

the request of a Party, and in cases of urgency may be undertaken through telephonic or other rapid means of communication. Consultations shall be carried out in light of the Parties' laws, regulations, and administrative practices regarding weather modification.

#### Article 6

The Parties recognize that extreme emergencies, such as forest fires, may require immediate commencement by one of them of weather modification activities of mutual interest notwithstanding the lack of sufficient time for prior notification pursuant to Article 4, or for consultation pursuant to Article 5. In such cases, the Party commencing such activities, shall notify and fully in-

form the other Party as soon as practicable, and shall promptly enter into consultation at the request of the other Party.

#### Article 7

Nothing herein relates to, or shall be construed, to affect the question of responsibility or liability for weather modification activities or to imply the existence of any generally applicable rule of international law.

#### Article 8

Each Party shall conduct an annual review of this Agreement while it remains in force, and shall inform the other of its views re-

garding the Agreement's operation and effectiveness and the desirability of its amendment to reflect the evolution of the science and technology of weather modification and of international law. The Parties shall meet periodically, by mutual agreement, or at the request of either, to review the implementation of this Agreement or to consider other issues related to weather modification.

#### Article 9

The date of entry into force of this Agreement shall be the date of signature by the duly authorized representatives of the Parties. This Agreement may be terminated by either Party upon six months written notice to the other.

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## BOOK NOTES

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### Environmental Impact Assessment:

**Principles and Procedures.** By the SCOPE Workshop on Impact Studies in the Environment (WISE). Edited by R. E. Munn. Scientific Committee on Problems of the Environment: Paris 1975. Pp. 160. \$ 4.50. The Scientific Committee on Problems of the Environment (SCOPE)

was established in 1969 by the International Council of Scientific Unions. In early 1974 SCOPE held a multidisciplinary Workshop on Impact Studies in the Environment at Victoria Harbour, Canada, which eventually resulted in the present study of environmental impact assessment.

The goal of impact assessment is seen to be not the preparation of a scientific treatise, but the provision of alternative environmental management strategies for the decisionmaker. Highly detailed recommendations are offered to guide the process of environmental impact assessment and to encourage training of specialists and research toward more effective assessment methods. One crucial factor recognized is the input of environmental considerations at an early stage in decisionmaking, in parallel with economic and engineering assessments.

The book's substantive chapters detail suggested administrative procedures, the functions of environmental impact assessment, available methodologies and the use of environmental modeling techniques. The chapter on administrative procedures carefully analyzes the process of decisionmaking

and seeks in general terms to show where and how environmental impact assessment should be carried out within that process. The chapter entitled "What should an environmental impact assessment do?" briefly describes the sorts of questions to be answered and lists the potential impacts to be considered.

The core of SCOPE's work, however, is to be found in the chapters on methodology and on modeling techniques. All is presented with the clear intention of making the alternative approaches known and available to a broad, international audience of decisionmakers and persons directly responsible for preparing impact assessments. Three specific methodologies are described in detail and their usefulness assessed. A set of guidelines is provided for determining whether and how to make use of computer modeling techniques.

There are also several interesting appendices, with brief outlines of existing or proposed environmental impact assessment procedures in the US, Spain and Canada (Apps. 2, 3 and 4), as well as short descriptions of methodological approaches to environmental impact assessment drawn from a variety of published materials (App. 6). In general, this fifth work in the series of SCOPE publications should be a very useful source of ideas, not only for the preparer of environmental impact assessments, but also for the legislator or administrator interested in assessing the value of the assessment procedure itself.

**Shoreline for the Public.** By Dennis W. Ducsik. MIT Press: Cambridge, Massachusetts. 1974. Pp. xiv, 257. \$ 12.50. Subtitled "A Handbook of Social, Economic, and Legal Considerations Regarding Public Recreational Use of the Nation's Coastal Shoreline", this book offers a thorough and thoughtful analysis of the problems involved in coastal land management in the context of United States law and tradition. The author strongly criticizes past social and economic policies, which have consistently underrepresented the value of open spaces and the public need for recreational facilities. He goes on to study the legal tools which might be employed to implement new, more public-oriented policies.

The author analyzes American law regarding rights to the seashore, particularly certain common law principles which have been relied upon by courts to guarantee the public certain rights of access and use. He proceeds to discuss the law relevant to formal acquisition of coastal land for public use as well as the means of governmental regulation, by police power and land-use controls.

Ducsik, however, does not settle for simply advocating theoretical legal solutions. In his concluding chapter he looks beyond legal formalities to more basic issues which will determine the effectiveness of coastal resource management programs. The author calls for "new modes of collective action" with respect to "the interfaces between government and public values, and between different levels and branches within government itself". His carefully considered arguments are worth the attention of all persons with

responsibility in this important field, whether or not their law closely resembles that of the United States.

**International Environment Programmes: Programmes internationaux pour l'environnement: Internationale Umweltprogramm.** Edited by W. E. Burhenne. Volumes A 22 and A 30 in the series, **Beiträge zur Umweltgestaltung.** Erich Schmidt Verlag: West Berlin. 1974, 1975. Pp. 274, 496. The *Beiträge zur Umweltgestaltung* are a series of nearly 50 monographs and compilations of materials on aspects of environmental policy. They are published with the help of the Fund for Environmental Studies with the goal of making scholarly and documentary material more widely available. Most items in the series are published in German, but a substantial number, including those being reviewed, are tri-lingual editions, in English, French and German.

The two volumes of International Environment Programmes are a collection of official documents, many of which are widely referred to but seldom read, from the years 1972 to 1974. Included, among other items, are resolutions relevant to the environment adopted by the 27th and 28th sessions of the UN General Assembly as well as certain important documents from the General Assembly's 6th special session including its "Declaration on the Establishment of a New International Economic Order". Also included are the decisions of the first and second sessions of the Governing Council of the UN Environment Programme.

Further contents of these volumes are major environmental resolutions, communiqués and reports adopted by UNESCO, the European Communities, the senior environmental advisors to the Economic Commission for Europe, the International Parliamentary Conferences on the Environment and an inter-parliamentary conference on control of pollution of the Mediterranean.

It should prove useful to make these official documents, normally hidden away on musty library shelves, available in a moderately-priced handbook form. It is to be hoped that a broader availability of these solemn decisions of international organizations will provide encouragement to administrators and citizens to increase the pressure on national and local authorities to give concrete meaning to their international commitments.

**A Summary of Town and Country Planning Law and the Law of Compulsory Purchase and Compensation.** By A. J. Lomnicki. B. T. Batsford, Ltd.: London. 1973. Pp xix, 136. £ 3.50. This handbook on the British law of land-use planning and compulsory purchase is designed as a study aid for law and planning students and as a "quick reference book" for the practitioner. By its clear and well-organized treatment of its subjects it performs its purpose well, and also offers a brief and straight-forward introduction to this important area of British law for those experienced in other legal systems.

**Streets for People.** By the Organisation for Economic Co-operation and Development. OECD Publications: Paris. 1974. Pp. 126. \$ 7.00. This is a very interesting and attractively arranged book describing various cities' efforts to develop pedestrian zones in their densely-used central areas. Following initial chapters detailing techniques, strategies and practical experience, the succeeding chapters describe efforts to establish auto-free or auto-restricted districts in the cities of Austria, Germany, Sweden, Denmark, England, France, the Netherlands and Canada.

The obvious virtues of limiting motorized traffic in central cities have long been recognized: the relief of congested traffic, the conservation of fuel, the reduction of the pace and scale of activity to a more human level, the opportunity to create a pleasant, park-like atmosphere at the heart of the citizens' daily environment. The success of pedestrian zones in achieving these aesthetic and psychological benefits is well documented in these chapters and in the accompanying photographic examples of what has been achieved.

Often, however, the benefits of limiting motorized traffic have been outweighed in the decisionmaking of local authorities by the fear of economic dislocation and disadvantage to local mercantile interests. The most valuable lesson of the experience related in *Streets for People* is that this fear is unfounded. The decline of business due to loss of direct automobile access has in most cases been more than outweighed by the vastly increased number of potential customers passing at a walking pace directly by the merchant's door and by the secure

and pleasant local atmosphere which makes shopping in a pedestrian zone an enjoyable and social experience. In fact, the pedestrian zone may prove an effective weapon in the effort of central city merchants to retain their customers in the face of competition from suburban shopping centers.

**Ecotopia.** By Ernest Callenbach. Banyan Tree Books: Berkeley, California. 1975. Pp. 167. \$ 2.75. This is a novel, not the usual genre for review in a journal of environmental policy. But this novel is an exception, for its theme is specifically the choice of environmental policy as carried through to its ultimate implications. The setting is a society imagined to have developed in the American Pacific Coast States of Washington, Oregon and northern California after a militantly environmentalist leadership has engineered their secession in the year 1980 from the United States. The point of view is that of a newspaper reporter from New York, in the still-polluted United States, who is privileged to visit the new and now unpolluted country of Ecotopia, 20 years after its independence.

In an age when we tend to expect future reality to be portrayed in the anti-utopian terms of Orwell's *1984* or Aldous Huxley's *Brave New World* or in the even more apocalyptic terms of "futurists" such as Alvin Toffler or Paul Ehrlich, it is refreshing to find someone describing a future society in which men and women can live humanely in harmony with their natural environment. Although *Ecotopia* makes interesting reading, I doubt that the book will become a classic; but I will leave analysis of the novel's plot and character development to the literary experts. Rather I would emphasize that the author has, in a thorough fashion, imagined an ecologically sound and manageable steady-state society, without having to make any assumptions of societal or economic change which are technically impossible. Callenbach suggests convincingly that, at least for the advanced industrial countries, the ultimate determinant of environmental quality will be one of social will—whether societies will be capable of adjusting their styles of life and patterns of consumption to the necessities of a world of scarce resources.

**Yerba Buena: Land Grab and Community Resistance in San Francisco.** By Chester W. Hartman. Glide Publications: San Francisco. 1974. Pp. 233. \$ 4.95. This work is a chronological study of a highly controversial urban renewal project, which began in 1954 as one businessman's dream of a downtown convention, sports and business center and gradually began to take a shape very similar to that dream. Then, in the late 1960's, local opposition led to a series of court battles which continue to prevent construction of the project, although the area has long since been laid waste by demolition crews. The fundamental conflict has been one between commercial interests in creating a new face for a dilapidated central city area and the interests of low-income local residents in preserving the life of their neighborhood.

The story is one of governmental insensitivity to the interests of the "little guy", but one in which the little guys succeeded, through a fortunate combination of hardworking and able attorneys and a conscientious and independent judge, in preventing the urban renewal process from rolling over them completely. Their victory, so far, has been no more than their government's agreement to build replacement housing for those whose more or less dilapidated hotel residences were torn down to make way for redevelopment. This may seem only a government's minimal responsibility, but in fact the construction of housing in the United States has been largely a matter for the private sector, and highly-touted urban renewal programs generally have destroyed more housing units than they have created.

Hartman provides a blow-by-blow account of the hard-fought struggle to protect a neighborhood from urban renewal's steamroller. In the American

muckraking tradition, his account is highly critical of the local power structure, but he sees a ray of light at the end of the trail. In the author's words, "the experience in [this case] demonstrates that through organized resistance and the political power that arises from a firm, united stance, communities being decimated by 'public action' are capable of at least delaying and interfering with this process until concessions are granted".

**Weather Modification in the Public Interest.** By Robert G. Fleagle, James A. Crutchfield, Ralph W. Johnson and Mohamed F. Abdo. University of Washington Press and the American Meteorological Society. 1974. Pp. VIII, 88. \$ 5.95. This short book is a report on the state of research, policy and practice in the field of weather modification in the United States. It is a thorough study of administrative and legal arrangements in this young but growing field.

The report includes a brief account of the legal framework for weather modification in the United States. The authors note that federal statutes are limited to the encouragement of research, and that state laws vary drastically, from strict to non-existent licensing procedures and with rules of absolute or expressly normal liability for incidental injuries. They criticize the present legal rules of liability with respect to cloud-seeding operations as inadequate in view of the injured party's inability to prove a cause-effect relationship.

The authors offer many suggestions for the better management of weather modification activities, but their recurring theme is that "weather modification has so far been left to develop without explicit consideration of society's needs and values". They describe decisions of differing authori-

ties, based on unrelated or contradictory goals, without overall planning or coordination. They call for more thorough technology assessment and study of policy alternatives. As with many environmental issues, the authors note the difficulty of making economic evaluations, especially with respect to the measurement of externalities—the side effects of weather modification, such as flood damage resulting from cloud-seeding for the relief of drought. They conclude that a single lead agency should be given primary responsibility for the coordination of weather modification research, policy and implementation at the federal level—in the public interest.

**Environmental Impact Statement.** By Kaiman Lee. Environmental Design & Research Center: Boston, Massachusetts. 1974. Pp. 254. \$ 52.00. This nicely bound work is intended as a reference manual for architects and planners to use in responding to the requirement of preparing environmental impact statements under the US National Environmental Policy Act and under similar state laws.

The bulk of the book consists of a variety of appendices, mostly composed of reprinted government documents. The author's 100-page text analyzes the procedure and content for impact statements, but its organization is somewhat confusing and the analysis sketchy on certain important points. For example, in discussing the requirement that EIS's be prepared for "Major federal actions significantly affecting the environment", the author makes no reference to the important legal developments defining this "threshold requirement." In addition, the book's careless editing and lack of citations cannot help but cast doubt on its reliability. Still, this work may be useful to an architect or planner seeking an introductory overview of environmental impact requirements.

### Information for Contributors

The Editors welcome responses to articles published in *Environmental Policy and Law*, whether in the form of letters to the editor, brief critical comments, or full-fledged articles presenting contrasting points of view. Likewise, comments or analyses on other subjects within the range of environmental law, policy and administration are most welcome. Particularly of interest are comments or analyses of recent environmental developments, whether at international, national or local levels and whether concerning governmental or nongovernmental organizations. Articles are selected for publication on the basis of the importance of their subject matter and the competence of its presentation.

Lengthy manuscripts may be split for publication in two or more successive issues. Footnotes should be kept to a minimum and placed at the end of the text. Articles are published in English or French. Publication of manuscripts in other languages depends upon availability of translation services.