do this kind of work because it is independent, based financially on its loyal members all over the country and abroad.

WE NEED YOUR DUES and contributions to keep going. The most important thing you could do would be to help us get new members. This issue contains an envelope for sending in a gift membership. Or perhaps you have friends who can pay their own way if you show them the importance of our work. You could use the envelope that way too.

But mainly, I would like to make the point that a member of NPCA is really a member, not merely a magazine reader. And we need your active participation in writing letters, and also in getting new members if we are to succeed.

—Anthony Wayne Smith

WE NEED YOUR HELP!

If you agree that the training strip should be moved out of Big Cypress, you may write to the following to express your views:

The President, Gerald R. Ford, The White House, Washington, D.C. 20500.

The Secretary of Transportation, William T. Colman, Washington, D.C. 20590.

The Secretary of the Interior, Rogers C. B. Morton, and the Assistant Secretary of the Interior for Fish and Wildlife and Parks, Nathaniel P. Reed, Washington, D.C. 20240.

And then, please go to work and get one new member for NPCA, using the envelope in this issue.

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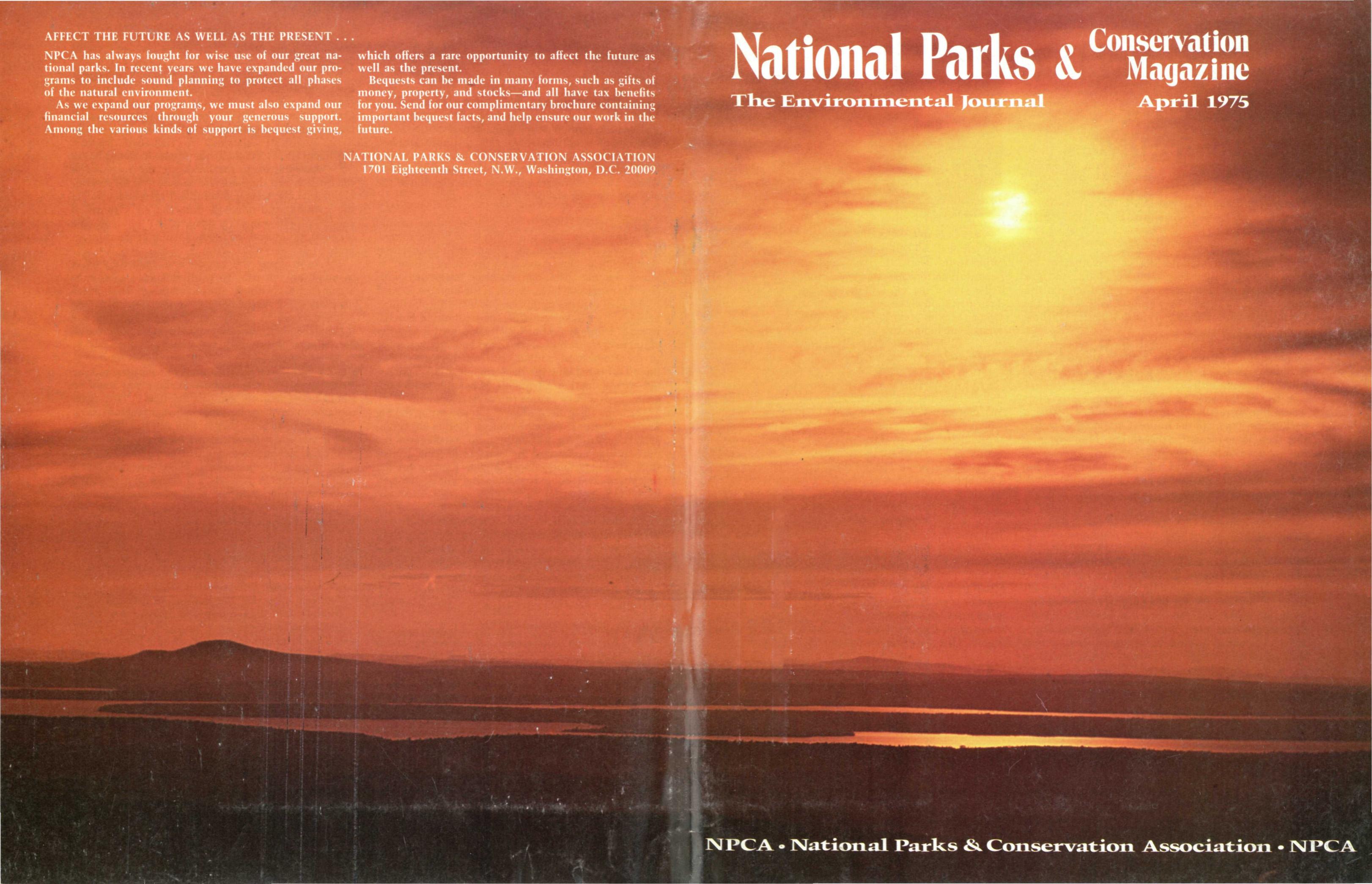
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The Environmental Journal

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