

up making healthy salaries in private practice. (There is little evidence on this one way or the other, but NIH leaders say the "dropout" rate is not

very high.) NIH data, admittedly incomplete, show that the scientists it supports generally come from families with average to slightly below average

incomes. They maintain that, since scientists in academic work will never make as much as practicing doctors, federal support of their training is a

Earl L. Butz, Counselor for Natural Resources:

For more than 20 years recurrent proposals have been made in Washington for all of the various widely scattered resource agencies to be brought together in a single Department of Natural Resources (DNR). The most recent such proposal was made in early 1971 by President Nixon as part of a sweeping executive reorganization plan. The DNR called for by the President would be made up of the agencies now within the Department of the Interior plus a number from other departments such as Commerce and Agriculture. It was generally assumed that the incumbent Secretary of the Interior, Rogers C. B. Morton, would head the DNR once it was established. The Interior agencies would constitute the core of the new department, and it was Secretary Morton who presented the DNR proposal on Capitol Hill. Yet, with respect to this very question as to whom the President would anoint as the top official in the field of natural resources, events recently have taken a surprising turn.

For various reasons Congress never acted on the President's reorganization plan during 1971 and 1972. This being the situation, an interim arrangement not requiring congressional approval was developed by the White House and announced by the President on 5 January. Simply stated, three new "counselor" posts were being established in the Executive Office of the President and one of these was to be the Counselor for Natural Resources, responsible for advising the President on the numerous resource issues which involve more than one government department. The official selected for this potentially important post turned out not to be Secretary of the Interior Morton but rather Secretary of Agriculture Earl L. Butz, who only a few years ago (shortly before becoming secretary) was making speeches deploring the nation's "environmental binge."

Why one official is preferred over another in matters of appointments is one of the mysteries of the palace guard, and reliable explanations are not easily come by. Just why Morton—formerly a popular member of Congress and chairman of the Republican National Committee—has lost favor at the White House is not clear. There does not appear to have been any major conflict between Morton and the President or the White House staff. He is said to be a mediocre administrator, but this is commonly said of department heads in Washington. One hears that people such as John D. Ehrlichman, the presidential assistant for domestic affairs, do not find Morton to be coolly analytical enough to suit their tastes. In any case, Morton is now in an awkward situation, and how much longer he will choose to remain in the Nixon Cabinet may be in question. On many matters his only access to the President—or even to Ehrlichman—is likely to be through Butz. And his own under secretary-designate, John C. Whitaker, comes from

the White House where he has been Ehrlichman's deputy for resource and environmental matters. Morton has not been rated a great secretary by the environmentalists, but he has been about as sympathetic to their cause as Nixon Administration policies would allow.

Butz will continue to be Secretary of Agriculture, and in this latter role resource and environmental matters are a peripheral part of his functions, which have primarily to do with crop stabilization and marketing problems. Indeed, the greater part of Agriculture is not to be included in the DNR if and when Congress establishes this new department. Only the Forest Service, the Soil Conservation Service, and the program of soil and water conservation research would go to the DNR. Butz appears to have been chosen largely on the basis of his personal qualities, and it is true that he is widely regarded within the government as exceptionally able.

Yet Butz is a controversial figure and may soon become more controversial yet. President Nixon nominated him as Secretary of Agriculture in late 1971. Because of his close connections with agribusiness and the free market philosophy which he had espoused as a ranking assistant to Secretary of Agriculture Ezra Taft Benson during the 1950's, his nomination aroused immediate opposition and Butz won Senate confirmation by the surprisingly close vote of 51 to 44. Last summer, Butz was the target of criticism alleging that large grain trading companies had profited from favoritism and inside information concerning the wheat sale agreement between the United States and Russia.

What is less well known about Butz is the fact that, as recently as the spring of 1971, he was expressing open contempt for the environmental movement. An agricultural economist and former dean at Purdue University, Butz has been used as a speaker by the General Motors speakers bureau. In April 1971, in an appearance before a seminar held by the National Agricultural Advertising and Marketing Association, Butz said that the benefits of scientific agriculture—benefits associated with pesticides and other agricultural chemicals—should be extolled. "This fadism that we follow as a nation—and currently it is ecology and pollution—hits us right in the solar plexus. We are now completely dependent on a scientific agriculture," he said. But Butz noted what he regarded were some hopeful signs. "Now we're at the crest of what I would call the agitation curve in this environmental binge we're on," he said. "I think there is some evidence that we may be headed downward on this agitation curve a little bit. Last week we had Earth Week. I'm informed that attendance at the various meetings and seminars . . . was down substantially from what it was [during Earth Week] a year ago."

Early during his tenure as Secretary of Agriculture Butz had a key role in persuading the President not to

significant factor in enticing people into the field. According to their thinking, if a guaranteed loan program were substituted for straight support, people

would be more likely to choose more lucrative fields of work rather than incur enormous debts of \$50,000 or more that might take some a lifetime

to repay. Surveys of postdoctoral trainees have indicated as much. Nevertheless, it looks as though the OMB is trying to force medical schools to

President's Choice a Surprise for Environmentalists

issue an Executive Order to modify clear-cutting practices on federal timberlands—an order which the President's Council on Environmental Quality (CEQ) had prepared. In general, however, Butz does not seem to have taken much part one way or the other in environmental matters since he has been secretary. Officials at the Environmental Protection Agency (EPA) are grateful that Butz did not try to prevent the recent ban on use of DDT, but here it must be noted that use of DDT had in any case been declining.

The question now is how Butz will use the influence of his new position when resource issues must be decided. Morton is not the only top official in the field of resources and environmental quality for whom the route to the White House will often be through Counselor Butz when the issue at hand involves more than one department. In such cases the chairman of the CEQ, Russell E. Train, and the administrator of EPA, William Ruckelshaus, will be going through either Butz or one of the other two new presidential counselors, these being the Counselor for Human Development (Caspar Weinberger, secretary-designate for Health, Education, and Welfare) and the Counselor for Community Development (James Lynn, secretary-designate for Housing and Urban Development). If Russell Train were to intervene in an issue arising from, say, a highway project, the counselor he would consult would not be Butz but rather Lynn. Butz would, however, be the man-to-see in a variety of interagency issues pertaining to federal lands, energy policy, exploitation of oil and minerals, pesticides, oceanic and water resource development, and (if pending legislation is passed) national land use policy. Without question, Butz could become an immensely powerful figure.

Of course, Butz will come under substantial pressure to take the environmentalist viewpoint into greater account than he has ever had to do in the past. Leaders of the national conservation organizations and officials such as Morton, Train, and Ruckelshaus will be pressing their views upon him. Furthermore, as counselor, Butz will be expected to be an honest broker, advising the President of alternative courses of action and of the arguments for each—this, at any rate, is how the White House staff has described the job. John Ehrlichman has even suggested to newsmen that Secretary Morton believes that, by sitting with Butz as a member of the White House Domestic Council's committee on natural resources, his "direct input" to the President will increase. Yet, in the past, Morton reported to an Ehrlichman deputy (Whitaker), who was a personal friend of the President's and enjoyed good access to the Oval Office, usually through Ehrlichman but sometimes directly. Ehrlichman was not the only official to put a fine gloss on the new counselor arrangement. Russell Train,

after a wide-ranging talk with the President on 11 January, said that CEQ had not been downgraded in the least by the appointment of the new counselor. CEQ would, Train indicated, function pretty much as it has in the past—and, here, it is well to note that CEQ's influence has generally been modest—except that now a useful new mechanism would be available for resolving interagency problems.

Executive organizational arrangements in Washington tend to have all the permanence of the morning dew, and no one can safely predict how long the new system of presidential counselors will last or how it will work while it does last. But, quite aside from the qualities and attitudes of the officials named to these positions, there are important questions to be raised as to the wisdom of having a "superdepartment" for natural resources, the format toward which the naming of Butz as counselor apparently is a first step. For instance, would the establishment of such a department—and will the appointment of a natural resources counselor—have the effect of "internalizing" and thus hiding from public view (and perhaps the President's view as well) some important policy conflicts between agencies? And will Butz and the other counselors be as accessible to Congress and citizens' groups as the head of a department would be? Senator Henry M. Jackson, chairman of the Senate Interior Committee, already has indicated that he does not like the counselor system, in part because he feels that executive accountability will be further obscured, with Congress and citizens' groups finding it harder to know who is responsible for many decisions made below the presidential level.

There is now a perceptible tendency for the Nixon Administration to turn away from the thou-shalt-not attitude which has been necessary for coping with environmental polluters. After his recent talk with President Nixon, Russell Train said that the President had indicated a desire to see a "more positive and creative emphasis" in the environmental movement. Taken at face value, that statement is one with which environmentalists could not quarrel. But they will find it hard to accept the way the President's natural resources counselor, Earl Butz, seems to interpret his new mandate. Giving a press conference on 12 January in Indiana, Butz said his first priority as counselor would be to look at ways of meeting energy shortages. "We should have been thinking about the energy shortage when construction of the Alaskan pipeline was blocked 5 years ago," Butz said. "When we run short of power, the first people to have their power shut off should be those who blocked the Alaskan pipeline."—LUTHER J. CARTER

Carter, on leave from Science for the past 2 years to write a book on land use policy in Florida, returned to the staff of News and Comment on 1 January.