## **Table of Contents**

Introduction to the Book Acknowledgments	xxx xxxi			
Part One Basic Themes in Environmental Law	1			
Chapter 1 Basic Themes in Environmentalism				
<ul> <li>A. The Environmental Perspective</li> <li>1. The Breadth and Scope of Environmentalism</li> <li>2. The Ecological and Ethical Bases of Environmental Law</li> <li>a. The Science of Ecology (Micro and Macro)  Leopold, A Sand County Almanac  Carson, Silent Spring  Page, A Generic View of Toxic Chemicals and Sim  Sandman, Risk Communication: Facing Public O  Miller, Living in the Environment: Principles,  Connections &amp; Solutions</li> <li>b. An Environmental Economics Perspective: Three Eco</li> <li>c. Environmental Ethics  Leopold, A Sand County Almanac</li> </ul>	Outrage			
<b>B.</b> The Problem of the Commons Hardin, The Tragedy of the Commons	28 28			
C. A Salty Paradigm: Road Salt, a Problem That Has Not Yet Met Its Legal Process Wurster, Of Salt	34 35			
Chapter 2 Cross-Cutting Themes in Environmental Law	41			
<ul> <li>A. A Milestone Pollution Case in Historic Context:     Allied Chemical &amp; Its Kepone Pesticide</li> <li>1. Allied Chemical's Pesticide Pollution Disaster</li> <li>2. Kepone: A Case Study</li> </ul>	41 42 42			
<ul> <li>B. Beyond Kepone: Tracking Several Decades of Environmental Law Development</li> <li>1. The Modern Statutory Array in the Years Since Kepone</li> </ul>	1 56 57			
C. Environmental Law Themes & Contexts	64			

		Two Enduring Role of the Common Law in		
		ronmental Protection	73	
Cl	ар	ter 3		
	_	Common Law in Modern Environmental Law	75	
Α.	То	rt Causes of Action in the Environmental Arena	76	
		Using Private Law Tort Theories to Remedy Environmental Problems	76	
		a. Trespass	76	
		Borland v. Sanders Lead Co.	76	
		b. Private Nuisance and Negligence	78	
		Roth v. Cabot Oil & Gas Corp.	79	
		c. Strict Liability	85	
		Branch v. Western Petroleum, Inc.	85	
	_	Mangan v. Landmark 4, LLC	87	
	2.	Public Nuisance in Environmental Cases	89	
		a. Conventional Uses of Public Nuisance Addressing Discretely	0.0	
		Caused Harms	89	
		New York v. Schenectady Chemical Co.	90	
		b. Non-Conventional Uses of Public Nuisance Addressing Widespread Harm	94	
	3.	Defenses Raised in Environmental Tort Cases	96	
B.	. Causation, and Joint & Several Liability in Conventional			
		vironmental Tort Suits	100	
		Causation-in-Fact, Basic Doctrine	100	
	2.	Multiple Defendants and the Doctrine of Joint and Several Liability	101	
	9	Velsicol Chemical Corp. v. Rowe	101	
	э.	Proximate Causation  Proviet as Allied Chamical Cont.	105 105	
		Pruitt v. Allied Chemical Corp.	103	
C.	Re	medies in Environmental Litigation	108	
	1.	Two Classic Cases Facing Courts with the Difficult Choice of		
		Enjoining a Major Business	108	
		Boomer et al v. Atlantic Cement Co.	108	
		Village of Wilsonville v. SCA Services, Inc.	117	
	_	Plater, Statutory Violations and Equitable Discretion	125	
	2.	Damages	130	
		a. Compensatory Damage Remedies—Past Damages and Permanent	100	
		Damages  h. Puriting Damages - Pagin Dantaines	130	
		b Punitive Damages—Basic Doctrines  Branch St. Wastern Patrolaum, Inc.	131	
		Branch v. Western Petroleum, Inc.	131	
		c. Punitive Damage Awards—Constitutional Due Process and Federal Cause of Action Judicial Limitations	133	
	3.	Natural Resources Remedies	137	
	1	Environmental Disasters and Administered Compensation Funds	144	

	•••
Table of Contents	X111
Table of Contents	AIII

	napter 4 ne Special Challenges of Toxic Tort Litigation	145
A.	Competing Perceptions? Law and Science	145
В.	Remedies for Victims of Toxic Contamination  Anderson et al. v. W.R. Grace & Company, Beatrice	147
	Foods Company et al.	149
C.	<b>Proof of Complex Causation</b>	156
	<ol> <li>Putting Together All of the Facets of Toxic Exposure/Cause-in-Fact         <i>Donaldson v. Central Illinois Public Service Co.</i></li> <li>Plaintiff's Burden of Proof &amp; Proportion of Risk</li> </ol>	158 158
– Pa	Attributable to Defendant  art Three	166
T	he Structural Elements of the Regulatory State	171
Ar	napter 5 n Overview of Environmental Regulation in the United States	173
Α.	A Taxonomic Approach to Public Law—The Different Ways That Statutes Work	175
B.	The Advent and Failure of Broad Delegations to Administrative	
	Agencies (Review and Permit Statutes The Utilex Case File	181 185
	1. Federalization of the Field and the Blossoming of Regulation	188
	Elliott, Ackerman & Millian, Toward a Theory of Statutory Evolution: The Federalization of Environmental Law	188
C.	Keeping Score at the Beginning of the Twenty-first Century:	
	Players, Positions, Programs & Policies	194
	1. Cooperative Federalism	196
	2. "Command and Control" and "Flexible" Regulatory Strategies	196
	napter 6	
	ne Administrative Law of Environmental Law & Iministrative Agency Process	100
		199 199
	The Evolution of the Administrative Governing Process	199
В.	Administrative Process and Law in a Nutshell 1. The Structure of Administrative Agency Power and Process	201 202
	2. The <i>Rybachek</i> Pollution Case: An Example of Agency Rulemaking,	22.5
	Authorized by Statute, Challenged in Court	206
	Environmental Protection Agency, Notice of Final Rulemaking Rybachek v. U.S. Environmental Protection Agency	207 208

	3.	The Snail Darter Case: An Agency Is Brought to Court for Its Own Actions	
		Allegedly Violating Federal Law	208
		Hiram Hill et al. v. Tennessee Valley Authority	208
	4.	Judges' Handling of Challenges to Federal Agencies	209
C.	Oz	verton Park—A Judicial Review Paradigm	212
	1.	The Overton Park Case	212
		Citizens to Preserve Overton Park, Inc. v. Volpe	213
D.	Ci	tizen Enforcement in the Courts	223
	1.	The Importance of Citizen Enforcement	223
		Stewart, The Reformation of American Administrative Law	225
	2.	Standing and the Institutionalization of Citizen Enforcement	226
		Scenic Hudson Preservation Conference v. Federal Power Commission	228
	3.	Political Resistance to Citizen Enforcement: Removing Courts' Ability	
		to Grant Relief to Citizens	240
		Department of Interior and related Agencies Appropriations Act, 1990	240
	4.	Citizens' Attempts to Expand Agency Procedures	242
		Vermont Yankee Nuclear Power Corp. v. Natural Resources	
		Defense Council	255
E.	Sta	atutory Interpretation: How, by Whom?	249
		Judicial Review of Agency Interpretations of Law	249
		Chevron U.S.A., Inc. v. Natural Resources Defense Council	249
Cł	ıap	oter 7	
So	vei	reignty in the Environmental Law Context	257
A.		onstitutional Federalism & Environmental Law Controversies in the U.S.	257
	1.	Preemption of State Law	260
		a. Express Preemption	261
	_	b. Conflict & Field Occupancy Preemption	264
	2.	Dormant Commerce Clause Invalidation of State Law	268
	_	City of Philadelphia v. New Jersey	270
		Limitations on Federal Power	276
	4.	Concurrent Authority and Cooperative Federalism	277
В.		tegrating International Agreements into Domestic Law	279
	1.	Shared Natural Resources: Bilateral Treaties	280
		a. Migratory Birds in North America	281
		b. The Constitutional Law of Treaty Formation	282
		Missouri v. Holland	283
	2.	Protecting the Global Commons: Multilateral Treaties & Executive	
		Agreements	286
		a. Multilateral Treaties to Prevent the Tragedy of the Commons:	0
		Saving the Whales	287
		Whaling in the Antartic	288
		b. Executive Agreements: Tensions with Statutory Mandates	291
	0	Japan Whaling Association v. American Cetacean Society	293
	3.	International Trade Agreements: The Trade and Environment Problem	296

Table of Contents xv

	a.	Multilateral Agreements on Trade: The WTO	297
	b.	Domestic Implementation of International Trade Agreements:	
		Congressional-Executive Agreements	298
	c.	Trade and the Environment: Collision with Domestic	
		Environmental Law?	299
		George E. Warren Corp. v. U.S. EPA	300
	d.	The NAFTA Environmental Side Agreement: Citizen	
		Submissions on Enforcement	302
		Final Factual Record for Submission SEM-99-002 (Migratory Birds)	304
	art Fo		
A	Taxo	nomy of Legal Approaches to Environmental	
P	rotect	tion	311
$\mathbf{C}$	hapter	8	
	_	Agency Disclosure: NEPA's Stop-and-Think Logic	
		Power of Information	313
		, the National Environmental Policy Act	314
A.		blic Law 91-190	315
	10	ISHC Law 31 130	313
В.		in Court: Litigation and Outcomes	320
		EPA Litigation over the Adequacy of an Agency's EIS	320
		id-States Coalition for Progress v. Surface Transportation Board	320
		EPA Litigation over an Agency's Decision Not to Prepare an EIS 334	
		nter for Biological Diversity v. National Highway Traffic Safety Iministration	325
	Aa	ministration	343
C.	NEPA	's State, International, and Transboundary Applications	333
	На	all, Political Externalities, Federalism, and a Proposal for an	
	In	terstate Environmental Impact Assessment Policy	333
D	The E	mergency Planning and Community Right-to-Know Act	336
υ.	THE E	mergency running and community regit to ratowite	330
CI	napter	q	
		lanning as a Management Tool: Governmental Oversight	
		te & Public Resource Use, and the Challenge of Adaptive	
		•	212
	anage:		343
Α.	-	ging Localized Land Uses	351
		an-Based Land Use Zoning	351
		itical Areas Designation and Regulation: The CWA §404	950
		etlands Example rsani v. U.S. Environmental Protection Agency	359 360
		azardous Waste Facilities: State and Federal Efforts	365
	3. 11a	Hazardous Wastes  Hazardous Wastes	365
		1142414045 114565	000

Pollard, Smart Growth: The Promise, Politics, and Potential Pitfalls of Emerging Growth Management Strategies  8. Planning & Management of Public Lands & Resources 1. Historic Management of Grazing—Managing to Carrying Capacity 2. Managing for "Multiple Use and Sustained Yield" Coggins, The Law of Public Rangeland Management IV: FLPMA, PRIA, and the Multiple Use Mandate 3. Public Lands Management Planning in the Supreme Court Norton v. Southern Utah Wilderness Alliance et al.  8. C. Large Scale, Public-Private Resource Management & Broadly Integrated Planning 1. NLUPA: The Fleeting Hope and Promise of a National Land Use Planning Act 2. Intergovernmental Coordination: The CZMA and Its Consistency Requirement Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different? 3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico 4. Adaptive Management and Climate Change  Chapter 10  Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability A. An Introduction to Roadblock Statutes 1. The Delaney Clause 2. Weighing Roadblock Statute	370 371 374 377 377 388 390 396 400 402 406 407
Pitfalls of Emerging Growth Management Strategies  B. Planning & Management of Public Lands & Resources  1. Historic Management of Grazing—Managing to Carrying Capacity  2. Managing for "Multiple Use and Sustained Yield" Coggins, The Law of Public Rangeland Management IV: FLPMA, PRIA, and the Multiple Use Mandate  3. Public Lands Management Planning in the Supreme Court Norton v. Southern Utah Wilderness Alliance et al.  C. Large Scale, Public-Private Resource Management & Broadly Integrated Planning  1. NLUPA: The Fleeting Hope and Promise of a National Land Use Planning Act  2. Intergovernmental Coordination: The CZMA and Its Consistency Requirement Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different?  3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico  D. Adaptive Management and Climate Change  Chapter 10  Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability  A. An Introduction to Roadblock Statutes  1. The Delancy Clause 2. Weighing Roadblocks  B. The ESA as a Roadblock Statute	374 374 377 377 388 390 396 400 402 406 407
B. Planning & Management of Public Lands & Resources  1. Historic Management of Grazing—Managing to Carrying Capacity 2. Managing for "Multiple Use and Sustained Yield" Coggins, The Law of Public Rangeland Management IV: FLPMA, PRIA, and the Multiple Use Mandate 3. Public Lands Management Planning in the Supreme Court Norton v. Southern Utah Wilderness Alliance et al.  C. Large Scale, Public-Private Resource Management & Broadly Integrated Planning 1. NLUPA: The Fleeting Hope and Promise of a National Land Use Planning Act 2. Intergovernmental Coordination: The CZMA and Its Consistency Requirement Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different? 3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico  D. Adaptive Management and Climate Change  Chapter 10  Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability  A. An Introduction to Roadblock Statutes 1. The Delaney Clause 2. Weighing Roadblocks 44	374 374 377 377 388 390 396 400 402 406 407
1. Historic Management of Grazing — Managing to Carrying Capacity 2. Managing for "Multiple Use and Sustained Yield" Coggins, The Law of Public Rangeland Management IV: FLPMA, PRIA, and the Multiple Use Mandate 3. Public Lands Management Planning in the Supreme Court Norton v. Southern Utah Wilderness Alliance et al. 3. Public-Private Resource Management & Broadly Integrated Planning 1. NLUPA: The Fleeting Hope and Promise of a National Land Use Planning Act 2. Intergovernmental Coordination: The CZMA and Its Consistency Requirement Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different? 3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico 4. Adaptive Management and Climate Change 4. Chapter 10 Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability A. An Introduction to Roadblock Statutes 1. The Delaney Clause 2. Weighing Roadblocks 4. The ESA as a Roadblock Statute	374 377 377 388 390 396 400 402 406 407
2. Managing for "Multiple Use and Sustained Yield" Coggins, The Law of Public Rangeland Management IV: FLPMA, PRIA, and the Multiple Use Mandate 3. Public Lands Management Planning in the Supreme Court Norton v. Southern Utah Wilderness Alliance et al. 3. Public-Private Resource Management & Broadly Integrated Planning 1. NLUPA: The Fleeting Hope and Promise of a National Land Use Planning Act 2. Intergovernmental Coordination: The CZMA and Its Consistency Requirement Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different? 3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico 4. Adaptive Management and Climate Change  Chapter 10 Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability A. An Introduction to Roadblock Statutes 1. The Delaney Clause 2. Weighing Roadblocks 4. The ESA as a Roadblock Statute	377 377 388 390 396 400 402 406 407
Coggins, The Law of Public Rangeland Management IV: FLPMA, PRIA, and the Multiple Use Mandate  3. Public Lands Management Planning in the Supreme Court Norton v. Southern Utah Wilderness Alliance et al.  3. Public Private Resource Management & Broadly Integrated Planning  1. NLUPA: The Fleeting Hope and Promise of a National Land Use Planning Act  2. Intergovernmental Coordination: The CZMA and Its Consistency Requirement Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different?  3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico  4. Adaptive Management and Climate Change  Chapter 10  Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability  A. An Introduction to Roadblock Statutes  1. The Delaney Clause 2. Weighing Roadblocks  4. The ESA as a Roadblock Statute	377 388 390 396 396 400 402 406 407
PRIA, and the Multiple Use Mandate  3. Public Lands Management Planning in the Supreme Court Norton v. Southern Utah Wilderness Alliance et al.  3. Public-Private Resource Management & Broadly Integrated Planning  1. NLUPA: The Fleeting Hope and Promise of a National Land Use Planning Act  2. Intergovernmental Coordination: The CZMA and Its Consistency Requirement Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different?  3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico  4. Adaptive Management and Climate Change  Chapter 10 Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability  A. An Introduction to Roadblock Statutes  1. The Delaney Clause 2. Weighing Roadblocks  4. The ESA as a Roadblock Statute	3388 3390 3396 3396 400 402 406 407
3. Public Lands Management Planning in the Supreme Court Norton v. Southern Utah Wilderness Alliance et al.  3. C. Large Scale, Public-Private Resource Management & Broadly Integrated Planning 1. NLUPA: The Fleeting Hope and Promise of a National Land Use Planning Act 2. Intergovernmental Coordination: The CZMA and Its Consistency Requirement Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different? 3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico  D. Adaptive Management and Climate Change  Chapter 10 Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability A. An Introduction to Roadblock Statutes 1. The Delaney Clause 2. Weighing Roadblocks 4.	3388 3390 3396 3396 400 402 406 407
Norton v. Southern Utah Wilderness Alliance et al.  C. Large Scale, Public-Private Resource Management & Broadly Integrated Planning  1. NLUPA: The Fleeting Hope and Promise of a National Land Use Planning Act  2. Intergovernmental Coordination: The CZMA and Its Consistency Requirement Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different?  3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico  D. Adaptive Management and Climate Change  Chapter 10  Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability  A. An Introduction to Roadblock Statutes  1. The Delaney Clause 2. Weighing Roadblocks  4. The ESA as a Roadblock Statute	390 396 396 400 402 406 407
C. Large Scale, Public-Private Resource Management & Broadly Integrated Planning 1. NLUPA: The Fleeting Hope and Promise of a National Land Use Planning Act 2. Intergovernmental Coordination: The CZMA and Its Consistency Requirement Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different? 3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico 4.  D. Adaptive Management and Climate Change  Chapter 10 Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability A. An Introduction to Roadblock Statutes 1. The Delaney Clause 2. Weighing Roadblocks 4.  The ESA as a Roadblock Statute	396 396 400 402 406 407
Integrated Planning 1. NLUPA: The Fleeting Hope and Promise of a National Land Use Planning Act 2. Intergovernmental Coordination: The CZMA and Its Consistency Requirement Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different? 3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico 4.  D. Adaptive Management and Climate Change 4.  Chapter 10  Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability 4. An Introduction to Roadblock Statutes 1. The Delaney Clause 2. Weighing Roadblocks 4.  The ESA as a Roadblock Statute	396 400 402 406 407
Integrated Planning 1. NLUPA: The Fleeting Hope and Promise of a National Land Use Planning Act 2. Intergovernmental Coordination: The CZMA and Its Consistency Requirement Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different? 3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico 4.  D. Adaptive Management and Climate Change 4.  Chapter 10  Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability 4. An Introduction to Roadblock Statutes 1. The Delaney Clause 2. Weighing Roadblocks 4.  The ESA as a Roadblock Statute	396 400 402 406 407
1. NLUPA: The Fleeting Hope and Promise of a National Land Use Planning Act 2. Intergovernmental Coordination: The CZMA and Its Consistency Requirement 4 Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different? 4 3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico 4  D. Adaptive Management and Climate Change 4  Chapter 10  Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability 4  A. An Introduction to Roadblock Statutes 4  1. The Delaney Clause 4  2. Weighing Roadblocks 4  B. The ESA as a Roadblock Statute 44  44  The ESA as a Roadblock Statute 44	100 102 106 107
2. Intergovernmental Coordination: The CZMA and Its Consistency Requirement Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different? 3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico 4  D. Adaptive Management and Climate Change 4  Chapter 10  Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability 4  A. An Introduction to Roadblock Statutes 1. The Delaney Clause 2. Weighing Roadblocks 4  B. The ESA as a Roadblock Statute	100 102 106 107
Requirement Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different?  3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico  4.  D. Adaptive Management and Climate Change  Chapter 10  Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability  A. An Introduction to Roadblock Statutes  1. The Delaney Clause 2. Weighing Roadblocks  4.  B. The ESA as a Roadblock Statute	102 106 107
Ruhl, Biodiversity Conservation & the Ever-Expanding Web of Federal Laws Regulating Nonfederal Lands: Time for Something Completely Different?  3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico  4.  D. Adaptive Management and Climate Change  Chapter 10  Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability  A. An Introduction to Roadblock Statutes  1. The Delaney Clause 2. Weighing Roadblocks  4.  B. The ESA as a Roadblock Statute	102 106 107
Laws Regulating Nonfederal Lands: Time for Something Completely Different?  3. Federal-State & Public-Private Issues on the Public Lands	106 107
Different?  3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico  4.  D. Adaptive Management and Climate Change  Chapter 10  Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability  A. An Introduction to Roadblock Statutes  1. The Delaney Clause 2. Weighing Roadblocks  4.  B. The ESA as a Roadblock Statute	106 107
3. Federal-State & Public-Private Issues on the Public Lands Kleppe v. New Mexico  4.  D. Adaptive Management and Climate Change  Chapter 10  Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability  A. An Introduction to Roadblock Statutes  1. The Delaney Clause 2. Weighing Roadblocks  4.  B. The ESA as a Roadblock Statute	106 107
Chapter 10 Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability  A. An Introduction to Roadblock Statutes  1. The Delaney Clause 2. Weighing Roadblocks  B. The ESA as a Roadblock Statute	407
D. Adaptive Management and Climate Change  Chapter 10  Roadblock Statutory Strategies & the Endangered Species Act:  Stark Prohibitions and Their Viability  A. An Introduction to Roadblock Statutes  1. The Delaney Clause 2. Weighing Roadblocks  48  B. The ESA as a Roadblock Statute	
Chapter 10 Roadblock Statutory Strategies & the Endangered Species Act: Stark Prohibitions and Their Viability  A. An Introduction to Roadblock Statutes  1. The Delaney Clause 2. Weighing Roadblocks  4  B. The ESA as a Roadblock Statute	
Roadblock Statutory Strategies & the Endangered Species Act:  Stark Prohibitions and Their Viability  A. An Introduction to Roadblock Statutes  1. The Delaney Clause 2. Weighing Roadblocks  B. The ESA as a Roadblock Statute	413
A. An Introduction to Roadblock Statutes 1. The Delaney Clause 2. Weighing Roadblocks 4  B. The ESA as a Roadblock Statute	419
<ol> <li>The Delaney Clause</li> <li>Weighing Roadblocks</li> <li>The ESA as a Roadblock Statute</li> </ol>	
2. Weighing Roadblocks  4. B. The ESA as a Roadblock Statute	419
B. The ESA as a Roadblock Statute	120
	120
1. The Endangered Species Act	122
O 1	122
2. A Fish, a Dam, and ESA§7	123
The Snail Darter and the Tellico Dam Case	123
	125
· · · · · · · · · · · · · · · · · · ·	132
Babbitt v. Sweet Home Communities for a Great Oregon  4	132
C. "Slippage" and "Roadblock Bypasses"—Subsequent Modifications	
Temper Stark Standards (and What Conclusions Should Be	116
,	146
,	L 3 /
a. The ESA§7 God Committee Amendment	437 438

Table of Contents xvii

	b. ESA Prohibitions Get Modified by the ESA §10 "Incidental Take"	
	Exemption Amendment	440
	c. A Protective Balance: Avoiding the "Sunk Cost Tactic"	444
	d. "Sunsetting"—The ESA Lives on Borrowed Time	445
	3. The ESA Listing Hurdle and De-Listing	445
	4. Agency Implementation Slippage—Consultation	448
	a. Slippage, Administrative: Flex Mechanisms Added to the ESA	449
	b. The §4(d) Polar Bear Special Rule: ESA Not To Be Used Against	
	Global Warming	451
	c. Slippage, Judicial: The Roberts Court Takes Action: <i>National Associate of Homebuilders</i>	ion 453
	National Association of Home Builders (NAHB) v. Defenders of	100
	Wildlife and U.S. E.P.A. Defenders of Wildlife	453
	apter 11 om Harm-Based Standards to Tech-Based Standards:	
	e Clean Air Act	459
A.	The Clean Air Act: History and Structure	459
В.	Harm-Based Ambient Standards Under the CAA	465
	1. What Are the Standards for Setting NAAQSs?	468
	Whitman v. American Trucking Associations	470
	2. Transboundary Airflows	477
	3. The Intersection of Agency Action and Environmental Justice U.S. Environmental Protection Agency, Title VI of the Civil Rights Act of 1964: Adversity and Compliance with Environmental and	481
	Health-Based Thresholds	481
	4. Adjusting Requirements for Attainment (PSD) & Nonattainment Areas	486
C.	Technology-Based Standards Under the CAA	489
	1. Technology-Based Standards as a Policy Choice	489
	Michigan v. U.S. Environmental Protection Agency	491
	2. Translating Statutory Obligations into Permits	496
	In re Northern Michigan University Ripley Heating Plant	497
D.	Technology-Forcing Under the CAA	507
	1. Reducing Auto Emissions Through CAA Title II	508
	International Harvester v. Ruckelshaus	508
E.	Regulation of Greenhouse Gases Under the CAA	512
	Massachusetts v. U.S. Environmental Protection Agency	513
Cŀ	apter 12	
	chnology-Based Standard Setting: The Clean Water Act	519
A.	An Overview of the Clean Water Act	519
	U.S. Environmental Protection Agency, National Water Quality	
	Inventory: 1994 Report to Congress	521

В.	The Origin and Evolution of TBELs	533
	U.S. Environmental Protection Agency v. California	533
C.	Implementing TBELs Through the NPDES Process	537
	Rybachek v. EPA	537
	Atlantic States Legal Foundation, Inc. v. Eastman Kodak Co.	550
D.	Water Quality-Based Permitting and Management of Nonpoint	
	Source Pollution Under the CWA	555
	Pronsolino v. Nastri	556
E.	A Complex Hypothetical: The Average River	569
Cł	napter 13	
	sing Cost-Benefit Analysis in Agency Rulemakings & Review	
	Regulations	571
	An Overview of Formal Cost-Benefit Analysis	572
	Ackerman & Heinzerling, Pricing the Priceless: Cost-Benefit	~
	Analysis of Environmental Protection	572
В.	The Scientific Basis: Risk Assessment	575
C.	Open-Ended Cost-Benefit Balancing: ToSCA	581
	ToSCA's Regulatory Design	581
	Toxic Substances Control Act §6	582
	2. Regulation of Asbestos Under a ToSCA Cost-Benefit Analysis	584
	Corrosion Proof Fittings v. U.S. Environmental Protection Agency	584
D.	Formal Cost-Benefit Analysis: SDWA	589
	U.S. Environmental Protection Agency, National Primary Drinking	
	Water Regulations; Arsenic & Clarifications to Compliance & New	¥00
	Source Contaminants Monitoring	589
E.	Cost-Benefit Analysis at the White House	594
F.	<b>Evaluating Cost-Benefit Analysis</b>	596
	1. The Case for Cost-Benefit	596
	American Trucking Associations v. Browner	597
	2. The Case Against Cost-Benefit Analysis	600
	Ackerman & Heinzerling, Pricing the Priceless: Cost-Benefit Analysis of Environmental Protection	600
	of Environmental Protection	000
Cł	napter 14	
	arket-Enlisting Strategies: Achieving Environmental Protection	
	rough Pollution Trading and Other Economic Incentives	607
	A Survey of Market Enlistment Devices	607
В.	Domestic Trading Experience in the U.S.	612

Table of Contents xix

	<ol> <li>Domestic Air Pollution Trading Regimes         Ellerman, Joskow &amp; Harrison, Jr., Emissions Trading in the United         States: Experience, Lessons and Considerations for Greenhouse Gases</li> <li>Flawed Trading Systems and Hot Spots (Adverse Local Effects)         Drury, Belliveau, Kuhn, and Bansal, Pollution Trading &amp; Environmental         Injustice: Los Angeles' Failed Experiment in Air Quality Policy</li> </ol>	<ul><li>612</li><li>612</li><li>621</li><li>622</li></ul>
С.	International Trading to Reduce GHG Emissions  Air Transport Association of America et al. v. Secretary of State for Energy and  Climate Change	629 631
	Climate Change Paris Agreement	633
D.	Carbon Taxes	636
E.	Industry Self-Regulation: The International Organization for Standardization	643
Fr	napter 15 cont-End Strategies: Market Entry Controls, Pollution Prevention, ad Toxic Use Reduction	649
A.	Pesticides—FIFRA	651
	Miller, Federal Regulation of Pesticides	651
	Environmental Defense Fund v. U.S. Environmental Protection Agency	654
B.	Toxics—Market Access Regulation: U.S. & Europe, ToSCA & REACH	663
	1. ToSCA	663
	Druley & Ordway, The Toxic Substances Control Act Chemical Manufacturers Association v. U.S. Environmental	663
	Protection Agency	665
	2. Regulation in the European Union: REACH Fédération des entreprises du commerce et de la distribution (FCD) &	679
	Fédération des magasins de bricolage et de l'aménagement de la maison	
	(FMB) v.Ministry of Ecology, Sustainable Development, and Energy	682
	napter 16	
Re	emedial Liability Regulatory Strategies: CERCLA	687
A.	CERCLA's Liability Rules as Developed Through the Judicial	
	Process of Statutory Interpretation	690
	1. The Basics of Statutory Remedial Liability for Cleanup of Hazardous	coo
	Materials  Pick Personal Liebility for Hazardovs Wests Cleanus, An Evenination of	690
	Rich, Personal Liability for Hazardous Waste Cleanup: An Examination of CERCLA §107	691
	2. Apportionment in CERCLA Actions	696
	Burlington Northern & Santa Fe Railway Co. v. United States	697
	3. The Government's Relaxed Burden of Proof of Causation in	
	CERCLA Cases	701
	United States v. Wade (Wade II)	701
	4. The Individual Liability of Managerial Officers	703

	United States v. Northeastern Pharmaceutical & Chemical Co. (NEPACCO)	703
	5. The Classes of Parties Who May Be Held Liable Under CERCLA	711
	6. Corporate Liabilities Under CERCLA	717
	United States v. BestFoods Corp.	717
	7. Private Litigation Under CERCLA §107	724
	United States v. Atlantic Research Corp.	725
В.	EPA's CERCLA Administrative Order Process	731
C.	Identifying Sites, Funding, and Setting the Standards for Cleanups Starfield, The 1990 National Contingency Plan—More Detail & More Structure, But Still a Balancing Act	735 738
_		
D.	EPA's Strategy for Cost Recovery and Loss Allocation O'Neil v. Picillo	745 747
CI	hantar 17	
	hapter 17 ife Cycle Regulatory Strategies: RCRA	755
Α.	Tracking & Controlling the Lifecycle of Hazardous Waste Materials	756
	1. RCRA's Enactment & Initial Implementation	757
	Florio, Congress as Reluctant Regulator: Hazardous Waste Policy in	
	the 1980s	758
	2. RCRA's Administrative Thicket: Defining Hazardous Wastes	760
	3. Regulating Participants in the Hazardous Waste Life Cycle	764
В.	The "Land Ban" & the Use of "Hammers" to Control Agency Action	775
	Hazardous Waste Treatment Council v. U.S. Environmental Protection	
	Agency	776
C.	RCRA Citizen Suits to Obtain Cleanup	782
	Meghrig v. KFC Western, Inc.	783
Pa	art Five	
O	verarching Legal Perspectives	789
Cl	hapter 18	
	volving Patterns of Enforcement and Compliance	791
A.	The Continuing Debate over Environmental Enforcement Strategies	791
B.	The Governmental Enforcement Process	794
	1. Phases in the Enforcement Process	795
	Mintz, Enforcement at the EPA: High Stakes and Hard Choices	795
	2. The Flow of the Enforcement Process	796
	3. Enforcement Tools	799
	4. Brownfields Federalism, and Its Policy of Greater Flexibility & Cooperation	806

Table of Contents xxi

	5.	U.S. Environmental Protection Agency, Brownfields Action Agenda Superfund Memorandum of Agreement, Illinois Environmental Protection Agency, U.S. Environmental Protection Agency, Region V Administrative Reforms in Environmental Enforcement	806 809 812
C.	Ci	tizen Enforcement to Complement Governmental Efforts	815
D.	Alı	ternative Dispute Resolution Processes	821
		Why Alternative Dispute Resolution?	821
	Ζ.	Environmental ADR National Institute for Dispute Resolution, Paths to Justice: Major	823
		Public Policy Issues of Dispute Resolution	823
	3.	Negotiated Rulemaking	825
		Susskind & McMahon, The Theory & Practice of Negotiated	
		Rulemaking	825
E.	Th	e Impetus to Self-Generated Corporate Compliance	828
	1.	The Five Primary Triggers for Environmental Compliance	829
		a. Permitting and Reporting	829
		b. SEC Disclosure Requirements for Public Companies	
		Friedman & Giannotti, Environmental Self-Assessment	829
		c. Satisfying Corporate Management Information Needs	831
		Frankel, Full Disclosure: Financial Statement Disclosures Under	090
		CERCLA d. Borrowing for Ongoing Business Needs	832 833
		e. The Purchase and Sale of a Business or Real Estate	833
	2.	Due Diligence, Audits & Other Avenues Toward Voluntary Compliance 836	033
	_	ter 19	
En	vir	onmental Criminal Law	841
A.	Ta	ctical Rediscovery of Criminal Sanctions: The 1899 Refuse Act	843
В.	An	Increasing Tendency to Prosecute Environmental Crimes	847
		People v. Film Recovery Systems, Inc., Metallic Marketing Systems, Charles Kirschbaum, Daniel Rodriguez, Steven O'Neil	847
		Ferrey, Hard Time: Criminal Prosecution for Polluters	849
C.		iminal Liability: Problems of Knowledge & Intent	854
		ited States v. Ahmad	854
	Un	ited States v. Weitzenhoff	856
D.		oblems Raised in Corporate & Executive Prosecutions	864
	1.	The Fifth Amendment & the Corporation	864
	2.	Difficulties in Proving Collective Activity Crimes	865
	9	Goldfarb, Kepone: A Case Study	865
	э.	Executive Liability for Acts or Omissions by Subordinates  United States at Peak	869
		United States v. Park	869

Chapter 20			
	blic Environmental Rights and Duties:		
	ne Public Trust Doctrine	881	
		001	
Α.	Beyond Direct Threats to Human Health & Property: Modern	001	
	Rediscovery of the Public Trust Doctrine  Say, Defending the Environment, A Strategy for Citizen Action	881 885	
	Sax, Defending the Environment: A Strategy for Citizen Action	000	
	Sax, The Public Trust Doctrine in Natural Resource Law: Effective Judicial Intervention	886	
	8	890	
	Marks v. Whitney	690	
B.	Applying the Modern Public Trust Doctrine	891	
	1. Public Trust Balancing: Diversion	891	
	Paepke v. Building Commission	891	
	2. Public Trust Protections Against Derogation	894	
	National Audubon Society v. Superior Court of Alpine County		
	(Mono Lake)	894	
	3. How Far Does the Public Trust Doctrine Go?	902	
	Defenders of Florissant v. Park Land Development Co.	902	
Cł	napter 21		
	ivate Property and Public Rights: Constitutional		
	• •	015	
Limits on Physical and Regulatory Takings		915	
A.	<b>Eminent Domain Condemnations</b>	918	
	1. The Domain of Deference	918	
	2. Challenging an Eminent Domain Condemnation	919	
В.	Inverse Condemnation: A Constitutional Tort?	925	
	Thornburg v. Port of Portland	926	
C	Challenges to Regulations as "Invalid Takings"	930	
u.	1. Regulatory Takings	930	
	Pennsylvania Coal Co. v. Mahon	931	
	2. The U.S. Supreme Court's Classic Takings Cases: An Emerging	331	
	Consensus on Takings Balancing?	937	
	Anthony Palazzolo v. State of Rhode Island	943	
	3. A Takings Role for the Public Trust Doctrine?	947	
	Babcock, Has the U.S. Supreme Court Finally Drained the Swamp	011	
	of Takings Jurisprudence? The Impact of Lucas v. South Carolina		
	Coastal Council on Wetlands and Coastal Barrier Beaches	923	
	4. Other Property Regulation Issues: Remedies, Exactions & Innocent	540	
	Landowner Liability	950	
	a. Remedies: If Regulations Are Held to Be Invalid Takings	950	
	b. Amortization, and Offset Alternatives?	951	
	c. Exactions: Nollan, Dolan, and Koontz	952	

Table of Contents xxiii

	napter 22 ternational and Comparative Environmental Law	957
Α.	Customary International Law Trail Smelter Arbitration (U.S. v. Canada)	960 961
В.	International Conferences & Soft Law Rio Declaration on Environment and Development	966 968
С.	Comparative Environmental Law Mehta v. Union of India	972 972
D.	<ol> <li>Multilateral Environmental Agreements &amp; Global Climate Change</li> <li>Stratospheric Ozone Depletion</li> <li>Global Warming</li> <li>The Global Warming Framework Convention         United Nations Framework Convention on Climate Change</li> <li>The Kyoto Protocol and the Road to Paris         Paris Agreement</li> </ol>	976 977 982 985 987 996
E.	<ol> <li>International Institutions</li> <li>The World Bank         Inspection Panel's Report and Findings on the Qinghai Project:         Executive Summary         World Bank Problem Exercise     </li> <li>The World Trade Organization</li> <li>U.S.— Restrictions on Imports of Tuna</li> <li>Trade &amp; Environment Problem Exercise</li> </ol>	999 999 1005 1006 1008 1014
	Glossary of Acronyms Table of Cases Table of Authorities—Books, Articles, Monographs, etc. Table of Authorities—Statutes, Regulations, Treaties, Constitutional Provisions, etc. Statutory Capsule Appendix Index	0000 0000 0000 0000 0000