

BOOK REVIEWS

The Green State: Rethinking Democracy and Sovereignty. Robyn Eckersley. 2004. The MIT Press, Cambridge, MA. 347 pp. \$25 paperback.

Reviewed by David M. Chamberlain, Independent Scholar, PO Box 56, Kearsarge, NH 03847

Green political theorists often express deeply antagonistic attitudes toward the modern nation-state. The nation-state is denounced by many such thinkers for contributing to ecological destruction through the encouragement of unsustainable economic growth and the facilitation of natural resource extraction, among other practices. Another frequent criticism is that the finite territorial sovereignty of nation-states renders them inadequate to deal with environmental problems that are inherently transnational in scope. While recognizing the legitimacy of such critiques, Robyn Eckersley comes to the defense of the beleaguered nation-state in her provocative new work, *The Green State: Rethinking Democracy and Sovereignty*. Throughout its pages, Eckersley argues that because the nation-state is still the primary locus of social and political power in the world, the most realistic and effective strategy for addressing environmental problems is to work toward transforming individual states into greener institutions, rather than seeking elusive supranational solutions.

Before laying out her vision of what a green state might look like, Eckersley spends the first half of her book exploring the question of whether the creation of green states is even possible within the existing global system. Eckersley acknowledges three major arguments against the emergence of green states but concludes that two of those arguments are undermined by promising trends or developments. The realist school of international affairs offers the first argument against the formation of green states. The realists argue that because the world system is essentially Hobbesian (meaning that states are engaged in a constant competition with one another for power and prestige), nation-states will always privilege security and economic matters over ecological considerations. Eckersley, however, believes that this perspective is too pessimistic, for if states were indeed locked in such a struggle then it would be difficult to account for the many extant multilateral treaties and declarations that address environmental concerns.

A strikingly different doubt about the feasibility of constructing green states comes from theorists who believe that nation-states around the world are in a moribund condition. These theorists argue that the trend toward privatization and deregulation has deprived nation-states of their traditional functions, weakening them to the point where their *raison d'être* has been reduced to promoting limitless economic growth, a goal fundamentally at odds with green aspirations. Despite these trends, Eckersley believes that states still have the opportunity to assert considerable control over the pace and character of economic development and should do so by steering industry toward “greener growth.”

The most significant challenge to the creation of green states comes from theorists who believe that the liberal democratic state, the principal model of governance in the world today, is incapable of greening itself. This intellectual critique has two distinct aspects, the first of which argues that the highly centralized bureaucracy of liberal democratic states makes them too unwieldy and rigid to deal with complex and fluid environmental problems. The second and more controversial charge leveled against liberal democracies is that the ideological underpinnings of liberalism itself—limited government, *laissez-faire* economics, and individualism—are incompatible with the communitarian demands of green states.¹ Although Eckersley is hopeful that the administrative shortcomings of liberal democratic states can be addressed through such measures as community environmental monitoring, she is far less sanguine about the prospects of reconciling traditional liberal values with environmentalism. Although Eckersley explicitly and forcefully rejects the creation of authoritarian environmental states, she also concludes that green states will necessarily be post-liberal states.

Eckersley discusses the major features of her vision of the green state (or, as she calls it, an “ecological democracy”) in the second half of the book. According to the author, an ecological democracy must be predicated on the idea that all beings potentially affected by risk should “be represented in the making of policies or decisions that generate the risk” (p. 111). In short, Eckersley makes the case that a green state must expand its concept of inclusiveness to include non-human species, a radical departure from traditional liberal theory, which holds that only rational actors are worthy of moral consideration. The author also makes the suggestion that nations should “constitutionally entrench” a precautionary principle that would prevent “lack of full scientific certainty from postponing cost-effective measures to prevent ecological degradation” (p. 135).

While Eckersley's goals are laudable, they strike me as quixotic and unlikely to meet with much practical success, at least in the United States. The federal judiciary in the US has taken a decidedly conservative turn in recent decades, and the courts would be, in all likelihood, unwilling to read into the Constitution the right of other species to participate, even by proxy, in legislative deliberations.² Even less likely, given the difficulties inherent in the amendment process, is the addition of a precautionary principle to the Constitution.

In addition to her belief that these legal or constitutional changes must be implemented, Eckersley is convinced that they must be accompanied by a shift in the way nation-states relate to and engage with one another on the world stage. Traditionally, nation-states, drawing on the classical republican notion of "belongingness," have made decisions based on how those decisions would affect members of their own restricted political community. Many environmentalists, however, argue that a cosmopolitan outlook based on the principle of "affectedness" should be used as a vehicle to construct a binding, global environmental law. Eckersley believes that the latter is unrealistic given the persistence of nationalism and the entrenched view that nations have absolute sovereignty within their own borders. Thus, she argues the increased use of and commitment to multilateral treaties and declarations offer a *via media* between the positions outlined above, providing a way to gradually promote the ideal of "affectedness" without offending the nationalistic sensibilities of citizens of individual states. This proposal strikes me as a useful practical strategy for finding solutions to transnational environmental problems. It would, I believe, prove to be far easier to swallow than a system of global environmental law in the United States, which remains suspicious of and at times hostile to binding international treaties that appear to limit American autonomy. And while Eckersley is right to point out the shortcomings of the classical republican notion of absolute state autonomy and its narrow conception of citizenship, I believe that she misses an opportunity to demonstrate how classical republicanism's emphasis on the virtues of simplicity and frugality could be used by environmental activists to promote a new form of environmental patriotism, especially in the United States.

The Green State: Rethinking Democracy and Sovereignty is an ambitious, original, and, at times, frustratingly erudite piece. I suspect that its intellectual sophistication will prove to be challenging for most readers, as it was for me, but its complexity never exceeds the value this work has for environmentalists concerned with transforming the current

political landscape. Its great strength lies in its call for the environmental movement to reconsider its attachment to strategies that rely on global organizations, rather than nation-states, for solutions to worldwide environmental degradation. While many of her proposals seem as profoundly unrealistic as those that she criticizes, Eckersley's book is, nevertheless, an important contribution to green political theory, and anyone interested in the topic should reflect on its contents.

Notes

1. For an overview of the literature addressing liberalism's problematic relationship with strong forms of environmentalism, please see Andrew Dobson, 2000, *Green Political Thought*, Routledge, London.
2. This trend is discussed in James Gustave Speth, 2004, *Red Sky at Morning: America and the Crisis of the Global Environment*, Yale University Press, New Haven, CT.

Collaborative Environmental Management: What Roles for Government? T. M. Koontz, T. A. Steelman, J. Carmin, K. S. Korfmacher, C. Moseley, and C. W. Thomas. 2004. RFF Press, Washington, DC. 200 pp. \$50 cloth, \$23.95 paperback.

Reviewed by Kristan Cockerill, Assistant Director for Research, Sustainable Development Program, Appalachian State University, ASU Box 32080, Boone, NC 28608-2080

The concepts and practices surrounding institutionalized public participation in the United States have evolved over the past six decades, resulting in increased attention toward collaboration. Koontz et al. open their book with a thorough, but succinct, review of this evolution, providing excellent context for this book's focus on the role that government plays in collaborative natural resource management. Following the introductory chapter, the authors document six case studies organized around government roles as follower, encourager, and leader in collaborative activities. This is an effective organizing principle that provides the reader with valuable insight into the direct and indirect roles that government plays in any environmental management effort. The case studies are geographically diverse and cover both land and water management projects. The cases highlighting government as follower and as leader document details of specific collaborative processes, while the two cases featuring government as an encourager place

more emphasis on how to establish a collaborative process. The case studies include efforts that were largely successful, as well as those that did not achieve their goals. A summary chapter provides a solid overview, with helpful tables documenting the governmental roles of actor and institution in the case studies. The final chapter offers a thoughtful discussion about what role government might play in collaborative efforts in light of the findings from the research presented. The authors describe the limitations of the present work and provide ample ideas for future research to better understand the dynamics inherent in collaboration. They also provide citations to allow the reader to review research that is critical of the collaborative approach.

Although the preface indicates that the authors are reaching out to a multi-faceted audience (policy makers, researchers, teachers), the book maintains a distinctly “research” feel. It is well written, however, and therefore quite accessible to decision makers who are encouraged to consult this work before embarking on a collaborative effort. While clearly written, the book’s structure reflects its multi-authored nature. The preface and the introduction state that key variables for the case studies are government’s role in defining the issue, providing or enabling resources, establishing a group structure and decision-making process, and determining outcomes from the projects. As noted, the summary chapter provides a good overview of these aspects for each case study. The actual case study chapters, however, are not consistently structured along these lines. Each chapter has widely disparate subheads and covers the key variables to differing depths. This makes the text a bit cumbersome for use in the classroom.

An appendix gives methodological information on how data for each case study were gathered. This background is important and helpful to teachers and researchers. In the main text, however, it is sometimes difficult to tell whether a conclusion is an author’s interpretation or the actual results from interviews/surveys with participants. In several places this ambiguity left me sensing a negative bias toward government participants. For example, in discussing a project that federal agencies cancelled, the authors state, “Ultimately the project did not fit well with the institutional norms of the Forest Service, which favored projects that could be done with segmented staff and budgets, emphasized routine over creativity, could show concrete, measurable progress, and could be easily supported up the chain of command.” The tone and language implies that this is author criticism rather than the official message from the Forest Service. If my reading of this passage is

accurate, then it begs the question whether the Forest Service personnel would agree with this assessment of their rationale for halting the project.

The authors provide ample citations to allow readers to delve deeper into these case studies, which is beneficial because several cases left me wanting more detailed information. For example, the authors conclude that focusing on science as a way to reduce conflict precluded positive collaboration in one case. A key issue was that citizen committee recommendations for funding research projects were not heeded. As I read, I wondered whether all participants worked together to establish criteria by which proposals would be judged. Were the citizen participants trained to evaluate sound science proposals? Was the citizen committee informed as to why their proposal did not pass scientific muster? This case, in particular, piqued my interest because in my experience, having a science focus does not inherently mean collaboration will fail. It does, however, require significant attention to participant education—both for scientists and for non-scientists to learn to communicate with each other.

Minor criticisms aside, this book fills an important niche in the literature by providing insight into the roles that governmental actors and institutions play in environmental management. By covering a diverse array of projects, the authors suggest a crucial lesson, which is that collaboration is a complex process whereby numerous variables are at play in determining how effective any specific project will be. It is therefore quite beneficial to have these cases documented so that other investigators can continue to learn about collaboration as a management method.

Strategic Environmental Assessment in Action. Riki Therivel. 2004. Earthscan/James & James, London. 288 pp. \$110 hardcover, \$39.95 paperback.

Reviewed by Harold M. Draper, Tennessee Valley Authority, 400 West Summit Hill Dr., Knoxville, TN 37902

Environmental impact assessment (EIA) of policies, plans, and programs is required by the National Environmental Policy Act (NEPA) and implementing regulations, but it is not recognized as a specialty subset of NEPA practice by any specific guidelines. NEPA practitioners in the United States call it “programmatic review.” Programmatic docu-

ments are recognized by the US Environmental Protection Agency (USEPA) in the weekly list of Environmental Impact Statements (EISs) received, published in the *Federal Register* on Fridays.

Other EIA systems elsewhere in the world have recognized that this type of impact assessment is different in scope, level of detail, and general outlook when compared to assessment of specific projects. Elsewhere, programmatic impact assessment is called Strategic Environmental Assessment, or SEA. The need for specific guidance in programmatic reviews was recognized in the *NEPA Task Force Report to the Council on Environmental Quality on Modernizing NEPA Implementation* (September 2003), and an interagency work group has been established to develop specific programmatic guidance.

This book provides a good synthesis of the growing international experience with programmatic impact assessment. Following introductory concepts on SEA and sustainability, the book serves as guidance and provides suggestions for steps to take in conducting an SEA review. The first three chapters focus on defining strategic actions and the advantages of SEA. The number and types of strategic actions that are subject to impact assessment requirements are broad, depending on the specific legislative requirements of the country in question. These can include, but are not limited to:

- economic policies, including different planning and budgeting strategies;
- development and land use plans;
- sectoral plans for such areas as agriculture, transport, and waste;
- resource management plans for such natural resources as coastlines, forests, and water; and
- social plans for employment development and international aid.

To this list I would add new rules and regulations, general and regional permits, trade agreements, and new technology introduction. Even if there are no specific legislative requirements, controversial projects—whether undertaken by the public or private sector—often generate questions about their impact, and an impact-assessment-like process is often a good way to examine issues before decisions are made. Further, even though legislative bodies often try to “streamline” environmental review by specifically exempting such activities as early transportation planning from impact assessment requirements, the need to know envi-

ronmental information is often so great that substitute processes are developed to get this information to satisfy public concerns and to inform planning decisions.

The reason that SEA is so attractive, as outlined by Therivel, is that SEA gets in earlier, before decisions are made on the overall direction to be taken by a program. If SEA is not done at an early stage, the set direction or pathway often becomes irreversible, and the alternatives to individual project actions become limited. Worse, individual project decisions become burdened by the need to revisit other program alternatives that were examined at the strategic level and rejected. In addition, SEA is often the best way to address cumulative effects and synergistic effects issues, along with sustainability implications.

Often the tendency may be to write a specific purpose and need in order to limit the alternatives to be analyzed, but this book emphasizes that, at the strategic level, it is best to write an objective that describes outcomes unencumbered with assumptions about how best to achieve them. This approach facilitates public consultation on what a policy or program should try to achieve, enables implementation options to be compared empirically and objectively, and provides room to maneuver as the process progresses.

As pointed out in the book, any SEA must be good enough to protect the environment and promote sustainability. In an SEA, as well as in a site-specific review, the practitioner needs to characterize the affected environment well enough to determine whether the action would harm it, characterize the impacts well enough to allow comparison among the alternatives, and describe ways to mitigate potential negative effects. These exercises are undertaken in consultation with the public and other interested parties and are documented to create a record of how a decision was reached.

In describing the environmental baseline, SEA does not describe the affected environment in as much detail as project-level EIA. Instead, SEA uses overarching themes or objectives. If air pollution is an important issue relative to the SEA, an objective would be to reduce air pollution. An indicator would be levels of a pollutant over time. If an SEA identifies indicators to be monitored or thresholds for action, this sets the stage for adaptive management as a program or plan is implemented.

The book also points out that an SEA process is more than a narrow exercise in evaluating environmental impacts. To make a decision, economic and social factors are often

equally important. In fact, by limiting an analysis to environmental factors, it is actually harder to integrate environmental issues into decision making, because the environment becomes a special interest. To arrive at a transparent strategic decision, the environment, economics, and social equity have to be integrated into the analysis and decision. This is one reason why public consultation and consultation with interested parties is so critical to a successful SEA.

Without SEA, alternatives in a project-level analysis are proposed in response to problems rather than as a way of achieving a future vision. For example, at the SEA level, the focus is not on relieving a specific congestion problem, but on how congestion can be avoided in the first place. Alternatives in an SEA focus on whether a program is necessary and if it should be carried out, whereas alternatives in a project-level analysis focus solely on location, timing, and implementation. SEA helps to identify more long-term, sustainable alternatives.

For the impact prediction portion of an SEA, the book points out that simple qualitative prediction methods will often be perfectly adequate. Detailed, quantitative predictions are often not more robust at the policy level. This allows SEA to focus on cumulative, indirect, and long-term impacts. Because strategic reviews cover broad regions, the important information is on sensitive areas and avoiding impacts to locations and resource types that have already been cumulatively affected. This piece of guidance is especially valuable, because often programmatic reviews become catalogs of tremendous detail and generate extensive field work when it is not really needed. Failure to properly determine the scope and level of detail for programmatic reviews can result in needless data collection and needless bulk in an environmental document.

Mitigation should also look different in an SEA document. Instead of location and design requirements, an SEA document often includes a designation of requirements for certain types of projects or a description of the types of measures that will be included in subsequent tiered analyses. In this case, the SEA sets the direction and requirements for the types of projects that will be considered and offers the opportunity to streamline project-level development. How projects are implemented and monitored are important outcomes of a strategic review.

As a NEPA practitioner, I often see a reluctance on the part of decision makers to authorize policy and program reviews. Perhaps one way to encourage them is to make it

clear that one does not have to spend years and hundreds of thousands of dollars—often millions—to do a valid programmatic review. Because of the benefits outlined in this book, we need to encourage, rather than discourage, getting NEPA coverage (the inclusion of environmental considerations) for programmatic decisions. This book provides the ideas and guidance that can help us get there.

Site Plan and Development Review: A Guide for Northern New England. Robert M. Sanford and Dana H. Farley. 2004. Putney Press, Newfane, VT. 258 pp. \$34.95 paperback.

Reviewed by Cynthia Fridgen, Associate Professor Emeritus, Michigan State University, 4002 Wyneston Road, Greenville, NC 27858

The challenge of Environmental Planning is both the complexity of the process and the myriad backgrounds of the individuals involved in the process. Sanford and Farley's book attempts to put everyone on the same page, at least in regard to understanding the components of the planning process and bringing a semblance of clarity and organization to the review of site plans. With developing communities bucking strong private property proponents and the "powers that be" hurrying to make the most out of those hot development areas, the planning professional and the affected citizen can best be served by a document that is in-depth and yet easily understood. Sketches of planning solutions and engineering drawings of the more technical aspects of design are frequently used to show the reader just how a planning outcome might be implemented.

Years ago, when the first Environmental Impact Reports (EIRs) and Environmental Impact Studies (EISs) were required, there were only a handful of professionals who constructed them. For the most part, these huge documents were seldom read by those affected by the projects; the documents subsequently collected dust on the shelves where they were stored. Occasionally, a planning director would wave in the direction of the shelf and, if the inquiry demanded it, pick the tome up and drop it on the counter for effect. Most challengers would demur, thank the planning professional for all his or her hard work, and move on.

While the Vietnam War was underway, there seemed to be a shift in citizen participation that extended toward plan-

ning for the future. People wanted to be more involved and the “trust us because we have training, education, and titles” syndrome began to evaporate. This sentiment really boiled over when Love Canal occurred. People not only wanted to see the reports, but many actually wanted to read them. They not only wanted to know what the professionals had found out, but they wanted to know how they found it out and what decisions were made based upon these findings. Whole majors at prominent universities sprung up around planning, development, and resource quality, and the established majors such as soil science, water science, and air quality included new courses on impact assessment and (my personal favorite) environmental soils. Planning boards became essential parts of each community, layered at the county and state level with similar oversight.

Site Plan and Development Review is one of those books that lend structure to the process and credibility of practitioners who respond to people’s needs to know and understand. This guide begins at the proper place, with a chronological review of land use laws and events leading up to the process we all now know as “land use planning.” This guide is meant to be both introductory to the citizenry and instructional to the practitioner and decision maker. References are exemplary, with the listings of referenced texts copious and timely. For an environmental practitioner, the reference list alone is a great guide for delving into each topic area in a very thorough manner.

One of the techniques that sets this book apart from other planning guides are the “tale from the trenches” inserts that are appropriately scattered throughout. These highlighted components are story (anecdotal) examples of planning problems and applications that bring the process to life. Seeing the process recommendations portrayed in the real world confirms how the process might be used. With such chapter titles as “Selection and Review of Site Location” to a comprehensive series of chapters devoted to resources and impacts, this guide outlines the integrity of the planning process. For those charged with the preparation of impact assessments or the responsibilities for public hearings, this guide could make the difference between a successful and an unsuccessful outcome.

One of the most confounding aspects of planning and development projects is the rapid turnover of elected officials and review board members. This guide can provide a quick study for those entrusted with the successful development of an area. Ideally, each bioregion of the United States should have such a development guide to be shared

with those developers attempting to craft an environment, as well as planning officials, decision makers, and the affected public, in an attempt to facilitate the process. When everyone is speaking the same language they can more easily arrive at a consensus of understanding, as opposed to a consensus of agreement, as to what needs to be done and who needs to do it. The Sanford and Farley text emphasizes the need for study, guides us through the ideal process, makes recommendations regarding needed experts, and creates a vocabulary for all participants in the planning process to share. This book is essential reading for those involved in site planning and development review in the Northeast, but it can also provide guidance to anyone doing this work nationwide. I highly recommend it.

Turning the Corner? A Reader in Contemporary Transport Policy. Francis Terry, ed. 2004. Blackwell Publishing, Oxford, UK. 209 pp. \$34.95 paperback.

Reviewed by Stephen Gerritson, Executive Director, Commuter Challenge, 1301 5th Avenue, Suite 2500, Seattle, WA 98101

According to the Associated Press, a poll commissioned recently by a non-profit organization found that 20% of all Americans think the First Amendment to the Constitution guarantees them the right to drive a car.¹ While this finding may make us chuckle, it should also give us pause, because it points out the magnitude of the problem faced by transportation planners in their efforts to ease congestion. And each year, even as commute times increase and traffic gets worse, vehicle ownership and vehicle-miles traveled continue to spiral upward.

Given this state of affairs, the United States is often unfavorably compared to Europe, where, it is said, there exists a different culture, one that values public transportation and deemphasizes over-reliance on the automobile. Thus, it is somewhat of a surprise to read this collection of essays on the transportation issues facing the United Kingdom and to learn that we have more in common with the English than our language.

Turning the Corner? A Reader in Contemporary Transport Policy looks at British efforts to assess and develop solutions for the congestion problem in the UK. Although at the outset the editor states that “a developing consensus has emerged among professionals about both the sources

of the current problems and the range of remedies that can be applied,” most of the remaining 16 essays (written primarily by university professors and independent consultants) dig more deeply into the remedies and are less certain about their efficacy. Although the essays deal with problems and solutions specific to the UK, most (if not all) have close correlations with situations in the US and Canada.

Loosely grouped around actions taken by various levels of government in response to two white papers written by the ruling parties in 1996 and 1998, respectively, the essays address issues such as methodologies for behavioral change, and the linkages between transportation and land use, transportation and global warming, and bus/rail service improvements and models for their provision. Other essays address financing of transportation improvements, the problems associated with multiple agencies’ involvement in planning and operation, and public versus private ownership. The final essay is by far the most optimistic, presenting a model for corporate involvement in creating incentives for drivers to give up their cars.

Of particular interest is one theme found in several of the essays: that the methodologies used to justify the policies of the past are flawed and must be reexamined. For example, a paper titled “Solving Congestion” makes the point that “conventional transport assessments are largely built around a view of travel that is stable and repetitive.” Another, addressing the issue of road-building, calls into question the use of traffic forecasts to justify the expansion of road capacity. A third, written by a behavioral psychologist, calls into question some of the assumptions underpinning transportation demand management strategies on the grounds that they are “too rational.”

Taken as a whole package, the recommendations made for improvement are not surprising: more public involvement in planning, clear lines of authority, higher levels of public funding for bus and rail, and a more coherent strategy at the national level. Two more innovative recommendations also emerged: one for tax increment financing of road and public transit systems, the other for corporate incentives to employees for choosing alternatives to the automobile.

Overall, this volume makes a valuable contribution to the transportation planning literature by focusing in detail on particular problems, analyzing the attempts made by the government to solve them, and (in most cases) assessing what went wrong. Although the details of the privatization and collapse of Railtrack, for example, apply only to Railtrack, the mistakes made and lessons learned are closely

applicable to Amtrak. It is also refreshing to read different points of view on a given topic, such as the question of induced demand created by new road capacity or the efficacy of higher levels of bus service as a substitute for automobiles.

The book’s main weakness is the lack of an overarching theme or coherent organizational structure. The introductory essay by the editor attempts in some measure to introduce the topics, but it deals mainly with recent accomplishments. Each of the essays stands alone, however, and, with only one or two exceptions, presents a situation of general interest. Of special relevance is the reference to and discussion of the role of market forces in the provision of transportation services, which North American readers may find both interesting and timely. Given the rising price of gasoline and the growing interest in global warming, *Turning the Corner?* is a welcome addition to the transportation library.

Note

1. McCormick Tribune Freedom Museum news release, 2006, <http://www.rrmtf.org/mtf/pressroom/2006/pro30106.htm>, March 1.

Social Assessment: Theory, Process and Techniques, 3rd Edition. C. Nicholas Taylor, C. Hobson Bryan, and Colin G. Goodrich. 2004. Social Ecology Press, Middleton, WI. 194 pp. \$16.95 paperback.

Reviewed by Douglas B. Johnson, Environmental Intelligence, Inc., 30 Sherman Terrace, #6, Madison, WI 53704

The authors of *Social Assessment: Theory, Process and Techniques* have done a remarkable job with a very complicated topic, crafting a fine book with potential for use as a text in an academic setting or as a guidebook in an applied setting. With but a few exceptions, the text is well organized. Beginning with the first chapter, the authors carefully define the topic and present it in a contemporary context where social assessment is most commonly used as a means to assess the impacts or effects a proposed project may have on people, community, and culture. As the authors point out, these assessments are often part of a formal Environmental Impact Assessment or are undertaken to fulfill a requirement similar to those common to the United States’ National Environmental Policy Act. The first chapter moves quickly from a basic definition into a crit-

ical appraisal of the process and its use as a tool for understanding the impact of change on people, community, and society. This chapter has immediate appeal for the academic and the practitioner alike.

Chapter Two quickly moves to address the dissonance often found in the approaches to social assessment by academic researchers, public policy makers, project developers, and others who might be called “practitioners” in the field of social assessment. As an ex-academic grounded in various research methodologies, I immediately recognized the foundations of sociology upon which social assessment rests. As a practitioner, I quickly grasped the importance of how social assessment can be used as a means to an end, often to the exclusion of full public participation. This tension can be difficult to embrace in one manuscript, but in Chapter Two, the authors have skillfully constructed a model that accurately illustrates four “orientations” to social assessment that have emerged from theoretical and applied work. The authors make a solid case for an approach that transcends the differences among these orientations, yielding an integrated approach with potential to serve myriad stakeholders in the process and its immediate and long-term outcomes.

The third chapter provides a historical context for the primary theoretical considerations of social assessment by traversing and summarizing the history of sociology and its major schools of thought, arriving at a discussion of contemporary themes arising from a consideration of the New Environmental Paradigm (which was first identified by Catton and Dunlap and, more recently, Schnaiberg’s social-environmental dialectic). The authors have captured most of the relevant work in this area, but they have overlooked some novel work that would inform and advance the process of social assessment of organizations, which are often key players—and major stakeholders—in the process of social assessment. Grounded in sociology, the authors make casual mention of engaging “stakeholders,” but their work lacks grounding in the scholarly research and applied work on stakeholder theory and social responsibility. In a world where business is the largest social actor, the authors seem to take for granted the expansionist worldview often espoused by business. This is even more evident in Chapter Four, where the authors confuse “social assessment” with what could properly be called “social intervention strategy.”

In Chapter Four, the authors seem to go to extraordinary lengths to assert that a model for assessment should include the steps more commonly found in implementation,

such as monitoring and evaluation. Although it is easily agreeable that social assessment performed for a proposed project would likely benefit from monitoring and evaluation should the project come to fruition, the author’s description of the process of social assessment in Chapter Four is now encumbered with the presumption that the proposed projects will go forward anyway, irrespective of the discoveries made during a formal assessment. For example, the authors state: “Very simply, the social assessment process should anticipate and describe social effects so they are managed as early as possible, and involve all groups in a process of social development that manages the benefits and costs of change” (p. 60). From my perspective as an ex-academic and current practitioner, the authors simply forgot to say, “. . . describe social effects so that *if the project goes forward the stakeholders in the process can work together* to identify the best approach to managing the benefits and costs of change.”

There are some other problems in various chapters. Some are minor: the structure of the second sentence in Chapter Four is incomplete, suggesting it belongs with the first sentence. Other problems are major: in Chapter Three, the authors draw a careful distinction between the heavily anthropocentric models in the classical theories of sociology; then they present the ecocentric models of late. But in Chapter Four, the authors beat a hasty retreat from the leading edge of sociological theory and make a weak argument that social assessment is fundamentally anthropocentric. The authors seem aware of this weakness and use qualifiers like, “The fact is . . .” followed by “furthermore . . .” which is then followed by a bad example of the poorly managed issue that arose over the protection of the spotted owl versus the loss of logging jobs. You simply can’t take the people out of ecological systems, and you can’t exclude ecology and environment from the process of social assessment. Ecology is, by definition, the study of relationships. Social assessment ceased to be an exclusively anthropocentric endeavor when academics and practitioners alike began to recognize the interdependency of social and environmental systems as an “ecology.” The authors make a great case in Chapter Two that social assessment should be an integrated process, and they support this again in Chapter Four when they argue against the separation of environmental effects from social effects. Yet the authors fail to grasp that social assessment is, in effect, socioecological assessment, and this flaw affects their presentation of the objectives and goals of social assessment.

This book excels in its treatment of methods for consulting the public in Chapter Eight. Chapter Three provides an

admirable and glaring exposé of ploys used to preclude public participation; an accompanying table provides examples of ploys that are pro-participation.

In spite of the perceived problems with Chapter Four, this book is a recommended read for scholars, students, and practitioners alike. I intend to use it to guide a company through the consultation of stakeholders required by an ISO 14001:2004 EMS [Environmental Management System]. I am sure it will prove an invaluable resource during this critical phase of project development.

Environmental Instrumentation and Analysis Handbook. R. D. Down and J. H. Lehr. 2005. John Wiley and Sons, Hoboken, NJ. 1,068 pp. \$150 cloth.

Reviewed by Robert John Klancko, Klancko and Klancko LLC, 2 Orchard Rd., Woodbridge, CT 06525-1122

This compendium of information, containing 1,013 pages of text and 53 pages of index, is a comprehensive and authoritative reference work. In its six sections and 44 chapters, virtually all aspects of the field are covered, including Waste Water Monitoring, Air Monitoring, Flow Monitoring, and Ground Water Monitoring. The preface reads, "More than three dozen talented environmental professionals who are experienced and adept at extracting the most telling and accurate data from the 'field' have come together in this book to catalog nearly all the equipment and techniques that are available to modern scientists, engineers, and technicians." This is perhaps the most appropriate description of the text.

It is evident that the format of the book is aimed at ease of use and value to the professional. Consider Chapter 10, Photoionization; the first page is devoted to the name of the author and an outline of the chapter. In the format of excellent reference books, each subchapter is numbered for easy reference. There are seven major topic subchapters listed, beginning with 10.1 (Introduction) and ending with 10.7 (Conclusions). This is followed by an unnumbered section titled References. The book also lists minor topic subchapters. For example, subchapter 10.5 (Total Hydrocarbon Measurement Techniques) has minor subchapters 10.5.1 (Calibration) to 10.5.4 (Headspace). All in all, this creates a comprehensive overview of what is presented and assists the user in focusing on the information that is of most importance.

The ensuing text is embellished and annotated with numerous tables, charts, and diagrams. These not only help to convey the text's message but also enable the visual learner to grasp the information more readily. Regulations and technology are not known for their simplicity; therefore, the charting of a regulation or a graph of the effect of lamp energy on response is effective. Consider Figure 10.7 on page 230, "EPA Levels of Investigation." This figure is a triangle with Level I at its base and Level V at the top. Each level provides a concise summary of its requirement, and the diagram portrays the fact that each level of progression toward the top becomes more restrictive. The weakness is that the corresponding text discusses Level I and Level II Screening but does not discuss the other levels. It would have been beneficial if the five levels had been discussed, even if only to reference chapters in other sections.

A reference section with only eight references follows the text of Chapter 10. This is not the norm, however, as other chapters provide up to 140 references, along with Further Reading sections (refer to the Microbiological Field Sampling and Instrumentation chapters). This feature is valuable because frequently the professional needs to obtain additional information to adequately address a challenge at hand. To design the most appropriate solution, further research may be necessary, and an extensive reference section enables a more effective information search.

An additional strength of this text is that it continually recognizes the relationship between the regulatory arena and the technology and science needed to meet those regulatory requirements. Of particular interest is, for example, Chapter 15, Continuous Particulate Monitoring, subchapter 15.4, Overview of Legislative Requirements, which discusses requirements of the United Kingdom, Germany, and the United States. Although these discussions are brief and could be aided by further embellishments, they provide insights into the differences between each entity. Unfortunately, there is no reference section following the text of this chapter, and this is a detriment because additional information regarding these different regulatory initiatives may be elusive, making basic reference citations valuable.

This handbook has many valuable features and provides a wealth of information for the professional. As with any comprehensive text, there are some weaknesses. The weaknesses in this text are those that normally can be alleviated with additional diligent editing and creativity. For example, regarding consistency, all of the major information portrayed in a diagram, chart, or illustration needs to be discussed or referenced in the text. Similarly, if references

are provided in some instances but not in others, an information void is created. It would be helpful if references supporting major or controversial concepts were provided in a consistent manner.

The editors do admit in their preface that they allowed the contributors a degree of editorial latitude: "Some authors felt their specialty was in need of a comprehensive explanation. . . . Other authors felt that only a brief 'how-to' manual approach was sufficient." Although this philosophy may have its validity, if the consistency concerns previously expressed could have been minimized, it would have created a more effective presentation. By providing authors with structured templates, the authors' information could be provided consistently without affecting their styles.

A colleague who operates an environmental laboratory (and who "borrows" books permanently) saw this text on my desk and scooped it up with glee. Fortunately, my reflexes were quicker than his, and it never made it into his backpack. Based on his reaction, however, this handbook should have wide appeal and its weaknesses can easily be addressed in subsequent editions.

The Western Confluence: A Guide to Governing Natural Resources. M. McKinney and W. Harmon. 2004. Island Press, Washington, DC. 297 pp. \$60 cloth, \$30 paperback.

Reviewed by John W. Sigler, Senior Environmental Coordinator, City of Pocatello, ID 83201

Matthew McKinney and William Harmon have separated *Western Confluence* into nine chapters, each heavily footnoted/referenced. The nine chapters are preceded by a foreword, a preface, and an introduction explaining the duplicity of the collaborative but contentious evolution of processes for resource management in the western United States over the last 150 years.

Chapter One, The Nature of Western Resource Disputes, provides the basis for discussion provided in subsequent chapters. It describes, in an understandable fashion, many of the reasons why natural resource management in the West is so complex, including a discussion about the deeply imbedded functions of Western culture. A number of the issues that have led to the conflicted West are discussed in subsequent chapters. Chapter Two, First in Time—First in

Right, addresses the nature of the public-land-dominated West and the prior appropriation doctrine. Chapter Three, The Promise of Scientific Expertise, explores previous and ongoing attempts to use science as a functional mechanism to resolve conflicts in the West. Chapter Four, Integrating Science and Citizens, addresses the failures of the "science" approach and describes citizen involvement, including activism that leads to the actions described in the following chapter. Chapter Five, Citizens Strike Back, is a description of citizen-driven ballot initiatives and litigation actions that have aimed to maneuver around bureaucratic and management obstacles encountered in the centralized, expert-driven decision-making process that prevailed into the 1970s. Chapter Six, This Land is Our Land, addresses the backlash that occurred in the West when individuals and groups sought decentralization of decision-making authority and spawned "county supremacy," leading to the Sagebrush Rebellion. Hope for the process of sound resource management for the West is discussed in Chapter 7, Sharing Responsibility, which highlights the negotiation, mediation, consensus building, and other collaborative problem-solving methods prevalent over the last three decades. Chapter 8, A Changing Landscape, describes the mechanisms useful in alternative dispute resolution (ADR), and it discusses policies and processes occurring across the West that incorporate the lessons learned through application of these principles over the last 30 years. Here the authors provide lists of specifics, including "Seven Design Steps to an Effective Public Participation or Dispute Resolution Process" and "Traits of Collaborative Leadership." Chapter Nine, The Architecture of Dialogue, is the final chapter and provides summaries of past- and presently-used dispute-resolution strategies and their relative effectiveness. Chapter Nine also provides the interested reader with specific, step-by-step approaches to conducting an assessment of a conflict situation and determining the applicability, and potential success, of a collaborative, consensus-building approach to resource management issues.

Several generations of natural resource managers have been produced by the academic institutions of the United States. Early graduates trained in the "classic" manner were dedicated to appropriate mechanisms for timber production, standing crops of browse, or productivity of streams and lakes. Few of that generation of natural resource managers' days were spent learning or practicing collaborative processes or conflict resolution, as these topics were not highly valued in natural resource management at that time. In the last 50 years, however, graduates have been trained in "facilitation management" for National Environmental Policy Act public outreach sessions and "stakeholder consensus"

training. Not yet, however, have natural resources and environmental professionals, or the institutions that produce them, fully defined the mechanisms that will allow or facilitate selection of natural resource management options that might reduce the contentiousness surrounding the majority of decision making in Western natural resources management.

From the perspective of someone who has lived in the West for most of the last 60 years and worked in the natural and water resources arenas for 25 years, I read *Western Confluence* with great interest. Having been involved in facilitation and mediation processes that were stuck for years, I was impressed by the authors' ability to move beyond the perceived oxymoron of "conflict resolution." Because oxymorons are a part of our culture, it is unique that this book squarely addresses this intriguing and longstanding paradox in Western culture.

Conflict is defined by www.dictionary.com as "A state of disharmony between incompatible or antithetical persons, ideas, or interests; a clash." To understand the magnitude and extent of the conflict in the Western United States in the past 100 years, one may look to any of the treasures of the West—vast open spaces, concentrations of extractable natural resources, access to cheap land, and bounty in the form of animals, vistas, or other definable resources. Resolution, as defined in www.dictionary.com, is "A course of action determined or decided on."

Western Confluence, either in the classroom or on a practicing resource management professional's desk, can contribute to workable processes and solutions for achieving science-based, consensus-supported approaches for discerning appropriate steps in managing our natural resources. The book would serve well as a text for a senior resource management course or as the basis for a professional's short course on focused conflict resolution.

Adaptive Governance: Integrating Science, Policy, and Decision Making. Ronald D. Brunner, Toddi A. Steelman, Lindy Coe-Juell, Chistina M. Cromley, Christine M. Edwards, and Donna W. Tucker. 2005. Columbia University Press, New York. 368 pp. \$79.50 cloth, \$29.50 paperback.

Reviewed by Craig B. Simonsen, Seyfarth Shaw LLP, Chicago, IL 60603-5803

In *Adaptive Governance: Integrating Science, Policy, and Decision Making*, Ronald D. Brunner et al. have outlined some illustrations of progress toward improved public policy. This is documented through five case studies of public lands management and administration. The authors define adaptive governance as a process that integrates scientific and other types of knowledge into policies through a context of open decision-making structures; the goal is to advance the common interest. The purpose of the volume is to clarify how to expedite a transition to adaptive governance for people concerned about the problems of gridlock in natural resource policy and who are in a position to make a difference.

Drawing on five detailed case studies from the American West, the authors explore and clarify adaptive governance in natural resource policy making. The authors reveal that, unlike scientific management (which relies on science as the foundation for policies made through a central bureaucratic authority), adaptive governance seeks to integrate various types of knowledge and organizations. As they define it, adaptive governance relies on open decision-making processes recognizing multiple and varied interests, community-based initiatives, and integrative as well as traditional science.

The case studies reviewed in this work involve a variety of projects and resources, including:

- The 15-Mile Reach of the Colorado River and protection of species under the Endangered Species Act;
- The Carson National Forest (Camino Real Ranger District) and the permitting of logging and tree cutting for subsistence living;
- The Grassbanks of Arizona and New Mexico;
- The Oregon Plan for salmon and steelhead recovery; and
- Community-based forestry groups affecting legislative change in Washington, DC.

This book offers insight into practical methods for achieving policy goals. The individual chapters provide public officials and others with various examples of how adaptive governance at local, federal, and legislative levels of government can achieve positive results on contentious issues. The Camino Real case illustrates how a forest ranger and his staff were able to craft relationships through listening and building trust, which provided a framework for greater action and flexibility within the agency bureaucracy. The experience of the Grassbanks shows a working model for

understanding the diffusion and adaptation of other policy innovations. The Oregon Plan is an adaptation to real people with multiple interests using decentralized structures of decision making.

I recommend *Adaptive Governance* to those who find themselves embroiled in natural resource and environmental issues. The book provides bureaucrats, impacted individuals, business interests, and interest groups with a thoughtful presentation of an alternative approach for reaching consensus. By applying and using the concepts and ideas presented in *Adaptive Governance*, parties in conflict may find themselves not only listening to each other but even seeking paths to agreement. In the end, the use of these suggestions may benefit all parties, saving a lot of money, energy, and resources.

Diamond: A Struggle for Environmental Justice in Louisiana's Chemical Corridor. S. Lerner. 2005. The MIT Press, Cambridge, MA. 344 pp. \$27.95 cloth.

Reviewed by Michael S. Wenk, Eka Chemicals Inc., 1775 West Oak Commons Court, Marietta, GA 30062-2254

In his 2005 text, *Diamond: A Struggle for Environmental Justice in Louisiana's Chemical Corridor*, Steven Lerner brings to light strident issues of environmental racism, environmental injustice, and chemical trespass, which he claims occurred as part of Royal Dutch Shell's chemical plant operations in the Louisiana community of Norco. The story of *Diamond* develops much further, however, providing a chronicle of the residents' successful efforts to focus local, national, and, ultimately, global attention to their situation. What emerges is a primer of sorts for similarly situated communities the world over.

The completely African-American subdivision of Norco, known as Diamond, was a four-street "fenceline community" that existed in the area for over 200 years. Diamond, which originated as a slave settlement, abutted two of Shell's production facilities: a chemical production facility and an oil refinery. In many instances, residents lived as close as nine feet from the facility's border. In *Diamond*, Lerner chronicles the residents' 13-year struggle to receive compensation (in several forms and at various times) from Shell for health issues purportedly related to the sites' operation. From the outset, Lerner writes, Shell officials in the area were reluctant to disclose to the residents of Diamond that there were any safety or health issues associated

with plant operations. Shell frequently pointed to the fact that it was permitted to operate in the area by the appropriate state and federal agencies; therefore, any health issues perceived to be associated with the plants' operation were mistakes on the part of the community residents. This position set up an inherent tension between the two sides in this tightly-knit community.

As the text develops, Lerner effectively breaks down the hurdles, both internal (between white Norco and African-American Diamond) and external (pitting the community against the corporate giant), faced by the residents as they move slowly forward in their struggle to—ultimately—be relocated at Shell's expense. Even 125 years after the end of the Civil War, there still existed a deep sense of racism between the community of Diamond, which was 100% African American, and the adjacent community of Norco itself, which was 98% white. Shell officials and others in Norco argued that the residents of Diamond, by demanding a Shell-supported relocation, were seeking "something for nothing." Meanwhile, the white residents of Norco were not asking to be relocated. The company drew upon such seeming disconnects in its initial refusal to negotiate with members of Diamond's community. External to the issue of evident race-based tension was the larger concern, the apparent illnesses and deaths related to exposure from Shell's operations in the area. With very few documented instances of non-compliance, virtually no ambient sampling, and Shell's operating permits in place, Diamond was in a difficult position to prove a nexus between the community's substantial health issues and Shell's operations.

Diamond chronicles the grassroots development of a movement within the community to achieve three key goals: to obtain incontrovertible evidence that Shell's processes were at once polluting the environment and directly causing adverse health effects, to attract external assistance and attention to aid in the community's efforts and, finally, to gain compensation from Shell for the health issues the company caused. Lerner lays out this portion of the text extremely well, focusing on the tireless efforts of the leader of the community association founded to challenge Shell, the Concerned Citizens of Norco (CCN). Margie Richard clearly understood that such an undertaking, although noble in its purpose, could simply not succeed on its own; CCN needed considerably more expertise, publicity, and additional resources than it possessed, if it was to prevail. Lerner discusses how Richard developed a linkage among key environmental and social injustice groups, beginning with the Louisiana Environmental Action Network and the Deep South Center for Environmental Justice. The CCN

ultimately reached more notable groups and individuals such as Lois Gibbs (Love Canal), the Sierra Club, and Greenpeace, all of whom offered their assistance in organizing, data sampling and interpretation, grant provision and, perhaps most important, publicity.

Ultimately, Richard's tireless spearheading efforts granted her access to some of the most senior levels of the Shell organization, as well as key United Nations conferences throughout the world. Richard told "the Diamond story" to groups as diverse as the United Nations Commission on Human Rights in Geneva and the Climate Treaty Negotiations in the Hague, where she was afforded the opportunity to speak with representatives of Shell directly. Through a well-heeled media contact, Shell's CEO, Sir Philip Watts, was made directly aware of Diamond's plight, a step that played an immeasurable role in Shell's decision to purchase all the properties in Diamond and relocate the residents.

Lerner uses firsthand accounts of Shell's apparent disregard for the community sharing its border to make Diamond's case for compensation from the multinational

corporation. Yet, for all the book's successes, there is one apparent shortcoming: the text is well-written and engaging, but many of Lerner's more controversial statements go unsupported, in terms of references provided for the data cited. In this story told primarily from the point of view of Diamond's residents, Shell is generally portrayed as a corporate monolith with little time or willingness to discuss issues vital to the community. In the narrative, a Shell spokesman is given intermittent opportunities to present the company's views, but it is not until the final pages of the book, the "Lessons Learned" chapter, that Shell is given any substantial recognition for its efforts in resolving the Diamond issue. Granted, from the outset the reader is aware that the text will highlight the issues the community was called upon to confront; however, the reader does not come away with a true sense of representation by the two parties. Presenting this aspect of the conflict would have contributed to a deeper understanding of the often-contentious discussions between the parties. Nonetheless, *Diamond* is a comprehensive look at the social, political, and ecological issues that often envelop poor and minority communities adjacent to major chemical facilities.