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WILDERNESS PRESERVATION SYSTEM

1925-5

HEARINGS

BEFORE THE

SUBCOMMITTEE ON PUBLIC LANDS

OF THE

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS HOUSE OF REPRESENTATIVES

EIGHTY-SEVENTH CONGRESS

SECOND SESSION

ON

S. 174, H.R. 293, H.R. 299, H.R. 496, H.R. 776, H.R. 1762, H.R. 1925, H.R. 2008, and H.R. 8237

BILLS TO ESTABLISH A NATIONAL WILDERNESS PRESERVATION SYSTEM FOR THE PERMANENT GOOD OF THE WHOLE PEOPLE, AND FOR OTHER PURPOSES

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USAV-00001945

WILDERNESS PRESERVATION SYSTEM

MONDAY, MAY 7, 1962

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON PUBLIC LANDS
OF THE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:50 a.m., in the committee room, New House Office Building, Hon. Gracie Pfost (chairman of the subcommittee) presiding.

Mrs. PFOST. The Subcommittee on Public Lands will now come to order for the consideration of the bills to establish a wilderness preservation system for the permanent good of the whole people, and for other purposes.

Without objection, H.R. 776, by Congressman Saylor, together with S. 174, all will be printed in the record at this point.

Hearing no objection, it is so ordered. And, without objection, the reports from the Department of the Interior dated March 17, 1961, and February 2, 1962, the reports of the Department of Agriculture dated May 23, 1961, and April 5, 1962, the report from the Department of the Army dated January 15, 1962, and letters from the Federal Power Commission dated May 4, 1962, together with the Commission's comments on this legislation, will be printed in the record at this point.

Also, without objection, the bill H.R. 293 of Mr. Baldwin, H.R. 299, by Mr. Bennett of Florida, H.R. 496 by Mr. George P. Miller, H.R. 1762 by Mr. Dingell, H.R. 1925 by Mr. Cohelan, H.R. 2008 by Mr. Fulton, and H.R. 8237 by Mr. Inouye, will be referred to at this point following the printing of the other bills.

Is there objection to the unanimous consent request.

Hearing none, it is so ordered.

(The bills and reports follow:)

(R)

[H.R. 776, 87th Cong., 1st sess.]

A BILL To establish a National Wilderness Preservation System for the permanent good of the whole people, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) in order to secure for the American people of present and future generations the benefits of an enduring resource of wilderness, there is hereby established a National Wilderness Preservation System to be composed of federally owned areas in the United States and its territories and possessions, as hereinafter provided, retaining a primeval character and influence and being managed for purposes consistent with their continued preservation as wilderness, for the public purposes of use and enjoyment by the people in such manner as will leave them unimpaired for future use and enjoyment as wilderness.

(b) The Congress recognizes that an increasing population, accompanied by expanding settlement and growing mechanization, is destined to occupy and modify all areas within the United States, its territories, and possessions except those that are designated for preservation and protection in their natural condition.

USAV-00001946

(c) It is accordingly declared to be the policy of Congress (1) to secure the dedication of an adequate system of areas of wilderness and (2) to provide for the protection of these areas and for the gathering and dissemination of information regarding their use and enjoyment as wilderness. It is pursuant to this policy that the National Wilderness Preservation System is established. Subject to the provisions of this Act, units of this System shall be so protected and administered as to preserve their wilderness character.

(d) A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land without permanent improvements or human habitation which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's works substantially unnoticeable; (2) has outstanding opportunities for solitude or a rugged, primitive, and unconfined type of outdoor recreation; (3) is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, archeological, or other features of scientific, educational, scenic, or historical value. For the purposes of this Act wilderness shall include the areas provided for in section 2 of this Act and such other areas as shall be designated for inclusion in the National Wilderness Preservation System in accordance with the provisions of this Act.

NATIONAL WILDERNESS PRESERVATION SYSTEM

SEC. 2. The National Wilderness Preservation System (hereafter referred to in this Act as the Wilderness System) shall comprise (subject to existing private rights) the federally owned areas provided for in this section.

NATIONAL FOREST AREAS

(a) The Wilderness System shall include as wilderness areas the areas within the national forests classified on the effective date of this Act by the Secretary of Agriculture or the Chief of the Forest Service as wilderness, wild, primitive, or canoe: *Provided*, That the areas classified as primitive shall be subject to review as hereinafter provided:

Following enactment of this Act, the Secretary of Agriculture shall, within fifteen years, review, in accordance with paragraph C, section 251.20 of the Code of Federal Regulations, title 36, effective January 1, 1959, the suitability of each primitive area in the national forests for preservation as wilderness and shall report his findings to the President. Before the convening of Congress each year during the said fifteen-year period, the President shall advise the United States Senate and the House of Representatives of his recommendation for the inclusion and designation as wilderness area, or exclusion from the Wilderness System, of each and every area on which review has been completed in the preceding year, together with maps and definition of boundaries: *Provided*, That the President may alter at the time of such inclusion and designation the boundaries existing on the date of this Act for any primitive area included, to exclude portions not predominantly of wilderness value or to add any adjacent area of national forest lands that are predominantly of wilderness value. The recommendation of the President in respect to each and every area shall become effective at the conclusion of one full and continuous session of Congress after such certification is received by Congress if not rejected by concurrent resolution passed by Congress before the conclusion of the session.

Additional areas for inclusion in the Wilderness System may be designated within national forests by the Secretary of Agriculture, after not less than ninety days' public notice and the holding of a public hearing, if there is a demand for such a hearing, and such designations shall take effect as provided in subsection (e) below. The publication of a proposal to add any national forest area or part thereof to the Wilderness System shall segregate the public lands involved from any or all appropriations under the public land laws to the extent deemed necessary by the Secretary of Agriculture. Such segregation shall terminate in relation to any unit of public land area upon rejection of the area by the President for submission to Congress as a wilderness area or upon rejection of the area by Congress for addition to the Wilderness System, or five years after the segregation becomes effective, if the lands involved are not included in a wilderness area proposal pending before Congress.

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The purposes of this Act are hereby declared to be within and supplemental to but not in interference with the purposes for which national forests are established as set forth in the Act of June 4, 1897 (30 Stat. 34; 16 U.S.C. 475) and the Act of June 12, 1960 (74 Stat. 215; 16 U.S.C. 528, et seq.).

NATIONAL PARK SYSTEM AREAS

(b) At the times, in the manner, and hereinafter provided for, the Wilderness System shall include each park and monument in the National Park System on the effective date of this Act embracing a continuous area of five thousand acres or more without roads, and such additional units of the National Park System as the Secretary of the Interior shall prescribe.

Not later than ten years after the date of this Act, or within two years after a unit has been prescribed for addition to the Wilderness System, whichever is later, and subsequently as the Secretary of the Interior shall determine to be necessary in the public interest, the Secretary of the Interior shall, ninety days after giving public notice in accordance with section 4 of the Administrative Procedure Act of 1946 (60 Stat. 238; 5 U.S.C. 1003), designate within each unit of the National Park System in the Wilderness System such area or areas as he shall determine to be required for roads, motor trails, buildings, accommodations for visitors, and administrative installations. Designations made in accordance with the provisions of this subsection shall take effect as provided in subsection (e) below.

No designation of an area for roads, motor trails, buildings, accommodations for visitors, or administrative installations shall modify or affect the application to that area of the provisions of the Act approved August 25, 1916, entitled "An Act to establish a National Park Service, and for other purposes" (39 Stat. 535, as amended; 16 U.S.C. 1 and the following). The accommodations and installations in such designated areas shall be incident to the conservation and use and enjoyment of the scenery and the natural and historical objects and flora and fauna of the park or monument in its natural condition. Further, the inclusion of any National Park System area within the Wilderness System pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such National Park System areas in accordance with the Act of August 25, 1916 (39 Stat. 535, as amended; 16 U.S.C., 1952 edition, sec. 1 and the following), the statutory authority under which the area was created, or any other Act of Congress which might pertain to or affect such National Park System area, including but not limited to, the Act of June 8, 1906 (34 Stat. 225; 16 U.S.C., 1952 edition, sec. 432 and the following), the provisions of title 16, United States Code, 1952 edition, section 796; and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C., 1952 edition, sec. 461 and the following).

NATIONAL WILDLIFE REFUGES AND RANGES

(c) The Wilderness System shall include such wildlife refuges and game ranges, or portions thereof, as the Secretary of the Interior shall designate. Within five years after the date of this Act the Secretary shall survey the refuges and ranges under his jurisdiction on the effective date of this Act, and designate for inclusion in the Wilderness System those refuges and ranges, or portions thereof, that he determines to be appropriate. Further, the Secretary shall survey any refuges or ranges added to his jurisdiction, to determine if they are, or contain areas that are, suitable for inclusion in the Wilderness System, and shall make such determination and so designate the appropriate refuge, range, or portion thereof, within two years after the refuge or range is added to his jurisdiction.

Within two years after the designation of any refuge or range in its entirety, and subsequently as the Secretary of the Interior shall determine to be necessary in the public interest, and ninety days after giving public notice in accordance with section 4, Administrative Procedure Act of 1946 (60 Stat. 238; 5 U.S.C. 1003), the Secretary of the Interior shall designate within such refuge or range such area or areas as he shall determine to be required for roads and buildings and other installations for administration and protection of the wildlife. Designations made in accordance with the provisions of this subsection shall take effect as provided in subsection (e) below.

Nothing in this subsection shall authorize the Secretary of the Interior to designate for inclusion in the Wilderness System any area of national forest or other land under the jurisdiction of the Secretary of Agriculture.

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OTHER UNITS

(d) The Wilderness System shall also include such units as may be designated within any federally owned areas by the Secretary of the Interior or the Secretary of Agriculture, including any area or areas acquired by gift or bequest by the Department of the Interior or the Department of Agriculture for the Federal Government for preservation as wilderness. The designation of, addition to, or modification or elimination of or from, such units shall be in accordance with regulations that shall be established in conformity with the purposes of this Act by the appropriate Secretary, including, but not limited to, provisions for segregating any public lands involved from any or all forms of appropriation under the public land laws pending addition of such units to the Wilderness System, and shall take effect as provided in subsection (e) below: *Provided*, That segregation shall terminate in relation to any unit of public land area upon rejection of the area by the President for submission to Congress as a wilderness area or upon rejection of the area by Congress for addition to the Wilderness System, or five years after the segregation becomes effective, if the lands involved are not included in a wilderness area proposal pending before Congress. Regulations with regard to any privately owned area given or bequeathed to a Federal agency for preservation as wilderness shall be in accordance with such agreements as shall be made at the time of such gift, or such conditions as may be included in, and accepted with, such bequest. Within federally owned areas included in the Wilderness System under this subsection the grazing of livestock where well established at the time of such designation may be permitted to continue subject to regulations deemed desirable by the official or officials authorized to determine the use of the areas involved.

ADDITIONS, MODIFICATIONS, AND ELIMINATIONS

(e) Any proposed modification of or elimination from any area of wilderness established in accordance with this Act, any proposed elimination of any unit from the Wilderness System, any proposed addition to any such area of wilderness or to the Wilderness System, and any designations in accordance with sections 2(b) and 2(c) of this Act shall be made only after not less than ninety days' public notice and the holding of a public hearing, if there is a demand for such a hearing, and shall be reported with map and description to the President by the appropriate Secretary. The President shall transmit the proposal to Congress as he deems appropriate, and his recommendation shall take effect upon the expiration of the first full and continuous session of Congress, following the date on which the report is received by Congress; but only if during this period there has not been passed by Congress a concurrent resolution opposing such recommendation: *Provided*, That the addition to the Wilderness System of any new unit comprising national forest or public domain lands not classified as wilderness, wild, primitive, or roadless on the effective date of this Act, or the elimination of any unit from the Wilderness System, shall take effect only after there has been passed by Congress a concurrent resolution approving such addition or elimination: *Provided further*, That nothing in this Act shall restrict or affect the authority of officials of the United States, acting pursuant to other law, to establish in the manner prescribed by such law, areas of the National Park System, or to make additions, modifications, or eliminations from any area of such National Park System pursuant to such authority. Within any unit of the Wilderness System the acquisition of any privately owned lands is hereby authorized, and such sums as the Congress may approve for such acquisition are hereby authorized to be appropriated out of any money in the Treasury not otherwise appropriated.

A concurrent resolution of rejection or approval shall be handled in accordance with the procedures of title II of the Reorganization Act of 1949 (63 Stat. 206–207; secs. 203–206).

USE OF THE WILDERNESS

SEC. 3. (a) Nothing in this Act shall be interpreted as interfering with the purposes stated in the establishment of or pertaining to any national park or monument, national forest, national wildlife refuge, or other area involved, except that any agency administering any area within the Wilderness System shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes as also to

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preserve its wilderness character. The Wilderness System shall be devoted to the public purposes of recreational, scenic, scientific, educational, conservation, and historical use. Subject to the provisions of this Act, all such use shall be in harmony, both in kind and degree, with the wilderness environment and with its preservation.

(b) Except as specially provided in this section, and subject to existing private rights, no portion of any area constituting a unit of the Wilderness System shall be used for any form of commercial enterprise: *Provided*, That establishments outside the wilderness areas, and establishments within areas of the National Park System designated for accommodations for visitors in accordance with section 2(b) of this Act, may perform their services within areas of wilderness in connection with such activities as are proper for realizing the recreational or other purposes of this Act, including guide services and the provision of horses, equipment, or other essentials for use of the area as wilderness. Within such areas, except as otherwise provided in this section and in section 2 of this Act, there shall be no permanent road; nor shall there be any use of motor vehicles, motorized equipment, or motorboats, or landing of aircraft, nor any other mechanical transport or delivery of persons or supplies, nor any temporary road, nor any structure or installation, in excess of the minimum required for the administration of the area for the purposes of this Act, including such measures as may be required in emergencies involving the health and safety of persons within such areas.

SPECIAL PROVISIONS

(c) The following special provisions are hereby made:

(1) Within national forest areas included in the Wilderness System grazing of livestock and the use of aircraft or motorboats where these practices have already become well established may be permitted to continue subject to such restrictions as the Secretary of Agriculture deems desirable. Within national forest areas included in the Wilderness System such measures may be taken as may be necessary in the control of insects and diseases, subject to such conditions as the Secretary of Agriculture deems desirable.

(2) Within national forest areas included in the Wilderness System and in federally owned areas included in the Wilderness System under section 2(d) of this Act, the President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting (including exploration for oil and gas), mining (including the production of oil and gas), and the establishment and maintenance of reservoirs, water-conservation works, and other facilities needed in the public interest, including the road construction and maintenance essential to development and use thereof, upon his determination that such use or uses in the specific area will better serve the interests of the United States and the people thereof than will its denial.

(3) Other provisions of this Act to the contrary notwithstanding, the management of the Boundary Waters Canoe Area, formerly designated as the Superior, Little Indian Sioux, and Caribou roadless areas in the Superior National Forest, Minnesota, shall be in accordance with regulations established by the Secretary of Agriculture in accordance with the general purpose of maintaining without unnecessary restrictions on other uses, including that of timber, the primitive character of the area, particularly in the vicinity of lakes, streams, and portages: *Provided*, That nothing in this Act shall preclude the continuance within the area of any already established use of motorboats. Nothing in this Act shall modify the restrictions and provisions of the Shipstead-Nolan Act, Public Law 539, Seventy-first Congress, second session, July 10, 1930 (46 Stat. 1020), the Thye-Blatnik Act, Public Law 733, Eightieth Congress, second session, June 22, 1948 (62 Stat. 568), and the Humphrey-Thye-Blatnik-Andresen Act, Public Law 607, Eighty-fourth Congress, second session, June 22, 1956 (70 Stat. 36), as applying to the Superior National Forest or the regulations of the Secretary of Agriculture. Modifications of the Boundary Waters Canoe Area within the Superior National Forest shall be accomplished in the same manner as provided in section 2 (a) and (e).

(4) Any existing use or form of appropriation authorized or provided for in the Executive order or legislation establishing any national wildlife refuge or range existing on the date of approval of this Act may be continued under such authorization or provision.

(5) Nothing in this Act shall constitute an express or implied claim or denial on the part of the Federal Government as to exemption from State water laws.

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(6) Nothing in this Act shall be construed as affecting the jurisdiction or responsibilities of the several States with respect to wildlife and fish in the national forests.

RECORDS AND REPORTS

SEC. 4. The Secretary of the Interior and the Secretary of Agriculture shall each maintain available to the public records of wilderness areas in their jurisdiction, including maps and descriptions, copies of regulations governing them, copies of public notices of, and reports submitted to Congress regarding pending additions, eliminations, or modifications. At the opening of each session of Congress, the Secretaries shall jointly report to the President for transmission to Congress on the status of the Wilderness System, including a list and description of areas in the System, regulations in effect, and other pertinent information, together with any recommendations they may care to make.

SEC. 5. The Secretary of the Interior and the Secretary of Agriculture are authorized to accept private contributions and gifts to be used to further the purposes of this Act. Any such contributions or gifts shall, for purposes of Federal income, estate, and gift taxes, be considered a contribution or gift to or for the use of the United States for an exclusively public purpose, and may be deducted as such under the provisions of the Internal Revenue Code of 1954 subject to all applicable limitations and restrictions contained therein.

SEC. 6. This Act shall be known as the "National Wilderness Preservation Act."

[S. 174, 87th Cong., 1st sess.]

AN ACT To establish a National Wilderness Preservation System for the permanent good of the whole people, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Wilderness Act".

WILDERNESS SYSTEM ESTABLISHED

STATEMENT OF POLICY

SEC. 2. (a) The Congress recognizes that an increasing population, accompanied by expanding settlement and growing mechanization, is destined to occupy and modify all areas within the United States and its possessions except those that are designated for preservation and protection in their natural condition. It is accordingly declared to be the policy of the Congress of the United States to secure for the American people of present and future generations the benefits of an enduring resource of wilderness. For this purpose there is hereby established a National Wilderness Preservation System to be composed of federally owned areas in the United States and its possessions to be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character, and for the gathering and dissemination of information regarding their use and enjoyment as wilderness.

DEFINITION OF WILDERNESS

(b) A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's works substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

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NATIONAL WILDERNESS PRESERVATION SYSTEM

EXTENT OF SYSTEM

SEC. 3. (a) The National Wilderness Preservation System (hereafter referred to in this Act as the wilderness system) shall comprise (subject to existing private rights) such federally owned areas as are established as part of such system under the provisions of this Act.

NATIONAL FOREST AREAS

(b) (1) The wilderness system shall include all areas within the national forests classified on the effective date of this Act by the Secretary of Agriculture or the Chief of the Forest Service as wilderness, wild, primitive, or canoe: *Provided*, That the areas classified as primitive shall be subject to review as hereinafter provided. Following enactment of this Act, the Secretary of Agriculture shall, within ten years, review, in accordance with paragraph C, section 251.20, of the Code of Federal Regulations, title 36, effective January 1, 1959, the suitability of each primitive area in the national forests for preservation as wilderness and shall report his findings to the President. Before the convening of Congress each year, the President shall advise the United States Senate and House of Representatives of his recommendations with respect to the continued inclusion within the wilderness system, or exclusion therefrom, of each area on which review has been completed in the preceding year, together with maps and definition of boundaries: *Provided*, That the President may, as a part of his recommendations, alter the boundaries existing on the date of this Act for any primitive area to be continued in the wilderness system, recommending the exclusion and return to national forest land status of any portions not predominantly of wilderness value, or recommending the addition of any contiguous area of national forest lands predominantly of wilderness value: *Provided further*, That following such exclusions and additions any primitive area recommended to be continued in the wilderness system shall not exceed the area classified as primitive on the date of this Act. The recommendation of the President with respect to the continued inclusion in the wilderness system, or the exclusion therefrom of a primitive area, or portions thereof, shall become effective subject to the provisions of subsection (f) of this section: *Provided*, That if Congress rejects a recommendation of the President and no revised recommendation is made to Congress with respect to that primitive area within two years, the land shall cease to be a part of the wilderness system and shall be administered as other national forest lands: *And provided further*, That primitive areas with respect to which recommendations are submitted to Congress on the eighth, ninth, and tenth years of the review period herein provided shall retain their status as a part of the wilderness system until the expiration, in respect to each area, of a full session of Congress, two years for resubmission of revised recommendations to Congress by the President, and, if so resubmitted, until the expiration of a full session of Congress thereafter. Recommendations on all primitive areas not previously submitted to the Congress shall be made during the tenth year of the review period. Any primitive area, or portion thereof, on which a recommendation for continued inclusion in the wilderness system has not become effective within fourteen years following the enactment of this Act shall cease to be a part of the wilderness system and shall be administered as other national forest land.

(2) The purposes of this Act are hereby declared to be within and supplemental to but not in interference with the purposes for which national forests are established as set forth in the Act of June 4, 1897 (30 Stat. 11), and the Multiple Use-Sustained Yield Act of June 12, 1960, Public Law 86-517 (74 Stat. 215).

NATIONAL PARK SYSTEM AREAS

(c) (1) There shall be incorporated into the wilderness system, subject to the provisions of and at the time provided in this section, each portion of each park, monument, or other unit in the national park system which on the effective date of this Act embraces a continuous area of five thousand acres or more without roads. Within ten years after the effective date of this Act the Secretary of the Interior shall review the units of the national park system and shall report his recommendations for the incorporation of each such portion into the wilderness system to the President. Before the convening of Congress each year, the President shall advise the United States Senate and the House of Representatives of

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his recommendations with respect to the incorporation into the wilderness system of each such portion for which review has been completed in the preceding year, together with maps and definitions of boundaries. The recommendation of the President with respect to each such portion shall become effective subject to the provisions of subsection (f) of this section.

(2) The Secretary of the Interior shall include, as part of his recommendations to the President under the provisions of this subsection, a description of the parts of each park, monument, or other unit submitted which should be reserved for roads, motor trails, buildings, accommodations for visitors, and administrative installations. Such parts shall be determined in accordance with the procedures for rulemaking under section 4 of the Administrative Procedure Act (5 U.S.C. 1003), except that the public notice required under such section shall be at least ninety days prior to the determination proceedings. No designation of an area for roads, motor trails, buildings, accommodations for visitors, or administrative installations shall modify or affect the application to that area of the provisions of the Act approved August 25, 1916, entitled "An Act to establish a National Park Service, and for other purposes" (39 Stat. 535; 16 U.S.C. 1 and following). The accommodations and installations in such designated areas shall be incident to the conservation and use and enjoyment of the scenery and the natural and historical objects and flora and fauna of the park or monument in its natural condition. Further, the inclusion of any area of any park, monument, or other unit of the national park system within the wilderness system pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such area in acordance with such Act of August 25, 1916, the statutory authority under which the area was created, or any other Act of Congress which might pertain to or affect such area, including, but not limited to, the Act of June 8, 1906 (34 Stat. 225; 16 U.S.C. 432 and following); section 3(2) of the Federal Power Act (16 U.S.C., sec. 796(2)); and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C., sec. 461 and following).

NATIONAL WILDLIFE REFUGES AND GAME RANGES

(d) There shall be incorporated into the wilderness system, subject to the provisions of and at the time provided in this section, such portions of the wildlife refuges and game ranges established prior to the effective date of this Act under the jurisdiction of the Secretary of the Interior as he may recommend for such incorporation to the President within ten years following the effective date of this Act. Before the convening of Congress each year the President shall advise the United States Senate and the House of Representatives of his recommendations with respect to the incorporation into the wilderness system of each area recommended for such incorporation by the Secretary of the Interior during the preceding year, together with maps and definitions of boundaries. The recommendation of the President with respect to each area shall become effective subject to the provisions of subsection (f) of this section.

MODIFICATION OF BOUNDARIES

(e) Any proposed minor modification or adjustment of boundaries of any portion of the wilderness system established in accordance with this Act shall be made by the appropriate Secretary after public notice of such proposal by publication in a newspaper having general circulation in the vicinity of such boundaries and public hearing to be held in such vicinity not less than ninety days after such notice if there is sufficient demand during such ninety days for such hearing. The proposed modification or adjustment shall then be recommended with map and description thereof to the President. The President shall advise the United States Senate and the House of Representatives of his recommendations with respect to such modification or adjustment and such recommendations shall become effective subject to the provisions of subsection (f) of this section.

EFFECTIVE DATE OF PRESIDENT'S RECOMMENDATIONS

(f) Any recommendation of the President made in accordance with the provisions of this section shall take effect upon the day following the adjournment sine die of the first complete session of the Congress following the date or dates on which such recommendation was received by the United States Senate and the House of Representatives; but only if prior to such adjournment neither the Senate nor the House of Representatives shall have approved a

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resolution declaring itself opposed to such recommendation: *Provided*, That in the case of a recommendation covering two or more separate areas, such resolution of opposition may be limited to one or more of the areas covered, in which event the balance of the recommendation shall take effect as before provided: *Provided further*, That where a resolution of opposition to any such recommendation has been introduced, a hearing thereon shall be held within thirty days by the committee to which such resolution has been referred. Any such resolution shall be subject to the procedures provided under the provisions of sections 203 through 206 of the Reorganization Act of 1949 (5 U.S.C., secs. 133z-12—133z-15) for a resolution of either House of Congress.

EFFECT OF PUBLIC NOTICE OF PROPOSED ADDITION TO WILDERNESS SYSTEM

(g) Public notice when given by either the Secretary of the Interior or the Secretary of Agriculture that any area is to be proposed under the provisions of this Act for incorporation as part of the wilderness system shall segregate such area from any or all appropriation under the public land laws to the extent deemed necessary by such Secretary. Such segregation shall terminate (1) upon rejection of such proposal by the President, (2) upon approval by the Senate or the House of Representatives of a resolution opposing the incorporation of such area in the wilderness system, or (3) five years after the date of such notice if the proposal to incorporate such area as part of the wilderness system has not been submitted to both Houses of Congress prior to the expiration of such five years.

ADDITION OR ELIMINATION NOT PROVIDED FOR IN THIS ACT

(h) The addition of any area to, or the elimination of any area from, the wilderness system which is not specifically provided for under the provisions of this Act shall be made only after specific affirmative authorization by law for such addition or elimination.

ADDITIONAL REQUIREMENTS WITH RESPECT TO RECOMMENDATIONS

(i) (1) The Secretary of Agriculture and the Secretary of the Interior shall each, in submitting any recommendations to the President with respect to any area's retention in or incorporation into the wilderness system, include with such recommendations the independent views of the Governor of the State in which such area is located with respect to the Secretary's recommendations generally, unless no reply is received from such Governor within ninety days after such recommendations are submitted to him and his views thereon requested.

(2) Views submitted to the President under the provisions of (1) of this subsection with respect to any area shall be included with any recommendations to Congress with respect to such area.

STATE LANDS SURROUNDED BY WILDERNESS SYSTEM

(j) In any case where State-owned land is completely surrounded by lands incorporated into the wilderness system such State shall be given either (1) such rights as may be necessary to assure adequate access to such State-owned land by such State and its successors in interest, or (2) vacant, unappropriated and unreserved land in the same State, not exceeding the value of the surrounded land in exchange for the surrounded land.

ACQUISITION OF CERTAIN PRIVATELY OWNED LANDS WITHIN THE WILDERNESS SYSTEM

SEC. 4. The Secretary of the Interior and the Secretary of Agriculture are each authorized to acquire as part of the wilderness system any privately owned land within any portion of such system under his jurisdiction, subject to the approval of any necessary appropriations by the Congress.

GIFTS OR BEQUESTS OF LAND

SEC. 5. The Secretary of Agriculture and the Secretary of the Interior may each accept gifts or bequests of land for preservation as wilderness, and such land shall on acceptance become part of the wilderness system. Regulations with regard to any such land may be in accordance with such agreements, con-

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sistent with the policy of this Act, as are made at the time of such gift, or such conditions, consistent with such policy, as may be included in, and accepted with, such bequest.

USE OF THE WILDERNESS

OTHER PROVISIONS OF LAW

SEC. 6. (a) Nothing in this Act shall be interpreted as interfering with the purposes stated in the establishment of, or pertaining to, any park, monument, or other unit of the national park system, or any national forest, wildlife refuge, game range, or other area involved, except that any agency administering any area within the wilderness system shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes as also to preserve its wilderness character. Except as otherwise provided in this Act, the wilderness system shall be devoted to the public purposes of recreational, scenic, scientific, educational, conservation, and historical use. Subject to the provisions of this Act, all such use shall be in harmony, both in kind and degree, with the wilderness environment and with its preservation.

PROHIBITION OF CERTAIN USES

(b) Except as specifically provided for in this Act and subject to any existing private rights, there shall be no commercial enterprise within the wilderness system, no permanent road, nor shall there be any use of motor vehicles, motorized equipment, or motorboats, or landing of aircraft nor any other mechanical transport or delivery of persons or supplies, nor any temporary road, nor any structure or installation, in excess of the minimum required for the administration of the area for the purposes of this Act, including such measures as may be required in emergencies involving the health and safety of persons within such areas.

SPECIAL PROVISIONS

(c) The following special provisions are hereby made:

(1) Within the wilderness system the use of aircraft or motorboats where these practices have already become well established may be permitted to continue subject to such restrictions as the appropriate Secretary deems desirable. In addition, such measures may be taken as may be necessary in the control of fire, insects, and diseases, subject to such conditions as the appropriate Secretary deems desirable.

(2) Within national forest and public domain areas included in the wilderness system, (A) the President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting (including but not limited to exploration for oil and gas), mining (including but not limited to the production of oil and gas), and the establishment and maintenance of reservoirs, water-conservation works, transmission lines, and other facilities needed in the public interest, including the road construction and maintenance essential to development and use thereof, upon his determination that such use or uses in the specific area will better serve the interests of the United States and the people thereof than will its denial; and (B) the grazing of livestock, where well established prior to the effective date of this Act with respect to areas established as part of the wilderness system by this Act, or prior to the date of public notice thereof with respect to any area to be recommended for incorporation in the wilderness system, shall be permitted to continue subject to such restrictions and regulations as are deemed necessary by the Secretary having jurisdiction over such area.

(3) Other provisions of this Act to the contrary notwithstanding, the management of the Boundary Waters Canoe Area, formerly designated as the Superior, Little Indian Sioux, and Caribou roadless areas in the Superior National Forest, Minnesota, shall be in accordance with regulations established by the Secretary of Agriculture in accordance with the general purpose of maintaining, without unnecessary restrictions on other uses, including that of timber, the primitive character of the area, particularly in the vicinity of lakes, streams, and portages: *Provided*, That nothing in this Act shall preclude the continuance within the area of any already established use of motorboats. Nothing in this Act shall modify the restrictions and provisions of the Shipstead-Nolan Act, Public Law 539, Seventy-first Congress, July 10, 1930 (46 Stat. 1020), the Thye-Blatnik Act, Public Law 733, Eightieth Congress, June 22,

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1948 (62 Stat. 568), and the Humphrey-Thye-Blatnik-Andresen Act, Public Law 607, Eighty-fourth Congress, June 22, 1956 (70 Stat. 326), as applying to the Superior National Forest or the regulations of the Secretary of Agriculture. Modifications of the Boundary Waters Canoe Area within the Superior National Forest shall be accomplished in the manner provided in section 3(e).

(4) Commercial services may be performed within the wilderness system to the extent necessary for activities which are proper for realizing the recreational or other purposes of the system as established in this Act.

(5) Any existing use or form of appropriation authorized or provided for in the Executive order or legislation establishing any national wildlife refuge or game range existing on the effective date of this Act may be continued under such authorization or provision.

(6) Nothing in this Act shall constitute an express or implied claim or denial on the part of the Federal Government as to exemption from State water laws.

(7) Nothing in this Act shall be construed as affecting the jurisdiction or responsibilities of the several States with respect to wildlife and fish in the national forests.

(8) Nothing in this Act shall be construed to prevent, within national forest and public domain areas included in the wilderness system, any activity, including prospecting, for the purpose of gathering information about mineral or water resources or to prevent the completely subsurface use of such areas, if such activity or subsurface use is carried on, in a manner which is not incompatible with the preservation of the wilderness environment.

Records and Reports

Sec. 7. The Secretary of the Interior and the Secretary of Agriculture shall each maintain, available to the public, records of portions of the wilderness system under his jurisdiction, including maps and legal descriptions, copies of regulations governing them, copies of public notices of, and reports submitted to Congress regarding pending additions, eliminations, or modifications. Within a year following the establishment of any area within the national forests as a part of the wilderness system, the Secretary of Agriculture shall file a map and legal description of such area with the Interior and Insular Affairs Committees of the United States Senate and the House of Representatives, and such descriptions shall have the same force and effect as if included in this Act: *Provided, however,* That correction of clerical and typographical errors in such legal descriptions and maps may be made with the approval of such committees. Within a year following the establishment of any area in the national park system or in a wildlife refuge or range as a part of the wilderness system, the Secretary of the Interior shall file a map and legal description of such area with the Interior and Insular Affairs Committees of the United States Senate and the House of Representatives. Clerical and typographical errors in such legal descriptions and maps may be corrected with the approval of such committees. Copies of maps and legal descriptions of all areas of the wilderness system within their respective jurisdictions shall be kept available for public inspection in the offices of regional foresters, national forest superintendents, forest rangers, offices of the units of the national park system, wildlife refuge, or range.

Contributions and Gifts

Sec. 8. The Secretary of the Interior and the Secretary of Agriculture are each authorized to accept private contributions and gifts to be used to further the purposes of this Act. Any such contributions or gifts shall, for purposes of Federal income, estate, and gift taxes, be considered a contribution or gift to or for the use of the United States for an exclusively public purpose, and may be deducted as such under the provisions of the Internal Revenue Code of 1954, subject to all applicable limitations and restrictions contained therein.

Land Use Commissions

Sec. 9. With respect to any State having more than 90 per centum of its total land area owned by the Federal Government on January 1, 1961, there shall be established for each such State a Presidential Land Use Commission (hereinafter called the Commission). The Commission shall be composed of five persons appointed by the President, not more than three of whom shall be members of the same political party, and at least three of whom shall be residents of the State

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concerned. The Commission shall advise and consult with the Secretary of the Interior and the Secretary of Agriculture on the current utilization of federally owned land in such State and shall make recommendations to the appropriate Secretary as to how the federally owned land can best be utilized, developed, protected, and preserved. Any recommendations made to the President by the Secretary of the Interior or the Secretary of Agriculture and any recommendations made to the Congress by the President pursuant to the provisions of this Act shall be accompanied by the recommendations and reports made with respect thereto by the Commission.

SEC. 10. At the opening of each session of Congress, the Secretaries of Agriculture and Interior shall jointly report to the President for transmission to Congress on the status of the wilderness system, including a list and descriptions of the areas in the system, regulations in effect, and other pertinent information, together with any recommendations they may care to make.

SEC. 11. Nothing in this Act shall be construed as superseding, modifying, repealing, or otherwise affecting the provisions of the Federal Power Act (16 U.S.C. 792–825r).

Passed the Senate September 6, 1961.

Attest:

FELTON M. JOHNSTON, *Secretary.*

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., March 17, 1961.

Hon. WAYNE N. ASPINALL,
Chairman, Committee on Interior and Insular Affairs,
House of Representatives, Washington, D.C.

DEAR MR. ASPINALL: Your committee has requested reports on H.R. 293, H.R. 299, H.R. 496, H.R. 776, H.R. 1762, H.R. 1925, and H.R. 2008, all of which relate to the establishment of a national wilderness preservation system.

We urge the enactment of this proposed legislation for the establishment of a national wilderness preservation system. We recommend that it be amended in conformance with a similar proposal, S. 174, and our suggested amendments thereon, as set forth in our report of February 24, 1961, copies of which are enclosed.

Wilderness resources contain basic values and provide undeniable benefits to the American people. Establishment of a wilderness system is in the public interest and we believe the current proposals recognize equitably the various facets to the problem of wilderness preservation. We believe that many if not all of the objections that have been raised in the past to wilderness proposals are received by the current bills.

These proposals would delimit the wilderness system to well-defined areas and would prescribe an orderly method for establishment of the system. Also, these proposals prescribe sound procedures applicable to both executive and legislative branches of the Government in determining the particular areas or parts of Federal reservations to be included in the wilderness system.

The Bureau of the Budget has advised that, subject to your consideration of our recommended amendments, the enactment of this proposed legislation would be in accord with the President's program.

Sincerely yours,

JAMES K. CARR,
Acting Secretary of the Interior.

(Attachment.)

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., February 24, 1961.

Hon. CLINTON P. ANDERSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: Your committee has requested a report on S. 174, bill to establish a national wilderness preservation system for the permanent ood of the whole people, and for other purposes.

We urge the enactment of this proposal. We suggest hereafter certain minor amendments to the bill that we believe would be desirable.

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Wilderness resources contain basic values and provide undeniable benefits to the American people. We believe this has been amply demonstrated from the previous hearings of your committee on wilderness proposals. In our opinion, the establishment of a wilderness system, along the lines outlined in this bill, is in the public interest.

This proposal recognizes, equitably, the various facets to the problem of wilderness preservation. We believe that it resolves many, if not all, of the objections that have been raised in the past to wilderness proposals. It clearly delimits the wilderness system to well-defined areas and prescribes an orderly method for establishment of the system. It prescribes sound procedures applicable to both the executive and legislative branches of the Government in determining the particular areas or parts of Federal reservations to be included in the wilderness system.

The system to be established by this bill would be composed of federally owned lands. Portions of the national park system, wildlife refuges, and game ranges administered by this Department, and portions of the national forests administered by the Department of Agriculture would be included in the system. It should be noted in this connection that the national park system areas, wildlife refuges, and game ranges that we administer would not be included immediately following enactment of the proposal in the wilderness system. Portions of these areas would be selected and included in this system over a 10-year period, in accordance with prescribed procedures set forth in the bill. In the case of the national forest areas, however, there would be included in the wilderness system immediately upon enactment of the legislation, those national forest areas classified by the Department of Agriculture as wilderness, wild, primitive, or canoe. The primitive group of areas, however, would be subject to subsequent review over a 15-year period in order to determine which of these areas should be retained in the system.

One of the major provisions of the bill is contained in section 3(h). This subsection provides that the addition of new wilderness areas to the system or the elimination of the areas from the system that are not specifically provided for by the bill shall be made only after specific authorization by law for such addition or elimination. We believe this requirement is desirable.

Section 2 of the bill contains a statement of policy that would express the desire of the Congress to secure for present and future generations the benefits of an enduring resource of wilderness. Sections 2 and 6 contain the general provisions that would govern the administration of wilderness areas as well as prescribe the purposes and uses of the system. Significantly, the bill provides that the system shall be administered for the use and enjoyment of the American people, in such manner as will leave the system unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of the areas, and the preservation of the wilderness character. This provision is very similar to the requirements now applicable, pursuant to the basic National Park Act of 1916 (16 U.S.C. 1-3), to the national park system. On this point we observe that wilderness-type areas constitute an important segment of the national park system and have contributed heavily over the years to the enjoyment by the American people of wilderness values.

We believe that section 6(a) is worthy of special note. This subsection provides that nothing in the act shall be interpreted as interfering with the purposes stated in the establishment of or pertaining to, any park, monument, or other unit of the national park system, or any national forest, wildlife refuge, game range, or other area involved, except that any agency administering any area within the wilderness system shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes and also to preserve its wilderness character. This provision, we believe, has the effect of preserving the status quo to the maximum extent in the management of the Federal reservations in question, subject however to the overall requirement that the administering agencies carry out the essential requirements set forth in the bill for wilderness preservation.

While the bill prohibits, consistently with wilderness preservation, as prescribed in section 6(b), commercial enterprises within the wilderness system, roads, motor vehicles, motorized equipment, et cetera, it provides in section 6(c)(4) that commercial services may be performed within the wilderness system to the extent necessary for activities which are proper for realizing the recreational or other purposes of the system.

In addition to the general provisions relating to administration of the wilderness system, there are specific provisions in the bill that are applicable to na-

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tional forest areas. These provisions would permit certain uses to continue that are already well established within the forest areas in question. Also, certain additional uses may be authorized by the President upon his determination that such use or uses in the specific area will be better serve the interests of the United States and the people thereof than will its denial. In the case of wildlife refuges and game ranges, the bill provides that any existing use or form of appropriation authorized or provided for in the Executive order or legislation establishing such areas and which use exists on the effective date of the act may be continued under such authorization or provision. In this connection, we note that the bill makes no provision for special uses within the national park system. We believe this is appropriate and is consistent with long-established policies and standards, established by the Congress for administration of that system.

There are other provisions that are worthy of mention. Boundary adjustments may be made in wilderness areas in accordance with certain prescribed procedures whereby the appropriate Secretary after public notice and hearing, subsequent recommendations to the President and transmittal of such recommendations to the Congress the boundary adjustment may be accomplished if the Congress makes no objection thereto. We note that in the case of areas of the national park system the bill provides for the inclusion of those areas of more than 5,000 acres where such areas exist without roads. The Secretary would be required to determine what portions of the parks would be required for roads, utilities, et cetera. The bill contains no minimum acreage limitations regarding wildlife refuges and game ranges to be included in the system.

We recommend the following amendments to this bill:

(1) On page 5, line 7, strike out the word "ten" and insert lieu thereof the word "fifteen."

This amendment is suggested in the interest of uniformity. Fifteen years are allowed in the bill for the review of certain national forest areas to determine their suitability for inclusion in the wilderness system. We believe that national park system areas, as well as the wildlife refuges and game ranges, should be governed by the same requirement.

(2) On page 6, line 16, beginning with the word "Further" strike out the language in the sentence up to and including the word "area" in line 20, and substitute in lieu thereof: "The purposes of this Act are hereby declared to be within and supplemental to but not in interference with the purposes for which parks, monuments, and other units of the national park system are administered".

This amendment is desirable in the interest of clarification. It is in harmony with a similar provision relating to national forests in section 3(b)(2).

(3) On page 7, line 10, strike out the word "ten" and insert in lieu thereof the word "fifteen".

As previously explained regarding a similar amendment relating to national parks, this amendment is suggested for the purposes of uniformity. If this amendment is adopted, in the interest of promoting further clarification, the next amendment would be desirable.

(4) On page 7, line 10, insert a period immediately following the word "Act" and strike out the rest of the sentence beginning with ", and" in line 10 and ending with the word "jurisdiction." in line 16.

(5) On page 8, line 10, following the word "shall" insert ", if found to be justified by the Secretary,".

(6) On page 9, revise line 8 to read: "(g) Public notice when given by either the Secretary of the".

We consider this amendment to be desirable in the interest of clarification. Subsection (g) provides that "*The* public notice by either the Secretary of the Interior or the Secretary of Agriculture that any areas to be *proposed* under the provisions of this Act for incorporation as part of the wilderness system shall segregate such area from any or all appropriation under the public land laws to the extent deemed necessary by such Secretary." [Italics supplied.] The only requirement for the giving of public notice, however, is contained in subsection (e) concerning modification of boundaries. We believe the language of subsection (g) probably would be limited in application to boundary modifications under subsection (e). On the other hand, it appears that the intent of subsection (g) is to have the provision apply also to new areas. Our amendment is suggested in order to permit the giving of notice, and the segregation of the lands in question from the public land laws pursuant to subsection (g), in the discretion of the particular Secretary. There would be no need to give notice

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or use the authority under subsection (g) to segregate the lands within the national park system from the public land laws as these areas are already segregated from such laws.

(7) On page 9, line 22, following the word "any" insert the word "new".

This is a clarifying amendment.

(8) On page 10, line 7, strike out the words "privately owned" and insert in lieu thereof the words "non-Federal".

This is a clarifying amendment.

(9) On page 10, line 25, and on page 11, line 1, strike out the words ", except that any", and insert in lieu thereof ". Each".

This amendment is suggested for clarification. So far as the national parks are concerned, the present language indicating that an exception is required to preserve the areas for wilderness purposes is inaccurate. These areas, as we have indicated previously are administered in keeping with wilderness standards.

The Bureau of the Budget has advised that, subject to your consideration of the foregoing amendments, enactment of S. 174 would be in accord with the President's program.

Sincerely yours,

STEWART L. UDALL,
Secretary of the Interior.

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., February 2, 1962.

Hon. WAYNE N. ASPINALL,
Chairman, Committee on Interior and Insular Affairs,
House of Representatives, Washington, D.C.

DEAR MR. ASPINALL: We have considered carefully the questions raised by your letter of January 12, concerning the wilderness bill, S. 174, which has been passed by the Senate and referred to your committee.

My assistant and legislative counsel, Max N. Edwards, has been in frequent communication and has discussed this matter with Mr. Milton A. Pearl of your staff. We appreciate your desire to schedule hearings on this bill as soon as possible and we shall cooperate fully with your committee on this matter.

I wish to reemphasize my continued strong support for this legislation. We participated in the consideration of this bill by the Senate Committee on Interior and Insular Affairs, and we have subsequently reexamined it in the form that it passed the Senate. In our judgment, it is a highly significant proposal.

Your letter raises four major questions which we will comment upon separately, as follows:

(1) You request specific comment concerning the effect of section 4 with reference to the extent of the new authority that would be granted for the acquisition of privately owned lands presently within the perimeter of areas under our control that would be included within the proposed wilderness preservation system.

Section 4 would authorize this Department and the Department of Agriculture to acquire privately owned lands within wilderness areas under their respective jurisdictions. Such acquisition would, of course, be subject to the approval of necessary appropriations by the Congress. If the need should arise this authorization would be helpful. However, in those instances where the Congress by special enactments has specifically restricted our land acquisition authority, we would expect to abide by those restrictions. As you know, the Congress has appropriated funds for acquisition of "inholdings" within areas of the national park system from time to time and we presume will continue to do so. So far as wildlife refuges are concerned, this feature of the bill is of relatively minor significance because there has been very little acquisition of "inholdings" in the types of wildlife areas to which this bill relates.

(2) Your letter suggests that it would be helpful if we could furnish information concerning (a) the extent of private holdings within the proposed wilderness areas; (b) the estimated cost of acquisition; and (c) our estimate of whether the need for acquisition by the Federal Government would be modified in any way by changing the status of the lands from their current position to that "wilderness."

Concerning the first part (a) of this question, because of the fact that the selection of areas which we administer that may be included in the wilderness

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system will be accomplished over a 10-year period, during which time surveys and findings of fact will be made with respect to the individual areas, it would be impossible for us to advise you at this premature time as to the extent of private holdings within such areas not yet selected or recommended for wilderness status.

The second part (b) of this question as to the estimated cost of acquisition also involves a matter that would be virtually impossible to determine until the specific areas are selected in accordance with the procedures set forth in this legislation.

Concerning the third part (c) of this question as to whether the need for acquisition by the Federal Government would be modified by changing the status of lands from their current position to that of "wilderness," we have certain views that we hope will be of assistance. These prospective wilderness areas are already within Federal reservations, i.e., national parks, monuments, wildlife refuges, and game ranges. We believe the inclusion of a portion of any such reservation within the wilderness system will not alter materially the present purposes of such areas. Consequently, we see no reason at present that such change in designation should of itself create a need for acquisition of "inholdings."

(3) You request information identifying portions of the national park system, wildlife refuges, and game ranges, and acreages thereof by States that would "appear" to qualify for incorporation into the wilderness system under section 3 (c) and (1) and (d).

As indicated in this question, we can only suggest at this time those areas which may "appear" to qualify for review and consideration for possible wilderness status. We enclose, accordingly, a list of the various national park system areas as well as certain wildlife refuge system areas, by States, portions of which may upon further examination, warrant wilderness status, or may not.

We wish to emphasize, however, that in the event of the enactment of this legislation, all of the areas that we administer will be examined and reviewed according to the terms of the bill. It is, of course, possible that some areas, or parts thereof, that are not included in the list, may qualify for wilderness status. Also, some of the areas named may, upon further examination, be found to be unsuitable for wilderness status. It would be impracticable to furnish acreages involved, as at this point we have no way of knowing what portions of the individual park or wildlife refuge areas may be selected hereafter. At this stage we believe that a guess concerning such acreages also would be impracticable.

(4) You request that we indicate the uses that are now allowed within areas under our control that might be incorporated within the wilderness system which would be prohibited under the act as passed by the Senate. You also request the extent of such activities at present and the effect that continuation or expansion of such activities might have.

In answering this question, we are particularly mindful of the first sentence in section 6 of the bill which reads as follows:

"Nothing in this act shall be interpreted as interfering with the purposes stated in the establishment of, or pertaining to, any park, monument, or other unit of the national park system, or any national forest, wildlife refuge, game range, or other area involved, except that any agency administering any area within the wilderness system shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes as also to preserve its wilderness character."

We believe that, under this provision of the bill, existing uses within areas selected for "wilderness" status would continue to be permitted in accordance with applicable law. While existing uses in particular areas or parts thereof will naturally be considered in making our recommendations pursuant to this legislation, we believe this provision in the bill should cause no serious difficulty.

We hope these views will be of assistance to you and to your committee in considering this important measure. If we may be of further assistance, please call upon us. You may be assured of our full cooperation.

Sincerely yours,

STEWART L. UDALL,
Secretary of the Interior.

USAV-00001961

NATIONAL PARK AND WILDLIFE AREAS

Alaska:
- Aleutian Islands National Wildlife Refuge.
- Arctic National Wildlife Range.
- Clarence Rhode National Wildlife Range.
- Glacier Bay National Monument.
- Izembek National Wildlife Range.
- Katmai National Monument.
- Kenai National Moose Range.
- Kodiak National Wildlife Refuge.
- Mount McKinley National Park.
- Nunivak National Wildlife Refuge.

Arizona:
- Cabeza Prieta Game Range.
- Canyon de Chelly National Monument.
- Chiricahua National Monument.
- Grand Canyon National Monument and Grand Canyon National Park.
- Kofa Game Range.
- Organ Pipe Cactus National Monument.
- Petrified Forest National Monument.
- Saguaro National Monument.
- Wupatki National Monument.

California:
- Death Valley National Monument.[1]
- Joshua Tree National Monument.
- Kings Canyon National Park.
- Lassen Volcanic National Park.
- Lava Beds National Monument.
- Pinnacles National Monument.
- Sequoia National Park.
- Yosemite National Park.

Colorado:
- Black Canyon of the Gunnison National Monument.
- Colorado National Monument.
- Dinosaur National Monument.[1]
- Mesa Verde National Park.
- Great Sand Dunes National Monument.
- Rocky Mountain National Park.

Florida: Everglades National Park.

Georgia: Okefenokee National Wildlife Refuge.

Hawaii: Hawaii National Park.

Idaho:
- Craters of the Moon National Monument.
- Yellowstone National Park.[2]

Michigan: Isle Royale National Park.

Montana:
- Fort Peck Game Range.
- Glacier National Park.
- Yellowstone National Park.[2]

Nevada:
- Charles Sheldon Antelope Range.
- Death Valley National Monument.[2]
- Desert Game Range.

New Mexico:
- Bandelier National Monument.
- Carlsbad Caverns National Park.
- White Sands National Monument.

North Carolina: Great Smoky Mountains National Park.[2]

Oregon: Crater Lake National Park.

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[1] Extends into another State.
[2] Extends into other States.

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South Dakota:
- Badlands National Monument.
- Wind Cave National Park.

Tennessee: Great Smoky Mountains National Park.[3]
Texas: Big Bend National Park.
Utah:
- Arches National Monument.
- Bryce Canyon National Park.
- Capital Reef National Monument.
- Dinosaur National Monument.[3]
- Zion National Park.

Washington:
- Mount Rainier National Park.
- Olympic National Park.

Wyoming:
- Grand Teton National Park.
- Yellowstone National Park.[3]

DEPARTMENT OF AGRICULTURE,
Washington, D.C., May 23, 1961.

Hon. WAYNE N. ASPINALL,
Chairman, Committee on Interior and Insular Affairs,
House of Representatives.

DEAR CONGRESSMAN ASPINALL: This is in reply to your request of March 1, 1961, for a report on H.R. 293, 299, 496, 776, 1762, 1925, and 2008, all bills to establish a National Wilderness Preservation System for the permanent good of the whole people, and for other purposes.

We strongly recommend that these bills be enacted insofar as they effect this Department if they are amended as suggested herein.

Legislation relating to the establishment of a wilderness system has been proposed in various bills over several sessions of Congress. Although these proposals present different versions for the establishment and management of the wilderness system, all of them have similar objectives.

These bills would declare a policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness. For that purpose, the bills would establish a National Wilderness Preservation System, which would include national forest areas, national park system areas, and national wildlife refuge and game range areas. The bills would provide that the federally owned lands within areas of the wilderness system would be administered in such a way as to leave them unimpaired and to provide for the protection and preservation of their wilderness character. They would provide for the gathering and dissemination of information regarding their use and enjoyment as wilderness.

This Department believes that the establishment and maintenance of wilderness-type areas is a proper use of the national forests and has steadfastly maintained continuity of policy in this regard for over 35 years. In 1924, the first area for the preservation of wilderness in the national forests was established. It comprised a large part of what is now the Gila Wilderness Area in the Gila National Forest in New Mexico. In 1926, parts of the Superior National Forest in northern Minnesota were given special protection. These areas later became parts of areas designated as "roadless areas" and which are now designated as the Boundary Waters Canoe Area. The first primitive area in the national forests was established in 1930 under regulations of the Secretary of Agriculture. By 1939, there were 73 primitive areas and 2 roadless areas, totaling 14.2 million acres.

In 1939, new secretarial regulations were issued, providing for the establishment of wilderness and wild areas in the national forests. The term "wilderness area" originated on the national forests. These regulations provided for somewhat more stability and protection to the areas established thereunder than did the earlier regulation for the establishment of primitive areas issued 10 years previously. Wilderness and wild areas provided for in these regulations meet essentially the same criteria except that wilderness areas exceed 100,000 acres in area, and wild areas range from 5,000 to 100,000 acres. Wilder-

[3] Extends into other State(s).

USAV-00001963

ness areas are established by the Secretary of Agriculture, whereas the Chief of the Forest Service may establish wild areas.

No new primitive areas were established after 1939. Since that time, primitive areas have been managed in accordance with the regulations applicable to wilderness areas. The Department has been restudying primitive areas and reclassifying those areas or parts of areas which are predominantly valuable for wilderness as wilderness areas. We are continuing that study and plan to complete the study as to all remaining primitive areas.

As of this date, there are the following wilderness-type areas within the national forests:

Kind of area	Number	Acreage
Wilderness	14	4,888,173
Wild	28	970,154
Primitive	40	7,907,416
Canoe	1	886,673
Total	83	14,661,416

In the restudy and reclassification of primitive areas, boundary adjustments have been made to eliminate portions not predominantly of wilderness value or to add adjacent national forest lands that are predominantly of wilderness value. Some new areas have been established, including two established within the last year. Taking into consideration the transfers to national parks of lands previously within primitive or wilderness areas in the national forests and corrections in area calculations, the total area of national forest land classified for administration as "wilderness" has remained about the same as it was in 1939.

The wilderness, wild, primitive, and roadless areas of the national forests include some of the most remote and scenic areas of the Nation. They have unique and special values, which have long been recognized by wilderness enthusiasts, and by the Forest Service. They comprise valuable and essential parts of the national forests.

The wilderness-type areas within the national forests have been established and are administered pursuant to administrative action under the regulations of the Secretary of Agriculture. Until last year, they had no specific statutory recognition. The establishment and maintenance of such areas has long been maintained by this Department to be within the concept of multiple-use management, which this Department has applied to the national forests for over half a century. For the first time the Multiple Use-Sustained Yield Act of June 12, 1960, Public Law 86-517 (74 Stat. 215), which directs the Secretary of Agriculture to administer the renewable surface resources of the national forests for multiple use and sustained yield, gave statutory recognition to wilderness areas. In this act, the Congress declared the establishment and maintenance of wilderness areas to be consistent with the principles of multiple use and sustained yield. In inserting this provision as a committee amendment to the bill which became this act, the Senate Committee on Agriculture and Forestry made it clear that the enactment of that provision was not intended as a substitute for the enactment of legislation to establish a national wilderness preservation policy and program.

We have consistently recommended the enactment of wilderness legislation insofar as it would affect the national forests ever since our first report on such legislative proposals in the 85th Congress. We have worked closely with the Congress in suggesting amendments to the various proposals which we believe will achieve the stated objectives of a wilderness system. We believe that S. 174, which has been introduced in this Congress, would be desirable resource legislation and in the national interest. We urge that the bills enumerated in this report be amended to conform to S. 174.

The Bureau of the Budget advises that, if amended to conform as suggested above, the enactment of this proposed legislation would be in accord with the President's program.

Sincerely yours,

ORVILLE FREEMAN, *Secretary.*

USAV-00001964

DEPARTMENT OF AGRICULTURE,
Washington, D.C., April 5, 1962.

Hon. WAYNE N. ASPINALL,
Chairman, Committee on Interior and Insular Affairs,
House of Representatives.

DEAR MR. CHAIRMAN: This is in response to your request of January 13, 1962, for a report on S. 174, to establish a National Wilderness Preservation System for the permanent good of the whole people, and for other purposes, as passed by the Senate on September 6, 1961.

We strongly recommend that the bill be enacted, insofar as it affects this Department, with the amendments hereinafter recommended.

This report should be considered in connection with the previous report made by this Department to the Senate Interior and Insular Affairs Committee concerning the bill, as included in that committee's Report No. 635. You also have our report of May 23, 1961, to your committee, concerning H.R. 293, 299, 496, 776, 1762, 1925, and 2008, all bills to establish a National Wilderness Preservation System.

S. 174 as amended would establish a National Wilderness Preservation System, which would include certain national forest areas, national park system areas, and national wildlife refuge and game range areas. The bill would provide that the Federal lands within the wilderness system would be administered, by the Secretaries of the Departments having jurisdiction, to provide for the preservation of their wilderness character.

All areas within the national forests classified on the effective date of the act as wilderness, wild, primitive, or canoe would be included in the wilderness system. Primitive areas included would be subject to review within 10 years as to their suitability for preservation as wilderness. Provision would be made for the submission to the Congress of the President's recommendations with respect to the continued inclusion within, or exclusion from, the system of such areas. Disapproval by either the Senate or the House of Representatives by resolution within a full session of Congress after receipt of a recommendation by the President concerning such a primitive area would prevent that recommendation from becoming effective.

S. 174 would provide that the addition to, or the elimination from, the wilderness system of any area which is not specifically provided for in the bill could be made only after specific affirmative authorization by law. It is understood that this would apply to the addition of a completely new wilderness-type area to the system or the complete elimination of a wilderness-type area from the system.

In the national forests there are 83 designated wilderness-type (wilderness, wild, primitive, and canoe) areas covering about 14.7 million acres. The Forest Service in this Department pioneered the wilderness preservation concept in establishing in 1924 the first such area, comprising a large part of what is now the Gila wilderness area in New Mexico. In the last 20 years, there has been little net change in the acreage of designated areas. We do not envision a major change in the future.

This Department has consistently supported wilderness legislation ever since it first reported on a wilderness bill in 1957. We did not at that time favor the specific bill but recommended that the Congress consider substitute legislation submitted with that report. S. 174 is a revision of the previous wilderness bills which were introduced in the 85th and 86th Congresses. The recommendations which we have made concerning the previous bills are substantially taken care of in S. 174.

Your letter requests (1) that we comment particularly on the amendments added in the Senate, (2) specific comment concerning the effect of section 4 which would authorize the acquisition of privately owned lands and requests certain information as to private inholdings, (3) information as to areas administered by this Department that would be incorporated in the wilderness system, and (4) information and comments on permitted uses in wilderness-type areas. We shall comment on the Senate amendments after we take the other items up in order.

ACQUISITION AUTHORITY AND PRIVATE INHOLDINGS

Section 4 of S. 174 would authorize the Secretaries of the Interior and Agriculture to acquire lands within areas of the wilderness system under their respective jurisdictions. Section 5 would authorize each Secretary to accept gifts or bequests of lands.

USAV-00001965

The Secretary of Agriculture has authority to acquire land by various methods and for various purposes for the national forests. The authority that would be given by S. 174 would be construed as being in addition to and not in substitution for other authority to acquire land for national forest purposes.

Consolidation of ownership and the acquisition of key tracts including tracts needed for recreational purposes, is part of the development program for the national forests which President Kennedy transmitted to the Congress on September 21, 1961. Part of the land acquisition contemplated in that program would be in national forest wilderness-type areas which S. 174 would cover into the wilderness system. We believe that the need for the acquisition by the Federal Government of lands within the presently designated wilderness-type areas in the national forests would in no way be modified by the enactment of S. 174.

The total of non-Federal land within wilderness-type areas in the national forests is about 275,000 acres. Over half of such lands are in the boundary waters canoe area in Minnesota.

Non-Federal lands in the Boundary Waters Canoe Area are largely State-owned, with some 15,700 acres of county ownership and a similar area of private land. Acquisition in the canoe area is being carried out under the act of June 22, 1948, as amended (16 U.S.C. 557c–557h), and land exchange and donation authorizations. Cost of the remaining necessary but unfinanced acquisition in this area is estimated at $2 million. Appropriation of this additional amount has been authorized in a recent amendment to the 1948 act and it is included in the President's budget. Additionally, some county and the State lands may be acquired through exchange of national forest lands outside the canoe area.

Non-Federal lands in the other national forest wilderness-type areas are predominantly in private ownership. There is less than 1,000 acres of county-owned land in these areas and only about 6,000 acres in State ownership. Some of the non-Federal lands in primitive areas may be within areas or portions of areas likely to be recommended for exclusion from the wilderness system when the primitive areas are reviewed as provided in S. 174. We hope to acquire most of the State-owned land and some county-owned land through exchanges. We hope that a substantial portion of the privately owned lands may be acquired through land exchange or donation. It is likely that, not counting the canoe area, there will be need to purchase over a period of years between 60,000 and 70,000 acres. These lands vary greatly in character, resources, adaptability to private uses, and accessibility. We do not have at this time appraisals or other specific information on which to base a firm cost estimate. Values of particular tracts will, of course, vary widely. We would anticipate that at today's values as much as $5 to $6 million might be required to purchase such lands.

DEPARTMENT OF AGRICULTURE AREAS THAT WOULD BE INCOPORATED INTO WILDERNESS SYSTEM

The enclosed tabulation lists by States the 83 areas within the national forests presently designated as wilderness, wild, primitive, and canoe. Under S. 174 the areas so designated on the date of the act would be included in the wilderness system.

USES IN WILDERNESS-TYPE AREAS

The management of the Boundary Waters Canoe Area differs from that of wilderness, wild, and primitive areas. It is managed for the general purpose of maintaining, without unnecessary restricts on other uses, including that of timber, the primitive character of the area, particularly in the vicinity of lakes, streams, and portages. In effect, the same management principles would continue in this area under the provisions of section 6(c)(3) of S. 174.

With respect to the wilderness, wild, and primitive areas in the national forests, we believe that a general discussion of the use or nonuse of the various resources will be helpful.

Timber.—Commercial timber harvesting is not now permitted in these wilderness-type areas and we have no plans to alter this policy. It would not be allowed in such areas under the provisions of S. 174. Timber may be cut for the purpose of controlling fire, insects, and diseases and could be under S. 174.

Grazing.—Livestock grazing may be permitted in these wilderness-type areas under present policy. It is now permitted in slightly more than half the areas. Our most recent figures show about 59,000 head of cattle and horses and 309,000 head of sheep and goats under permit in these areas. Under the terms of S. 174, this grazing of livestock would be permitted to continue. With reference to the

USAV-00001966

language of the bill pertaining to this, the report of the Senate committee makes it clear that the enactment of S. 174 shall not be the cause for terminating or reducing grazing in wilderness-type areas in the national forests. It is also made clear, however, that the Secretary of Agriculture would have authority to regulate and control grazing in such areas and would have authority to reduce or terminate grazing within these areas for all other purposes and reasons that he could with respect to other national forest lands. Where grazing is not now well established it would not be allowed to start under the bill.

Mining.—Authority now exists under which mineral leases can be issued for leasable minerals in the wilderness, wild, and primitive areas either under the Mineral Leasing Act of 1920 or the Mineral Leasing Act for Acquired Lands. It is the policy of this Department to recommend against, and the policy of the Department of the Interior to withhold, the issuance of mineral leases in these areas unless directional drilling or other methods can be used which will avoid any invasion of the surface of the wilderness, wild, or primitive area.

Under S. 174, mining, including the production of leasable minerals, would be prohibited unless it involved only subsurface use such as directional drilling within such areas or unless the President, as to specific areas, determines that to permit it would better serve the interests of the United States than would its denial.

Prospecting for leasable minerals and for locatable minerals where the mining laws apply is allowed at this time. It must be done in a manner consistent with applicable regulations, including restrictions on the use of mechanized transportation. Under the provisions of S. 174, prospecting could be carried on in a manner not incompatible with the preservation of the wilderness environment.

In those portions of the wilderness, wild, and primitive areas to which the mining laws apply, mining locations may now be made. Upon valid discoveries, mining operations may be carried out with or without an application for patent. S. 174 would not affect valid, existing rights. But, subject to existing rights, it would prohibit mining unless it involved only subsurface use such as directional drilling or shafts driven from outside the area or unless the President, as to specific areas, determines that to permit it would better serve the interests of the United States than would its denial.

In March of last year, it was estimated that there were about 13,000 unpatented mining claims in these areas. Also, there were six mines in active operation, all in primitive areas. The existence of operating mines and the concentration of unpatented mining claims will be significant factors in reviewing primitive areas and in formulating recommendations as to which areas or portions of areas should continue in the wilderness system or be excluded therefrom.

Active mining operations, the use of heavy equipment in prospecting and mining, and the construction and maintenance of roads and other facilities incident thereto would interfere materially with the purpose for which these wilderness-type areas are designated and managed. We strongly believe that such activities should not be permitted in these areas without the presidential authorization which S. 174 would require.

Water developments.—Water developments for the storage and diversion of water for irrigation, domestic, and other uses have been allowed in these wilderness-type areas. The works generally have been constructed and maintained by means which did not involve motorized transportation. There are 144 such projects. We would construe the provisions of S. 174 as permitting the continued maintenance of these existing projects by means which would not involve motorized transportation as in the past. The bill would allow new water developments if the President determined that such uses in specific areas would better serve the interests of the United States than would its denial.

The Federal Power Commission has authority under the Federal Power Act to issue licenses for the construction and maintenance of power projects on these wilderness-type areas of the national forests as well as on other national forest lands. Licenses have been issued for seven such projects in these areas. Under the provisions of section 11 of S. 174, the provisions of the Federal Power Act would not be affected in any way and licenses could continue to be issued by the Federal Power Commission in these areas. We will comment on this later.

Recreation.—Recreation uses of these wilderness-type areas are of the kind, including hunting and fishing, normally associated with wilderness enjoyment. These uses would continue. Commercial services to the extent necessary for the recreational or other purposes of the wilderness system may now be performed, and could continue to be performed, in the areas. Hotels, resorts,

USAV-00001967

summer homes, and other such types of recreational developments are not now, and would not be, permitted.

There are within these areas trails and facilities of a primitive nature for camping. These include primitive-type sanitary facilities. These will continue under our present policy and could continue under the bill. Also, in certain of these areas, as well as in portions of the Boundary Waters Canoe Area, the use of motorboats is presently allowed and could continue under the provisions of the bill. In certain of the wilderness, wild, and primitive areas, the landing of aircraft at established locations is permitted and could continue under the bill. Motorized transportation by the public by ground vehicles is not permitted except on those roads in primitive areas presently open to public use and would not be permitted under the bill.

Roads.—Roads open to public use are not allowed in wilderness and wild areas. There are some such roads in some of the primitive areas. In the three States in which the Public Lands Subcommittee recently held hearings the mileage of roads in primitive areas is for Idaho, 142 miles; for Colorado, 71 miles; and for California, 91 miles. The mileage of roads in such areas in other States is smaller. The existence of roads would have material bearing on the reviews and recommendations as to the suitability of primitive areas or portions thereof for continued inclusion in the wilderness system or exclusion therefrom. Under the provisions of S. 174, the existing roads in such areas could continue to be maintained and used pending the review and effectiveness of a recommendation for the area to remain in the wilderness system. Temporary roads which are essential in the control of fire, insects, and diseases or to meet the minimum requirements for the administration of the areas may now be permitted in these areas. The bill would continue to allow these.

COMMENTS AND RECOMMENDATIONS ON SENATE AMENDMENTS

The Senate committee made 14 amendments, all of which were adopted. These are discussed in order:

(1) This reduced from 15 to 10 the years in which the review of primitive areas would be made. This would require an acceleration of the rate of our review of these areas and we have no objection.

(2) This prescribes in more detail the procedure as to the submission of recommendations for the continuation in, or exclusion from, the wilderness system of primitive areas or portions thereof. The principal features, with comments, are—

(*a*) Any primitive area recommended to be continued in the wilderness system could not, with any recommended alteration of its boundaries for additions and exclusions, exceed the size of that area on the date of the act. This would make a subsequent act of Congress necessary in those cases where net additions to a few of the primitive areas might be desirable. We would prefer not to be so restricted, but if such a restriction is considered essential we suggest that a leeway of up to 10 percent be allowed. This could be accomplished by adding after the word "Act" and before the period in line 20 on page 4 the words "by more than 10 percent."

(*b*) Provision would be made for reconsideration, modification, and resubmission of a recommendation as to a primitive area if the original recommendation is disapproved by either the Senate or the House of Representatives. This is desirable.

(*c*) It would be made clear that in the absence of a recommendation as to a primitive area having been submitted and become effective by the end of the prescribed period such area would cease to be a part of the wilderness system and would be administered as other national forest land. This is consistent with the principle that primitive areas should be reviewed and that positive recommendations should be made as to them before they remain permanently in the wilderness system.

(*d*) The language in the first proviso of this amendment would suggest that primitive areas are not considered as having national forest status since it would provide that the President's recommendation could be for "the exclusion and return to national forest status." They do have such status and it is recommended that this be clarified by deleting from lines 13 and 14 on page 4 the words "return to national forest land status" and inserting in lieu thereof the words "administration as other national forest land."

USAV-00001968

(3), (4), and (5) These amendments deal with the method by which either the Senate or the House of Representatives could disapprove a recommendation made by the President under the bill. We have no objection.

(6) This is a clarifying amendment. No objection.

(7) This makes it clear that the addition of any complete new wilderness-type area to the wilderness system, or the complete elimination of any such area therefrom other than under the provisions of the act could be accomplished only by an act of Congress. At the present time, wilderness and wild areas are designated under regulations of the Secretary of Agriculture. Upon the enactment of S. 174, there would be no authority in this Department to make any new such designations. This is consistent with the basic principles of the bill.

(8), (9), and (10) These are primarily clarifying. No objection.

(11) This makes it clear that grazing will not be reduced or terminated solely because of the enactment of S. 174. With the Senate committee's explanation of this amendment, referred to above in the discussion of grazing use, there is no objection.

(12) This would provide for the gathering of information about mineral resources, including prospecting, in a manner which is not incompatible with the preservation of wilderness environment. On the floor of the Senate this amendment was further amended to include the gathering of information about water and to provide for completely subsurface uses. Such activities would include the construction of a tunnel completely under one of the wilderness-type areas. All these activities would have to be done in a manner not incompatible with the preservation of wilderness environment. Without the amendment such activities probably would have been prohibited unless there was a Presidential authorization. The preservation of the wilderness environment is assured. We approve the amendment.

(13) This is a substitute section which deals more adequately with reports and records. There is no objection if the word "superintendents" in line 15 on page 18 is changed to "supervisors."

(14) This can be called the Alaska amendment and would provide for the establishment of a Presidential Land Use Commission to advise and make recommendations to the Secretary of the Interior as to how federally owned land can best be utilized, developed, protected, and preserved. The amendment was further amended on the floor of the Senate to recognize that the national forests are administered by the Secretary of Agriculture. The scope of the duties of the Commission goes to all federally owned land and not just to lands in wilderness-type areas. We recognize that Federal ownership of about 90 percent of the land area of the State of Alaska presents a situation peculiar to that State and have no particular objection to such a Commission in relation to Alaska. However, we question whether provision for such a Commission to concern itself with all Federal land and resources should be included in legislation which otherwise deals only with wilderness-type areas. We therefore suggest that all of section 9 on page 19 be deleted and the succeeding sections be renumbered accordingly.

The amendments made on the floor of the Senate, other than the ones above referred to, are discussed in the order in which they appear in the bill as it passed the Senate.

(1) and (2) These are reflected in subsection (d) of section 3 and do not concern lands administered by this Department.

(3) The word "minor" was added in the first line of subsection (e) of section 3 to make it clear that major modifications or adjustments of boundaries of areas in the wilderness system could not be made except by an act of Congress. There is no objection.

(4) A procedural provision was added as a last proviso in subsection (f) of section 3 concerning the handling of a resolution of opposition to a recommendation by the President. There is no objection.

(5) A clarifying change was made in subsection (g) of section 3.

(6) A new subsection (i) was added to section 3 to provide for obtaining and submitting to Congress the views of the Governor of the affected State concerning recommendations submitted to the President. The Governor of such State would be given 90 days within which to submit his views. There is no objection.

USAV-00001969

(7) A new subsection (j) was added to section 3 which provides that where State-owned lands are completely surrounded by land incorporated into the wilderness system, the State would be given either adequate access for itself and its successors in interest of vacant, unappropriated, and unreserved land in exchange. The Federal Government would have the election of whether to give the access or the land in exchange. There is no objection.

(8) Changes were made in paragraph (1) of subsection (c) of section 3 which would not affect this Department.

(9) A clarifying change was made in paragraph (2) of subsection (c) of section 3. No objection.

(10) Section 10 was added to provide for annual reports to the Congress on the status of the wilderness system. There is no objection.

(11) Section 11 was added to provide that nothing in the act would supersede, modify, repeal, or otherwise affect the provisions of the Federal Power Act. Before this section was added, the provisions of section 6 would have prohibited the construction and maintenance (other than of existing developments) of power projects and works on national forest lands within the wilderness system unless the President made a determination that to permit such projects would better serve the interests of the United States that would the prohibition thereof. The effect of this would have been that the Federal Power Commission could not have issued licenses for power projects within national forest areas in the wilderness system until there had been such a Presidential determination. But upon such a determination, the project would have been authorized as at present by a license issued by the Federal Power Commission. With the addition of section 11, the Federal Power Commission could issue licenses for Federal power projects for areas in the wilderness system without the Presidential determination required for other types of industrial and commercial uses. Power projects within a wilderness-type area would have the same detrimental effects upon the purposes for which the area is included in the wilderness system as would mining, the establishment and maintenance of reservoirs and water conservation projects for purposes other than power, and other developments involving heavy construction and the use of heavy equipment. We recognize that under some circumstances the permitting of power developments in areas of the wilderness system might be more in the public interest than their denial. However, we strongly believe that the same Presidential determination should be required with reference to them as would be required for other types of industrial and commercial developments. We, of course, believe that upon such Presidential determinations, the license for the power project should be issued by the Federal Power Commission in the same manner as such licenses are issued elsewhere. Therefore we recommend that the section be deleted or modified by deleting the word "Nothing" in line 6 on page 20 and inserting in lieu thereof "Except as provided in section 6, nothing."

The Bureau of the Budget advises, subject to the committee's consideration of the recommended amendments, the enactment of this proposed legislation would be in accord with the program of the President.

Sincerely yours,

ORVILLE L. FREEMAN.

Summary of wilderness-type areas in national forests, as of Dec. 31, 1961

State	Number of areas	Net acreage	State	Number of areas	Net acreage
Arizona	9	673,926	New Mexico	7	1,014,085
California	18	1,557,822	North Carolina	1	7,655
Colorado	11	810,362	Oregon	10	749,547
Idaho	3	3,004,069	Utah	1	240,717
Minnesota	1	886,673	Washington	4	1,384,196
Montana	8	1,921,347	Wyoming	8	2,354,892
Nevada	1	64,667			
New Hampshire	1	5,400	Total	83	14,675,358

USAV-00001970

National forest wilderness-type areas—Name, date of establishment, and acreage of area and national forest, by States, as of Dec. 31, 1961

WILDERNESS AREAS

State, name, and date established as primitive area	Date established	National Forest	Net area (acres)
Arizona:			
Mazatzal (1932)	1940	Tonto	205,000
Superstition (1939)	1940	do	124,140
California:			
Marble Mountain (1931)	1953	Klamath	213,283
Yolla Bolly-Middle Eel (1931)	1956	Mendocino	72,916
		Shasta-Trinity	36,399
		Total	109,315
Montana: Bob Marshall (1931-33)	1940	Flathead	710,000
		Lewis and Clark	240,000
		Total	950,000
New Mexico:			
Gila [1] (1933)	1953	Gila	438,360
Pecos (1933)	1953	Carson	25,000
		Santa Fe	140,000
		Total	165,000
Oregon:			
Eagle Cap (1930)	1940	Wallowa	136,010
		Whitman	80,240
		Total	216,250
Three Sisters (1937)	1957	Deschutes	59,875
		Willamette	136,833
		Total	196,708
Washington: Glacier Peak	1960	Mount Baker	212,850
		Wenatchee	245,255
		Total	458,105
Wyoming:			
Bridger (1931)	1960	Bridger	383,300
North Absaroka (1932)	1951	Shoshone	359,700
South Absaroka (1932)	1951	do	505,552
Teton (1934)	1955	Teton	563,460
Total			4,888,173

WILD AREAS

Arizona:			
Chiricahua (1933)	1940	Coronado	18,000
Galiuro (1932)	1940	do	55,000
Sierra Ancha (1933)	1951	Tonto	20,850
California:			
Caribou (1931)	1961	Lassen	19,080
Cucamonga (1931)	1956	San Bernardino	9,022
Hoover (1931)	1957	Inyo	9,000
		Toiyabe	33,800
		Total	42,800
San Gorgonio (1931)	1956	San Bernardino	33,898
San Jacinto (1931)	1960	do	20,565
Thousand Lakes (1931)	1955	Lassen	15,695
Colorado:			
La Garita (1932)	1961	Gunnison	26,300
		Rio Grande	22,700
		Total	49,000
Maroon Bells-Snowmass (1933)	1956	White River	66,100
Mount Zirkel-Dome Peak (1931)	1949	Routt	53,400
Rawah (1932)	1953	Roosevelt	25,579
West Elk (1932)	1957	Gunnison	62,000

[1] Portion of area remains in primitive area classification.

USAV-00001971

National forest wilderness-type areas—Name, date of establishment, and acreage of area and national forest, by States, as of Dec. 31, 1961—Continued

WILD AREAS—Continued

State, name, and date established as primitive area	Date established	National Forest	Net area (acres)
Montana: Gates of the Mountains	1948	Helena	28,562
Nevada: Jarbidge	1958	Humboldt	64,667
New Hampshire: Great Gulf	1959	White Mountain	5,400
New Mexico:			
San Pedro Parks (1931)	1940	Santa Fe	41,132
Wheeler Peak	1960	Carson	6,051
White Mountain (1933)	1957	Lincoln	28,118
North Carolina: Linville Gorge	1951	Pisgah	7,655
Oregon:			
Diamond Peak	1957	Deschutes	19,240
		Willamette	16,200
		Total	35,440
Gearhart Mountain	1943	Fremont	18,709
Kalmiopsis	1946	Siskiyou	78,850
Mount Hood (1931)	1940	Mount Hood	14,160
Mount Washington	1957	Deschutes	8,625
		Willamette	38,030
		Total	46,655
Mountain Lakes (1930)	1940	Rogue River	23,071
Strawberry Mountain	1942	Malheur	33,004
Washington:			
Goat Rocks (1931)	1940	Gifford Pinchot	59,740
		Snoqualmie	22,940
		Total	82,680
Mount Adams	1942	Gifford Pinchot	42,411
Total			1,047,554

CANOE AREAS

Minnesota: Boundary waters canoe area:			
Caribou Division	1948	Superior	36,059
Little Indian Sioux Division	1939	do	64,117
Superior Division	1936	do	786,497
Total			886,673

PRIMITIVE AREAS

Arizona:			
Blue Range [1]	1933	Apache (Arizona part).	180,139
		Apache (New Mexico part).	36,598
		Total	216,737
Mount Baldy	1932	Apache	7,400
Pine Mountain	1933	Prescott	8,530
		Tonto	8,915
		Total	17,445
Sycamore Canyon	1935	Coconino	21,207
		Kaibab	5,807
		Prescott	18,938
		Total	45,952

[1] Blue Range primitive area enumerated for Arizona; not in New Mexico.

USAV-00001972

National forest wilderness-type areas—Name, date of establishment, and acreage of area and national forest, by States, as of Dec. 31, 1961—Continued

PRIMITIVE AREAS—Continued

State, name, and date established as primitive area	Date established	National Forest	Net area (acres)
California			
Agua Tibia	1931	Cleveland	25,993
Desolation Valley	1931	Eldorado	41,343
Devil Canyon-Bear Canyon	1932	Angeles	35,267
Emigrant Basin	1931	Stanislaus	97,020
High Sierra	1931	Inyo	204,954
		Sequoia	7,040
		Sierra	181,905
		Total	393,899
Mount Dana-Minarets	1931	Inyo	43,005
		Sierra	39,176
		Total	82,181
Salmon Trinity Alps	1932	Klamath	28,576
		Shasta-Trinity	194,724
		Total	223,300
San Rafael	1932	Los Padres	74,160
South Warner	1931	Modoc	68,870
Ventana	1931	Los Padres	52,129
Colorado:			
Flat Tops	1932	White River	117,800
Fore Range-Eagle Nest	1933	Arapaho	32,379
		White River	28,825
		Total	61,204
San Juan	1932	San Juan	238,080
Uncompahgre	1932	Uncompahgre	53,252
Upper Rio Grande	1932	Rio Grande	56,600
Wilson Mountains	1932	San Juan	9,600
		Uncompahgre	17,747
		Total	27,347
Idaho:			
Idaho	1931	Boise	223,996
		Challis	74,293
		Payette	685,336
		Salmon	240,951
		Total	1,224,576
Sawtooth	1937	Boise	144,300
		Challis	7,900
		Sawtooth	48,742
		Total	200,942
Selway-Bitterroot [1]	1936	Bitterroot (Idaho part).	176,099
		Clearwater	143,000
		Lolo	251,600
		Nez Perce	700,952
		Bitterroot (Montana part).	290,805
		Total	1,869,356

[1] Selway-Bitterroot primitive area enumerated for Idaho; not in Montana.

USAV-00001973

National forest wilderness-type areas—Name, date of establishment, and acreage of area and national forest, by States, as of Dec. 31, 1961—Continued

PRIMITIVE AREAS—Continued

State, name, and date established as primitive area	Date established	National Forest	Net area (acres)
Montana:			
Absaroka	1932	Gallatin	64,000
Anaconda-Pintlar	1937	Beaverhead	55,000
		Bitterroot	40,000
		Deerlodge	49,940
		Total	144,940
Beartooth	1932	Custer	175,000
		Gallatin	55,000
		Total	230,000
Cabinet Mountains	1935	Kaniksu	42,900
		Kootenai	47,000
		Total	89,900
Mission Mountains	1931	Flathead	73,340
Spanish Peaks	1932	Gallatin	49,800
New Mexico:			
Black Range	1933	Gila	169,196
Gila	1933	do	129,630
Oregon: Mount Jefferson	1933	Deschutes	25,710
		Mount Hood	3,470
		Willamette	57,520
		Total	86,700
Utah: High Uintas	1931	Ashley	166,794
		Wasatch	73,923
		Total	240,717
Washington: North Cascade	1935	Mount Baker	434,200
		Okanogan	366,800
		Total	801,000
Wyoming:			
Cloud Peak	1932	Bighorn	93,880
Glacier	1937	Shoshone	177,000
Popo Agie	1937	do	70,000
Stratified	1932	do	202,000
Total			7,852,058

DEPARTMENT OF THE ARMY,
Washington, D.C., January 15, 1962.

Hon. WAYNE N. ASPINALL,
Chairman, Committee on Interior and Insular Affairs,
House of Representatives.

DEAR MR. CHAIRMAN: Reference is made to your request to the Secretary of Defense for the views of the Department of Defense with respect to H.R. 293, 299, 496, 776, 1762, 1925, and 2008, 87th Congress, bills to establish a National Wilderness Preservation System for the permanent good of the whole people, and for other purposes. The Department of the Army has been assigned responsibility for expressing the views of the Department of Defense on these bills.

USAV-00001974

These bills would establish a National Wilderness Preservation System, to be composed of certain areas within the national forests, the national park system, the national wildlife refuges and game ranges, and such additional public lands as may be included under procedures set forth in the bills, in order to secure for the American people of present and future generations the benefits of an enduring resource of wilderness. The wilderness system would be devoted to the public purposes of recreational, scenic, scientific, educational, conservation, and historical use, and, in order to attain these objectives, the bills would impose certain restrictions on use and developments within the system.

With respect to this question of preservation of wilderness areas, the attention of the committee is invited to the message from the President on February 23, 1961, relating to the Nation's natural resources, wherein he urged the Congress to enact a wilderness protection bill along the general lines of S. 174. The Department of the Army, on behalf of the Department of Defense, is in favor of the National Wilderness Preservation System, designed, as it is, for the permanent good of the whole people. Insofar as defense interests are concerned, the President's authority under section 3(c)(2) of the bills to establish and maintain facilities needed in the public interest is sufficient to insure that any specific areas within the wilderness system which might become necessary for the national defense would be readily available. Since the bills are in accord with the President's views, enactment of the legislation is supported.

This report has been coordinated within the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

The Bureau of the Budget advises that, from the standpoint of the administration's program, there is no objection to the presentation of this report for the consideration of the committee.

Sincerely yours,

ELVIS J. STAHR, JR.,
Secretary of the Army.

FEDERAL POWER COMMISSION,
Washington, D.C., May 4, 1962.

Hon. WAYNE N. ASPINALL,
Chairman, Committee on Interior and Insular Affairs,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Enclosed are three copies of the revised report of the Federal Power Commission on the subject bills. It is requested that this report be substituted for the Commission's previous report on these bills which was submitted to your committee by our letter dated April 27, 1961.

It is contemplated that this report may be released to the public within 3 working days from the date of this letter unless there is a request that its release be withheld.

Sincerely yours,

JOSEPH C. SWIDLER, *Chairman.*

FEDERAL POWER COMMISSION REPORT ON H.R. 293, 299, 496, 776, AND 1925, 87TH CONGRESS

(Bills to establish a national wilderness preservation system for the permanent good of the whole people and for other purposes)

The enactment of any one of these "Wilderness Act" bills would establish a national wilderness preservation system, comprised of federally owned lands taken from the following: (1) areas within national forests classified by the Secretary of Agriculture or the Chief of the Forest Service as "wilderness," "wild," "primitive," "canoe," or "roadless," the primitive areas being subject to a review by the Secretary of Agriculture within 15 years from the effective date of this act, except that under the provisions of H.R. 1925, wilderness, wild, or canoe areas "shall be reported to the Congress without further review before the beginning of the first session of Congress following the enactment of this act, and at the close of the second session of Congress thereafter each such area shall become a unit of the * * * system if * * * not rejected by a concurrent resolution passed by the Congress"; (2) national parks and monuments "embracing a continuous area of 5,000 acres or more without roads, and such additional units of the national park system as the Secretary of the Interior shall prescribe," which are subject to certain later designations within a specified period; (3) such wildlife refuges and game ranges, or portions thereof, as the Secretary of Interior shall designate. Within 5 years after the date of this act, the Secretary shall survey

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the refuges and ranges under his jurisdiction and designate additions to the system which he thinks appropriate; and (4) other units as may be designated within any federally owned areas by officials authorized to do so under the act, including any area or areas acquired by those officials through gift or bequest. H.R. 299 and H.R. 496 also provide that the Secretary of the Interior may designate areas within Indian reservations.

Section 2(e) of H.R. 766 provides that any proposed modification, elimination, or addition to the wilderness system, after notice and opportunity for hearing, shall be reported to the President, who shall then recommend to the Congress those changes which he deems appropriate. Such recommendations shall take effect upon the expiration of the first full and continuous session of Congress after the recommendations are received by Congress unless a concurrent resolution is passed in opposition.

Section 2(e) of H.R. 293 and H.R. 1925 contains essentially the same provisions as section 2(e) of H.R. 776 except that any alterations to the system made through this procedure must be carried out during the 15-year period following the effective date of this act. H.R. 293 and H.R. 1925 go on to provide that later additions to the system or areas shall be made only by Congress.

Section 2(f) of H.R. 299 and H.R. 496 provides that the Secretaries of Agriculture or Interior shall recommend to the Congress, modifications, eliminations, or additions to the system, which will become effective after the expiration of the first 120 days of continuous session following the date such recommendations are received, provided, however, Congress does not adopt a concurrent resolution in opposition thereto during the 120-day period.

The Commission's interest in these bills arises from the fact that they would set up a wilderness system embracing lands having existing and potential power value subject to the Commission's licensing jurisdiction under part I of the Federal Power Act. A license for project works on reserved lands of the United States may be issued by this Commission under section 4(e) of the Power Act "only after a finding * * * that the license will not interfere or be inconsistent with the purpose for which such reservation was created or required." In addition, such licenses contain conditions deemed necessary for the adequate protection and utilization of any reservation involved.

Under the provisions of section 24 of the Federal Power Act any lands of the United States included in a proposed project "shall from the date of filing of the application therefor be reserved from entry, location, or other disposal under the laws of the United States until otherwise directed by the Commission or by Congress." In addition to reservations effected under this provision of the Power Act, other lands of the United States have been reserved or withdrawn from time to time for power purposes under other statutes, and in the future lands may be reserved pursuant to section 24 or under other statutes.

We interpret section 4(e) of the Power Act as authorizing this Commission to issue license for construction of power facilities in presently designated "primitive," "wilderness," "wild," "canoe," or "roadless" areas, except in the Boundary Waters Canoe Area of Minnesota, and in national parks and monuments.

We believe that these bills would not preclude the continued exercise of that jurisdiction within the proposed wilderness system. However, in view of the possibility that these bills could be interpreted as precluding any licensing authority under the Federal Power Act, we could, therefore, foresee serious administrative difficulties in attempting to license hydroelectric facilities in those areas if they are enacted in their present form.

Furthermore, it will be noted that the provisions of section 2(a) of each bill would provide for the inclusion into the proposed wilderness system additional areas within national forests as may be designated by the Secretary of Agriculture after notice and opportunity for hearing. Because this section covers such a vast land area, it is difficult to adequately determine future power potential within these forests. Therefore, we believe that the Federal Power Commission should retain jurisdiction over all portions of national forests incorporated into the wilderness system subsequent to enactment of any one of these bills.

This Commission has under license 10 powerplants now in operation (813,500 kilowatts) and 4 under construction pursuant to a license (222,000 kilowatts), all of which are affected by licensed reservoirs located in primitive areas only. A potential project (150,000 kilowatts) covered by a license application now pending would affect the Flat Top Primitive Area in Colorado.

The Senate passed version of the Wilderness Act (S. 174, 87th Cong.) which was referred to the House Interior and Insular Affairs Committee on September , 1961, carries an amendment (bill, sec. 11) adopted on the floor of the Senate on September 6, 1961 (Congressional Record, pp. 17229–17231), providing that

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nothing in the proposed Wilderness Act "shall be construed as superseding, modifying, repealing, or otherwise affecting" the Federal Power Act. This amendment was recommended in the Commission's original report on S. 174, but the Commission in a later report on March 3, 1961, indicated that a more limited amendment saving the Commission's licensing jurisdiction with respect to primitive areas only would be adequate. (See Congressional Record, Sept. 6, 1961, p. 17229.)

Although we do not oppose the broader amendment carried in S. 174 as passed by the Senate, we still believe that in view of the very limited hydroelectric potential in existing wild, wilderness, or canoe areas (in contrast to the substantial potential in primitive areas and national forests lands which may be added to the system), the public interest in the development of waterpower resources through licenses issued under the Federal Power Act will be adequately protected, and at the same time be consistent with the objectives of these bills, if the jurisdiction of the Commission is preserved expressly with respect to primitive areas and national forest lands later added to the wilderness system. This would be accomplished by adding a new subsection 3(c)(7) to H.R. 293 and H.R. 776 and a new subsection 3(c)(6) to H.R. 299, H.R. 496, and H.R. 1925, each such new subsection to read as follows:

"To the contrary notwithstanding, no provisions of this Act shall be construed as superseding, modifying, repealing, or otherwise affecting the provisions of the Federal Power Act (16 U.S.C. 792–825r) with respect to primitive areas as referred to in section 2(a) of this Act or with respect to additional areas of national forest land which may later be added to the wilderness system pursuant to that subsection."

FEDERAL POWER COMMISSION,
By JOSEPH C. SWIDLER, *Chairman.*

FEDERAL POWER COMMISSION,
Washington, D.C., May 4, 1962.

Hon. WAYNE N. ASPINALL,
Chairman, Committee on Interior and Insular Affairs,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Enclosed are three copies of the revised report of the Federal Power Commission on the subject bills. It is requested that this report be substituted for the Commission's previous report on these bills which was submitted to your committee by our letter dated April 27, 1961.

It is contemplated that this report may be released to the public within 3 working days from the date of this letter unless there is a request that its release be withheld.

Sincerely yours,

JOSEPH C. SWIDLER, *Chairman.*

FEDERAL POWER COMMISSION REPORT ON H.R. 1762, H.R. 2008, AND H.R. 8237, 87TH CONGRESS

(Bills to establish a national wilderness preservation system for the permanent good of the whole people, and for other purposes)

These bills, to be known respectively as "Wilderness Acts," propose to secure for the American people the benefits of an enduring resource of wilderness by establishing a national wilderness preservation system comprised of federally owned lands taken from the following: (1) all areas within national forests classified on the effective date of the bill by the Secretary of Agriculture or the Chief of the Forest Service as "wilderness," "wild," "primitive," or "canoe," the primitive areas only being subject to review by the Secretary within 15 years from the effective date of this act as to their suitability for inclusion into the wilderness system, the results of which are recommended to the President; (2) national parks or monuments embracing "a continuous area of 5,000 acres or more without roads," subject to review by the Secretary within 10 years from the effective date of this act as to their inclusion into the wilderness system, the results of which are then recommended to the President; (3) such wildlife refuges and game ranges, or portions thereof, as may be recommended subsequent to enactment of the bill by the Secretary of the Interior to the President within 10 years following the effective date of this act; and (4) acquisitions of privately owned land within any portion of such system under either Secretary's jurisdiction and, in addition, acquisitions by gift or bequest to the respective Secretaries.

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Sections 3(b)(1), 3(c)(1), and 3(d)(1) of the respective bills provide, among other things, that the President shall advise the House and the Senate, before the convening of Congress each year, of the areas he recommends for incorporation into the system. Thereupon, under the provisions of section 3(f) of each bill any recommendations so made would take effect only upon the day after adjournment sine die of the first complete session of the Congress following the date or dates upon which they were received by the House and Senate, provided however, the Congress did not approve a concurrent resolution in opposition thereto.

The Commission's interest in these bills arises from the fact that they would set up a wilderness system embracing lands having existing and potential power value subject to the Commission's authority under part I of the Federal Power Act. A license for project works on reserved lands of the United States may be issued by this Commission under section 4(e) of the Power Act, "only after a finding * * * that the license will not interfere or be inconsistent with the purpose for which such reservation was created or required." In addition, such licenses contain conditions deemed necessary for the adequate protection and utilization of any reservation involved.

Under the provisions of section 24 of the Federal Power Act any lands of the United States included in a proposed project "shall from the date of filing of the application therefor be reserved from entry, location, or other disposal under the laws of the United States until otherwise directed by the Commission or by Congress." In addition to reservations effected under this provision of the Power Act, other lands of the United States have been reserved or withdrawn from time to time for power purposes under other statutes, and in the future lands may be reserved pursuant to section 24 or under other statutes.

We interpret section 4(e) of the Power Act as authorizing this Commission to issue licenses for construction of power facilities in presently designated primitive, wilderness, wild, or canoe areas, except in the Boundary Waters Canoe Area of Minnesota, and in national parks and monuments.

We believe that enactment of any one of these bills would not preclude the continued exercise of that jurisdiction within the proposed wilderness system. However, in view of the possibility that these bills could be interpreted as precluding any licensing authority under the Federal Power Act, we could, therefore, foresee serious administrative difficulties in attempting to license hydroelectric facilities in those areas if any one of such bills should be enacted in its present form.

This Commission has under license 10 powerplants now in operation (813,500 kilowatts) and 4 under construction pursuant to a license (222,000 kilowatts), all of which are affected by licensed reservoirs located in primitive areas only. A potential project (150,000 kilowatts) covered by a license application now pending would affect the Flat Top Primitive Area in Colorado.

The Senate passed version of the Wilderness Act (S. 174, 87th Cong.) which was referred to the House Interior and Insular Affairs Committee on September 7, 1961, carries an amendment (bill, sec. 11) adopted on the floor of the Senate on September 6, 1961 (Congressional Record, pp. 17229–17231), providing that nothing in the proposed Wilderness Act "shall be construed as superseding, modifying, repealing, or otherwise affecting" the Federal Power Act. This amendment was recommended in the Commission's original report on S. 174, but the Commission in a later report on March 3, 1961, indicated that a more limited amendment saving the Commission's licensing jurisdiction with respect to primitive areas only would be adequate. (See Congressional Record, Sept. 6, 1961, p. 17229.)

Although we do not oppose the broader amendment carried in S. 174 as passed by the Senate, we still believe that in view of the very limited hydroelectric potential in existing wild, wilderness, or canoe areas (in contrast to the substantial potential in primitive areas), the public interest in the development of waterpower resources through licenses issued under the Federal Power Act will be adequately protected, and at the same time be consistent with the objectives of these bills, if the jurisdiction of the Commission is preserved expressly with respect to primitive areas only. This would be accomplished by adding to H.R. 1762 and H.R. 2008 a new subsection 4(c)(8), and to H.R. 8237 a new subsection 6(c)(8), each such new subsection to read as follows:

"To the contrary notwithstanding, no provisions of this Act shall be construed as superseding, modifying, repealing, or otherwise affecting the provisions of the Federal Power Act (16 U.S.C. 792–825r) with respect to primitive areas as referred to in section 3(b)(1) of this Act."

FEDERAL POWER COMMISSION,
By JOSEPH C. SWIDLER, *Chairman*.

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Mrs. Pfost. Our first witness this morning is the Honorable John P. Saylor, the ranking minority member of the committee, a member of the Outdoor Recreation Resources Review Commission, and the author of H.R. 776.

Mr. Saylor. I am pleased to present this statement to the committee.

STATEMENT OF HON. JOHN P. SAYLOR, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. Saylor. The people in western Pennsylvania whom I have the privilege of representing in Congress, like those in all other regions of our country, are deeply interested in our American wilderness. They know that it was out of the wilderness that our pioneers developed this country.

My people are proud of this Nation, proud of its great cities, its magnificent stretches of well-traveled highways, the railroads that link us together as a nation, the marvelous airplanes that span the whole continental sweep of our skies in only a few hours, and proud of the industry and labor that in our American way have made it possible for us to inhabit this continent so comfortably and with such excellent opportunities for enjoying the cultural advantages of modern American civilization.

And the people of western Pennsylvania, the people of all America, love the land which gave us these advantages and made it possible for us to realize our great freedoms—not only our freedom from fear and want but also those other great freedoms of religion, of the press, of speech that have come to a people so righly endowed with natural resources and thereby blessed with independence.

So wherever there still remain unspoiled areas of our original wilderness we look on the land with special pride, and we are glad that not all of America has been used up. Some of it is still as God made it, although many of us may have to go a long way to find the unspoiled back country.

We want to know that there will always be these areas of wilderness remaining unspoiled, not only for ourselves but for our children, and their children, on and on into the future.

That is the explanation of the great protest which arose against the Echo Park Dam when there was an attempt to build it in one of these areas of scenic wild beauty.

In both the 83d and the 84th Congress, I represented the people of the 22d District of Pennsylvania, and indeed the people of all America, in a strong determination that no such structure should needlessly be placed in any of our sanctuaries of wilderness. Few at first were the voices that I heard in support of this determination, but when the American people understood the issues at stake in the Echo Park controversy, I began to receive letters of encouragement from citizens in all parts of our land.

Near the close of the 83d Congress the Speaker of the House told reporters that Congressmen had received more protests against the Echo Park Dam than letters on any other subject. When the 84th Congress finally passed the Colorado bill, it was without the Echo Park Dam, and it did include a declaration that no dam or reservoir

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under the act should be constructed within any national park or monument.

It had been demonstrated that the American people favor the protection of such areas.

Of course, we want these areas. We want them not only as examples of our once unbroken wilderness; we want them because we are an outdoor people. We want to know that there always will be parks and forests and fishing streams and hunting grounds for Americans to enjoy.

We know that such places throughout most of the country are getting fewer and fewer. Places where you can camp beyond the roar of traffic, hike without dodging automobiles, fish without hooking a buddy, or hunt without being afraid of being shot are getting harder and harder to find. And as these privileges become less plentiful, we suddenly realize that we want them very much.

We want the wilderness, for we deeply need it in many ways. We need the physical strength and the stamina that men and women know when they face the wilderness on their own. The frontier—the wilderness—was one of the things which encouraged immigrants to become good Americans and inspired Katherine Lee Bates to call America herself beautiful for those pioneer—

> * * * pilgrim feet,
> Whose stern impassioned stress
> A thoroughfare for freedom beat
> Across the wilderness!

In a century and a half this Nation was established the whole continental frontier had been mastered. The United States was established from Atlantic to Pacific, and the sons of these hardy pioneers with their inherited strength were transforming America's natural resources into the greatest national prosperity the world has ever known.

This is a century of great prowess for us. It is likewise a century of decision. Shall we, exploiting all our resources, reduce also every last bit of our wilderness to roadsides of easy access and areas of convenience, and ourselves soften into an easygoing people, deteriorating in luxury and ripening for the hardy conquerors of another century?

I hope not, and in our preservation of wilderness and our encouragement of the hardy recreation that puts a man or a woman or a red-blooded child on his own in the face of primitive hardships we can help meet this need for maintaining a nation of strong, healthy citizens.

As the magazine Newsweek reported on September 26, 1955, in an article entitled "Are We Becoming Soft?" many of us, including President Dwight D. Eisenhower, are concerned with this question. As Maj. Gen. Lewis B. Hershey, the Director of Selective Service, is there quoted, I too believe that "we are not inherently a nation of softies, but it's a harder fight for us to stay fit than for a lot of less privileged people."

As General Hershey observes, "Our kids are all right, but autos, innerspring mattresses, and regulated heating makes it tougher for us to stay fit."

I agree with General Hershey when he says, "We've got to stay vigorous and still enjoy our luxury," and I suggest that our wilderness areas give us our best chance to do this.

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The stress and strain of our crowded, fast-moving, highly mechanized, and raucously noisy civilization create another great need for wilderness—a deep need for areas of solitude and quiet, for areas of wilderness where life has not yet given way to machinery.

This is a need for relief for jaded minds and tense nerves, a need for the restoration of peace and the reassurance of sanity. It is a need that for many people can best be met beyond the end of the road, away from the ring of the telephone, where electric lights cannot lengthen the strains of the day, but rather where early sleep rests a man to wake at dawn and know the inspiration of the sunrise as well as the colors of sunset.

Yet it is not only for these physical and mental needs that we seek to preserve the wilderness. It is not only for enjoyment and not only for much-needed relief from the stress and strain of our civilized living that we need the wilderness. We have also a deep and fundamental need.

As the Living Wilderness commented editorially in its autumn 1955 issue:

> Deep down at the base of all our needs for wilderness is a profound, a fundamental need—a need that is not only recreational and spiritual but also educational and scientific, and withal essential to a true understanding of ourselves, our culture, our own natures, and our place in nature.
>
> This need is for areas of the earth within which we stand without our mechanisms that make us immediate masters over our environment—areas of wild nature in which we sense ourselves to be, what we are, dependent members of an interdependent community of living creatures that together derive their existence from the sun.

In other words, in the wilderness we can get out bearings. We can keep from being blinded in our great human success to the fact that we are part of the life of the planet. And we shall do well to do this, to keep our perspectives and keep in touch with some of the basic facts of life.

So it is that I agree with this editorial in the Living Wilderness, and with its editor, who also voiced the same sentiments in his address at the conference on parks and open spaces in Washington, D.C., on May 24, 1955:

> In addition to our needs for urban and suburban spaces, in addition to the need for a countryside of rural loveliness, a landscape of beauty for our living, and in addition to the needs for parkways and well-developed areas for all kinds of outdoor recreation—in addition to all these—there is in our planning a need also to secure the preservation of some areas that are so managed as to be left unmanaged—areas that are undeveloped by man's mechanical tools and in every way unmodified by his civilization. These are the areas of wilderness that still live on in our national parks, national forests, State parks and forests, and indeed in various other categories of land likewise.

That leads me on to a third point: We want wilderness; we deeply need the wilderness; and fortunately we have the wilderness—still in our possession, still living. It is easy for some of us to regret the passing of the frontier and the development of so much of our wild country—especially in our Eastern and Central States where we have realized too late the value of saving areas of wilderness.

Yet we must also deeply appreciate the fact that after so many centuries of our civilization on this continent we do have still remaining so many and such extensive areas of wilderness, and so many of them in public ownership

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It is true that much of the country that is still wilderness may not be subject to preservation because it is in private ownership or is already included in some program that calls for its development. But the notable fact is that after centuries of civilized exploitation America does still have many large areas of its original wilderness that may still be preserved—if action is prompt and definite.

These are the areas that are in public ownership and are already devoted to preservation as wilderness or devoted to a purpose that is consistent with wilderness preservation. These areas constitute our wilderness resource, a resource still great enough to be worth serious efforts to preserve it.

Some of this wilderness resource is in State ownership. I commend the states that have taken steps for its preservation. I am sorry that in my own State of Pennsylvania the movement for preservation did not become effective while there still were large undeveloped stands of Penn's woodland. In our Cook Forest State Park not far from my home there are still a few acres of the virgin white pine that once grew tall over many, many acres of Pennsylvania. We prize this State park deeply for its virgin forest.

In New York State the State constitution maintains "forever wild" great stretches of wilderness in the Adirondack and Catskill Forest preserves, a total of almost 2½ million acres—2,204,756 acres in the Adirondacks, 234,414 acres in the Catskills.

Maine has the historic Mount Katahdin wilderness in its 193,254-acre Baxter State Park.

Michigan has a wilderness in its Porcupine Mountains State Park, 57,366 acres in the Upper Peninsula.

California has close to half a million acres in wilderness stretches within a half dozen of its State parks.

Other States also have some areas which still preserve wilderness conditions—South Dakota with Custer State Park for example, and Minnesota with Itasca State Park, Wisconsin with its Flambeau River State Forest.

All in all there are some 3 million acres of wilderness preserved and subject to continued preservation in a dozen or more areas under State jurisdiction.

All of us throughout the United States who are interested in the outdoors appreciate this. We congratulate the States for their success in saving their wilderness. We wish them continued success.

By far the major portion of our wilderness resource is, however, within areas of public land owned or controlled by our Federal Government.

Within our national forests there are 80 areas that have been designated by the Forest Service for preservation as wilderness. Forty-eight of the units of our national park system have within them unspoiled areas that are large enough to be called wilderness. At least 20 of our national wildlife refuges and ranges include such areas. Indian reservations contain 15 areas that have been classified as roadless or wild areas.

These 163 federally owned or controlled areas include some 55 million acres of wilderness.

That brings to about 58 million acres our total wilderness resource still available in some 175 Federal and State parks, forests, refuges, ranges, or reservations.

USAV-00001982

We still have wilderness.

The United States of America includes a total area of some 2¼ billion acres. Our civilization being what it is, it is most fortunate that within these 2¼ billion acres there are some 58 million acres still unspoiled as wilderness, protected in public ownership, within areas where the present public purposes are consistent with wilderness preservation. A great opportunity still exists to save this wilderness resource, and we cannot escape the solemn fact that what is done with this opportunity depends now upon the Congress and the people of the United States. Out of our total wilderness resource of some 58 million acres in about 175 areas, this Federal Government is responsible for 163 of the areas with about 55 million acres of the total.

We still have wilderness. We still have a magnificent opportunity for its preservation, in perpetuity. And with this resource and this opportunity we also have a tremendous responsibility.

The fact that we do now have this still-living wilderness resource within publicly owned areas already protected in one way or another is not an accident of history, and we should pay our respects to the great tradition of preservation that American conservationists have established.

So far as I know the first one to write a plea for wilderness preservation was Henry David Thoreau.

Thoreau, whose world-classic volume "Walden" had its setting in the wildlands around Concord, Mass., urged in that volume: "We need the tonic of wildness."

That book was published more than a century ago, in 1854. Four years later, in 1858, Thoreau wrote in the Atlantic Monthly about a trip he had made to the wilderness of northern Maine in 1853, and he ended this article with an earnest plea for preservation. In 1864 this article was included in Thoreau's posthumous volume entitled "The Maine Woods."

"The Kings of England formerly had their forests 'to hold the King's game,'" Thoreau remarked. "I think they were impelled by a true instinct," he commented. And then he asked:

> Why should not we, who have renounced the King's authority, have our national preserves—in which the bear and panther, and some even of the hunter race, may still exist, and not be "civilized off the face of the earth"—our forests, not to hold the King's game merely, but to hold and preserve the King himself also, the Lord of creation—not for idle sport or food, but for inspiration and our own true recreation?

A generation later the enthusiastic surveys of the young Verplanck Colvin, in New York's Adirondack Mountains in the 1870's, led to the adoption before the end of the century of an article in the State constitution providing for the preservation of the State forest preserve "forever wild."

In the meantime the great American institution called parks had been founded. In 1858, the same year when Thoreau's plea for preserves was published in the Atlantic Monthly, Frederick Law Olmstead, Sr., recommended his now famous plan for Central Park in New York City, urging that the park development interfere as little as possible with the "easy, undulating outlines and picturesque rocky scenery."

In 1864 President Abraham Lincoln approved an act giving the Yosemite Valley to the State of California with the understanding that it be "held for public use, resort, and recreation."

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On March 1, 1872, President Ulysses S. Grant signed the act that established our first national park, Yellowstone, "dedicated and set apart as a public park or pleasuring ground for the benefit and enjoyment of the people."

Fifteen years later New York established its first State park at Niagara Falls. In that same year, 1885, Michigan acquired Mackinac Island for State park purposes and Minnesota established three parks, including the source of the Mississippi River in Itasca State Park.

Perhaps the parks were conceived not so much as means for preserving wilderness as for preserving and insuring public access to our outstanding scenic wonders. In fact, development of roads and accommodations for visitors—developments that necessarily sacrifice wilderness—were an early and continuing requirement for the parks. Our outstanding, superb, unique features of scenic splendor were to be made readily accessible to everyone—and rightly so.

Nevertheless, there developed also the ideal of keeping developments to the minimum.

When President Theodore Roosevelt was at the Grand Canyon of the Colorado in Arizona in 1903 he even objected to "a building of any kind."

This great American, this recognized founder of the conservation movement, thus made one of the strictest pleas ever made for preserving an area untouched. Here is what he said:

> In the Grand Canyon, Arizona has a natural wonder which, so far as I know, is in kind absolutely unparalleled throughout the rest of the world. I want to ask you to do one thing in connection with it in your own interest and in the interest of the country—to keep this great wonder of nature as it is. I hope you will not have a building of any kind, not a summer cottage, a hotel, or anything else, to mar the wonderful grandeur, the sublimity, the great loveliness and beauty of the canyon. You cannot improve it. The ages have been at work on it, and man can only mar it.

John Muir, who wrote so eloquently of the parks "with a view to inciting people to come and enjoy them," inspired his companions and readers with the sense of a wilderness experience that was more than curiosity or wonder at the spectacular.

Stephen Mather likewise saw the national parks as sanctuaries of wilderness as well as protectors of superb spectacles. The thought of national parks as scenes for what Thoreau had called "our own true recreation" grew in men's minds.

There grew the understanding that national parks not only preserved the great spectacles of nature for public enjoyment but also that they kept significantly large areas "in their natural condition," as the Yellowstone Act had required.

In 1913 this concept was challenged. Following a prolonged and earnest controversy, Congress authorized construction of a dam in one of the national parks—Hetch Hetchy in Yosemite. The park preservationists thus suffered both a challenge and a reverse.

The end result, however, was an affirmation.

The idea of park spoliation so aroused the public that Congress, in 1916, established a National Park Service and charged the new agency to handle the parks so as "to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

Wilderness preservation became a national park purpose.

USAV-00001984

Recognition of national forests as well as national parks as reservoirs of wilderness came later, but when it came it brought with it a more deliberate interest in wilderness as such—not as spectacle but as unspoiled stretches of the natural world.

Arthur H. Carhart, who was a pioneer toward setting up zones of wilderness in national forests in Minnesota and Colorado as far back as 1919, writes in his book "Timber in Your Life":

> Perhaps the rebuilding of body and spirit is the greatest service derivable from our forests, for of what worth are material things if we lost the character and quality of people that are the soul of America?

Sigurd F. Olson, president of the National Parks Association, has described our wilderness areas as "museum pieces of primitive America." "Wilderness preservation," he says, "is far more than the setting aside of recreational areas." Olaus J. Murie, president of the Wilderness Society, pondering the meaning of our primeval areas, asks himself:

> What if a generation comes along that does not know about original country, no longer experiences the yearnings for wild country, for deep primeval forests, wilderness canoe country, high mountains, the wide expanse of desert? What if we lose the urge to want things that mean a personally active, virile way of life? What if we lose touch entirely with the so-called environment of nature, where we had our origin?

Such are the concepts of the values of the wilderness being preserved as a part of our present programs.

This wilderness preservation movement that developed with concern for areas within the national forests, though led and sustained by a number of individuals, was most deeply influenced by Robert Marshall and Aldo Leopold.

Early in the 1920's Aldo Leopold emphasized in magazine articles and in influential discussions the importance of the wilderness that was so fast disappearing. In 1924 he was instrumental in having designated for preservation as wilderness the first such area set aside in a national forest, the Gila Wilderness Area in New Mexico. As he reflected on the values of such areas he urged more and more the importance that has come to be known as ecological.

By the 1930's a national forest policy for preserving wilderness had emerged. The great wilderness interpreter, exponent, and champion, Robert Marshall, had written his now classic "The Problem of the Wilderness," published in the January 1930 Scientific Monthly, and he had also achieved effective positions on the staffs first of the Indian Service and then the Forest Service. He had learned wilderness in the "forever wild" Adirondacks, where with his brother, George, and their companion, Herb Clark, he was first to climb all 46 of the peaks 4,000 feet high or higher, and he had seen also the great western areas of living wilderness "melting away," as he described it, "like the last snowbank on some south-facing mountainside during a hot afternoon in June."

Robert Marshall not only was instrumental in having roadless and wild areas designated on Indian reservations and in seeing many additional primitive areas set aside in the national forests, but he also contributed creatively to the development of policies and the formulation of regulations to govern the protection and administration of the areas. With the declaration that "there is just one hope of repulsing the tyrannical ambition of civilization to conquer every niche on

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the whole earth * * * the organization of spirited people who will fight for the freedom of the wilderness," he also inspired the organization of and became a founder of the Wilderness Society.

To Robert Marshall and to Aldo Leopold we owe much of our present opportunity to see wilderness perpetuated in America.

To the pioneers in establishing sanctuaries for birds and other wildlife we also owe a debt for our present wilderness preservation opportunity.

The legislators who enacted the Migratory Bird Conservation Act of 1929 established a basic national wildlife refuge policy. The refuge system was greatly enlarged under the dynamic leadership of J. N. "Ding" Darling and under his effective successor, Ira N. Gabrielson, and the policies of preserving within the refuges the areas of wilderness that they include have been continuously developed by J. Clark Salyer, refuge division head, who served under Darling, Gabrielson, and each of the succeeding heads of the Fish and Wildlife Service and its recent successor, the Bureau of Sport Fisheries and Wildlife.

To these men and to many other wildlife conservationists we owe not only a debt for the preservation of particular wilderness areas within refuges but also an appreciation for their insistence that an America with an abundant wildlife is the America that should be preserved.

It has been the philosophy of these conservationists that the preservation of wildlife, parks, wilderness, and other unspoiled natural resources is thoroughly consistent with economic and cultural prosperity.

As Harvey Broome, who with Robert Marshall and Aldo Leopold was among the founders of the Wilderness Society, said in 1953 at the dedication of the Gila Wilderness memorial to Aldo Leopold:

> Ours is the first great Nation in history to be possessed of both the knowledge and means to bring about within its borders a state of permanent and harmonious coexistence with the land.
>
> Wilderness—

Mr. Broome concluded—

> must be the cornerstone of such a world. For there are the grizzlies, the coyotes, and the deer; there are the lions and the chickadees; there, the forests and the waters, the fish and the insects; there, the humus and the soil, the prarie and marsh grasses, the flora above the earth and the microflora in the earth, all living and existing in balance, in beauty and harmony. There, is the unspoiled remnants of the wild earth, spotted across our continent, man will find the basis of understanding. Then, wilderness will influence civilization, and civilization will cease to alter and destroy wilderness. Then, indeed, will Thoreau's lord of creation walk as a member and not as a fumbling outsider in the community of living things.

Such is the tradition of preservation that American conservationists have established, the tradition that we must maintain as we face the responsibility that is ours, with the opportunity that is ours for preserving the wilderness that we still have, still need, still want very much.

As we go forward in this tradition of preservation, we have a great and compelling need for basic national legislation. We have seen that there are some 55 million acres of still living wilderness in Federal ownership or control, within areas with established purposes that are consistent with wilderness preservation.

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This wilderness resource is within 163 separate areas, each of which is a part of a national forest, park, refuge, range, or other reservation where preserving wilderness is a perfectly appropriate present use of the land.

As long as these parks, forests, refuges, and other reservations have been in existence these areas of wilderness have been preserved. If we will to do it, and act effectively, they can be so preserved in perpetuity, and this can be accomplished without sacrificing any existing purpose on any of these lands.

Yet the fact is there are at present no laws of Congress that protect these areas of wilderness as wilderness. We thus have a primary need for such legislation.

In the face of our increasing populations and the growing mechanization of so much of our activity, our only democratic hope for success in preserving ur wilderness resource is in our policy of deliberately setting aside such areas for preservation and then maintaining the integrity of our designation.

We cannot expect the accidents of history to leave our remaining wilderness untouched. We cannot expect the coincidents of other purposes to continue the good fortunes of incidental preservation.

The wilderness that we wish to preserve we must deliberately so designate, and with regard to such areas we must have a specific well-defined purpose.

A basic assumption in our wilderness preservation program is thus the understanding that our civilization is such that no areas will persist unexploited or undeveloped except those that are deliberately set aside and faithfully protected. If they are to be unused for other purposes, we must use them as wilderness.

A parallel assumption in our wilderness preservation program is based on our confidence that our land and water resources are great and varied enough that we can have an adequate system of wilderness areas without sacrificing other advantages.

We are confident that we can get the timber and minerals we need outside our relatively few areas of wilderness to be preserved. The needed sites for dams and reservoirs, the roads and landing fields for our mechanical travel in the great outdoors, places for recreation with the conveniences and facilities we so well contrive—alls these can be located outside our wilderness that we wish to preserve.

In other words, we are confident that without sacrificing our wilderness preservation hopes we can realize all the benefits that we want from a developed country. Wilderness preservation is consistent with our other national purposes.

As Newton B. Drury, a former director of the National Park Service, said of our national parks:

> Surely, we are not so poor that we need to destroy them, or so rich that we can afford to lose them.

A basic need thus in our wilderness preservation program is for the designation of areas of wilderness for preservation as wilderness. This we have not yet done in any law of Congress.

Even in the national parks and monuments, the pressures for roads and nonwilderness recreational and tourist developments threaten in many places to destroy the primeval back-country wilderness.

Within the national parks and monuments in general there is at present no act of Congress that would prevent a future Secretary of

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the Interior, or park administrator with his approval, from deciding to construct a road, a building, or any other installation that he would deem appropriate for a national park or monument anywhere within the park or monument.

The Yellowstone Act that inaugurated our national parks in 1872 provided for the retention of the wonders there "in their natural condition," and yet that act has, of course, not interfered with the construction of the Yellowstone Park system of roads, the many buildings that are there, and the other developments that have so altered "natural conditions" that the atmosphere in some parts of the park is that of a crowded city.

I do not object to these developments in Yellowstone National Park. I have indeed used them with appreciation. I am merely pointing out that they have been constructed in accordance with the laws under which the park is governed, and there is nothing in that law to prevent such construction elsewhere in the park.

There are other parks—Isle Royale and Everglades, for example—where wilderness preservation is perhaps more specifically a park purpose, but in general in none of them is there a limit to the possible penetration of the primeval back country with developments that would destroy the wilderness as such.

In my opinion if we are to make sure that we still have in the distant future our national park primeval back country still preserved as wilderness, we should declare here in Congress our purpose to do so.

In Mission 66 we are doing our best to provide for the development of adequate facilities and accommodations for the increasingly numerous visitors to the parks. I heartily endorse and support this development program. I yield to no one as a friend of the national parks and the National Park Service. I shall continue to invite every constituent in my district and their fellow Americans everywhere to lose no opportunity to visit their national parks and monuments, and I shall lose no opportunity to help see that these visitors are properly accommodated.

At the same time I sense a need also to strengthen the hands of the National Park Service in its work for the preservation of the primeval back country as wilderness.

I have been impressed with the findings of a scientist who made a study of our wilderness programs as a part of his doctoral study at the University of Michigan. Speaking on October 26, 1954, at the Milwaukee, Wis., convention of the Society of American Foresters, this scientist, Dr. James P. Gilligan, who is now assistant professor of forestry at the Oklahoma Agricultural and Mechanical College, spoke as follows about existing wilderness preservation prospects in our national park system:

> Wilderness conditions, of course, have vanished from developed areas; and the sight, sound, and sometimes smell of these concentration zones disperse so widely that quite large sections cannot be considered natural, let alone wilderness. National parks, too, must often justify their existence to the locality or State in which they are situated principally on economic grounds. As long as the drums throb for more tourist dollars, park administrators will find it hard to accommodate the increasing army of sightseers without extending development. It is highly improbable that a seemingly logical course of restricting visitation to any national park will be put into effect until every possible means of providing accommodations is exhausted. It is a fair question to ask how much of the parks will be developed by then.

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Because of congressional measures which ordinarily prevent utilization of wood, water, mineral, or forage resources in areas of the national park system, the National Park Service is the most logical existing agency to preserve extensive wilderness regions. However, it is subject to the unrelenting pressures of mass use, and retreats gradually behind the cold logic that more areas must be developed to care properly for the public to whom the land belongs. It is merely another application of the philosophy that as many people as possible should use these areas, even though finally there is little left of the original landscape.

Americans will continue to saturate choice recreation sites opened to motorized entry, and then complain because everyone else is also present.

The real democratic significance of these areas may not be in providing access and accommodations to everyone, but in holding a few undeveloped areas where high-quality recreation benefits can still be obtained by those willing to make the effort. Most endeavors to retain such areas for a relatively small number gradually yield before the demands of an eager traveling public, which has not yet grasped the full significance of our national park system.

The organic National Park Service Act of 1916 offers nearly as much flexibility in managing recreation resources as does the multiple-use principle of the Forest Service. There is nothing in the act directing how much of, or what part of, parks to develop, nor is there any clause in the law or interpretive regulations stipulating the reservation of park units in wilderness condition.

The National Park Service has established some precedence in trying to retain wilderness zones. It is questionable whether the will of the administrator can be sufficiently strong to prevent development in the long run.

We must meet this situation by providing in Congress the basic legislation that these excellent administrators need to insure their success in making our national parks secure as our great reservoirs of wilderness.

The Forest Service administrators of the superlatively valuable wilderness, wild, primitive, and roadless areas in the national forests have not only to contend with recreational pressures that in some instances challenge wilderness preservation. They also must look forward through the years of the future to many local pressures to cut the wilderness forests for timber, dam the wilderness streams for water storage and power, prospect for minerals, and in various ways use the commodities of the national forests.

Wilderness preservation is a national forest purpose that has developed within the U.S. Forest Service itself. A remarkably effective program has now been developed, a program that has meant the designation of 80 areas for protection as wilderness.

Yet these areas have all been set up administratively. A future Secretary of Agriculture could abolish or seriously reduce them.

This excellent Forest Service program needs the endorsement that congressional recognition can bring, and the security of the national forest wildernesses requires it also.

In fact, none of our Federal wilderness has the protection that Congress could give by providing for wilderness preservation as a national policy applied to a definite system of areas.

It is in recognition of this need for legislation that the wilderness bill, after extensive study, has been drafted, reviewed, introduced, clarified, improved, and reintroduced. It is a far-reaching, carefully studied proposal. It will be of longtime lasting importance to the American people. It demands detailed consideration, and I particularly urge the administrators of the lands involved to give it their sympathetic, constructive attention, and I trust that the Smithsonian Institution will realize the educational and scientific importance of the role which it can play.

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The preservation of some of our great stretches of wilderness is a fundamental part of our American character.

We are a great people because we have been so successful in developing and using our marvelous natural resources, but, also, we Americans are the people we are largely because we have had the influence of the wilderness on our lives.

We owe much of our health and our spirit of adventure and self-reliance to the nearness of the outdoors and, in great measure, to the way in which, in our youth—and youth lasts long for many of us—we have ventured into the wilderness.

We must, of course, continue our development of resource uses. We must continue to provide outdoor recreation with conveniences for everybody in picnic places and parks of many kinds. But we must also continue to see that some of our land is preserved as nearly as possible untouched by any kind of civilized development.

Our great engineering and development programs should, indeed, be part of an overall national policy that likewise includes the preservation of some of our land as God made it.

It is a pleasure thus to look ahead in a positive program for preserving some of our land in pristine of primitive wilderness.

As our population becomes greater, as industrial and other pressures close around the areas of wilderness still remaining, the necessity becomes keener for moving ahead with a program that will preserve these buffer areas for the human spirit, seeing that they may long endure for the recreational, educational, scientific, and historical uses of the American people.

Madam Chairman, I also ask permission to have included at this point in the record a statement on the wilderness bill which was presented by Senator Clinton P. Anderson on January 6, 1961, when he introduced S. 174, 87th Congress, which, with some amendment, passed the U.S. Senate September 6, 1961.

Mrs. PROST. Thank you for your statement, Mr. Saylor. Without objection, Senator Anderson's statement will be made a part of the record at this point.

(The statement follows:)

STATEMENT ON THE WILDERNESS BILL BY SENATOR CLINTON P. ANDERSON

Some three dozen years ago a young forest supervisor in New Mexico enlisted me in the cause for wilderness preservation. That was Aldo Leopold, who became one of the eminent conservationists of our generation. As I have said before, I shall never forget how he poured out his heart on the subject of primitive tracts which seemed likely to be destroyed with the development of the auto, the truck, and speedier methods of transportation.

I talked with Aldo Leopold many times about wilderness, where it would be possible to preserve scenic beauty and the natural accompaniments of areas unspoiled by manmade changes, the fish and wildlife which had once owned these areas themselves, the forests and mesas, the canyons and open parks, the whole environment in which we ourselves can often feel most deeply refreshed, inspired in such scenes as those of our own distant beginnings.

THE NEW BILL

I now have the privilege of seeking to advance in a very significant way this cause of wilderness preservation, as I introduce the bill to establish a national wilderness preservation system for the permanent good of the whole people, and for other purposes. This is the wilderness bill.

It is 5 years now since the distinguished and farseeing Senator from Minnesota [Mr. Humphrey] first introduced such a measure to this body. Through two

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Congresses, our Committee on Interior and Insular Affairs has considered this proposed legislation. Extensive hearings have been held both in Washington, D.C., and in the field. Four volumes of printed testimony have been assembled. The constructive criticism of the executive agencies concerned with the lands involved has been received and studied. Objections of various groups have been met with revisions, eliminations of undesirable features, and the inclusion of various special provisions, to meet particular needs and to avoid the disruption of established practices or interference with private rights or with necessary developments in the public interest.

After 4 years of such constructive revision, and in response to an increasing public support and a deep sense of urgency in our realization that we must act promptly or run the risk of losing much of our opportunity, it seems to me that we should now proceed to act.

Accordingly, I have with great care prepared the new bill that I now introduce, a streamlined revision based on our committee's experience during the past two Congresses and on a comprehensive study of the requirements of such legislation and the best ways for meeting them with due regard for all the interests involved.

It is my purpose to do all that I can to advance this legislation, and I urge it upon the Senate at the beginning of this Congress as an outstanding opportunity to accomplish an enduring benefit in establishing a sound national policy and program for preserving a precious and significant resource of wilderness.

REASONS FOR WILDERNESS

There are profound and various reasons that give great importance to our concern with preserving areas of wilderness. These reasons are not solely concerned with our recreation, vital as this can be to the health of individuals or a nation. There also are educational and historical values, and it may be that the scientific values related to our human understanding of natural processes in relation to our own enterprise may prove to be the greatest of all.

BENCHMARKS

In the wilderness are the benchmarks of reference for the civilization that we still are perfecting. Dr. Luna B. Leopold, Chief of the Water Resources Division of the U.S. Geological Survey, distinguished and worthy son of the pioneer conservationist, Aldo Leopold, has recently emphasized these "benchmark" values of wilderness in connection with the question of falling water tables. Dr. Leopold points out (in his paper in "Ecological Systems and the Water Resource" at the 1959 Sixth Biennial Wilderness Conference, published by the Sierra Club in the volume "The Meaning of Wilderness to Science") that "the lack of a datum increases greatly the difficulty of appraising the volumes of water available, and the rates of recharge, and of understanding the implication of changes of water tables; further, it makes very difficult the prognosis of future status of an individual aquifer."

Thus one engineer and scientist stresses the reference values of areas of wilderness. "We take it for granted," says Luna Leopold, "that there is some social gain in the erection and maintenance of a museum of fine arts, a museum of natural history, or even a historical museum. Sooner or later we ought to be mature enough to extend this concept to another kind of museum, one which you might call the museum of land types, consisting of samples as uninfluenced as possible by man."

FOR THE WHOLE PEOPLE

The comparison of wilderness areas to museums is a valid and enlightening one in various ways. Not only does it illustrate Dr. Leopold's evaluation of wilderness for scientific reference purposes as well as for educational and recreational purposes. It also illustrates the fact that our areas of wilderness are for everyone, for the whole people—for anyone—not for a selected few. Like our museums and our art galleries, our wilderness areas may at any given time be visited by a relatively small percentage of our people, yet they are available to anyone who will use them, part of our cultural resource as well as our natural heritage. We should regard them as such and cherish them.

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WILDERNESS RECREATION

Yet we must recognize and emphasize more than we have the values of wilderness recreation in providing for the health and vigor of our citizens.

"Physical fitness is the basis of all the activities of our society," and I say this in the words of President-elect John F. Kennedy writing thus in the December 26, 1960, issue of Sports Illustrated. In an article entitled "The Soft American," this great and vigorous leader warns that this "age of leisure and abundance can destroy vigor and muscle tone as effortlessly as it can gain time."

"Many of the routine physical activities which earlier Americans took for granted," he points out, "are no longer part of our daily life. A single look at the packed parking lot of the average high school will tell us what has happened to the traditional bike to school that helped to build young bodies. The television set, the movies, and the myraid conveniences and distractions of modern life all lure our young people away from the strenous physical activity that is the basis of fitness in youth and in later life."

"Thus," declares our soon-to-be President, John F. Kennedy "the physical fitness of our citizens is a vital prerequisite to America's realization of its full potential as a nation, and to the opportunity of each individual citizen to make full and fruitful use of his capacities."

The Honorable John P. Saylor, with whom I am pleased to be associated on the Outdoor Recreation Resources Review Commission, a recreation and wilderness champion in the House of Representatives, has made this same emphasis on physical fitness by quoting the Director of Selective Service, Maj. Gen. Lewis B. Hershey, as saying: "We are not inherently a nation of softies, but it is a harder fight for us to stay fit than for a lot of less privileged people."

"Our kids are all right," said General Hershey, "but autos, innerspring mattresses, and regulated heating make it tougher for us to stay fit." Mr. Saylor agreed with General Hershey's comment that "we've got to stay vigorous and still enjoy our luxury," and he added the suggestion that our wilderness areas give us a chance to develop physical fitness and adventurous habits of mind, as well as find relief for jaded minds, tense nerves, and soft muscles.

WITHOUT DAMAGING OTHER INTERESTS

It is not too late in our land-management history to meet these needs for wilderness and realize its benefits without damaging other interests or requiring sacrifices. If we act promptly we can provide for a system of wilderness areas that will preserve this resource without taxing any other in any foreseeable future, and we can do this with the confidence that if our successors ever do foresee such need they will find that we have saved for them the wilderness and have not needlessly destroyed it ourselves.

Our peculiar opportunity lies principally in the fact that within our national forests, national parks, refuges, ranges, and other areas dedicated to some kind of preservation purpose there are areas of wilderness that can be preserved as such without interference with the other purposes which the areas now serve. It is this opportunity that we propose to realize in establishing the policy and program of this wilderness bill.

PRINCIPLES OF THE BILL

Recognizing "that an increasing population, accompanied by expanding settlement and growing mechanization, is destined to occupy and modify all areas * * * except those that are designated for preservation and protection in their natural condition," this bill declares a policy of securing "for the American people of present and future generations the benefits of an enduring resource."

For this purpose the bill would establish "a national wilderness preservation system to be composed of federally owned areas * * * to be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character and the gathering and dissemination of information regarding their use and enjoyment as wilderness."

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It is a key declaration of the measure, at the outset of its section on the use of wilderness, that "nothing in this act shall be interpreted as interfering with the purposes stated in the establishment of, or pertaining to, any park, monument, or other unit of the national park system, or any national forest, national wildlife refuge, or other area involved, except that any agency administering any area within the wilderness system shall be responsible for preserving the wilderness character of the area."

A RELATIVELY SMALL PART OF OUR LAND

The reasonableness of such a policy and program is further emphasized by an understanding of the relatively small part of our land area that is thus affected. All the lands that could possibly be now thus dedicated to wilderness use and protection—and they would be within already established national forests, refuges, parks, or similar Federal areas—would make up only about one-fiftieth of our land.

Only about 5 percent of our Federal estate would be thus preserved, and for the most part it would be in the high country of the national forests, the back country of the national parks, in areas not now open to exploitation. Only by act of Congress would new areas beyond those provided for in this act be established.

At such little cost we can attain such great ends.

THE SOURCE OF OUR SPIRITUAL WELFARE

It is my purpose now to conclude these remarks with the observation that while we must deal here in the Congress with these matters as subjects of carefully designed programs and policies determined in the light of economic and other governmental realities, we should likewise recognize that we are dealing with the sources of our spiritual welfare also, with the esthetics of our common life, not with bread alone, but with our inheritance of a great outdoors resource.

For some 3 years now our Outdoor Recreation Resources Review Commission has been studying these resources and our needs. We are approaching the time of our recommendations. The enactment of this wilderness legislation will help this Commission in its work. It will provide precedures by which the recommendations of the Commission with reference to wilderness can effectively be carried out, and the existence of these procedures can indeed facilitate the very formulation of such recommendations.

This legislation will establish a policy and program regarding wilderness which will give shape and orderliness to the Outdoor Recreation Commission's considerations relating to wilderness. To all our concerns with the preservation of all the great values of wilderness the measure here presented will contribute the advantages of a carefully considered, sound, and enduring, orderly policy and program—a practical way of dealing with both idealism and reality, which here come close together.

WE HAVE AN OBLIGATION

Six years ago last September it was my privilege to dedicate a memorial erected by the Wilderness Society in cooperation with the Forest Service in honor of my early mentor, Aldo Leopold, at a beautiful windswept New Mexico site "overlooking—" in the words of the bronze tablet itself, "overlooking the Gila wilderness, which he helped establish—first national forest area so designated—dedicated as a tribute to him for the national wilderness preservation system he helped create." I said then:

"The work of Aldo Leopold has been done. We now become trustees of his inheritance. Those of us who may visit within the wilderness and who are able to rest and be restored in our peace of mind and body by the quiet that it will always possess have nonetheless an obligation to see that the work of one generation shall not be sacrificed by those that come after. We have an obligation to make sure that this area (and others like it) may remain untouched for generations and perhaps centuries to come. We cannot take our burdens as trustees lightly if we are to keep faith with those who struggled so mightily to achieve these precious spots within the confines of a busy continent. The erection of this memorial * * * reminds each of us that our lives as well can contribute to the things that mean beauty for the eye and rest for the spirit. We, too, can preserve the wilderness."

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These words of 6 years ago at a memorial for one of our pioneers I am glad today to recall and iterate with regard for all of those who through the years have contributed to the opportunity we now face and cherish. We can preserve wilderness, and I commend to you this wilderness bill as a sound, reasonable, considerate, but effective charter for doing so.

Mrs. PFOST. Our next witness this morning is the Honorable John F. Baldwin, of California, the author of H.R. 293.

We are very happy to have you with us, Mr. Baldwin.

Mr. BALDWIN. Thank you, Madam Chairman.

STATEMENT OF HON. JOHN F. BALDWIN, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. BALDWIN. Madam Chairman and members of the committee, it is a pleasure to appear before your committee this morning to testify in favor of S. 174 and H.R. 293, which are both known as the wilderness bill, and I want to express my warmest thanks to the chairman of the committee and the members of the committee for scheduling these hearings so that this legislation may be acted upon by this committee as soon as possible.

It was my privilege to introduce H.R. 293 on the opening day of the 87th Congress. However, I would recommend that since the Senate has already passed S. 174 that this committee act favorably upon S. 174 in order to expedite the final passage of this legislation into law. It seems to me it is most important that this legislation be enacted into law during the current session of Congress. It is evident that unless effective legislative action is taken promptly many of our present wilderness areas are going to be adversely affected by the steady onslaught of our expanding population. These wilderness areas today contain the most beautiful natural scenic areas remaining in this country. It seems to me that we owe it to future generations to make it possible for them to enjoy these areas in the same natural form that we can today. S. 174 and H.R. 293 and other similar House bills make this possible.

Many of my constituents are deeply interested in this wilderness legislation. As you know, the State of California has had the greatest total increase in population during the past 10 years of any State in this country. It appears that this growth is going to continue. We must act now to preserve the beautiful wilderness areas from being encroached upon by this great population growth.

We have in the Sierra Nevada Range some of the most beautiful wilderness areas in our Nation. We are anxious to preserve these areas in their present natural form. We do not want them cut up by mining roads, timber access roads, and other commerical evidences of civilization where these evidences do not exist today.

My constituents do not have any adverse feeling about mining or lumbering but it is just as important to have certain areas of wilderness as it is to have mining and other commercial activity in this country. At the present time, areas being utilized for lumbering and for mining appear adequate for our present needs. There are adequate provisions in the bill to take care of any emergency in the future that might require a change in this situation.

Many citizens need to have the opportunity to get away from the pressures of civilization for a short time each year. It has been my

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privilege to participate in Sierra Club "high trips" in the wilderness areas of the high Sierras in California. It has likewise been my privilege to participate in river boat trips in rubber rafts through some of the natural wilderness areas of Dinosaur National Monument. It is impossible fully to measure the contribution these areas make in restoring perspective to citizens who live a driving and hectic life during the rest of the year. I believe these areas should be preserved in their present form. S. 174 and H.R. 293 would make that possible.

I should, therefore, like to urge that this committee approve S. 174 and that this bill be brought before the House of Representatives during the current session of Congress so that this legislation may be enacted into law this year.

Mrs. PROST. Thank you very much, Mr. Baldwin.

Are there questions of our colleague?

Mr. ASPINALL. Madam Chairman, I would ask our colleague, whom I welcome before the committee this morning, if he will not leave it up to the committee to decide what bill we act upon.

Mr. BALDWIN. I have great confidence in this committee and I certainly would be more than willing to do that, Mr. Chairman.

Mr. ASPINALL. In your opinion, is it not a question of use of the areas concerned that is involved in the matter that is before us?

Mr. BALDWIN. Yes, I think it is primarily a question of use.

Mr. ASPINALL. And the question of use in the United States of America goes not only to the privileged few who might be able to use it, but also to those others who have used, or who might be able to use it in accordance with their wishes; is that not correct?

Mr. BALDWIN. I think it is true, although the basic objective of this bill is primarily to preserve those areas at the present time which have not been subjected to conflicting uses to any great extent.

Mr. ASPINALL. If you have the right kind of protection of those areas, so you maintain, they will not be used at all; is that right?

Mr. BALDWIN. I do not think the purpose of this bill is to prevent use of it at all. In fact, there are certain provisions in this bill to make it possible for uses that will not be in conflict with the basic objective of the bill.

Mr. ASPINALL. What is involved here is the clash of uses; is that not right?

Mr. BALDWIN. That is true.

Mr. ASPINALL. And it is up to this committee and the House of Representatives to see that all users are protected in whatever uses are the right kind of uses for those areas?

Mr. BALDWIN. That is true. If the bill is to be passed, the objectives of the bill would have to be given consideration.

Mr. ASPINALL. The reason I am making this suggestion is to find out whether or not you desire to be placed in a position which would place you as favorable toward a specialized group of people; what you want is that the values of these areas are protected; is that right?

Mr. BALDWIN. I want the values of the areas protected, Mr. Chairman. The point I would like to make, however, is I think Congress has passed much legislation to preserve other types of use. We passed, for example, a bill a couple of years ago dealing with use of timber in connection with national forests, and it seems to me it is important to preserve use of wilderness areas so that future generations can en-

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joy them in their present natural form. This is the objective and purpose of this bill.

Mr. ASPINALL. But you are not here this morning pleading the case for a special group of citizens in the United States. You are here this morning pleading the case for the preservation of the values of the wilderness areas; is that right?

Mr. BALDWIN. Preservation of the values of the wilderness areas; that is right.

Mr. ASPINALL. Thank you very much.

Mrs. PFOST. Are there further questions?

Mr. SAYLOR. Madam Chairman, I just want to compliment our colleague from California, Mr. Baldwin, who has been one of the outstanding proponents of this type of legislation ever since he has been here in Congress.

Mr. BALDWIN. Thank you, Mr. Saylor.

Mr. SAYLOR. I welcome you before the committee.

Mr. BALDWIN. Thank you.

Mrs. PFOST. Thank you very much, Mr. Baldwin.

Our next witness is the Honorable Henry S. Reuss of Wisconsin. We appreciate having you here this morning, Mr. Reuss.

Mr. REUSS. First, I would like to associate myself with the good presentation just made by Mr. Baldwin, my colleague from California. I believe this wilderness bill, hopefully in somewhat improved form, should be brought before the Congress at this session and I hope it will be passed.

Coming from Wisconsin as I do, I cannot forget the way some of our forefathers gutted the natural resources of my own State, and I would hope that this bill would write it into the legislative charter of the land that there shall be certain areas which are to be preserved inviolate for wilderness purposes very truly for all the people, because every family in the United States deserves some few areas at least where they can observe our land as it existed when our forefathers first arrived.

I think that this committee, with its splendid experience in natural resources and with the weeks it has spent on this subject, can arrive at a bill which is fair to our important mining and lumbering and grazing interests, and also preserve this interest of all of the people in the wilderness areas.

STATEMENT OF HON. HENRY S. REUSS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WISCONSIN

Mr. REUSS. As one of the original House sponsors of legislation to preserve wilderness areas under the management of Federal agencies, I am naturally pleased that your committee is holding hearings at this time, and I am grateful to you for giving me an opportunity to record my views on the pending bill. I am mindful, too, Madam Chairman, that your subcommittee held hearings on my first wilderness bill, H.R. 906, 85th Congress, and other similar House bills nearly 5 years ago, in June 1957.

The Senate-passed bill, S. 174, now before your committee, though materially different from the bills which I have introduced, would accomplish, nevertheless, the major purpose which I and other House sponsors had in mind: congressional support for maintaining the

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wilderness character of selected areas in our national parks, national forests, and national wildlife refuges.

In discussions with my colleagues, I find general agreement that wilderness preservation is essential to our national well-being. In my own State of Wisconsin there is overwhelming support for wilderness preservation. Unfortunately, our forefathers gutted much of the State's resources. All the more reason why we of this generation should preserve parks and wilderness areas in their natural condition for future generations to enjoy.

Some regional and national groups oppose any kind of wilderness legislation. Some lumbermen argue that they should be allowed to cut any "merchantable" timber, wherever it may be, just as some mining interests argue that they must have free access to any spot in the country where they think they may find minerals. With these views I do not agree. I believe that the preservation of wilderness insures values of a kind which need not be sacrificed for the commercial or industrial "quick dollar."

Having in mind these general principles, I suggest to the committee careful review of section 6(c) of S. 174 insofar as it authorizes motorboating, aircraft, prospecting, mining, and grazing in wilderness areas.

Finally, I come to section 11 of S. 174. It is short and explicit. It reads:

> Nothing in this Act shall be construed as superseding, modifying, or otherwise affecting the provisions of the Federal Power Act (16 U.S.C. 792–825r).

If the wilderness concept means anything, power dams ought not to be constructed in wilderness areas.

Mrs. PFOST. Are there questions of the Congressman?

Mr. WESTLAND. Madam Chairman?

Mrs. PFOST. The gentleman from Washington.

Mr. WESTLAND. I would like to ask the gentleman from Wisconsin, Have you seen any indication that the designated park, wilderness, and primitive areas are not being preserved?

Mr. REUSS. Of course; I see abundant evidence all over the country that our natural areas are being despoiled. I am not talking about those that have been designated.

Mr. WESTLAND. That is not my question. I said, Have you seen any evidence of parks, primitive or wilderness areas, so designated, not being preserved?

Mr. REUSS. In recent years I have been aware of the intrusion of outside interests in some of the wildlife refuge areas, Lake Lacassine in Louisiana, for instance, where the oil interests came in and did a very unlovely job of spoliation.

Mr. WESTLAND. Can you name one where there has not been preservation of present park, wilderness, or primitive areas? Can you name one?

Mr. REUSS. Yes. Lake Lacassine in Louisiana was one.

I believe that situation is happily repaired now.

Mr. WESTLAND. What was that?

Mr. REUSS. That was a natural wildlife refuge.

Mr. WESTLAND. It was not a park, wilderness, or primitive area.

Mr. REUSS. But this bill applies to designated areas in wildlife refuges as well as national forests and national parks. This would be one example, then, that I am familiar with. However, I do not

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think it would be necessary to prove there has been wholesale spoliation of administratively designated wilderness areas and I am not aware there has been. We simply want to avoid the possibility of this in the future.

Mr. WESTLAND. You could not prove it because it is not so. In fact, the contrary is true.

Mr. REUSS. As I say, I do not believe it is necessary to prove this because sometimes it is well to lock the stable before the horse is stolen, and I would hope in future years there would not be this invasion of wilderness areas and the best way to prevent it is by writing it firmly into the legislative charter.

Mr. ASPINALL. Madam Chairman, as I understand your position, Mr. Reuss, it is to protect the wilderness areas rather than to be here representing a minority group who may have the right to use these areas; is that correct?

Mr. REUSS. Exactly. I think the group that uses these wilderness areas is just about as broad as the 180 million people of the United States. This is a potential place of resort for every family in the United States.

Mr. ASPINALL. It is not a question of places of resort; it is a question of the interest of that 180 million people or any individual who has values connected one way or the other in these areas, that is what you wish to protect? It is not a question of visitation only, but a question of whatever values may be there.

Mr. REUSS. Exactly, and I think that families who do not have the opportunity to visit a wilderness area very frequently, or perhaps not in a generation, still have an interest that our Nation keep a few places where a woodpecker can build a nest or drill a hole in a dead tree.

Mr. ASPINALL. I am not sure your illustration is apt. [Laughter.] I do not know I am in favor of spoliation by a woodpecker or an individual, as far as that is concerned.

Mr. SAYLOR. Mr. Reuss, first I would like to thank you for appearing before the committee. Your record as an outstanding conservationist in Congress is well known by all of the people in this country. I think probably your feelings were expressed by a man who appeared here before this committee several years ago. When somebody asked him whether or not he had ever been to Dinosaur National Park, he said, no, he never had because he never had enough money, but neither had he had enough money to question the integrity of the U.S. Government as to the amount of money they said was in Fort Knox, but he believed he should be entitled, as a citizen of this country, to place the same integrity in the Interior Department as he did in the Treasury Department.

Mr. REUSS. I suppose I could say about many of these wilderness areas what our former colleague, Brooks Hays, said about the old lady who was asked whether she had even seen Halley's comet, and the answer was, "Only from a distance."

Mrs. PFOST. Are there further questions of Congressman Reuss?

Thank you very much. We appreciate your appearance here this morning.

Mr. REUSS. Thank you, Madam Chairman.

Mrs. PFOST. Our next witness is the Honorable Walt Horan of the State of Washington. It is always a pleasure to welcome our able colleague from the State of Washington to our committee.

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STATEMENT OF HON. WALT HORAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WASHINGTON

Mr. HORAN. Madam Chairman, and members of the committee, thank you for allowing me to appear before you this morning to state my views on this most important bill. I want to commend the members of this committee for their interest in this legislation which so vitally affects millions of American citizens.

I am confident that during the course of these hearings the specific provisions of this legislation will be carefully discussed and considered, and thus I will not elaborate on the various provisions of the bill.

The people of the 11 Western States are greatly concerned with this measure, and their concern is understandable when one considers that over 50 percent of the land area of the 11 Western States and Alaska is in Federal ownership or management.

Years ago, the Northwest section of our country was considered to be a wasteland of rugged mountains, forests, and rampaging rivers. Today, as a result of the proper, controlled management of our forests, this area is one of the most productive regions of our Nation. The economy of the Northwest depends heavily upon the continued wise development of the many resources available in these abundant areas of forest lands.

In 1960 the Congress passed the so-called multiple-use bill which provides that our national forest lands be managed in line with the multiple-use concept, or "best for the greatest number of people" idea. I was one of the original sponsors of this bill because I realized how important it was to insure that all forest resources, lumber, mines, recreation, watersheds, grazing lands and others be managed in a way which would allow their maximum development as well as preservation.

At the present time the lumber and mining economies in the Northwest are in a state of decline. This decline has a direct adverse effect on the economy of the area and the Nation in general. In an effort to strengthen these industries, much is being done here in the Congress. For example, the Senate Interstate and Foreign Commerce Committee is at this time conducting hearings to determine just what needs to be done to help the depressed lumber industry in the West.

In addition, a bill designed to stabilize the lead-zinc mining industry is pending before your committee. I joined with your distinguished chairman, Representative Aspinall, in sponsoring this bill, which is vitally needed. I feel that the enactment of S. 174 in its present form would greatly hinder these and other attempts to strengthen these industries, so important to the economy of our Nation.

I am not opposed to the preservation of wilderness areas. Actually, I feel that wilderness areas, which have been wisely and properly designated as such, should be maintained. I am in complete accord with the millions of acres presently classified as wilderness areas, and undoubtedly there are other areas which could and should be similarly classified.

I feel the major issue in the wilderness question is not whether we should have wilderness areas, but rather, how much there should

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be, how these areas should be established, and how they should be managed.

Statistics show that only 2 percent of our total population utilizes the present wilderness areas. Therefore, I believe that in creating a wilderness area, every consideration should be given to what purposes the particular area is best suited for. Thorough consideration should be given to just what impact the creation of such "closed" wilderness areas would have on the people of adjacent communities. The bill before you, as it is presently written, in my opinion would not allow such proper consideration.

I fear some impact and some danger to some of our local communities which may be founded upon lumbering or mining in the West, particularly, and I know that that has been brought to the attention of this committee many times.

The U.S. Constitution vests the Congress with authority and responsibility to dispose of and make all needful rules and regulations relative to federally owned land. The bill before you, as passed by the Senate, does not allow the Congress nor the people it represents any meaningful role in creating wilderness areas, but rather gives this authority to the executive branch. The Congress is allowed only the power to veto, or "negative approval." Therefore, I respectfully urge the committee to amend the legislation to allow the Congress to consider executive proposals which would establish wilderness areas, according to normal legislative processes.

I would like to see this legislation amended so that we can continue the regular procedures in determining what should or should not be wilderness areas, national parks, and that sort of thing. I hate to see the Congress of the United States continually abdicating its right as a legislative body, and, therefore, I think an amendment to this legislation is in order to protect the integrity of the Congress.

Now, if such an amendment were adopted, hearings could be held by the responsible congressional committees, and where possible, in the affected States. Such hearings are usually held when considering the establishment of a national park. Communities adjacent to large forest areas are necessarily dependent upon these areas for their livelihood, and I feel the people deserve to be given their rightful opportunity to express their views on the best possible use of these public lands. An amendment of this type would, I believe, protect this right for the people.

I would also like to recommend a second amendment which would provide that only areas which heretofore have been classified as "wilderness," "wild," or "canoe," and unclassified national forest lands presently designated as "primitive" be included in this system. I feel that the national parks and wildlife refuges were properly established for specific purposes, and that present laws and regulations allow such areas to be properly managed and administered by the appropriate Federal agencies.

If two amendments, along the lines I have discussed, are adopted, I feel the bill will provide for a more sound and constructive approach to managing our abundant forest resources.

Now, the next matter I want to bring to your attention—I do trust the committee will give it very serious consideration and the able men in the Park Service and Interior and in the Forest Service—I

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see them in this room right now, and I am sure in a lot of cases they can give you the information I think this committee should consider.

This important matter, Madam Chairman, which seems to have skipped the attention of those discussing the wilderness area idea, came to me because I serve on the Appropriations Committee, and I feel it is important to call to the attention of this committee that in the establishment of new Federal reservations of any sort in cities, counties, or in the national domain, we not only lose taxes, but often we lose revenues, but we also accept the burden of maintaining sanitary conditions and policing these revenues, all of which are additional burdens on the Federal budget.

I do hope that the committee, as I have indicated, will attempt to have some idea at least of the revenues that we might lose in any given proposition. I know it is difficult to determine how much might be lost to the Federal Treasury in the case of bottling up rich mineral areas. We can have a pretty good idea of almost the exact amount of forest receipts that are lost in any given primitive area, and I think that we should give serious thought, when we are dealing with the proposition that might add to our expenses without adding any revenues to cover those expenses. And to me that is a very serious matter, especially at this time when in presumed peace we know now that we face the possibility of red in our Federal budget.

That is all I have to say, Madam Chairman.

Mrs. PFOST. Thank you.

Mr. HORAN. With Benjamin Franklin, I do not think we should build three fireplaces when we only have fuel enough for one. I think that is the principle involved in any discussion of the wilderness idea.

Mr. ASPINALL. Madam Chairman.

Mrs. PFOST. The gentleman from Colorado.

Mr. ASPINALL. What you have just said about the loss of revenues, present and potential, can that in your opinion be placed as a cost of this program?

Mr. HORAN. I think it would have to be covered as a cost of this program because we will have to budget for the maintenance of any areas of this sort.

Mr. ASPINALL. Now let me ask you one more question, Mr. Horan, because of your long service here in Congress in a position of responsibility.

Would you favor legislation which would provide for establishment of wilderness areas by statutory enactment of those areas which are now classified as "wilderness," "primitive," or "wild," where there are no other potential uses which would destroy wilderness status and where those present uses involved would not destroy the wilderness idea?

Mr. HORAN. I think that is properly encompassed in the multiple-use idea.

Mr. ASPINALL. Would you also support legislation which would provide for the addition to the wilderness area by legislative enactment and Presidential approval or veto?

Mr. HORAN. That would be the regular procedure, yes.

Mr. ASPINALL. Just the same procedure that we follow in the great national park system.

Mr. HORAN. Yes.

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Mr. ASPINALL. Thank you very much.

Mrs. PROST. Are there further questions?

Mr. SAYLOR. Just one observation.

First, I would like to welcome Mr. Horan to the committee, and I just might remind him that it is a rather unusual and unique position to take before this committee, because I think you can search the records of the Appropriations Committee from 1924 to 1962 and not find any such comment. The first wilderness area was established in 1924, and this is the first time I have ever heard tell that the Appropriations Committee was concerned about the loss of revenue from one of these areas.

Mr. HORAN. I suppose nobody loves a bookkeeper, but that is what the Appropriations Committee amounts to. If we did our work right, nobody in Congress, or perhaps in the United States, would like any one of us. It is incumbent upon us to maintain fiscal sanity for this great Nation of ours, and when any proposal, regardless of its merits, tends to create a condition where the integrity of our fiscal system is involved, I think it is our job to point out as best we can what those problems are.

Mr. SAYLOR. With that conclusion I will agree, but I do not think it is the responsibility of the Appropriations Committee any more than it is of the other Members of Congress.

Mr. HORAN. I do not think so either.

Mr. SAYLOR. The mere fact some 50 Members of the House of Representatives happen to be on the Appropriations Committee does not give them any right to spend or not to spend money.

Mr. HORAN. It gives them an obligation and a duty to consider matters in the light of the integrity of the dollar. I do not think often I have to remind the members of agencies that come before my committees that each of them is a taxpayer, they are all headed for retirement one of these days, and I sometimes remind them I do not want them to retire on a 10-cent dollar. I think that is valid.

Mr. SAYLOR. It is perfectly valid, but the important thing, Mr. Horan, is that this is not only the obligation of the 50 members of the Appropriations Committee. It is the obligation of the 437 Members of Congress and the 100 Members of the Senate.

Mr. HORAN. That I will buy with much pleasure.

Mr. SAYLOR. I might say that it is rather amusing to find that certain bills that come out of this committee, pass the floor on unanimous consent, and then find that several members of the Appropriations Committee feel that they have the right to veto the act of 437 Members of Congress.

Mr. HORAN. Well, I think the members of the committee upon which it is my privilege to serve do have a responsibility to review the budget; do you not agree with that?

Mr. SAYLOR. I agree they have the right to review the budget, but I do not believe they have the right to make themselves any such super-Congress.

Mr. HORAN. I do not think so, either. I do not agree with that, either. But here we are considering a matter that I think is of grave importance, reaching into the future, and I merely come before this committee to point out what is involved here. It is a two-edged sword. If we go hog wild in this matter and particularly if we destroy the integrity of this committee upon which you serve by giving

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Congress only veto powers over proposals to set up a wilderness system—I think it ought to be the regular procedure that should be followed.

Mr. SAYLOR. From 1924 until now, do you know when either this committee or any prior committee of Congress or the Congress itself ever vetoed the action of the Executive in setting aside a wilderness area?

Mr. HORAN. I would have to review the history of this matter, but it is my understanding that the measure in front of you does restrict the position of Congress to that of vetoing a proposal rather than initiating it.

Mr. SAYLOR. Even though all of these areas were already set up by Executive order?

Mr. HORAN. I can only repeat what I said. I think any time you dilute the prerogatives of any committee of the Congress, you are tending to change the whole system of government of this great Republic which we govern, or attempt to govern democratically.

Mr. SAYLOR. I am not one of those who believes, Mr. Horan, that the Founding Fathers ever intended it to remain static. I think they intended it to move forward. You referred to Benjamin Franklin a little while ago. I am sure Benjamin Franklin would not expect mail to be delivered by horse or stagecoach in the latter half of the 20th century.

Mr. HORAN. I think that is right, but we have made this progress under the present system and I do not want to change it.

Mr. SAYLOR. That is all, Madam Chairman.

Mrs. PFOST. Are there further questions of Congressman Horan?

Mr. WESTLAND. Madam Chairman?

Mrs. PFOST. The gentleman from Washington.

Mr. WESTLAND. I am glad to have had this lesson in civics but I would kind of like to get back to the legislation that is before us.

I want to welcome the gentleman from Washington whose district is adjacent to mine and where we have common boundaries. I know he supported the multiple-use theory of our lands as I did, and I would like to ask the gentleman if it is not the fact that we do have multiple use in these areas where you and I adjoin? We have primitive areas, we have wilderness areas, we have forest areas, and so far as I have been able to discover, they live pretty much like a happy family. Is that not true?

Mr. HORAN. Definitely. I have seen some excellent exercises in the field of multiple use of our great national domain, our public lands.

Mr. WESTLAND. We have areas again that adjoin each other that are wilderness, whether we call them wilderness or not. God made them that way. And they are being preserved, so far as I know at least, in that status. Is that not the case?

Mr. HORAN. That is the case. But I have to call the committee's attention to the fact that proposals have been made in the areas which my colleague from the State of Washington and I are now discussing that would have removed from proper multiple use some 3 billion board feet of timber needed by some of the communities in our districts as the foundation of their local economy. And I think that full and considered study should be made of any such suggestion before it is enacted into law.

Mrs. PFOST. Will the gentleman yield?

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Mr. WESTLAND. Yes.

Mrs. PFOST. Mr. Horan, are these several billion board feet of timber about which you speak, in either a wilderness or primitive status today?

Mr. HORAN. There is a wilderness area there. This is a matter of a proposal to expand it. Involved in this is the suggestion coming from some to create what is known as the North Cascades National Park, all of which are valid suggestions, but from where I sit they should be fully explored and every potential of their effect on future generations should be weighed, not only for their use for camping and hiking and that sort of thing, but from the standpoint of local economy. Because my Madam Chairman, who also adjoins me on the east, knows we have some areas that are rather important now both in mining and in timber, both of which in our areas are just not flourishing in prosperity. I think the local people there have some consideration that ought to be recognized, and I believe, protected and honored.

Mrs. PFOST. You are stating it very mildly, the lumbering industry and the miners are in pretty bad financial circumstances today.

I thank the gentleman from Washington for yielding.

Mr. WESTLAND. Just one further question. Has the gentleman from Washington seen any attempt to eliminate the present wilderness areas, the Glacier Peak wilderness area, for example, or the North Cascades primitive area?

Mr. HORAN. Not at all.

Mr. WESTLAND. Thank you.

Mr. Horan. I would protect them as well as I could. My only purpose for being here is to urge full consideration of the potentials involved in any consideration of this nature.

Mr. WESTLAND. That is all.

Mrs. PFOST. Are there further questions?

Thank you very much, Mr. Horan. We appreciate your contribution to the hearing.

Mr. HORAN. I want to thank the committee.

Mrs. PFOST. Our next witness is the Honorable John B. Bennett of the State of Michigan. We are very pleased to have you here this morning, Mr. Bennett.

Mr. BENNETT. Thank you, Madam Chairman.

STATEMENT OF HON. JOHN B. BENNETT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN

Mr. BENNETT. Madam Chairman and members of the committee: I do not have a prepared statement. I would like, if I could, to associate myself with the remarks made by my colleague, Mr. Horan, and to have permission briefly to extend my remarks at this point in the record.

Mrs. PFOST. Without objection, Mr. Bennett will be permitted to extend his remarks. Is there objection? Hearing none, it is so ordered.

Mr. BENNETT. Then we would like to say this: I think everyone in Congress favors wilderness areas and their preservation. But our concern, or the concern of some of us, is that we do not, in our

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zeal to preserve wilderness areas, lock up valuable economic resources which also have valuable public use.

You can see, of course, it is in the public interest to preserve wilderness areas and I agree. It is also in the public interest in my opinion to be able to mine copper, for example, or iron ore, and to produce valuable minerals in the interest and welfare of the people of this country.

In other words, I think that you have a dual set of purposes here, and I do not think that one should be permitted to jeopardize the other. Of course, a wilderness area which has no economic value whatsoever, but does have natural beauty that the public should be permitted to use and enjoy, ought to be preserved.

But on the other hand, in doing that, you ought not to lock up, as I say, valuable natural resources which provide employment for the people, which provide the instruments for national defense, such as oil, natural gas and minerals, and last, but not least, timber resources.

I believe the committee could well take a careful look at the provisions of the Senate bill with respect to the possibility of amending it to give Congress prior authority. In other words, before a wilderness area becomes a wilderness area in fact, to give Congress the right to say whether it should be and upon which conditions. There may be some wilderness areas upon which there should be no economic development whatever; there may be other wilderness areas upon which there should be and ought to be some economic development; and for that reason and in that case, Congress ought to assure that that right is preserved. And to do so properly, it seems to me that Congress ought to take a look a these wilderness or primitive reserves initially rather than merely having the right to veto, as we do by the backdoor process of the Presidential reorganization plan, where Congress certainly can veto it, but it is not in my judgment, at least, a good way for Congress to legislate in the best interests of the people.

Thank you very much, Madam Chairman. I will be glad to try to answer any questions if there are any.

Mrs. PFOST. Thank you, Congressman Bennett. Are there questions of the Congressman?

Mr. SAYLOR. Madam Chairman, first I would like to welcome Mr. Bennett and say I know of his great interest in this legislation because on several occasions in the past number of years, he has discussed this matter with me.

One of the statements which you made, Mr. Bennett, is quite fascinating to me, that where there are several uses, one should not be permitted to jeopardize the other.

That if, by the mining of iron ore or copper you completely prejudice the wilderness area? Then what is your position?

Mr. BENNETT. I think then it becomes a matter of balance. If you are in a war like we were during World War II, for example, and you could not get copper, German submarines were sinking our copper cargoes coming here from Chile, and the Federal Government was frantically trying to get copper wherever it could get it, then I think the production of copper certainly supersedes the wilderness value of that particular area.

I mention that; that is an extreme example, perhaps, but what I mean is that both of these things are in the national interest, and I

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think someone has to decide whether the two can live together and, if not, which one has to be subjugated. And I think that Congress ought to do that myself; it ought to do it initially, with the right in itself to review it later, depending upon what circumstances develop.

Mr. ASPINALL. Will the gentleman yield?

Mr. BENNETT. Yes.

Mr. ASPINALL. You unfortunately used the word "eliminated." What you meant was temporarily subjugated, is that not right?

Mr. BENNETT. Perhaps that would be a better word, Mr. Chairman.

Mr. SAYLOR. I might say to our colleague from Michigan that the bill we are discussing has in it a provision in case of national emergency, it is perfectly within the province of the President or Congress to authorize the use of any one of these areas for the highest national interest in the preservation of our country.

I do not think that anyone who is sponsoring this legislation would ever consider the fact that preservation of our country was not the highest and best use to which any of this land could be put.

Mr. BENNETT. Certainly. But I think the question boils down to this: Who makes this decision? Whether you leave it to the President to decide or whether initially in setting aside these areas you give Congress some preliminary authority to take a look at the whole picture to see whether multiple use is possible in particular situations or whether it is not, rather than doing it by the veto.

Mr. SAYLOR. Let me ask you this question: In view of the fact that we already have a number of these areas set aside, would your position be that there should be a differential between those areas that are now established and those areas that should be established in the future?

Mr. BENNETT. The areas that have been established heretofore, as I understand it, have been established by Executive order.

Mr. SAYLOR. Yes.

Mr. BENNETT. And the purpose of this legislation is to validate the Executive order, as I understand it, now. I may be wrong about that. Anyway, this action by Congress is taken, I assume, to give legal authority to the establishment of these primitive areas whether they have been previously established by Executive order or where they are in the future.

Mr. SAYLOR. I do not think anyone questions the right of the Executive to establish them. The only question is what their status will be in the future. Having been established by Executive order, Executive order can also change them.

Mr. BENNETT. Then what is the purpose, may I ask the gentleman, of this bill?

Mr. SAYLOR. The purpose of the bill is to make sure that the Executive does not change those that are already established.

Mr. BENNETT. I would prefer, as I said, myself, that the whole matter be open for congressional review.

I will give the gentleman an example in my own territory in northern Michigan that I think fits in this particular type of situation pretty well. There is a bill pending in Congress today which would preserve a shoreline area on Lake Superior called the Pictured Rocks. I do not know of anyone opposed to preserving the shoreline area known as the Pictured Rocks, the beautiful high cliffs along Lake Superior that ought to be preserved for posterity.

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But along with this bill is included some 75,000 or 100,000 acres of merchantable timber that lies south of the lake and completely away from the Pictured Rocks, not a part of it at all. But if Congress were to approve that bill, it would lock up or freeze, in preserving the shoreline area, a valuable tract of timberland south of Lake Superior and, as I say, not associated or connected with the Pictured Rocks or the shoreline.

That is the kind of a thing I have in mind that Congress in taking a look at and reviewing this thing ought to be able to say whether such a tract, so large a tract as the one I have just talked about, should be frozen and those resources locked up.

Mr. SAYLOR. That is all, Madam Chairman.

Mrs. PFOST. Are there further questions?

Mr. WESTLAND. Madam Chairman?

Mrs. PFOST. The gentleman from Washington.

Mr. WESTLAND. I think I ought to comment. The gentleman from Michigan, whose views I support, asked the question, "What is the purpose of the bill?" and the gentleman from Pennsylvania replied, "To keep intact the present areas."

Believe me, this bill goes considerably farther than that. For example, in the district I represent is the Olympic National Park, some 900,000 acres, and this bill specifically provides that the Secretary of the Interior or the President, perhaps through the Secretary of the Interior, would take any contiguous 5,000 acres that do not have a road in it and put it in the wilderness system, and I will guarantee you there are not many roads in the 900,000 acres of Olympic National Park, and I doubt very much that the people who like parks, as I do, as a matter of fact, even know about that. This bill does quite a bit more than the reply of the gentleman from Pennsylvania would indicate.

Mr. BENNETT. I thank the gentleman.

Mrs. PFOST. Are there further questions? Thank you very much.

Mr. BENNETT. Thank you, Madam Chairman, and members of the committee.

Mrs. PFOST. Our next witness is the Honorable Willard S. Curtin.

STATEMENT OF HON. WILLARD S. CURTIN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. CURTIN. Madam Chairman and members of the subcommittee, I appear before you this morning in support of S. 174, which has been designated as the "Wilderness Act", and the various House bills introduced by our colleagues on the same subject.

I am very much in favor of this legislation. The establishment of a National Wilderness Preservation System is, to my mind, highly essential to the preservation of that segment of our background which is so rapidly disappearing.

We have made advances in this program from the original establishment of "primitive" areas in our national forests in 1929. The advancement of the idea through such designations as "wilderness" areas, "wild" areas, "canoe" areas, through the years have been helpful but the legislation presently being considered is, to my mind, a very essential culminating step.

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The wildlife, the forests, the lakes, the valleys, and the glades of our country have been repeatedly mentioned in song, prose and poetry. All of us have favorite sections of this country where we can still enjoy primitive America.

Unfortunately, however, the encroachments of civilization have tended to materially decrease our wildlife and to eliminate these natural wonders. What was once a forest may now be just a few spare trees, and what was once a scenic wonder may now be a housing development, and many of the species of our once plentiful wildlife can now be found in zoological gardens.

Fortunately, however, it is not too late to save some of primitive America, principally within the confines of our national forests, and I feel that it is high time we do everything in our power to preserve what we still have left. The forests and the woodlands are needed for the preservation of our wildlife, and the purposes of this legislation are to keep in tact what we still have of these wonders which were originally given us with such a lavish hand.

I, therefore, feel that this legislation is a real step forward in trying to save these things for the future enjoyment of those who come after us, as they were enjoyed in their entirety by our forebears, and, to a lesser degree, are enjoyed by ourselves.

Thank you. I am, of course, perfectly willing to try to answer any questions any members of the subcommittee may have.

Mrs. PFOST. Thank you, Mr. Curtin.

The gentleman from Pennsylvania.

Mr. SAYLOR. I have no questions. I just want to welcome our colleague from Pennsylvania before the committee and thank him for his statement.

Mr. CURTIN. Thank you.

Mr. Dominick?

Mrs. PFOST. The gentleman from Colorado.

Mr. DOMINICK. I do not want to hold you very long, Mr. Curtin, but have you flown over the western areas where the major portion of these lands are included?

Mr. CURTIN. I must confess my intimate knowledge of these primitive areas and national parks is much the same as the gentleman's reference to Halley's comet—I only know of them from a distance. I must confess I have no close intimate knowledge of these conditions which I know of only by having heard of them.

But I do feel very sincerely that we must do something to prevent any further encroachments on our primitive America.

Mr. DOMINICK. Do you happen to know what the encroachments are you are talking about, not going any further?

Mr. CURTIN. Speaking in general terms, we have indications, of course, where forest lands are sought for timbering and where roads are put in for the purpose of the traveling public, or at least threatened to be put in, and public works such as flood-control projects, all things like that, all of them tend to encroach upon these primitive areas.

Mr. DOMINICK. Do you believe that 900,000 acres should be left completely undeveloped for any purpose whatsoever?

Mr. CURTIN. I would say, depending—as I understand your question, I do not think as a general statement I could answer that. I

USAV-00002008

think it depends pretty much on the circumstances involved in the 900,000 acres.

Mr. DOMINICK. I was thinking of the park Mr. Westland referred to of some 900,000 acres, Olympic National Park. Would you suggest this be left untouched by anybody for any purpose whatsoever unless they could walk in it or ride in it?

Mr. CURTIN. Of course, again our colleague from Washington is much more familiar with that particular 900,000 acres than I am. But I would say generally, in the event that is a typical primitive area of America, that there is need for our people that come after us to enjoy it, then I would be in favor of so preserving it, yes.

Mr. DOMINICK. Yes.

Mrs. PFOST. Are there further questions?

Thank you very much, Mr. Curtin. We appreciate your appearance here this morning.

Mr. CURTIN. Thank you.

Mrs. PFOST. Our next witness is the Honorable Albert H. Quie, of Minnesota.

STATEMENT OF HON. ALBERT H. QUIE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MINNESOTA

Mr. QUIE. Mr. Chairman, members of the committee, I am happy to appear before you today in wholehearted support of S. 174, an act to establish a wilderness preservation system.

Although considerable work has already been accomplished to preserve our wilderness areas, I do feel that a national policy of preservation is needed. Accordingly, my support for the establishment of such a system is based on this realization.

I am sure that your committee's thorough study of the legislation and the testimony presented by many proponents will justify its recommendation for passage by the House, and on the strength of this assumption, I will not duplicate the information already available, and that which will be offered by those who will testify after my appearance this morning.

I would like to quote, however, from Senator Clinton Anderson of New Mexico, who concisely points out the reason why we must act and soon on this legislation.

> True wilderness is not a renewable resource. Once cut over or otherwise exploited it is no longer an undisturbed natural area. Although quasi-wilderness areas for recreational use can be redeveloped over a century in once-exploited regions, the chain of natural forces responsible for the existence of soil, microscopic biological life, plants and wildlife will have been interrupted and ended, and an entirely new ecological cycle—the result of man's influence—will have resulted.

I have traveled in some of the wilderness areas and, of course, have a special interest and a warm place in my heart for the Boundary Waters Canoe Area in northern Minnesota. I am like so many people who enjoy the wilderness area but have spent very little time defining the reasons why this is so meaningful to us. I will suggest here that you all take the opportunity to read any or all of Sigurd Olson's books.

I would also like to bring to your attention the foresight of a great President, Theodore Roosevelt. All of you have traveled through

USAV-00002009

Rock Creek Park and I imagine some of you have hiked and ridden horseback through this area. Without the forward view of this great conservationist, even this strip of wilderness would not be available to the people of the District of Columbia, and the greater Washington area. As one travels through the United States and sees the conservation which has begun and the wilderness areas which have been protected, it is indeed heartening to realize that some men had the vision to set these areas aside for the future enjoyment of our people.

My sons are coming to the years when they can enjoy the multiple values that will flow at all times from wilderness areas and a wilderness system, and as our population continues to grow, almost all of the people of the United States, including our children, will be confined to urban areas. This situation will emphasize how important it was that Congress at this time accomplished and provided a wilderness preservation system for their public use. This will afford these future generations an opportunity to escape the pressures of modern life, and to enjoy the existing wild areas of our great country.

Again, Mr. Chairman, thank you for this opportunity to testify in favor of the Wilderness Act, and I hope that you will report this bill to the floor of the House shortly so that this legislation may be enacted into law during this session.

STATEMENT OF HON. JEFFERY COHELAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. COHELAN. Madam Chairman and members of the committee, I appreciate this opportunity to appear before you today and to express my vigorous support for this legislation which would establish a National Wilderness Preservation System. As you know, I have joined in introducing this measure.

Madam Chairman, I have no desire to duplicate the excellent statements being made by our colleagues and other supporters of this legislation. I believe, however, that there has been some misunderstanding as to what this bill would and would not do—misunderstanding which has caused serious and regrettable delays in its consideration—and I would like to speak briefly to this point.

This bill before you deals only with certain lands already within the national park system, national forests, and national wildlife refuges and ranges. It provides that these lands—all of which are now in a wilderness condition—shall be so handled for their several purposes so as to preserve their wilderness character.

It does not transfer lands from one jurisdiction to another. National forest lands would remain under the Forest Service. Park lands would stay with the National Park Service. Refuges and ranges would still be under the Fish and Wildlife Service.

This bill would not interfere with the purposes these lands now serve. It simply provides that these purposes shall be realized in such a manner so as to preserve their wilderness character. Furthermore, this bill would not create a new agency.

Rather, this bill provides that 6,773,080 acres in 44 areas of national forest lands—areas that are now wilderness in character and have been carefully studied and subjected to public notice and hearing—will be included in a National Wilderness Preservation System. All other national forest areas and all areas in wildlife refuges and ranges and in

USAV-00002010

the national park system will be subject to further study under a 10-year review program.

In addition, the preservation of this wilderness area—an area which comprises less than 2 percent of our total national lands—will not cost a single dollar of public funds if we act now, while we still have the land.

Madam Chairman, with our rapidly growing and expanding population there can be no question that within a relatively few years almost every area within our country will be occupied or modified unless action is taken and taken soon.

This bill is merely a modest and, I believe, a reasonable request to insure that the American people of present and future generations shall be able to enjoy the benefits of an enduring system of wilderness.

In his message to Congress last year on natural resources, President Kennedy pointed out that:

> Wise investment in a resources program today will return vast dividends tomorrow, and failures to act may be opportunities lost forever.

Madam Chairman and members of this distinguished committee, in the case of our wilderness areas this statement has particular meaning for true wilderness is not a renewable resource. Once it has been modified or exploited, it is no longer an undisturbed natural area. Once it has been altered, it is lost forever as wilderness.

With this legislation, however, we are offered one of the great conservation measures of all time, a measure which offers positive values to science, to people and to the future. I propose and urge, therefore, that we proceed to enact this constructive and forward-looking measure and to do so at this session of the Congress, for in a very real sense time is running short, and we will have no second chance.

Thank you.

Mrs. PROST. Our next witness is our colleague from Pennsylvania, Congressman Paul B. Dague.

STATEMENT OF HON. PAUL B. DAGUE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. DAGUE. Madam Chairman and gentlemen of the committee, in urging favorable consideration of the bill, S. 174, now before your committee, I must confess to a lack of expertness in the matter of conservation, primarily because I live in a Commonwealth that has long been alive to the importance of preserving its natural resources with the result the issue was resolved fairly early for the citizens of the Keystone State.

In this connection I might also point out that I have come to depend a great deal on the advice of my distinguished colleague from Pennsylvania, Congressman John P. Saylor, who is the recipient of the National Parks Association Award for his outstanding service in the field of conservation and as a result has come to be recognized as an authority by those of us who are less well-informed.

The so-called urban spread, the movement from the large cities into adjacent rural areas, has resulted in the disappearance of much of the woodland and farming areas in southeastern Pennsylvania and while the pending bill does not address itself to our problems, it helps salve our conscience by retaining for future generations those primeval

USAV-00002011

expanses elsewhere where God's handiwork, as expressed in nature, will remain to inspire and reassure those who may follow us.

Poets and naturalists have dealt at length on the beauty of the leafy monarchs of the forest and many of us feel a bit closer to our Maker when we are privileged to contemplate His greatness as portrayed in some unspoiled wilderness scene.

Confessing, as we must, to a deterioration of moral and spiritual values in this all-too-selfish age, let us strive through the pending bill to maintain a monument to our Creator's concern for our welfare as reflected in the beauty of unspoiled nature.

Second only to the preservation of various wilderness areas as a heritage to be bequeathed to those who come after us there is, additionally, the vital necessity of conserving our wildlife population.

My home is situated on one of the great flyways and I have been thrilled from my youth by the migration of great flocks of geese to their nesting grounds in the spring and their melodious return to their seacoast retreats in the fall.

The disappearance of these feathered harbingers of spring and winter would take from us one more visible evidence that there is a Guardian who marks the fall of even the least of His creatures and that He has delegated to us the responsibility of preserving our natural inheritance and let us write the pending bill into law so that future generations will not be able to accuse us of dereliction in our duty to keep intact a part, at least, of the heritage that has come down to us from the Founding Fathers. Thank you.

Mrs. PROST. Our next witness will be the Honorable Alexander Pirnie, of New York.

Mr. Pirnie.

STATEMENT OF HON. ALEXANDER PIRNIE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. PIRNIE. Madam Chairman, our expanding population and increasing interest in outdoor recreation require the establishment of a National Wilderness Preservation System. Proper designation and preservation of nationally owned lands in their natural condition is a responsibility of the Federal Government. The changing pattern of modern living permits more leisure time and we should begin now to plan for future recreational needs.

Despite the worthwhile objectives of assuring preservation of nature in its primitive form, future national resource requirements of our Nation may require multiple use of such areas. Congress has already endorsed this concept with respect to use of our national forests and I was glad to cosponsor such legislation.

I believe the role of Congress in evaluating and determining multiple-use requirements would be seriously weakened by the congressional veto provision of S. 174. Aside from constitutional objections such a procedure improperly reverses the burden of proof in this field. Those seeking to deny economic resource development to the public in favor of esthetic values should bear the burden of convincing the people's Representatives—not vice versa.

Therefore, I urge approval of S. 174 with section 3(f) amended to provide for congressional approval by concurrent resolution of

USAV-00002012

Executive recommendations that lands not now classified as wilderness areas be included in the proposed system.

Mrs. PROST. Thank you, Mr. Pirnie. Our next witness will be the Honorable Robert F. Ellsworth, of Kansas.

Mr. Ellsworth.

STATEMENT OF HON. ROBERT F. ELLSWORTH, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF KANSAS

Mr. ELLSWORTH. Madam Chairman and members of the committee, I want to express my sincere appreciation to you for letting me come here and testify on behalf of the wilderness bill, on the spur of the moment. I know I did not advise you until today that I wanted to testify, and I deeply appreciate your letting me come.

I support the wilderness bill. I want to do everything I can to facilitate prompt passage in the House of this important measure, and without crippling amendments. It is a good bill, and one that will do all of us in the United States a lot of good. It will benefit everyone.

The bill as I understand it will establish a National Wilderness Preservation System, setting aside large areas of our wild and uninhabited land to be retained in their natural state for present and future generations.

Of course there are many people in our great Nation who have never seen the Grand Canyon, or any of our wonderful national parks, but they feel better, I know, merely knowing those things are there. In the same way, I am confident that all Americans who give thought to the matter will derive great satisfaction from knowing that there are places in our country where they can go to find peace and solitude away from the "imprint of man's works."

I know that my family and I enjoy camping in our national forests and national parks, particularly out West, and I know that there are hundreds of thousands of Kansans and other Americans who feel the same way, and who are most anxious for the conservation and preservation of our wilderness areas.

It is my understanding also that the wilderness bill now before your distinguished committee is confined to presently held Federal lands. It does not propose to go out and acquire any new lands not now in Federal ownership.

Moreover, the bill has provisions to protect existing recreational, mining, lumbering, grazing, and other legitimate uses.

Mr. Chairman, it has been a pleasure to be before you in your distinguished committee, and I am glad to have had the chance to come down and add my voice, with all the strength and vigor at my command, to the support of this fine legislation.

I thank you.

Mrs. PROST. Thank you, Mr. Ellsworth. We also have the Honorable Daniel K. Inouye and the Honorable John E. Moss, who wish to make statements. We will now hear from Congressman Inouye.

USAV-00002013

STATEMENT OF HON. DANIEL K. INOUYE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF HAWAII

Mr. INOUYE. Ever since the civilization of our land began centuries ago, there have been farsighted men, who, seeing the disappearance of the primeval and holding in reverence that sacredness peculiar to the wilderness, have cried for its preservation. There was always a ready answer to their fears in the easy instruction to "look west" and see the thousands of miles yet untouched.

We have now grown beyond this simple antidote to the conservationist's fears to a point where, unless positive steps are taken, there won't be any untrammeled nature left. Once again, there are those who would minimize the problem; but now no longer able to point comfortably to a great frontier, they speak in terms of "accessibility" and "proper development" and "preserving the resources of America for the use of all Americans" rather than a "limited few" by [wilderness] "class legislation."

As a sponsor of H.R. 8237, duplicate of S. 174 as originally introduced, I wish to go on record as a strong supporter of wilderness legislation. Many experts will testify on the intricacies of the problems involved, which must not be discounted. Strenuous efforts will undoubtedly be made to prevent adequate restraints on commercial exploitation and, of course, we should not take lightly since concern for the future economic needs of the Nation. However, as a backer of S. 174, I hope we may not lose sight of the real need and purpose of the bill: that we may as a nation preserve areas in our national parks which are not to provide comfortable extensions to typical suburban resorts, nor to create additional opportunities for the motorboat or motel industry, but to assure that the heirs of our grandchildren may still have the opportunity, as did those before them, to leave for a while the manmade world and discover the irreplaceable mystery of nature as created by God alone.

Mrs. PFOST. Thank you, Mr. Inouye. Now we will hear from Mr. Moss.

STATEMENT OF HON. JOHN E. MOSS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. MOSS. Mr. Chairman, I appreciate this opportunity to present my views to the commitee in full support of the proposed wilderness legislation, S. 174 and related bills, now under consideration.

First, permit me to compliment the committee on the thorough manner in which it has studied this proposal to establish a National Wilderness Preservation System. Last fall, as you know, the Public Lands Subcommittee chaired by Congresswoman Pfost held hearings in my home community of Sacramento, Calif. This was very gratifying to me because of the great interest expressed in the wilderness bill by a large number of my constituents. The hearings in Sacramento not only permitted residents of the area to testify directly

USAV-00002014

to the appropriate committee of the Congress but they also served to stimulate interest in the measure at the grassroots level.

My mail continues to reflect overwhelming favor among my constituency and the general public for the legislation. This is most heartening to me because I consider the bill to be very much in the best interests of the Nation.

With the remaining wilderness-type areas in this country under serious threats of encroachment from many sources, I am convinced it is essential that the Congress act now to establish a national policy of wilderness preservation and to set up a National Wilderness Preservation System. Such a system, as provided by S. 174, would be comprised solely of lands presently owned by the Government and not entail further costs of land acquistion.

Orderly and effective wilderness preservation efforts, as envisioned in the wilderness bill, undoubtedly would produce many diverse benefits. Watershed protection and maintenance of an environment ideally suited for the propagation of wildlife are only two of the more incidental but still very beneficial and worthwhile results.

Better known, of course, are the obvious recreational and scenic values offered by wilderness areas. Although these values are often referred to as being intangible, the beauty added by wilderness areas to our country, in my opinion, is most deserving of our active preservation efforts. Presently, these recreational and scenic qualities are a source of pleasure and satisfaction to large numbers of people. In turn, they serve to stimulate tourism, travel, and other related economic activity that adds measurably to the income of some areas.

As a nation, we are today vitally concerned that our children have access to high quality education. Wilderness areas constitute vast, irreplaceable outdoor laboratories for the study of several natural sciences. The intertwined educational and scientific values inherent in wilderness areas are just two more factors which lead me to support early passage of the wilderness bill.

However, the legislation has not been without opposition as it has worked its way to this point in the legislative process. As you know, opposition groups have included segments of the grazing, mining, petroleum and timber interests.

In order to safeguard the legitimate rights of these groups, certain modifications have been included in the bill which, I think, should allay their fears.

The current provisions of S. 174 would not reduce the grazing of livestock in areas where the practice is already well established. It might also be pointed out that at the present time in the national forests and outside of wilderness-type areas there are 4.4 million acres which need to be revegetated and offer new sources for grazing.

As for mining and oil operations, I think it first should be noted that national wildlife refuges and game ranges now are strictly regulated and all but closed to such mining activity. Also, with the exception of the four park areas where mining is and will continue to be permitted under S. 174, national park system areas now are closed to these industries and the mining law is not applicable.

Furthermore, areas of national forest lands finally designated as part of the wilderness system will continue to be subject to exploration by means not inconsistent with the preservation of the wilderness character of the lands. If minerals are found, and the President deter-

USAV-00002015

mines mining in the area to be in the greater public interest than preservation of wilderness, he is empowered under the legislation to authorize such mining. Congress can at any time, of course, remove areas from the system by enacting the necessary legislation.

Although some 4.7 million acres of the 14 million acres in current wilderness-type areas is designated as commercial timberland, the Senate report on S. 174 points out that there is no timber harvest today from the lands being considered for inclusion in the system.

It is my understanding that during hearings on this legislation, various reclamation groups have expressed concern that establishment of the wilderness preservation system may interfere with development of necessary future reservoirs and water supply facilities for irrigation and other purposes.

Again, if the President finds the construction of such facilities in wilderness-type areas to be of greater value to the Nation than continued preservation of the area involved, he may waive the ban on such projects in the affected wilderness area. Additionally, the Congress always has the power, whether or not wilderness legislation is passed, to authorize water development projects anywhere on public lands.

In summary, this bill would establish a wilderness preservation system and would allow areas within it to be used for other purposes after proper examination of the proposed use at the highest levels of Government. However, the bill does not intend to lock up every acre of wilderness against all future contingencies. It is true conservation, providing, at the same time, sound and intelligent area management.

Mr. Chairman, I reiterate my belief that S. 174 is a careful and sensible approach to much needed efforts aimed at conservation and preservation of the Nation's wilderness areas.

Mrs. PROST. Our next witness is the Honorable Robert R. Barry.

STATEMENT OF HON. ROBERT R. BARRY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. BARRY. Mr. Chairman, I appreciate this opportunity to testify in support of S. 174, a bill for the establishment of a National Wilderness Preservation System.

The people in the 27th District of the State of New York whom I have the privilege to represent in Congress, like those in all other regions of our country are deeply interested in our American wilderness from which this great country was developed. Wilderness is part of our heritage and is an ingrained influence upon our thoughts and desires, a part of the fabric of our being as individuals and as a people.

We owe much to wilderness economically and spiritually. It is therefore fitting that we as a people desire to support the proposition that some representative areas of our great country be preserved in their natural God-made state. This desire is not for ourselves alone but for our children, grandchildren, and generations of Americans to follow in their footsteps. Critics of wilderness preservation may say this is pure emotionalism and should have no place in a 20th century world. However, this may be said of everything and anything that an individual or a people set above price or commercial advantage.

USAV-00002016

I believe it important that we as a people act to place our remaining wilderness areas in our public lands above price, above commercialism, and above exploitation for individual or special group advantage. Certainly, an inventive and dynamic society such as ours can well afford to forgo the opportunity to comercially exploit less than 3 percent of our land areas. What in reality it cannot afford, as I and the great majority of the American people contend, is the destruction of a resource that once despoiled can never be recovered.

Those of us who live in the heavily settled area along the eastern seaboard are most acutely conscious of the need to preserve wilderness. We have only a token of true wilderness left in all the Eastern States combined. Wilderness areas appropriate to our numbers and our desires were lost some time ago. Lost perhaps because then there was always more wilderness to be had over the ridge to the West. Somehow in the process we ran out of space—there wasn't another ridge to cross and the wilderness was overrun and thereby destroyed forever. We do not intend to see this happen to the remaining wilderness areas lying in our national forests, national park system, and national wildlife refuges and game ranges.

The scarcity of wilderness throughout the East and in other areas of our country are mute testimony to the urgency for acting as conclusively as possible to preserve the natural areas still in being on our Federal lands. S. 174 provides the opportunity to act in the public interest—to preserve suitable remnants of wilderness on a permanent basis by act of Congress.

I was gratified to note in studying the report of the Outdoor Recreation Resources Review Commission to the Congress that they after 3 years of intensive study acknowledge that the wilderness areas on our public lands—

> * * * have inspirational, esthetic, scientific, and cultural values of the highest order that must be preserved * * *.

The Commission recommends that Congress—

> * * * enact legislation providing for the establishment and management of certain primitive areas * * * as "wilderness areas."

In conclusion Mr. Chairman may I respectfully call the committee's attention to the fact that there is widespread feeling across the country, a feeling which the Commission states it shares, that the Congress should take action to assure the permanent reservation of these and similar areas in national forests, national parks, wildlife refuges, and other lands in Federal ownership.

Mrs. PFOST. Thank you, Mr. Barry. Our next witness is the Honorable Edward P. Boland.

STATEMENT OF HON. EDWARD P. BOLAND, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MASSACHUSETTS

Mr. BOLAND. Mr Chairman, I appreciate and welcome this opportunity to appear before your committee in support of the establishment of a National Wilderness Preservation System, S. 174 which passed the Senate, and companion House bills. This legislation is the product of more than a decade of study and has been in the process of refinement in Congress since the 84th Congress. Wilderness pres-

USAV-00002017

ervation legislation has been highly publicized and numerous hearings have been held on S. 174 and its predecessor bills. Everyone concerned has had their say. Consequently, S. 174 has been the outgrowth of maturing adjustment compatible with the basic intent to preserve representative areas of true wilderness for posterity. Certainly additional delay and prolonged discussion would appear unwarranted in view of the already extensive legislative processing undergone by this proposal.

I believe that there is widespread feeling across this great country of ours that the Congress should take immediate action to assure the permanent reservation of suitable wilderness areas in national forests, national parks, wildlife refuges, and other lands in Federal ownership. It is gratifying to note that the report made to the Congress by the Outdoor Recreation Resources Review Commission in January of this year not only confirmed my opinion but also that the Commission itself shares in the feeling that Congress should take action to assure the permanent reservation of wilderness areas.

The ORRRC Report entitled "Outdoor Recreation for America" states in part with respect to wilderness preservation, as follows:

> Primitive areas satisfy a deep-seated human need to get away from the works of man. Prompt and effective action to preserve their unique inspirational, scientific, and cultural values on an adequate scale is essential, since once destroyed they can never be restored.

We should recognize that true wilderness is not a renewable resource and if we fail to reserve true wilderness now, the influences of man are going to consume all that we have. By the enactment of S. 174, we would bring about the establishment of a wilderness preservation system of between 35 million and 45 million acres or roughly 2 percent of our more than 10 billion acres of national land area. This legislation involves federally owned land alone—no new Federal acquisitions are contemplated. The question before us is the giving of legislative status to the administrative reservation as wilderness of areas administered by the U.S. Forest Service, the National Park Service, and the Fish and Wildlife Service which already have been committed to some degree to preservation in their wilderness state.

This is a conservation bill of national significance—a truly great conservation measure. It is a measure which should be taken by us now to protect the rightful heritage of coming generations. It is a measure to be taken for which both our generation and those to come may point with consummate pride.

Mrs. PFOST. Thank you, Mr. Boland. Our next witness is the Honorable Daniel B. Brewster.

STATEMENT OF HON. DANIEL B. BREWSTER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND

Mr. BREWSTER. Realistic conservation of our natural resources is vital to the growth and security of our society. As President Kennedy said a year ago in his special message on natural resources: "Wise investment in a resource program today will return vast dividends tomorrow, and failures to act now may be opportunities lost forever. Our country has been generous with us in this regard—and we cannot now ignore her needs for future development."

USAV-00002018

In the year 2000, there will be more than 300 million people competing for a share of our country's timber, water, minerals, energy, and access to outdoor recreational facilities. We must act now to conserve and preserve—tomorrow will be too late.

One of the most vital pieces of legislation in this area is the wilderness bill, S. 174. It has my complete and wholehearted support. Few bills have provoked a larger response from the Second District of Maryland. I know, therefore, that my constituents endorse this measure, and I join them in urging the subcommittee to consider it favorably.

Mrs. PFOST. Thank you, Mr. Brewster. The next witness will be the Honorable Dominick V. Daniels.

STATEMENT OF HON. DOMINICK V. DANIELS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Mr. DANIELS. Madam Chairman, I appreciate having this opportunity to appear before your committee to testify in favor of S. 174, well known as the wilderness bill.

This legislation would provide statutory authority for the wilderness areas which have been set aside by administrative action in the executive branch of our Government over a period of years. S. 174 is the product of years of development in the legislative mill on the Senate side. It was overwhelmingly passed in the Senate by a vote of 78 to 8 despite the strong opposition of some minority interests.

I am convinced that in the interests of the vast majority of American people, it is just as important if not more important to have certain areas of wilderness set aside in our national forests, our national parks, and our national wildlife refuges and ranges, as it is to have mining and other commercial activity in these areas. Certainly our economic prognostications for the future are not so accurate as to be able to make the case that we can't afford to set aside what at most would be less than 3 percent of our land area, to be preserved as nature and natural events have made it.

Opponents of the legislation made it most evident to the people at large that indeed there is a real need to act promptly to prevent the despoiling of the wilderness areas which contain the most beautiful natural scenic areas in our country. It seems to me we owe it to future generations to make it possible for them to enjoy these areas in the same natural form that we so fortunately can today.

Toward the end of the consideration of this legislation in the Senate last year the minority clung to the proposition that the Senate should wait until the Outdoor Recreation Resources Review Commission issued its report to the Congress. It is worthy of note that the ORRRC Report, issued in late January of this year after 3 years of study, states in part concerning the wilderness areas which so far have been preserved:

> * * * They are the best remnant of primitive America, virtually unchanged by the hand of man. They are inspirational, esthetic, scientific, and cultural values of the highest order that must be preserved. The fact that few people use the wilderness does not lessen its significance or the importance of its preservation.

USAV-00002019

This report recommends as follows:

Congress should enact legislation providing for the establishment and management of certain primitive areas (class V) as "wilderness areas."

Pursuant to the foregoing recommendation the ORRRC states:

Primitive areas satisfy a deep-seated human need occasionally to get far away from the works of man. Prompt and effective action to preserve their unique inspirational, scientific, and cultural values on an adequate scale is essential, since once destroyed they can never be restored.

Portions of national forests, parks, monuments, wildlife refuges, game ranges, and the unreserved public domain meet the basic criteria of primitive areas * * *.

There is a widespread feeling, which the Commission shares, that the Congress should take action to assure the permanent reservation of these and similar suitable areas in national forests, national parks, wildlife refuges, and other lands in Federal ownership * * * the purpose of legislation to designate outstanding areas in this class in Federal ownership as "wilderness area" is to give the increased assurance of attaining this objective that action by the Congress will provide.

If so distinguished a group of Americans as composed the ORRRC and its advisory board after 3 years intensive study should so conclude, it would seem reasonable for the House of Representatives to act with some dispatch to vote on the issue of wilderness preservation. I for one believe that the public lands should belong to all the American people, not to any particular geographical or commercially interested group and that these lands should afford the opportunity to enjoy the beauties of nature to all the people.

For these reasons I respectfully request the subcommittee's favorable consideration of the wilderness bill.

Mrs. PROST. Thank you, Mr. Daniels. The next witness is the Honorable Winfield K. Denton.

STATEMENT OF HON. WINFIELD K. DENTON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF INDIANA

Mr. DENTON. I regret that other business made it impossible for me to appear before your subcommittee to testify during the hearings concerning S. 174 and the various House versions of the wilderness bill.

Our wilderness-type areas today contain the most scenic and unspoiled areas remaining in this country. However, if effective action is not taken soon to give statutory protection to these areas, many of them will be adversely affected by pressures for their exploitation. I am aware that such areas in our national forests, national parks and monuments, and national wildlife refuges and game ranges already have a form of protection by the executive departments. However, I believe that such protection is not sufficient. I strongly believe that the Congress should take action to make certain that future generations will have a chance to enjoy these areas just as we can today. Enactment of S. 174, with certain amendments, would make this possible.

Many of my constituents in Indiana are deeply interested in the passage of this legislation. They want them to be preserved in their present form, and do not want to see them despoiled by logging, mining,

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and other forms of commercial developments where such activities do not exist today.

I believe that the abundant resources of the other public lands of the United States make it completely feasible to set aside these wilderness areas permanently as such. However, as is proper, the bill provides a possibility of later commercial development of resources in these areas should this be found by the President to be in the national interest.

Section 11 of S. 174 as it passed the Senate would allow the Federal Power Commission to authorize power developments without Presidential determination that this is in the public interest. This undesirable provision should be removed from the bill.

Another provision, commonly called the Alaska amendment, would provide for establishing a Presidential Land Use Commission in that State. Such a Commission would concern itself with all Federal lands and resources in Alaska. The need for such a provision in a bill which otherwise deals only with wilderness is questionable. I therefore suggest that section 9 be deleted.

I urge that your subcommittee promptly approve a wilderness bill substantially like S. 174 as it passed the Senate, but with the amendments recommended. I hope that such a bill will be brought before the House of Representatives for action as soon as possible.

Mrs. PROST. Thank you, Mr. Denton. Our next witness is the Honorable Robert N. Giaimo.

STATEMENT OF HON. ROBERT N. GIAIMO, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CONNECTICUT

Mr. GIAIMO. Mr. Chairman, thank you for this opportunity to appear before your committee in support of the establishment of a national wilderness preservation system, S. 174. As you know, this legislation was approved by a Senate vote of 78 to 8 on September 6 of last year. This preponderance of approval is a reflection of the effort which has gone into drawing up this legislation in the form under our consideration.

Legislation to give statutory status to the wilderness areas set aside by administrative action in the executive branch of our Government has followed a long and tortuous road to reach its present status. An initial action to acquaint the Congress with this matter was the report requested of our Legislative Reference Service on November 17, 1948, by former Congressman Burke in his capacity as chairman of the Subcommittee on Conservation of Wildlife Resources of the House Committee on Merchant Marine and Fisheries. This report, issued in August of 1949, brought together the opinions of all the then interested Government agencies, State as well as Federal; and from private organizations who had interested themselves in the problem, either from the standpoint of favoring or opposing the establishment of wilderness areas.

Since that time, wilderness preservation has been a conservation measure of increasing public and legislative interest. I believe it is reasonable to state that S. 174 is the product of more than a decade of study and refinement. Voluminous public hearings have been held on proposed wilderness preservation legislation beginning in 1957 and continuing through both sessions of the 85th, 86th, and 87th Con-

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gresses. Hundreds upon hundreds of pages of testimony have been taken which support the need for legislation to preserve appropriate areas as wilderness for posterity. Indeed, in the 86th Congress alone, some 500 witnesses were heard and more than 2,200 pages of hearings recorded. Refinements and compromises have been made all along the way.

It is clear to me that any further compromise would be harmful to the objectives for which this legislation is designed to accomplish. I recall that months before the Senate overwhelmingly approved this proposed legislation the opposition focused on delaying action until the report to the Congress by the Outdoor Recreation Resources Review Commission was issued. In this connection, it is interesting to note that among the recommendations contained in the ORRRC report, "Outdoor Recreation for America," published in January of this year, is the following:

Recommendation 8-6: Congress should enact legislation providing for the establishment and management of certain primitive areas (class V) as "wilderness areas."

The ORRRC report goes on to say:

Primitive areas satisfy a deep-seated human need occasionally to get far away from the works of man. Prompt and effective action to preserve their unique inspirational, scientific, and cultural values on an adequate scale is essential, since once destroyed they can never be restored.

Portions of national forests, parks, monuments, wildlife refuges, game ranges, and the unreserved public domain meet the basic criteria of primitive areas. The natural environment has been undisturbed by commercial utilization, and they are without roads. Some of these areas are managed for the purposes of wilderness preservation under broad statutory authority. Certain class V areas of more than 100,000 acres in national forests have already been set aside by the Secretary of Agriculture as "wilderness areas." Others between 5,000 and 100,000 acres have been set aside by the Chief of the Forest Service as "wild areas."

There is widespread feeling, which the Commission shares, that the Congress should take action to assure the permanent reservation of these and similar suitable acres in national forests, national parks, wildlife refuges, and other lands in Federal ownership. The objective in the management of all class V areas, irrespective of size or ownership, is the same—to preserve primitive conditions. The purpose of legislation to designate outstanding areas in this class in Federal ownership as wilderness areas is to give the increased assurance of attaining this objective that action by the Congress will provide.

Again, I believe it worthwhile to call the committee's attention to the following observation of the ORRRC on wilderness preservation in connection with a discussion of the need for more fully utilizing already available public reservations in various categories such as National and State parks and forests, et cetera, to provide big open spaces for the Nation's recreational needs:

The more effective these resources are developed, the less pressure will there be for encroachment on areas that should be preserved in primitive condition, such as wilderness areas. They are the best remnant of primitive America, virtually unchanged by the hand of man. They have inspirational, esthetic, scientific, and cultural values of the highest order that must be preserved. The fact that few people use the wilderness does not lessen its significance or the importance of its preservation.

From the foregoing, I would conclude that the ORRRC certainly did not take exception to the pending legislation we are considering here today. On the contrary, the ORRRC firmly supports legislation of the nature and for the purpose which S. 174 is designed.

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In supporting this legislation, I wish to emphasize and emphasize strongly that true wilderness is not a renewable resource. Once cut over or otherwise exploited, it is no longer an undisturbed natural area. Unless we reserve true wilderness areas now, the influences of man are inevitably going to consume all that we have. There is no second chance in this proposition. We need to act now.

In closing my testimony, I want to stress that this legislation involves only federally owned land. What is more, it involves only Federal land which by statute is already in permanent public purpose ownership. In its simplest terms, S. 174 is a legislative directive to the administering Federal agencies concerned to maintain the wilderness character of three types of designated public-purpose Federal areas already committed by these agencies in some degree to preservation in their wilderness state. These wilderness-type areas are located in the following:

(1) National parks and monuments.

(2) Wildlife ranges and refuges.

(3) National forests. (In the national forests the areas concerned comprise about 8 percent of total national forest acreage.)

I want to further stress that Congress in reserving these lands in wilderness status will not tax the people of America a single dollar of public funds.

We have an irreplaceable opportunity to further the enactment of the most significant conservation measure of our time. We must seize the opportunity before time deprives us of it.

Mrs. Prost. Thank you, Mr. Giaimo, our next witness is the Honorable John S. Monagan.

STATEMENT OF HON. JOHN S. MONAGAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CONNECTICUT

Mr. Monagan. The Outdoor Recreation Resources Review Commission, set up by Congress 3 years ago, recommended in its recent final report that "Congress should enact legislation to provide for the establishment and preservation" of wilderness areas. I heartily subscribe to that recommendation, and I urge the committee to take favorable action, without crippling amendments, on S. 174, which is a bill to establish a National Wilderness Preservation System for the permanent good of the whole people.

I have received many letters and communications from residents of Connecticut, urging me to support the wilderness bill, which already has been approved by the Senate, and which has a top priority in the conservation and recreation program of President Kennedy.

As we advance in knowledge and in the development of the sciences in the nuclear age, we are inclined to neglect our natural resources, and to pay too little attention to changes that have been brought about by the shift from urban to suburban population and the movement of industry into pastoral areas. We must take steps to safeguard that which remains, before it is too late.

One of the most significant arguments coming to my attention in support of the preservation of our precious islands of wilderness was that presented by Miss Myra H. Hopson of Kent, Conn. On January 18, 1962, I placed Miss Hopson's letter in the Congressional Record and I now call it to the attention of the committee with my own recom-

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mendation that the wilderness bill be approved. The following is Miss Hopson's letter as it appeared in the Record, with my preliminary remarks.

Mrs. PROST. Thank you, Mr. Monagan. In accordance with committee policy the extract from the Congressional Record with Miss Hopson's letter will be placed in the committee file; we are pleased to have it.

Our next witness is the Honorable Barratt O'Hara.

STATEMENT OF HON. BARRATT O'HARA, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. O'HARA. Mr. Chairman, in two Congresses, the 85th and the 86th, I have sponsored wilderness preservation bills. I am still supporting this legislation. So many times have hearings been held on it that every angle of its value and necessity has been thoroughly explored. It is important to secure enactment of this legislation, not to consume more time in an effort to rephrase arguments which have already been made. I am, therefore, taking advantage of the opportunity given to present written testimony.

The wilderness bill speaks for itself. I shall emphasize only one feature—man's need for wilderness.

Thoreau has written: "In wilderness is the preservation of the world."

If this were the fact in Thoreau's day, which for him ended 100 years ago, how much greater is its truth in the strange violent world of the 1960's?

When our forefathers came to the New World, wilderness was a challenge and an opportunity. Wilderness is in our blood. It has built our character. Wilderness is one of the ingredients of those qualities of self-reliance, dignity, integrity, respect for self and others which we associate with the American character; qualities which were built by the challenge of the frontier. To the frontiersman wilderness was a power pitted against him to be tamed and molded to his needs. This conquest challenged not only man's strength but his ingenuity. It stimulated him to use every resource of science and technology to tame the vast resources of a world primeval.

Suddenly we have come face to face with facts we have ignored. While wilderness has molded the American character, we have preened ourselves on our own accomplishments but overlooked the immeasurable, indefinable gifts a virgin land has offered us. Unaware, we have exploited great natural riches. Our original areas are almost gone as we realize that the American earth is our greatest heritage. It is not just to our advantage, it is our obligation to preserve it not for ourselves but for those who will be the America of the future. To them we must bequeath the uplift to mind and spirit of the mountain peaks, the solace and the dignity of the silence which is experienced only in the wilderness, the forest primeval which transcends the dignity of cathedrals and the beauty of organ music.

We preserve masterpieces of painting, music, art, and literature, all of which are man made. How much greater is our obligation to preserve a heritage which precedes man by billions of years?

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Man's need of the wilderness is universal. As a witness I call upon the testimony of Rudyard Kipling:

THE FEET OF THE YOUNG MEN, 1897[1]

Now the four-way lodge is opened, now the hunting winds are loose—
  Now the smokes of spring go up to clear the brain;
Now the young men's hearts are troubled for the whisper of the trues,
  Now the red gods make their medicine again!
Who hath seen the beaver busied? Who hath watched the black-tail mating?
  Who hath lain alone to hear the wild goose cry?
Who hath worked the chosen water where the ouananiche is waiting,
  Or the sea trout's jumping crazy for the fly?

He must go—go—go away from here!
  On the other side the world he's overdue.
'Send your road is clear before you when the old spring fret comes o'er you,
  And the red gods call for you!

So for one the wet sail arching through the rainbow round the bow,
  And for one the creak of snow shoes on the crust;
And for one the lakeside lilies where the bull moose waits the cow,
  And for one the mule train coughing in the dust.
Who hath smelt wood smoke at twilight? Who hath heard the birch log burning?
  Who is quick to read the noises of the night?
Let him follow with the others, for the young men's feet are turning
  To the camps of proved desire and known delight!

Let him go, go, etc.

I

Do you know the blackened timber—do you know that racing stream
  With the raw, right-angled log-jam at the end;
And the bar of sun-warmed shingle where a man may bask and dream
  To the click of shod canoe-poles round the bend?
It is there that we are going with our rods and reels and traces,
  To a silent, smokey Indian that we know—
To a couch of new-pulled hemlock, with the starlight on our faces,
  For the Red Gods call us out and we must go!

They must go—go, etc.

II

Do you know the shallow Baltic where the seas are steep and short,
  Where the bluff, lee-boarded fishing-luggers ride?
Do you know the joy of threshing leagues to leeward of your port
  On a coast you've lost the chart of overside?
It is there that I am going, with an extra hand to bale her—
  Just one able 'long-shore loafer that I know.
He can take his chance of drowning, while I sail and sail and sail her,
  For the Red Gods call me out and I must go!

He must go—go, etc.

III

Do you know the pile-built village where the sago-dealers trade—
  Do you know the reek of fish and wet bamboo?
Do you know the steaming stillness of the orchid-scented glade
  When the blazoned, bird-winged butterflies flap through?
It is there that I am going with my camphor, net, and boxes,
  To a gentle, yellow pirate that I know—
To my little wailing lemurs, to my palms and flying-foxes,
  For the Red Gods call me out and I must go!
He must go—go, etc.

[1] Source: "Rudyard Kipling's Verse," inclusive edition, 1885–1932, pp. 267–270.

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IV

Do you know the world's white roof-tree—do you know that windy rift
Where the baffling mountain-eddies chop and change?
Do you know the long day's patience, belly-down on frozen drift,
While the head of heads is feeding out of range?
It is there that I am going, where the boulders and the snow lie,
With a trusty, nimble tracker that I know.
I have sworn an oath, to keep it on the Horns of Ovis Poli,
And the Red Gods call me out and I must go!

He must go—go, etc.

Now the Four-way Lodge is opened—now the Smokes of Council rise—
Pleasant smokes, ere yet 'twixt trail and trail they choose—
Now the girths and ropes are tested: now they pack their last supplies:
Now our Young Men go to dance before the Trues!
Who shall meet them at those altars—who shall light them to that shrine?
Velvet-footed, who shall guide them to their goal?
Unto each the voice and vision: unto each his spoor and sign—
Lonely mountain in the Northland, misty sweat-bath 'neath the Line—
And to each a man that knows his naked soul!

White or yellow, black or copper, he is waiting, as a lover,
Smoke of funnel, dust of hooves, or beat of train—
Where the high grass hides the horseman or the glaring flats discover—
Where the steamer hails the landing, or the surf-boat brings the rover—
Where the rails run out in sand—drift . . . Quick! ah, heave the camp-kit over,
For the Red Gods make their medicine again!

And we go—go—go away from here!
On the other side the world we're overdue!
Send the road is clear before you when the old Spring-fret comes o'er you,
And the Red Gods call for you!

Mrs. PROST. Thank you, Mr. O'Hara, our next witness is the Honorable George M. Rhodes.

STATEMENT OF HON. GEORGE M. RHODES, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. RHODES. Madam Chairman, members of the subcommittee, I wish to express my support and the support of many of my constituents for sound legislation to establish a National Wilderness Preservation System.

At a time when our Nation is growing in every direction—when vast new highways are cutting across virgin forest lands, when whole cities are being transformed, when sprawling suburbs are transforming our rural landscape—I feel that the Nation must plan wisely to preserve some of our natural beauty for the enjoyment and appreciation of future generations.

S. 174, one of the several bills before your committee, would establish a National Wilderness Preservation System for the permanent good of the whole people and for other purposes. I feel that legislation along the lines prescribed in this measure would be in the public and national interest.

This bill would declare a policy of the Congress to secure for the American people of the present and future generations the benefits of an enduring source of wilderness. For that purpose, S. 174 would

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establish a National Wilderness Preservation System which would include forest areas, national park system areas, and national wildlife refuge and game areas. The bill would also provide that federally owned lands within areas of the wilderness system would be administered in such a way as to provide for the protection and preservation of the wilderness character. It would further provide for the gathering and dissemination of information regarding their use and enjoyment as wilderness.

The language of S. 174 would insure that in future years some of America's natural beauty, which is so much a part of our heritage, would still stand for our people to witness.

Many constituents in my district are keenly interested in the outcome of this legislative proposal, as are millions of conservationists, sportsmen, recreationists, and other fellow citizens throughout the Nation.

Legislation to create a wilderness system is supported by the President and his administration. I hope you and your colleagues will see fit to secure a favorable report on this meritorious proposal.

Mrs. PROST. Thank you, Mr. Rhodes, our next witness is the Honorable Samuel S. Stratton.

STATEMENT OF HON. SAMUEL S. STRATTON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. STRATTON. Mr. Chairman, I urge the committee's favorable consideration of H.R. 776, the so-called wilderness bill, to set aside some 6.8 million acres of existing wilderness area as a national preserve for recreational and conservation purposes.

As a Congressman from upstate New York where some of the finest natural recreational areas in the country are located, and noted for the natural beauty of its mountains, lakes, woods, and streams, I can personally testify that the people of our State have long benefited immensely from the pleasures afforded by the naturally wild preserve of our State.

As the population in this country grows, and as a rising standard of living allows more leisure time, a greater mobility, and a greater ability to purchase sporting and recreational equipment, the demand for areas and facilities for recreation likewise grows.

At the same time the number and size of our wilderness areas decrease due to the pressing demands of commercial and other interests to expand their activities. It is because of these conflicting demands for the use of limited natural and recreational resources that we must act quickly to establish a national program which will make most effective use of these resources, and which will satisfactorily meet the demands and needs of the greatest number of our people.

It was only a few years ago that large areas of New York and other States were virtually unexplored and unsettled, but this is becoming less true as time goes on. Today a great deal of former wilderness land has become appropriated to meet the needs of industrial advancement, communication improvements, and general economic growth.

Of course, we are all anxious to strengthen and expand our economy. But it is necessary that we take stock of other needs and establish a program such as is proposed in the wilderness bill which will balance the demand and cause an efficient use of our now limited resources.

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I urge that this committee act favorably on H.R. 776.

Mrs. PFOST. Thank you, Mr. Stratton. The next witness is the Hon. Herman Toll.

STATEMENT OF HON. HERMAN TOLL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. TOLL. Mr. Chairman, members of the committee, I appreciate this opportunity to testify in behalf of S. 174, a bill which will authorize the establishment of a national wilderness preservation system.

This bill is the culmination of many years of development both in and out of the Congress. It has been highly publicized in recent years and particularly during the present and preceding Congresses. This measure for wilderness preservation has been the subject of numerous hearings, pro and con argumentations, revisions, and several legislative reintroductions. S. 174 will be a landmark in our conservation history.

In the United States, as the population increases, so does the concern for outdoor experiences. Massive urbanization is a very recent phenomenon. There were only 4 cities in the world with a population of over 1 million people in 1880. In 1960, there were 5 cities and 16 other metropolitan areas in the United States with a population of 1 million or more. In 1910, there were only 14 States which were more than 50 percent urbanized; today there are 40 States which are more than 50 percent urbanized. It has been estimated that by the year 2000, approximately 73 percent of U.S. population, or 250 million people, will live in metropolitan areas, compared to the 63 percent, or 113 million people in 1960. The President in his conservation message of February 28, 1962, stated the following with regard to the need for recreation:

> Adequate outdoor recreational facilities are among the basic requirements of a sound national conservation program. The increased leisure time enjoyed by our growing population and the greater mobility made possible by improved highway networks have dramatically increased the Nation's need for additional recreational areas. The 341 million visits to Federal land and water areas recorded in 1960 are expected to double by 1970 and to increase fivefold by the end of the century. The need for an aggressive program of recreational development is both real and immediate.

Representing, as I do, the people of my district in the city of Philadelphia who, like those in all other regions of our country, are deeply interested in preserving remnants of our American wilderness; I particularly value this opportunity to speak in support of S. 174. Since we live in the heart of the heavily settled area along the eastern seaboard, we are most acutely conscious of the need to preserve open space for recreational pursuits and of course true wilderness is the ultimate experience in enjoyment of open space.

The report "Outdoor Recreation for America" made to the Congress by the Outdoor Recreation Resources Review Commission after 3 years intensive study speaks eloquently in behalf of the need to preserve and develop open space in our time for our people. In so doing it emphasizes the need to preserve wilderness areas in primitive condition. It notes that the areas such as those with which S. 174 is concerned—

> * * * are the best remnant of primitive America, virtually unchanged by the hand of man. They have inspirational, esthetic, scientific, and cultural values of the highest order that must be preserved * * *.

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The Commission also acknowledges that these areas "satisfy a deep-seated human need occasionally to get away from the works of man." It recommends that Congress enact legislation providing for the establishment and management of wilderness areas and urges that prompt and effective action to preserve the values of wilderness areas on an adequate scale be taken, "since once destroyed they can never be restored."

The two strongest motivations for wilderness use as recreational therapy are a wish to escape from the routines and crowds of daily life and a desire to enjoy the beauties of nature. ORRRC Study Report No. 3 entitled "Wilderness and Recreation—A Report on Resources, Values, and Problems" comments respecting the appeal of wilderness to people everywhere as follows:

> What comes through most strongly in this analysis of the appeals of the wilderness is the singularly important function which wilderness serves as a means to relieve the anxieties and tensions of modern life * * *.

Evidence of this most important need for wilderness is supplied through use made by some 1½ million people in 1960 of national forest wilderness and primitive areas or the back country of national parks and monuments. Nearly 400,000 people reportedly spent one or more nights within such areas. These indeed were fortunate people. Others in the years to come should be equally privileged to enjoy this American heritage of wilderness.

The scarcity of wilderness throughout the eastern part of our country is stark testimony to the urgency for acting as effectively as possible to preserve wilderness areas still in being on our Federal lands. S. 174 is a great opportunity to act in the public interest, to preserve suitable areas of wilderness for this and all succeeding generations.

Mrs. PROST. Thank you, Mr. Toll.

I believe that this concludes our list of Congressmen who wanted to be heard today.

We also have a request from Congressman Seely-Brown, who would like to appear and testify on Wednesday morning because he will be out of town today and tomorrow. We shall make every effort to hear Mr. Seely-Brown at that time.

We are ready now to turn to the Department witnesses.

For the information of all who are here this morning, the Subcommittee on Public Lands held field hearings for 4 days in the West last fall, but we did not have the benefit of testimony from Department witnesses. We wanted to get the grassroots opinion and to hear from the people who were directly affected. Time did not permit our getting to the legislation in the closing days of the last session of Congress, and therefore we had to wait until this year before we could have the technical testimony.

Our first departmental witness this morning will be the Honorable Stewart L. Udall, Secretary of the Interior, who has recently been appointed as Chairman of the President's Recreation Advisory Council. The Secretary is accompanied by Dr. Edward C. Crafts, Director of the Bureau of Outdoor Recreation; Lansing A. Parker, Assistant Director, Bureau of Sport Fisheries and Wildlife; Conrad L. Wirth, Director, National Park Service; and Max N. Edwards, Assistant to the Secretary and Legislative Counsel.

Mr. Secretary, we are most happy to have your group with us this morning. As usual, it is good to have your opinion and advice as you see it from the administrative side.

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STATEMENT OF HON. STEWART L. UDALL, SECRETARY OF THE INTERIOR; ACCOMPANIED BY EDWARD C. CRAFTS, DIRECTOR, BUREAU OF OUTDOOR RECREATION; LANSING A. PARKER, ASSISTANT DIRECTOR, BUREAU OF SPORT FISHERIES AND WILDLIFE; CONRAD L. WIRTH, DIRECTOR, NATIONAL PARK SERVICE; AND MAX N. EDWARDS, ASSISTANT TO THE SECRETARY AND LEGISLATIVE COUNSEL

Secretary UDALL. Thank you very much, Madam Chairman. It is always a pleasure for me to appear before my old committee. Let me say, too, I know the birth pangs on this legislation have been long and hard, and I hope maybe we are near the end.

I should like to commend this committee in particular for the field hearings that have been held, for the various exhaustive and careful way this legislation has been approached.

Mrs. PFOST. The Chair would like to take this opportunity to compliment Mr. Crafts upon his new position, and to compliment the Secretary upon the new title that has been conferred upon him.

Secretary UDALL. Madam Chairman and members of the committee, I am glad to appear before your committee this morning in support of wilderness legislation. My remarks will be addressed to S. 174 as approved by the Senate September 6, 1961.

The specific features of the bill are known to this committee. I shall not review them; but I call your special attention to the fundamental fact which is clearly recognized in the bill: Wilderness can be preserved only by positive public action designating and protecting areas of wilderness. There will one day be no wilderness unless its protection becomes national policy, and a workable means found to implement that policy.

The wilderness legislation you are now considering proposes such a policy and the means of implementation.

As Secretary of the Interior, I am responsible for the administration of Federal lands—national park system areas and wildlife refuges and game ranges—portions of which, after appropriate review, may be placed in the National Wilderness Preservation System. These responsibilities require the most careful analysis of the bill to make certain that the purposes for which these areas are set aside will be enhanced by the bill. I believe the wilderness bill will provide a basis for improving the administration of national park system areas and wildlife refuges and game ranges.

This conclusion in itself provides an adequate basis for support of the bill by a Secretary of the Interior. But I wish to emphasize that the natural resource responsibilities of my Department furnish a broader basis for decision.

One of these responsibilities—in the broad field of outdoor recreation—has been recently expanded.

Acting upon a recommendation of the Outdoor Recreation Resources Review Commission, the President has established a Cabinet-level Recreation Advisory Council to provide broad policy guidance for Federal programs affecting outdoor recreation. The Secretary of the Interior is directed to promote the coordination of Federal outdoor recreation programs.

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Acting on a related ORRRC recommendation, we have established a Bureau of Outdoor Recreation in my Department, and have assigned to it certain planning functions now performed by the National Park Service. Legislation requesting additional authorities for the Bureau (including matching grants to the States for recreation planning) are now before you in H.R. 11165 and identical bills.

I view my responsibility to assist in formulating and carrying out Federal policy through the Recreation Advisory Council and the Bureau of Outdoor Recreation as a public responsibility of the first magnitude. And I also have reappraised the wilderness legislation in the light of this responsibility.

I think it is evident that every American in his own way cherishes wild lands. Thoughtful millions who have never known the wilderness value their natural heritage.

Other millions visiting national parks, monuments, forests, and wildlife refuges can testify that the awareness of wilderness is a principal ingredient in their enjoyment of scenic vistas and wildlife—even if the view is from a roadside turnout.

Additional and increasing millions are enjoying wilderness as wilderness. All now have the choice to do so, and this freedom of choice must be maintained if the full range of outdoor opportunity is to be available to the American people.

But for others who prefer a more convenient way to outdoor enjoyment, their latitude of choice is large and growing.

National park system areas are being developed under Mission 66 to provide appropriate facilities for use and enjoyment. The national forest program is making the vast recreation resources of the national forests more accessible and usable for general recreation purposes as well as wilderness.

Proposals are now before you—in H.R. 11172 and others—to add to our public recreation resources through a program of land acquisition for national parks and recreation areas, national forest lands, wildlife areas to protect endangered species, and lands for public recreation enjoyment of Federal reservoirs.

These Federal efforts, coupled with the increasing efforts of local governments, State governments and private initiative, will add substantially to our land and water areas available for general recreation use.

Protection of wilderness is essential in our judgment to a balanced outdoor recreation resource.

Most of the opposition to wilderness legislation has come from those who fear that establishment of wilderness areas by statute would "lock up" resources and interfere with actual or potential commercial use and development for minerals, timber, grazing, water, or hydroelectric power. The fears are heightened by the figures for the acreages that may be retained in the system: the total of such areas exceeds 30 million acres. Many of the individual areas exceed 100,000 acres and a few exceed 1 million acres.

These figures diminish, however, in perspective. In the first place, at least half of the total acreage lies within the national park system, where commercial uses already are prohibited or severely limited by statute. The remaining areas, which consist of land within national forests already in wilderness, wild or primitive status by administra-

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tive action, total about 14 million acres—or less than 1 percent of the land area of the 11 Western States. Generally, they are relatively remote and inaccessible and in some instances are relatively unsuited for ordinary commercial enterprises.

My Department has major responsibilities in mineral resources. With some exceptions, the national park system areas are presently closed to mining. Although there has been considerable mining activity in the national forest wilderness areas in the past, and although the physical potential for future discoveries is reported by mineral resources experts to be fairly high in certain of these areas, there were few producing mines in national forests wilderness areas in 1960. The vigorous application of new discovery and processing techniques is a more promising approach to meeting future mineral requirements than is reliance on wilderness areas.

I have also felt it necessary, because of my responsibilities in reclamation and power, to evaluate S. 174 against needs for water and hydroelectric power.

There are potential hydroelectric power generating sites within areas proposed as wilderness. In national park system areas, the Congress itself is highly reluctant to authorize water development projects.

Water and power development on Federal wildlife refuges and game ranges is similarly likely to be limited or proscribed by the purposes for which these areas are maintained.

S. 174 as approved by the Senate provides that the President may authorize water and power developments within national forest areas included in the system. And the Congress may, of course, at any time authorize any water development project anywhere on the public lands, notwithstanding any provision of S. 174.

Thus, it appears that retention of the present wilderness areas in that status by passage of S. 174 would not hamper appreciably the economic development of the Nation, of any State or major region.

It is my opinion that national needs for minerals, water, power, timber, and forage can be best met by positive resource development programs aimed at realizing maximum yields from the overwhelming proportion of our land outside the wilderness.

The positive values of wilderness must also be considered in arriving at a judgment on S. 174.

I have already mentioned the tremendous recreation and scenic values of wilderness. Educational values, through increased public understanding of natural phenomena, as well as the pursuit of specific disciplines, are important.

The value of wilderness as watershed is a positive benefit. Historical, cultural, and spiritual values are also evident, and scientists of the highest professional qualifications—from botanists to water resource experts—have testified impressively to the value of wilderness as a "benchmark" against which our uses of land and water, and life itself, can be measured.

The Department of the Interior is in substantial accord with the Senate-approved bill. However, there are changes which we believe would improve the act.

The phrase "and public domain" in section 6(c)(2) and 6(c)(8) should be deleted. No public domain lands, as that term is commonly

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applied to lands administered by the Department of the Interior, are directly affected by S. 174.

Section 9, establishing a Presidential Land Use Commission in any State having more than 90 percent public land, applies only to Alaska. While such a commission may be appropriate, its responsibilities would include public land matter beyond wilderness, and careful consideration of the proposal in this broader context is desirable. Accordingly, I concur in the recommendation of the report of the Department of Agriculture that section 9 be deleted from S. 174, and succeeding sections renumbered.

Section 11, with reference to the Federal Power Act, deserves careful scrutiny. In section 6(c)(2) the President may authorize power development in national forest areas to protect the public interest where required; and of course the Congress continues to hold authority to grant power development or transmission facilities in any area at any time.

The congressional policy of wilderness preservation could be set aside in specific areas by administrative action under section 11. I concur, therefore, in the recommendation of the Department of Agriculture that this section 11 be deleted.

The National Park Service and Fish and Wildlife Service are the principal agencies under my jurisdiction which will be affected by enactment of wilderness legislation. I have reviewed their present responsibilities to satisfy myself that the purposes for which these areas have been set aside will be enhanced by the bill, and have concluded that wilderness legislation will provide a basis for improving the administration of back country in the national parks, monuments, refuges, and game ranges.

Appropriate facilities for public use and enjoyment of these areas—consistent with primary purposes and wilderness preservation—can and will be provided.

I want to conclude by saying again what I believe to be the issue before the committee: Can we afford to forfeit the positive values of a National Wilderness Preservation System along the lines proposed in S. 174 in order to realize for the areas to be affected the alternative values, namely, the ordinary kinds of recreation experience and commercial development. I believe we cannot afford and need not make such a sacrifice.

I believe that through purposeful programs aimed at meeting national needs for general outdoor recreation resources, minerals, power, water, timber, and forage, we can provide these things in abundance. And through enactment and implementation of S. 174, we can also meet the national need for wilderness.

I might say, Madam Chairman, the importance of this legislation, it seems to me, is underscored by the care that the committee has given to it. This legislation has been considered now I think for 5 or 6 years. It has been before the Congress and has been widely discussed which is quite appropriate. This legislation that you are considering here today, in my view, represents one of the great landmarks conservation decisions of the American people.

I should like—and I know there are those who will have their own interpretations of these events—to summarize briefly for you what I think have been the landmark conservation decisions in history, in the

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history of this country, and those that concern our basic land policy, because that is what we are discussing here.

It happens that I have done quite a bit of research personally into this matter in recent weeks.

I think there have been, as far as I can identify them, eight basic decisions which have determined the face of the American landscape and have determined our land policies.

We have, of course, set up—and these are also great conservation decisions—agencies to deal with and to manage our natural resources, the Geological Survey, the Bureau of Reclamation, the Forest Service, the National Park Service, and the Soil Conservation Service. But this decision you are considering here today concerns the status of land and land policy.

I want to look just a moment with you, because I think this sets the stage for the deliberations of the committee, at what these basic decisions have been.

The first of them was the Land Ordinance of 1785. Thomas Jefferson was the author of this. And with the Northwest Ordinance, these two became our first land policy. The Land Ordinance of 1785 established the great principle that the unoccupied land belongs to all of the people, and should be disposed of by the people through the Congress and through the Executive. It established the concept of a public domain.

I think the second great decision with regard to land policy was the Homestead Act of 1862 which determined that we should have a basic pattern of land ownership that followed the lines of a democratic society, that there would be small ownerships, and that we should attempt to prevent land monopoly and the domination of land ownership by a few.

The third decision with respect to the development of our land policy ripened into the concept that became the National Park System. This was the withdrawal by the Congress of Yellowstone Park in 1872. I think this represented a commitment to the great principle that the best and choicest of our scenic lands should be preserved permanently for all of the people of the United States.

I think the fourth decision was the Act of Congress in 1891 which gave to Presidents the power to create forest reserves, and it was as the result of this action of Congress and executive action by the Presidents that followed it that we have today the national forest system which is certainly one of our great national assets.

I think the fifth decision that I can identify is the Reclamation Act of 1902, one of the great water conservation decisions, which not only offered a plan for conservation of water in the arid areas of the United States, but also for the establishment of small freeholds in keeping with the Homestead Act.

The sixth decision that I have singled out is the Antiquities Act of 1906, passed under President Teddy Roosevelt's administration, by which Congress conferred on the President the power to establish national monuments. Many of our great conservation works, Grand Canyon, Grand Teton, and others, were reserved initially and saved as a result of this power.

I think the seventh decision was the Week's Act of 1911 under President Taft's administration which stood for the idea that we

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should turn back to the East and establish in the national interest a system of national forests in the eastern part of the United States.

I think the eighth and last of these great conservation decisions concerning our natural resources was the Taylor Grazing Act of 1935, which closed much of the public domain and established the concept that the Nation's grazing lands should be managed under sound conservation principles.

So one can see that in the history of our country of nearly 200 years decisions of this kind that affect the status of land have been relatively few. I would rank this bill, if Congress enacts a sound wilderness bill, as the ninth of these significant conservation decisions, because this legislation affirms the status of certain lands. This would establish an idea and a concept that no other nation in history has ever committed itself to, and that is the preservation of a system of wilderness areas for the values that they have.

Now I have in my own Department, and I share with Secretary Freeman and his Department, the responsibility for the administration and management of the areas that would be affected by this legislation. As all of the members of this committee know and, as I have said, I have the park lands, the national park system, the wildlife refuges and the game ranges. I have, in addition to that—the reason Dr. Crafts is with me this morning—new responsibilities in our Department regarding outdoor recreation, and it is most significant that one of the major recommendations of the Outdoor Recreation Study group was for a wilderness system.

It does seem to me, and I should like to make my position clear on this point, that the wilderness idea, the wilderness concept, as embidied in this legislation is not a commitment to single use of resources, it is not in any sense what some have called, rather emotionally, a "lockup of resources."

Let me list some of the more significant things about wilderness aside even from its value for outdoor recreation. I certainly think everyone here would agree that the highest experience that anyone can have in the out-of-doors is a wilderness experience in one of these superb wilderness areas. These wilderness areas are also the finest watersheds in the United States, these watershed values I think we tend to underrate.

I was down in Great Smoky Mountain National Park a week ago yesterday and saw wonderful clear streams coming down out of the mountains, and it suddenly occurred to me how few rivers there are east of the Mississippi where you could see clear crystal streams flowing. And, of course, with the water crises we are heading into, watershed values loom larger and larger.

These areas also provide the finest opportunity for fishing and hunting. There is no hunting in some of these areas; however, in many there is, and the finest opportunities for fishing and hunting in the United States are there.

As a science laboratory the wilderness areas are irreplaceable and in my opinion absolutely essential in terms of the future of this country.

Just as it is a part of our banking law that every bank must have a reserve, I think the idea implicit in the wilderness bill that there should be a wilderness land reserve set by for the future, is vital also.

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With regard to some of the basic arguments and the fears of some people that this legislation would harm those in the natural resources development field; I would remind the committee that my business, too, is administering resources, and encouraging their development.

At present all of these resources, because they are either presently protected in national park areas or are in remote and rugged areas—are not part of our world of commerce. They are not in developed lands at the present time. I can understand and recognize the argument of some of those groups which use our public lands and which base industries on them, that this might be the opening wedge, and that perhaps some, whom they consider too aggressive, might be interested in a wilderness concept larger than that presented here today. That is understandable.

I do not think, however, one can argue that at present this legislation would seriously disrupt our natural resources development programs and those of private industry.

In my statement I dealt with the comment on some amendments that were placed in the Senate bill, and I concur with the Secretary of Agriculture with regard to these amendments. I would particularly refer the committee to the one amendment that I think the committee should give careful attention to, and that is the amendment that would confer on the Federal Power Commission the power to make basic decisions with regard to hydroelectric power in wilderness areas. I think the idea of conferring that responsibility on the President so the decision can be made from an overall standpoint is a wise one and a sound one, and I would favor that approach rather than conferring a special power on any one agency.

These, Madam Chairman, are my comments. I do want to express again that I feel this is a most solemn occasion and I think this committee is sitting here and is deliberating on one of the great landmark conservation decisions, one of the greatest the American people have ever considered.

Thank you very much.

Mrs. PROST. Thank you very much, Mr. Secretary.

The Chair recognizes the gentleman from Colorado, the chairman of the full committee.

Mr. ASPINALL. Madam Chairman, as I question the Secretary, I want it understood that I take second place to none in this room who may be interested in this legislation in the matter of enjoying the great outdoors. As a matter of fact, I was enjoying the great outdoors, some of the wild areas and some of the primitive areas, before some of the people, who are so definite in their support of this legislation, were born. And I would like to enjoy some of those areas at the present time if I had not followed through with nature's course and got myself in a place where I cannot assume that responsibility.

The first question, Mr. Secretary, that I wish to ask you, has to do with the content of some of the letters that we have received.

Do you think that this committee has taken an unduly long period of time for consideration of the legislation that is as important as this and necessitates the solemn discussion we are going to have this week?

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Secretary UDALL. Mr. Chairman, I think the whole tenor of my remarks indicated that I do not feel that way. I think any decision as far reaching as this deserves this type of far-reaching inquiry and I would criticize those who have been critical of the committee.

Mr. ASPINALL. Was the committee justified in waiting for the Outdoor Recreation Resources Review Commission report?

Secretary UDALL. I think the committee was, and in my own Department there were several new pieces of legislation that we had in mind that we waited a year on for the report. Again this was, as the committee knows, because we created the Outdoor Recreation Commission. This was the first broad look at many of our resources and outdoor recreation potential. I think the committee acted soundly in waiting, and I think that events have proven it.

Mr. ASPINALL. Were we justified in asking for the report of the task force before we began hearings?

Secretary UDALL. This was the report which was specifically directed toward this area, and again I would think a committee chairman, and a committee wanting to explore every facet of a problem, could quite reasonably feel this should be on the table before proceeding.

Mr. ASPINALL. The report of the Outdoor Recreation Resources Review Commission and the report of the task force were in each instance, of course, from finding and recommending groups, were they not?

Secretary UDALL. Yes, and very basic findings.

Mr. ASPINALL. And very detailed?

Secretary UDALL. Yes.

Mr. ASPINALL. Should this committee or this Congress take the report of either one of those studies as carte blanche and not hold hearings upon what is involved in this legislation?

Secretary UDALL. I would think that normal congressional procedure of a congressional committee, where the study is as basic as this one is, would be to review its findings in light of the total picture. I think that is what the committee is doing here today. I think this is an excellent method of procedure.

Mr. ASPINALL. I am glad to have these logical answers that you have seen fit to give, because it just seems to me it is rather ridiculous for people who sponsor legislation and only see one side of it to be so critical of those who may want the whole picture and be so desirous of immediate action that they would ask the Congress of the United States, which, after all, establishes the policies in these matters, to just go ahead and abdicate to a group who were given a very definite job, and in my opinion, have made one of the greatest contributions to all of these questions and problems that has been made in the history of the country on these subjects—but that such people would ask us to abdicate and not give close detailed consideration of what is involved is another matter.

Now, Mr. Secretary, there is one question about this legislation to which you made reference which has bothered a great many of us and I would like to know, if you can answer this, why it is that the Department, and the administration, for that matter, asked for the unusual procedure of making the policy decisions in some of this legislation and the projects that are to follow when it could keep within the usual constitutional and traditional operation of letting the

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Congress make the policies and let the President or executive branch veto.

Why is it that that unusual grant of power is requested in this legislation?

Secretary UDALL. I think the chairman of the committee has raised what certainly I regard as the crucial question with regard to this legislation. I should like to address myself to it.

Of course, I think our disagreement is a narrow one, but I want to make it plain where I do disagree most respectfully with the chairman.

I think in the conservation field that the traditional way has been the way that is embodied in the Senate bill, and that this is the best way to do business.

Mr. ASPINALL. You say that even though the traditional procedure is that every facility added to the national park system, which has to do with larger areas, has been to come to Congress for final authorization?

Secretary UDALL. Yes. I draw a line between adding new areas to the national park system and to the change of affirmation of the status of lands involved in this legislation, and I should like to explain why.

Mr. ASPINALL. Let me ask you this: Will the areas established by wilderness legislation be any more inviolate, or should they be less sacred, you might say as far as words are concerned, than the national park interests?

Secretary UDALL. The status that would be conferred, depending upon the type of legislation the committee writes, would be quite similar to the national park system. But what we are doing, and what this committee does in determining whether new areas should be added to the national park system, is to determine whether these areas qualify in terms of being some of the choicest scenic areas in the United States, and this, I think, is a very basic distinction. And after all, only Congress, and I think this is wise, only Congress can create a national park and we only have 31 of them, and these represent the very choicest land areas in this country, and I think in a decision of that kind, Congress ought to make the basic decision, as it does. But we are concerned here not with reserving land, not with adding land to the national forest or the national parks, we are concerned with the status of lands which are already under Federal ownership and control for these various purposes. The tradition there has been, and I think many of the decisions that my Department makes and Secretary Freeman's Department makes today with regard to forest lands, with regard to public domain lands and wildlife refuge lands, concern a change of status in land, a change in management practice. The tradition with regard to this problem of status, the road we have been committed to for some time—and I would point to the present practice with regard to classification of wild and wilderness and primitive areas in the national forest—has been for executive determination, and I think it has worked quite well.

Mr. ASPINALL. Then, of course, if you follow your argument, Mr. Secretary, to its conclusion, you would just leave things as they are instead of giving to this program the importance of statutory status. That is what bothers us.

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You mentioned the tradition. Tradition is that Congress established the homestead laws, Congress established the mining law of 1872, Congress established the Mineral Leasing Act of 1920, Congress established other various acts under which you work and for which you are given certain responsibilities as well as authority to make determinations of uses.

And that bothers some of us because supposedly things have been going pretty good and those in office have been doing a good job in the Interior Department and the Department of Agriculture has been doing a good job, and here we are asked for the establishment of status. That is all that is involved in this legislation because, by and large, the administrators are going to get no more areas than what you have at the present time, or perhaps not as much.

Secretary UDALL. That is right.

Mr. ASPINALL. So much for that.

Secretary UDALL. May I direct a response to that, Mr. Chairman?

Mr. ASPINALL. Certainly.

Secretary UDALL. Because it seems to me that what we really get down to when we are discussing this phase of the question is, I think, that Congress in the field of determining management practices, administrative practices and decisions with regard to status, has contented itself, and I think quite wisely, with laying down guidelines. I think that the Senate bill recovers for Congress the power which perhaps it should not have surrendered, the power of review, and that Congress in this important area should not give us carte blanche and walk away, it should have a power of review. I regard the Senate bill as taking a step in the direction of regaining a congressional control that was not present theretofore.

But I also know and I know the members, my former colleagues, will not resent my thinking as a practical politician for a moment if we use the approach of requiring a piece of legislation to determine whether each piece should go in or out of the wilderness system, all of the pressures and all of the interests that are in this room then become focused on each Congressman and it seems to me that you cannot, out of that type of procedure, get any decisions that are based on the national interest.

Mr. ASPINALL. You have heretofore, and as you are thinking in these capacities, please also think as a legislator, which you formerly were, charged with the duties of such position.

I do not want to take too much time, but I do have some questions relative to questions I have asked heretofore which I wished placed in the record.

There has from time to time been some controversy or disagreement over the acreage of lands that would be embraced by a wilderness system established under specific pieces of legislation. Accordingly, after S. 174 was passed by the Senate I asked that you review the areas under your jurisdiction and advise the committee of those that would appear to qualify under S. 174 for inclusion in the wilderness system. In your letter of February 2, 1962, you pointed out some of the difficulties of indicating acreages; the committee was later advised that you were continuing to evaluate the situation.

As an example of the discrepancies, there appears in the debate on the floor of the other body a table stating that 65,080,236 acres of land are subject to wilderness classification under S. 174. The Wilderness

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Society has distributed literature indicating that a maximum grand total of 62,143,027 acres are subject to the act, but that some of the lands considered for the wilderness system will not be included because of determinations still to be made. On the other hand, we have had submitted to us a figure of 65,641,650 acres as being the total land area to be set aside under S. 174.

The 14,661,416 acres of national forest lands subject to inclusion in the wilderness system are definitely identified; the remaining acreage would come from elements of the national park system, wildlife refuges, and game ranges under the jurisdiction of the Department of the Interior.

Can you give us now, or submit for the record, a tabulation by States showing maximum acreages of areas under the jurisdiction of the Department of the Interior that would be subject to classification as wilderness under this act in order to permit us to have a uniform figure that can be agreed upon by all concerned?

Secretary UDALL. You want the maximum, Mr. Chairman.

Mr. ASPINALL. I want the maximum in each State.

Secretary UDALL. I may not have it with me, but I am sure we would be most happy to furnish this to the committee, a State-by-State breakdown.

Mr. ASPINALL. Madam Chairman, I would ask the information furnished in answer to this question be made a part of the record at this place.

Mrs. PROST. You have heard the unanimous consent request of the gentleman from Colorado.

Hearing no objection, it is so ordered.

(The information, together with an introductory note of explanation furnished by the Secretary of the Interior, follows:)

WILDERNESS ACREAGES (MAXIMUM BY STATES) WITHIN JURISDICTION OF INTERIOR DEPARTMENT

Mr. Aspinall requested that we submit for the record a tabulation by States showing maximum acreages of areas under the jurisdiction of this Department that would be subject to classification as wilderness. This question is related to Item No. 3 to which we referred in our letter of February 2 to Chairman Aspinall. We include subsequently * * * a statistical table, with gross acreages, of those areas that in our present judgment are "subject to classification" as wilderness. Our list includes 24 national parks, 23 national monuments, and 13 areas of the National Wildlife Refuge System which includes national wildlife refuges and national game ranges. There are of course other areas in the National Park System and the National Wildlife Refuge System that are not included in our list. It is reasonably clear that such areas for various reasons would not be considered subject to classification within the wilderness system. Consequently, their inclusion in this tabulation would not accurately represent the maximum acreage that conceivably might be included in the system.

In reviewing our table on acreages, we wish to emphasize that we have included gross acreages of the particular areas. In the case of the national parks and monuments that may be recommended, the Secretary of the Interior would be required to eliminate from such designated wilderness areas those portions that are needed for development purposes. By what percentage these gross figures will be reduced cannot be estimated accurately at this time.

In the case of the national wildlife refuges and game ranges, your particular attention is called to the fact that gross acreages cannot reflect accurately the probable extent of wilderness areas to be selected. For example, in the case of the National Wildlife Refuge System there are many man-made lakes and reservoirs for the purpose of water conservation for wildlife. Also, land cultivation and the planting of grain is carried on in such areas in order to maintain wildlife populations. These activities are contrary to the wilderness concept. Con-

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sequently, at this stage, although we obviously have not begun the intensive review that will be called for under the terms of this bill, we have good reason to believe that a very large portion of the National Wildlife Refuge System probably will not qualify for wilderness status. Subject to the foregoing explanation, the following table of acreages is furnished.

	Gross acreages (see previous explanation)
ALASKA	
Mount McKinley National Park	1,939,493
Glacier Bay National Monument	2,274,595
Katmai National Monument	2,697,590
Aleutian Islands National Wildlife Refuge	2,720,235
Kodiak National Wildlife Refuge	1,815,000
Nunivak National Wildlife Refuge	1,109,384
Arctic National Wildlife Range	8,900,000
Clarence Rhode National Wildlife Range	1,890,000
Izembek National Wildlife Range	415,000
Kenai National Moose Range	2,057,197
Total	25,818,494
ARIZONA	
Grand Canyon National Park	673,575
Grand Canyon National Monument	198,280
Canyon de Chelly National Monument	83,840
Chiricahua National Monument	10,045
Organ Pipe Cactus National Monument	330,874
Petrified Forest National Monument	94,161
Saguaro National Monument	78,644
Wupatki National Monument	35,545
Cabeza Prieta Game Range	860,000
Kofa Game Range	660,000
Total	3,025,564
CALIFORNIA	
Kings Canyon National Park	454,650
Lassen Volcanic National Park	106,934
Sequoia National Park	386,550
Yosemite National Park	760,951
Death Valley National Monument	[1] 1,907,760
Joshua Tree National Monument	557,992
Lava Beds National Monument	46,238
Pinnacles National Monument	14,497
Total	4,235,572
COLORADO	
Mesa Verde National Park	51,333
Rocky Mountain National Park	260,018
Black Canyon of the Gunnison National Monument	13,547
Colorado National Monument	17,692
Dinosaur National Monument	[2] 205,130
Great Sand Dunes National Monument	36,740
Total	584,466
FLORIDA	
Everglades National Park	1,400,533
GEORGIA	
Okefenokee National Wildlife Refuge	330,073

[1] 1,792,520 acres are in California; 115,240 acres are in Nevada.
[2] 152,159 acres are in Colorado; 52,977 acres are in Utah.

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	Gross acreages (see previous explanation)
HAWAII	
Hawaii Volcanoes National Park	220,345
Haleakala National Park	26,403
Total	246,748
IDAHO	
Craters of the Moon National Monument	48,183
MICHIGAN	
Isle Royale National Park	539,338
MONTANA	
Glacier National Park	1,013,129
Fort Peck Game Range	950,827
Total	1,963,956
NEVADA [3]	
Charles Sheldon Antelope Range	544,525
Desert Game Range	2,188,415
Total	2,732,940
NEW MEXICO	
Carlsbad Caverns National Park	49,448
Bandelier National Monument	30,703
White Sands National Monument	146,535
Total	226,686
NORTH CAROLINA AND TENNESSEE	
Great Smoky Mountains National Park	[4] 511,715
OREGON	
Crater Lake National Park	160,290
SOUTH DAKOTA	
Wind Cave National Park	28,059
Badlands National Monument	111,530
Total	139,589
TEXAS	
Big Bend National Park	708,221
UTAH [5]	
Bryce Canyon National Park	36,010
Zion National Park	147,034
Arches National Monument	34,010
Capital Reef National Monument	39,172
Total	256,226
WASHINGTON	
Mount Rainier National Park	241,782
Olympic National Park	896,599
Total	1,138,381

[3] Death Valley National Monument is partly in Nevada. See acreages under California.
[4] 275,332 acres are in North Carolina; 236,383 acres are in Tennessee.
[5] Dinosaur National Monument is partially in Utah. See acreages under Colorado.

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WYOMING

	Gross acreages (see previous explanation)
Grand Teton National Park	310,350
Yellowstone National Park	[6] 2,221,773
Total	2,532,123
Total gross acreage	46,590,053

[6] 2,030,217 acres are in Wyoming; 151,068 acres are in Montana; 31,488 acres are in Idaho.

Mr. ASPINALL. In addition, if not included in these figures, can you indicate the acreages of areas presently awaiting classification or legislation for national park, national monument, or wildlife refuge use as of the present time?

Secretary UDALL. These are lands we are considering at the present time in the Department?

Mr. ASPINALL. Yes.

Secretary UDALL. I would be very happy to.

Mr. ASPINALL. Madam Chairman, I would ask this information be made a part of the record at this point.

Mrs. PFOST. Without objection, it is so ordered.

(The information follows:)

PENDING ACTIONS FOR NEW NATIONAL PARKS AND RECREATION AREAS

There are four prospective areas that we believe will fit this category as follows:

(1) Allagash National Recreation Area, Maine, comprising 296,500 acres.

(2) Between-the-Lakes National Recreation Area, Ky., and Tenn.; 65,182 acres are in Tennessee; 130,365 acres are in Kentucky.

(3) Canyonlands National Park, Utah, comprising 332,000 acres.

(4) Great Basin National Park, Nev., comprising 123,340 acres.

Total acreage, 947,387 acres.

Mr. ASPINALL. In my letter of January 12, 1962, I requested an identification of uses that are now allowed, within areas under your control, that might be incorporated within the wilderness system, which would be prohibited under S. 174 as passed by the Senate. Your reply of February 2, 1962, indicated that section 6, which is at page 13 of the act, would preserve existing uses within areas selected for wilderness status and that this provision would cause no serious difficulty in administration of the areas.

For the record I would like to have your specific comment on the preservation of (1) the acquisition of mineral rights in the Mount McKinley National Park, the Death Valley National Monument, the Organ Pipe Cactus National Monument, and the Glacier Bay National Monument, all of which have specific legislative authorization for continued applicability of the mining laws; (2) applicability of the Mineral Leasing Act to wildlife refuges and game ranges; and (3) acquisition of mineral rights under the mining laws within game ranges.

Secretary UDALL. I would be glad to furnish that.

Mr. ASPINALL. Madam Chairman, I would ask the information furnished with relation to the questions proposed be made a part of the record at this place.

Mrs. PFOST. You have heard the unanimous-consent request of the gentleman from Colorado.

Is there objection? Hearing none, it is so ordered.

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(The information follows:)

MINERAL RIGHTS IN MOUNT MCKINLEY NATIONAL PARK

In general, our views on the "use" question, as indicated in our letter of February 2, remain the same. Concerning the specific question regarding mineral rights in Mount McKinley National Park, Alaska, the act of February 26, 1917, establishing the park, provides that such establishment shall not modify or affect the mineral land laws then applicable to lands in the park. A 1931 statute contains authority for the regulation of surface use of mineral land locations in the park. Regulations for this purpose are contained in 36 CFR 7.44. In the circumstances, mining as prescribed by the Congress under appropriate regulation is now a recognized activity within the park. Consequently, if this legislation is enacted, we would naturally propose boundaries for any wilderness area that would avoid the inclusion of active mining operations whenever possible, in keeping with the wilderness concept outlined in this legislation. We would not, however, attempt or consider that our action in so doing would modify any authorization heretofore granted by the Congress with respect to mining within the park area.

MINING RIGHTS IN DEATH VALLEY NATIONAL MONUMENT

In the case of Death Valley National Monument, the act of June 13, 1933, extended the mining laws to the monument subject to the surface use of locations, entries, or patents under regulations of the Secretary of the Interior (36 CFR 7.26). We believe this enactment would not alter the present mining authorization and we anticipate no difficulty in this regard.

(COMMITTEE NOTE.—The following opinion was also made part of the record:)

PROPOSED WITHDRAWAL OF LAND IN DEATH VALLEY NATIONAL MONUMENT FROM MINING LOCATION FOR VARIOUS PUBLIC PURPOSES

When a statute simply provides that the mining laws are extended to a national park or national monument, the land within that park or monument is subject to withdrawal from mining to the same extent and on the same basis as similar land subject to the mining laws outside a park or monument.

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SOLICITOR,
Washington, D.C., April 12, 1962.

To: Director, Bureau of Land Management. M-36585
From: Associate Solicitor, Division of Public Lands.
Subject: Proposed withdrawal of land in Death Valley National Monument from mining location for various public purposes.

You have asked whether there is authority to withdraw from mining location approximately 35,800 acres of land in the Death Valley National Monument for the preservation of administrative areas needed for camp grounds, housing, water supply, historic sites, archaeological areas, and paleontological areas in view of the provisions of the act of June 13, 1933 (48 Stat. 139; 16 U.S.C., sec. 447).

Land within national parks and monuments is generally closed to mineral location (16 U.S.C., sec. 1 et seq.; 36 C.F.R. 1.27). It is necessary for the Congress to pass legislation specifically authorizing mining in order that such activities may be carried on within any particular park or monument. Such legislation has been passed with respect to one park and three monuments. One of the three monuments is Death Valley National Monument to which the act of June 13, 1933, extended the mining laws.

The effect of a statute extending the mining laws to a specified park or monument must be carefully considered. The act of June 13, 1933, stated that the "mining laws of the United States are extended to the area included within the Death Valley National Monument in California, or as it may hereafter be extended * * *." This is simply putting the lands within the monument in the same status as regards mining as Federal lands outside the monument to which

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the mining laws apply. In effect the 1933 act merely removed from lands within the Death Valley National Monument the general prohibition against mining in monument lands.

The executive has general authority to withdraw from mining location lands otherwise subject to the mining laws. (40 A.G. 73.) If the lands now lying within the Death Valley National Monument lay outside its boundaries, those lands would be subject to the mining laws without special legislation and at the same time capable of being withdrawn by executive action from mining location. We know of no reason why mining on lands within the boundaries of a monument should be more carefully protected than mining on lands outside the boundaries of a monument. There is no statutory language to support such a distinction, and we know of no persuasive justification for it. All that the 1933 act did was to make the mining laws as applicable to the monument lands as to land outside the monument. When the mining laws were made applicable to the monument lands, the executive's right to withdraw the land from mining location became equally applicable, in the absence of legislation to the contrary.

Consequently, in determining whether these lands within the Death Valley National Monument may be legally withdrawn from mining location, the same standards should be applied as those applicable to the withdrawal from mining location of lands lying outside a national monument. These are the legal standards to be applied. There are, of course, a number of policy considerations which must be kept in mind. The Congress obviously considered that Death Valley had particular value for mining purposes, or it would not have departed from the normal practice of prohibiting mining within a national monument. A former Secretary of the Interior gave his support to the legislation extending the mining laws to Death Valley. This expression of congressional interest and the Department's previous acquiescence are particular considerations which should be kept in mind in determining whether parts of Death Valley should be withdrawn from application of the mining laws, but they do not constitute a legal barrier to such a withdrawal. The legal standards to be applied are those applicable to such withdrawals on the public domain subject to the mining laws outside national parks and monuments.

THOMAS J. CAVANAUGH,
Associate Solicitor, Division of Public Lands.

ACQUISITION OF MINERAL RIGHTS IN GLACIER BAY AND ORGAN PIPE CACTUS NATIONAL MONUMENTS

In Glacier Bay National Monument and Organ Pipe Cactus National Monuments, the acts of June 22, 1936, and October 27, 1941, respectively, allow the location, entry, and patent of mineral deposits with the right to occupy and use the surface reasonably incident to the mining or removal of minerals. These activities are carried on under general regulations 36 CFR 69.11 and 43 CFR 185.33 h–o. Unlike Mount McKinley and Death Valley, where a patent may be obtained to the surface, in Glacier Bay and Organ Pipe Cactus no patent to the land may be obtained.

Enactment of S. 174 in its present form would not alter the foregoing special provisions for mining activities because of subsection (c)(2) of section 3 wherein it is provided that the inclusion of any area of any park within the wilderness system shall in no manner lower the standards evolved for the use and preservation of the area in accordance with the 1916 act and "the statutory authority under which the area was created." In our judgment, where the Congress has made special provision for a particular use in a park the provisions of that law would remain applicable.

Concerning the second portion of Mr. Aspinall's question—applicability of the Mineral Leasing Act to wildlife refuges and game ranges, the application of the mineral leasing laws pursuant to 30 U.S.C. 181 is subject to regulations, 43 CFR 192.9, relating specifically to the leasing of wildlife refuge lands and game rangelands. These regulations now define our present leasing policy and procedures. These procedures provide that offers for oil or gas leases covering wildlife lands will be accepted and no leases covering such lands will be issued except in those particular instances where it is determined by the Geological Survey that any of the lands in question are subject to drainage. In those cases, the Bureau of Land Management, with the concurrence of the Fish and Wildlife Service is required to process an offering inviting competitive bids in accordance with the existing regulations relating to competitive oil and gas leasing activities. From the foregoing, it is clear we believe that any operations under the mineral leasing laws and regulations that may be authorized or permitted in accordance

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with applicable laws and procedures within portions of the wildlife refuge areas that are determined in accordance with pertinent laws and procedures to be opened for such activities will pose no problem in the event this legislation is enacted. We shall continue, of course, to be governed by the law in these matters.

MINERAL LEASING ACT APPLICABILITY TO WILDLIFE REFUGES AND GAME RANGES

Concerning applicability of the Mineral Leasing Act to game ranges, procedures are set forth under section 192.0, title 43 CFR regarding operations under the mineral leasing laws in game ranges. Our procedures provide that such operations under the mineral leasing laws may be continued or may be pursued as determined by the Bureau of Land Management and the U.S. Fish and Wildlife Service with the approval of the Secretary of the Interior, specifying those lands within the game ranges that shall not be subject to oil and gas leasing. As in the case of wildlife refuges, we recognize that the provisions of this legislation will govern our future operations regarding any areas included in the wilderness system but we believe that such enactment should make no significant change in our general procedures.

ACQUISITION OF MINERAL RIGHTS UNDER THE MINING LAWS WITHIN GAME RANGES

Concerning the latter portion of Mr. Aspinall's question relating to the acquisition of mineral rights under the mining laws within game ranges, public land orders and Executive orders have been issued that permit prospecting and mining within the following game ranges:

Clarence Rhode National Wildlife Range, Alaska
Cabeza Prieta Game Range, Arizona
Kofa Game Range, Arizona
Fort Peck Game Range, Montana
Desert Game Range, Nevada
Charles Sheldon Antelope Range, Nevada

It appears to us that the enactment of this bill, because of the provision in section 6, would not greatly alter the present authority and procedures under which we operate governing these areas. As we have previously indicated, we will be governed in our operations with respect to any specific areas included in the wilderness system by the express provisions of this legislation.

Mr. ASPINALL. The report on wilderness prepared by the Wildland Research Center for the Outdoor Recreation Resources Review Commission discusses at great length the definition of wilderness tracts and the size of a tract that is worth preserving.

The report concludes that unless we have a minimum area of 100,000 acres we cannot appropriately meet conditions necessary for wilderness preservation.

S. 174 in its definition, page 3, line 4, merely states that a tract must be "of sufficient size as to make practicable its preservation and use in an unimpaired condition," and provision is made in subsequent sections for the inclusion of areas with a minimum of 5,000 acres.

Could you comment on these factors and specifically give your opinion as to whether there should be a specific size limitation set forth in the bill for wilderness tracts designated for preservation?

Secretary UDALL. Mr. Chairman, I have given this matter considerable thought and I am prepared to comment at this time.

I tend rather strongly to side with the position taken in the Senate bill. The people who prepared the ORRRC report had a concept for study purposes and to them unless you had 100,000 acres, which is quite a large tract even in the West, you do not have a wilderness.

I think particularly when we think about the eastern half of the United States, where we do not have such a large public domain, I think we should be just as concerned with having wilderness areas in this part of the country, and it is for this reason primarily that I tend to reject the ORRRC recommendation and go along with

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something along the lines of the Senate recommendation. This is something to which the committee, I think, should give its attention.

Mr. ASPINALL. In your statement you recommend that S. 174 be amended by deleting section 11 which preserves all of the provisions of the Federal Power Act.

In a report on this legislation received by the committee on Saturday and dated May 4, 1962, the Federal Power Commission recommended that this section be amended so as to preserve the applicability of the Federal Power Act with regard to primitive areas only.

The Commission indicates that this is necessary in order to adequately protect the public interest in the development of water power resources through licenses issued under the Federal Power Act and points to the fact that a potential 150,000 kilowatt project covered by a license application now pending would affect the Flat Top Primitive Area in Colorado.

Could you give us your view of the Federal Power Commission's proposed modification and your analysis of the effect of the construction of hydroelectric facilities in the Flat Top Primitive Area—which is a Rocky Mountain private enterprise, by the way—on the one hand and the result that might flow from denial of the application?

Secretary UDALL. I should like, Mr. Chairman, to file something briefly tomorrow, if I may, on this. I would say generally speaking, however, I think Congress, whatever method it devises, is going to set up a wilderness system, and if there is to be a change in that wilderness system by the establishment of large hydroelectric works that either the Congress itself in its usual method of authorizing projects should make the decision, or that there should be the type of proviso in the Senate bill that there should be a presidential finding on matters of this kind.

It seems to me, with respect to the Federal Power Commission and its responsibility, that to give this one agency, and it is the only one in the bill, some overriding authority, is contrary to the basic approach of the legislation.

(COMMITTEE NOTE.—The following information was subsequently received in a letter from the Department:)

* * * Concerning the particular proposal affecting the Flat Top Primitive Area in Colorado, questions on this feature have been raised subsequently with the Department of Agriculture and we understand that Department has responded to the satisfaction of your subcommittee. * * *

Mr. ASPINALL. I might say to the Secretary that in my opinion the question of development of power as such within the wilderness area is the least important of all matters having to do with water resource development.

The Wildland Research Center study report on wilderness recognizes the areas of incompatibility between mining and wilderness preservation but also indicates that we may have great need for minerals that lie beneath the ground in wilderness areas.

The sections on minerals accordingly concludes that—

legislation restricting development and access only to legitimate deposits and mining activities appears to be the most effective, practical, and fair solution to this problem.

Would you comment on this approach in lieu of the provision of S. 174 on the one hand and the recommendation to keep the lands open to the mining laws on the other hand?

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Secretary UDALL. What was the recommendation of the group?

Mr. ASPINALL. The recommendation was that the Wildland Research Center study report on wilderness recognizes the areas of incompatibility between mining and wildenress preservation but also indicates that we may have great need for minerals that lie beneath the ground in wilderness areas.

The section on minerals accordingly concludes that—

legislation restricting development and access only to legitimate deposits and mining activities appears to be the most effective, practical, and fair solution to this problem.

Secretary UDALL. This is rather close to the Senate amendment in the sense that these wilderness areas are treated as mineral reserves, and where the need exists—for example, if the Nation were to run out of uranium and it was known by geiger counters and nonmechanized exploration that there were great deposits in some areas of wilderness and this country had to have them, I think obviously this is the type of situation for which we would dip into our bank accounts, and we should. I think it is a question of method, and there must be some control. The proposed Senate approach to the problem is the best we can do, it seems to me.

Mr. ASPINALL. Do you think that is what the Senate had in mind, that is what they intended the language they used to mean?

Secretary UDALL. I never attempt to probe the Senate mind, Mr. Chairman, and I do not know what the legislative history is on that point. I think this is a way of saying, well, what if there are minerals there that are vital to the country; what are we going to do—purchase them from abroad or somewhere else? Everyone agrees that that is where you dip into the bank account.

Mr. ASPINALL. Let me ask you this question: These minerals and metal values of the United States are one of the properties of the people of the United States, are they not?

Secretary UDALL. Yes.

Mr. ASPINALL. And by constitutional provision, the Congress of the United States has jurisdiction over the property; is that right?

Secretary UDALL. Yes.

Mr. ASPINALL. Do you think the Congress of the United States should completely abdicate its responsibility in unlocking or locking up this valuable resource and leave it to the Chief Executive?

Secretary UDALL. Mr. Chairman, my reply on that would be that the Congress should do what it has been doing all over the years; namely, laying down sound guidelines and leaving these decisions up to Executive determination. I make decisions every month, major decisions, with regard to mineral leasing. I do this under guidance by the Congress and I think this has worked quite well. I know these are the sort of decisions congressional committees, many of them, could not make and would not want to make.

Mr. ASPINALL. May I thank you for your cooperation with the chairman of the full committee, because I will say this: As Secretary of the Interior Department you have been most cooperative.

I have one other question that goes back to your reference that in case of need, where it is known that these valuable mineral deposits and metal deposits may exist, that then the decision could be made. Of course, the Secretary understands it takes from $200,000 to $500,000 or more to find out where these values do exist. The Secretary

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has suggested that wherever it could be determined without, I suppose, interfering with the use of the wilderness, at the proper time, then we could go beyond the wilderness idea and make use of these deposits. But how are we going to find out whether or not these deposits are there when many of these deposits from now on will be found undoubtedly hundreds and hundreds and maybe thousands of feet beneath the surface of the ground? We have "skimmed the cream off the top."

Secretary UDALL. Mr. Chairman, this is, and I am merely expressing a personal opinion on the basis of my brief analysis of it—this is a defect in the Senate bill that I think this committee should consider. In my judgment this is the congressional process operating at its best.

Let us say it is thought that there are minerals but, as you say, it is an expensive process; without getting some machinery in, you are not really going to know what is there. Should a large area be thrown open? If so, how is it done? The thought that keeps coming to me in connection with this possibility and what it would do is that perhaps if there is reason to believe that there is one of these minerals that is needed by the country, a deposit in an area, that perhaps some Federal agency, for example, the Bureau of Mines, or the Geological Survey, should move in and attempt to make a determination before an area is thrown open. As I understand the Senate bill, nothing like this is provided. It seems to me that there is some need for a determination to be made, and it has to be an impartial determination, otherwise you might have pressure building up to open an area and they go in and find out that the deposit that was thought to be there is not there, and this does bother me, I will say that to the committee.

Mr. ASPINALL. As I read the Senate bill, there is prohibition against even using aircraft. I can understand why there would be a protection against using automotive vehicles because of the rust and erosion and all of that that takes place, but if it is seen fit to take a helicopter with the necessary instruments into one of these areas we are now talking about—we are not talking about the future areas, we are talking about those which we wish to lock up in the wilderness area at the present time—do you not think there should be some provision that would permit prospectors in those instances to go in and make these determinations, not only the Geological Survey, but private enterprise? Private enterprise has done a pretty good job in this respect throughout the years in this country.

Secretary UDALL. The helicopter is a very fine instrument and providing there were to be tight controls, I think maybe this is something the committee might want to entertain.

Mr. ASPINALL. You know you could use one of those, Mr. Secretary, and properly police it and not destroy the surface of the wilderness areas any more than the usual camp by 50 or 25 campers out on horseback.

Secretary UDALL. I will simply express this opinion because I use a helicopter here a lot myself; sometimes too much, I am told.

From the conservation standpoint, this is a very fine instrument and it does not scar. I think if mechanized transport is going to be used, a helicopter is preferable.

Mr. DOMINICK. Would the gentleman yield right there?

Mr. ASPINALL. Yes, I am glad to yield.

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Mr. DOMINICK. Does the Secretary have any idea of the difficulties in using helicopters at the altitudes that a good portion of these lands are situated in?

Secretary UDALL. I know this presents problems.

Mr. DOMINICK. They cannot use them at all.

Secretary UDALL. The helicopters are getting more and more sophisticated. I do not know what they will be doing with them 20 years from now.

Mr. DOMINICK. Thank you.

Mr. ASPINALL. That is all.

Mrs. PROST. Are there further questions of the Secretary?

The gentleman from Pennsylvania is recognized.

Mr. SAYLOR. Mr. Secretary, first I want to congratulate you on appearing before our committee in support of this legislation. I particularly appreciate your comment that the legislation as presented represents a recapturing by Congress of a portion of its rights which from 1924 down to now it has abdicated to the Executive, and I believe this is the approach which some of us who have been in favor of this legislation used in attempting to present the bills which are now before the Congress.

Now my good colleague from Washington some time ago commented that this bill gave a lot more rights than I indicated. In the light of these questions, I would like to ask you this question: Who has jurisdiction by law over our national parks?

Secretary UDALL. I would say the ultimate jurisdiction lies in the Congress. This is my view.

Mr. SAYLOR. And Congress establishes national parks and in its wisdom has established 32 national parks?

Secretary UDALL. That is right.

Mr. SAYLOR. The administration of those national parks is in your jurisdiction; is that correct?

Secretary UDALL. Yes.

Mr. SAYLOR. Now in the wisdom of your predecessors they have set aside certain areas within those 32 national parks that have been designated as wilderness areas; is that correct?

Secretary UDALL. That is correct.

Mr. SAYLOR. Now if in your wisdom, or your successor in years to come, should determine that an additional acreage within any one of those national parks should be set aside as a wilderness area, would you have the exclusive jurisdiction to make that determination?

Secretary UDALL. It would be my understanding of the procedure proposed in the Senate bill we would hold a hearing, give everyone a chance to be heard, and would make a finding which would go to the President and the recommendation would come to your committee, and this committee would have the final say.

Mr. SAYLOR. Without the present bill.

Secretary UDALL. You mean at the present time.

Mr. SAYLOR. At the present time.

Secretary UDALL. At the present time my people would make a study; it would come to my desk and I would sign it and that would be that.

Mr. SAYLOR. So that the provision is in the bill, the 5,000 acres that are contiguous to any present wilderness area, you could not only take 5,000 acres, but in the park that has been referred to you could

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take 50,000 acres and put it in a wilderness area if you wanted to; is that correct?

Secretary UDALL. Yes, I think that is a fact.

Mr. SAYLOR. And the provision which is in this bill which would provide the addition of 5,000 acres within a national park is actually giving to the Congress more say than they have at the present time; is that right?

Secretary UDALL. That is my view, as I expressed it earlier.

Mr. SAYLOR. In the National Forest Service, or in the national forest area, does the Secretary of Agriculture have the same kind of authority to establish wilderness areas in the public domain and forests under his jurisdiction that you, as Secretary of the Interior, have at the present time?

Secretary UDALL. I think the procedure and the power are about the same.

Mr. RIVERS. Will the gentleman yield?

Mr. SAYLOR. Yes, I yield.

Mr. RIVERS. You mentioned public domain in the same breath with national forests.

Secretary UDALL. Do you mean only national forests?

Mr. SAYLOR. I only mean national forests.

The next question is: In the wildlife refuges and in the game ranges that are under your jurisdiction, do you have at the present time the exclusive right to set aside wilderness areas?

Secretary UDALL. The answer is in the affirmative, yes.

Mr. SAYLOR. In the Senate bill there was an amendment added by, I believe, the Senators from Alaska, that would make a change with regard to the 49th State in the Union. Do you believe that it is in the interest of good legislation that Alaska should be differentiated and allowed to have a different procedure than the other 49 States of the Union?

Secretary UDALL. I indicated my reservation on this amendment in my prepared statement. It seems to me that as Alaska is in the Union, and we want them to be on equal footing, I see no need for this type of special treatment in this instance.

Mr. SAYLOR. I might say to my colleague from Colorado before he leaves, the chairman of the full committee, that if I ever needed any good arguments as to why the Subcommittee on Mines and Mining should investigate the laws of 1872, the mining laws, and bring them up to date, I will refer to the hearings on this bill.

Mr. ASPINALL. I wish my colleague would speak to those interested in the mining industry itself rather than the chairman of the committee.

Mr. SAYLOR. Do you feel that there are areas that should be preserved solely for their wilderness values alone?

Secretary UDALL. I think the answer is obviously "Yes." I think the wilderness values are much broader than some people would indicate, however, and I tried to cover that in my remarks.

Mr. SAYLOR. And it is your understanding that the legislation which is now being considered would provide that in the case of a national emergency, if any area of this country contains an asset which would preserve us as a Nation, that this asset could be used for the preservation of our country?

Secretary UDALL. Yes; that is the concept embodied in the bill.

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Mr. NYGAARD. Will the gentleman yield?

Mr. SAYLOR. Yes, I am glad to yield.

Mr. NYGAARD. If this bill is passed, we have now sealed the knowledge of what is in those areas. If suddenly we become aware we have a national emergency and we do not know what is contained within this area or of what value it is going to be—there is the provision of opening this thing up, but we do not know what to open up because we have had no opportunity to learn what is in the area.

What would be the operation in that case?

Mr. SAYLOR. On that point, I turn to the statement which the Secretary of the Interior just made in response to the question from the chairman of the full committee, that his Department has one of the finest agencies with regard to minerals that is known to exist anywhere in the world; that is, in the Bureau of Mines, and certainly they have men there who are as competent as you can find anywhere in this country to discover whether or not any of these areas have any of these minerals which we might need.

Mr. NYGAARD. May I have some time in response to that, please?

Mr. SAYLOR. Yes.

Mr. NYGAARD. But it would be placed in the personnel within the Department, the personnel presenting this case before us now—and it could be anyone else as well presenting it at the present time—and they are interested in establishing a wilderness and not interested in learning about minerals and mines. They are all under the authority of the same person, who is going to have authority as to whether or not we are going to freeze up, or whether or not we are going to learn what other values are contained within this area.

Mr. SAYLOR. I might say to my colleague——

Mr. NYGAARD. There will be a conflict of interest in this individual, whoever that person is, whether now or years from now, as to the decision to be made as to whether or not they are going to make an effort to learn what values are in there aside from the wildlife or wilderness values. It is up to the same individual to make both determinations.

Mr. SAYLOR. I realize that, but I want to say to my colleague that I do not question the patriotism of the present Secretary of the Interior, the present Secretary of Agriculture, or the present Chief Executive of the United States, nor do I question the patriotism of the Secretary of the Interior, the Secretary of Agriculture or the Executive 50 years from now whoever he may be. I am satisfied that they will place the national interest first.

Mr. WESTLAND. Will the gentleman yield?

Mr. SAYLOR. Yes.

Mr. WESTLAND. In view of the fact it is getting pretty close to recess or adjournment of the committee here and I do not know whether the Secretary will be back or not, I would like to go back into the matter of the wilderness areas and congressional authority and so forth.

As I read this bill, it seems to me that on page 6, under the head "National Park System Areas," it says:

There shall be incorporated into the wilderness system, subject to the provisions of and at the time provided in this section, each portion of each park, monument, or other unit in the national park system which on the effective date

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of this Act embraces a continuous area of five thousand acres or more witho roads.

We were talking about this Olympic National Park. I do n know whether the Secretary has been there or not, but this is 900,000-acre park. There are some roads in there at the present tim not very many, but as I said previously, I could not be specific on ho many acres there are without roads, but there probably would be a least 500,000 acres, maybe 600,000, 700,000, 800,000 acres witho roads.

This phrase says this is what you shall do, you will declare th wilderness area subject to a review by the Congress, or that I coul put in a resolution perhaps, or maybe the gentlewoman from the Stat of Washington could put in a resolution disapproving of this, and w could have a hearing before this committee.

Now we have got similar legislation like that, for example, on th escape clause where, if the President denies the Tariff Commission' recommendation on an escape clause, the Congress by resolution and two-thirds vote, I think it is, in both Houses, both the House and the Senate, can override the President's decision.

Well, that is for the birds. I mean that is in the books and that is all. And if you think I could get a resolution through the House of Representatives and the Senate refusing what you have already done, what you must do——

Secretary UDALL. May I respond?

Mr. WESTLAND. Surely.

Secretary UDALL. The first sentence on page 6 under (c) (1) should be read with the other sentences. There appears to be a conflict. There is not, because it has a qualifier, "subject to the provisions of and at the time provided." This is an unfortunate sentence and I think that language ought to be corrected.

Mr. WESTLAND. I do not doubt it is unfortunate, but that is what it says.

Secretary UDALL. I think the intention of the other part of section 6 is we go through the regular review process. We are not directed to do anything.

Mr. WESTLAND. You will review it, sure.

Secretary UDALL. I do not think we should be directed mandatorily to put anything in. I think we ought to go through the review process, hold a hearing, make a recommendation, and present it to you for a final say.

Mr. WESTLAND. What the sentence says is:

There shall be incorporated into the wilderness system, subject to the provisions of and at the time provided in this section, each portion of each park, monument, or other unit in the national park system which on the effective date of this Act embraces a continuous area of five thousand acres or more without roads.

As I said, I can introduce a resolution and have a hearing before this committee and maybe the committee will pass it out and then maybe the Congress will pass that resolution disapproving of what the President has done, and I doubt that that would happen. You are a politician and still are—so am I—and you could estimate the chances of a thing like that.

Secretary UDALL. Congressman, I think that if we make a mistake or something is misconceived, if we have an area proposed, in the first

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place we are very sensitive to the opinions of Congressmen and Senators——

Mr. WESTLAND. Believe me, I am very sensitive to the opinions of my constituents, too. They tell me whether or not I am going to be here in Congress.

Secretary UDALL (continuing). About areas that are in their district.

Mr. WESTLAND. This just ignores them.

Secretary UDALL. Not at all. We go out and hold a hearing. We want to hear your constituents. That is what we are directed to do. We want to go. May I point out one——

Mr. WESTLAND. Let me interrupt here just a second.

Secretary UDALL. All right.

Mr. WESTLAND. The gentleman from Pennsylvania kind of indicated there are a lot of things you can do now where Congress does not really have much to say about it, and that this bill does give Congress a chance to do something, which might indicate my approval of the present method, and it certainly does not. I still think that the Congressman who represents the district probably knows more about the attitude of the people of that district than anyone else does, and he ought to be consulted, he ought to have an opportunity to do these things, and the idea of you coming to this committee and saying "I would like to make the Olympic National Park where there are not any roads a wilderness area, and here is a bill to do it," and then we go into the thing. But unless you do it, then I have got to go through the whole Congress with a resolution of opposition. This is not——

Secretary UDALL. If I may say just two things. I am quite confident that if this whole matter evolves down to having Congressmen initiate proposals—that is what I tried to express—there would be sufficient pressures put on most of them that nothing would happen. This is my concern about the other approach. The truth of the matter is, as I read history, if Congress had not had in the past the trust, once it laid down guidelines, in the Executive that Congressman Saylor expressed a moment ago, we would have no national forest system. Our national park system would likely not exist, our game ranges and game refuges would largely not exist. All of these are the result of wise Executive action under a mandate from Congress. And Teddy Roosevelt, as a matter of fact, was so overaggressive in using some of his powers Congress took some of them away. I admire him for what he did, but he was so aggressive they stripped him of some of his power and Congress always has that right, but the things that we regard as wilderness today under your mandate we can so designate.

Mr. WESTLAND. That is fine. But I am not about to give you a mandate to make the Olympic National Park a wilderness area if I can help it.

Secretary UDALL. My answer to you is, under the National Park Service Act, it already is. So this water is over the dam.

Mr. WESTLAND. It is already a wilderness area?

Secretary UDALL. Yes, in effect.

Mr. WESTLAND. We have got resorts, ski lifts, roads.

Secretary UDALL. We are going to have more of them, I hope, because we want to take care of the public. But I am saying under our mandate from the Congress under the 1916 act, not under the special

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provisions of the wilderness bill, but under a similar mandate, all of the national parks are wilderness today.

Mr. WESTLAND. Not under the terms of this bill they are not wilderness.

Mr. SAYLOR. Madam Chairman, I still have the time and I just want to say of my colleague from Washington's comments and questions, it again brings up a point which I have tried to express on so many occasions, that the people in various districts take on a proprietary aspect of a national park, failing to realize it is not their property, it is not their alone, it belongs not to the people of your district, but it belongs to all of the people of the United States, and the mere fact that it happens to be in a district is completely by accident.

I can say, commenting on what our Secretary stated with regard to Congress taking away some of Teddy Roosevelt's authority, thank God for Teddy Roosevelt and Gifford Pinchot, who were smart enough to realize what Congress was going to do, because if it had not been for the foresightedness of Mr. Pinchot and President Roosevelt, what we are now praising as our national forest system would not exist. Those Executive orders were all signed the day before Congress took away his authority, and they did not have the nerve to go to the public and tell them that they were about to take it away. That is one of the reasons we have this thing America is so proud of in your district and other sections of the West, the great national forest system, due to the integrity of those two men.

Secretary UDALL. May I add to that? I think all of the gentlemen on this [indicating] side of the aisle have a very great conservation legacy and tradition as the result of these actions. It seems to me in looking back over the last 60 years that the whole history of the conservation movement has been one that where you got action by those who could look at the broad national interest and the future, that this has proven to be wise.

I would cite an even more recent example, that the local people, the Senators, the Congressmen, Republicans and Democrats alike, fought bitterly the establishment of the Teton National Park in Wyoming. I was out there last summer. Everybody is now agreed it is the greatest thing that ever happened. Yet they felt at the time this was unwise.

I would have reservations, as some of the members of the committee have, about this initial power of Executive determination if it were not for the fact we have a history of it operating so well and so much in the national interest over the past 60 years.

We have a tradition you can rely upon and those of us that would be called upon to make the decisions and recommendations to the President are going to listen to everyone; we are going to consult all points of view. I administer in my Department, and take some pride in it, the mineral resources of this country. I am as interested in mineral development as anyone in this room. And I think some of the research and development programs and exploration programs we have are going to assure us of a proper supply of these minerals in the future. We have mined more minerals in this country in the last 20 years than all of the people in the world in the history of mankind. We are going to continue to need enormous quantities. I am well aware of this and I try to take these things into consideration in balancing off what I see to be the national interest.

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Mr. SAYLOR. I want to thank you, Mr. Secretary, for what I think is an excellent statement.

Mrs. PFOST. The time for the committee to recess has arrived and the Chair would like to ask the Secretary if he can make himself available for additional questioning this afternoon? The committee will be meeting at 2 p.m.

Secretary UDALL. The Secretary is at the call of the chairman, so if you want me to return at 2, I will be here. I would appreciate it if I could go right on and complete.

Mrs. PFOST. Excellent; you will be called immediately and I hope committee members will be able to be back promptly at 2.

With that, the committee stands in recess.

(Whereupon, at 11:50 a.m., the subcommittee recessed, to reconvene at 2 p.m., the same day, Monday, May 7, 1962.)

AFTERNOON SESSION

(The subcommittee reconvened at 2 p.m., Hon. Gracie Pfost, chairman of the subcommittee, presiding.)

Mrs. PFOST. The Subcommittee on Public Lands will now come to order.

Mr. Secretary, you were at the witness table when we recessed at noon today.

Mr. Secretary, would you, Dr. Crafts, and Mr. Edwards please come forward?

Mr. Rivers of Alaska is recognized for any questions he may have.

STATEMENT OF HON. STEWART L. UDALL, SECRETARY OF THE INTERIOR AND CHAIRMAN OF THE RECREATION ADVISORY COUNCIL; ACCOMPANIED BY DR. EDWARD C. CRAFTS, DIRECTOR, BUREAU OF OUTDOOR RECREATION; LANSING A. PARKER, ASSISTANT DIRECTOR, BUREAU OF SPORT FISHERIES AND WILDLIFE; CONRAD L. WIRTH, DIRECTOR, NATIONAL PARK SERVICE; AND MAX N. EDWARDS, ASSISTANT TO THE SECRETARY AND LEGISLATIVE COUNSEL—Resumed

Mr. RIVERS. I wish to welcome Secretary Udall, our former colleague, before the committee. He is always willing to discuss matters with us. Sometimes we do not agree, but we do try to arrive at areas of agreement.

First of all, I wanted to ask you, Mr. Secretary, a question in regard to S. 174. I refer to page 14, under the heading of "Special Provisions," subsection (c), and under that is (2), line 18.

It says:

> Within national forests and public domain areas included in the wilderness system, (a) the President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting—

and other multiple uses mentioned.

Is it your conception that any public domain under this particular legislation would be put into a wilderness system?

Secretary UDALL. No, I think that language may be unfortunate at that point. I think that the reference should be to the national

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forests. The public domain administered by the Bureau of Land Management is not involved in any way. I do not think it should be. I do not know anyone that intends that it should be.

Mr. RIVERS. This is not just unfortunate, but it is a mistake, then. It probably comes from an earlier draft of legislation. I want to make sure that inasmuch as forests, parks, national monuments, and wildlife ranges, and all these other things, are highlighted with headlines in this bill without any such specific pinpointing of public domain, that public domain does not sneak in through the back door under something called special provisions.

I might add that Senator Anderson, writing in a volume called "Living Wilderness," under the autumn-winter edition, does say:

> Understanding of the measure requires a little background concerning the areas involved. The bill establishes a wilderness preservation system by superimposing a directive to the administering agencies to maintain the wilderness character of three types of Federal areas already committed in some degree to preservation in their wilderness state.
>
> First, national parks and monuments; second, some of the wildlife ranges and refuges; third, wilderness type areas in the national forests, comprising about 8 percent of the total national forest acreage.

Accordingly, I will probably move, when the markup time comes, to strike the words "public domain" from this particular provision.

Secretary UDALL. Congressman, in my prepared statement I recommended that these words be deleted. I think it is very confusing because the normal understanding of public domain is the lands administered by the Bureau of Land Management.

Mr. RIVERS. Thank you.

On page 6 of S. 174, under "National Park System Areas," I refer to the language which was referred to this morning by the gentleman from Washington, Mr. Westland, as follows:

> There shall be incorporated into the wilderness system, subject to the provisions of and at the time provided in this section, each portion of each part of monument or other unit in the national park system which on the effective date of this act embraces a continuous area of 5,000 acres or more without roads.

I, of course, refer to the Mount McKinley National Park in Alaska, Glacier Bay National Monument, all of which range in the neighborhood of a million acres each, and the Arctic Wildlife Range with 9 million acres involved.

So far as I know, outside of one road in the Mount McKinley National Park, there are no roads in the Ketnai unless there is a road of a mile or two into a camp, and there are no roads in the Glacier National Monument, none in the Arctic National Range.

Does this mandatory provision mean that this park and these monuments, this wildlife range, in their entirety shall come under wilderness, the wilderness preservation system?

Secretary UDALL. I expressed the view this morning, and we have talked about this during the noon hour because this bothered us as to whether this was like the wilderness areas in national forests.

If this went in and then we reviewed it to see whether it should come out, or whether it was the other way around, which is the approach of most of the legislation, it is our conclusion that the intention of this language, although I certainly think it needs to be clarified, is that we are not mandated to put anything in.

I mean, Congress does not put these park lands in, but we go through the review process and make a recommendation.

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So this first sentence there, it seems to me, does lend itself to a confusing interpretation.

Mr. RIVERS. It says in so many words that within the 10 years anything consisting of an area which is more than 5,000 acres without a road shall be put into the system.

Secretary UDALL. Yes.

Mr. RIVERS. You would concur in suitable amendatory language, then, to straighten that out?

Secretary UDALL. I think it is needed, because, as we contemplate it, we want to follow the regular procedure and make our review and make a recommendation.

We are going to have to do some long-range planning. With all of these national park areas we will have to foresee and anticipate what additional roads or zones of development will be necessary to sustain them, so that we can take care of the future load of visitors.

Our plans on what will ultimately remain in wilderness status will depend, in part, on our park planning.

This is the reason that I think review is needed because we have to look at not only our present long-range plans but try to forecast the needs 20 and 40 years ahead.

Mr. RIVERS. I find the same type of language on page 8 under "National Wildlife Refuges and Game Ranges."

Should not this also be a matter of review and study and recommendation instead of in mandatory form in which it appears?

Secretary UDALL. Well, again, this was our interpretation of what was intended, that these not be incorporated, in effect, by Congress mandating them, but that we would start through the review process and the wilderness system would gradually build up.

The one exception to this, of course, and we strongly favor that, is the present wilderness areas in national forests, which would go in, according to the Senate bill.

Mr. RIVERS. Those already designated as wilderness would remain in as wilderness; is that right?

Secretary UDALL. Yes.

Mr. RIVERS. I will ask you, then, if you would object to a mandatory language in regard to national wildlife refuges and game refuges as set forth under sub (d) on page 8?

Secretary UDALL. I think it needs to be clarified so that the intention is plain.

Mr. RIVERS. I will yield to the gentleman from Montana.

Mr. OLSEN. I wanted to ask the gentleman from Alaska if he had in mind a modification on line 9 of page 8, subject to the provisions of and at the time provided in this section?

Mr. RIVERS. The provisions call for review. The time is within 10 years, and the language says these that are adjacent to already wilderness areas exceeding 5,000 acres without roads shall be included within that 10-year time.

Mr. OLSEN. What you have in mind is that the provisions for study should be clearer and more specific?

Mr. RIVERS. I have in mind that they should strike their "shall be incorporated into the wilderness system."

If this is to be a review and study and analysis, there should be no "shalls" in here.

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This is an enabling deal, not telling them what to put into the wilderness deal, with the exception of the language which says those already designated as wilderness within the Forest Service shall remain wilderness, subject to boundary revisions, under the review and study provisions.

That is what I have in mind as the proper approach.

Mr. OLSEN. I thank the gentlemen.

Mr. RIVERS. On this mattter, Mr. Secretary, of not allowing any motor-driven vessels, I refer to the prohibition of certain uses at the bottom of page 13. Except as specifically provided for in this act and subject to any existing private rights there shall be no commercial enterprise, no permanent road, nor shall there be any use of motor vehicles, motorized equipment or motorboats, nor landing of aircraft nor any other mechanical transport or delivery of persons or supplies nor any temporary road.

Then it speaks of "nor any structure or installation in excess of the minimum required for the administration of the area for the purposes of this act, including such measures as may be required in emergencies involving the health and safety of persons within such areas."

That is a little ambiguous.

It says "nor shall there be," and then it says "including." I am not sure if it is something that they shall not provide for to take care of emergencies or something they shall provide for to take care of emergencies.

What is your comment on that?

Secretary UDALL. It seems to me this is fairly clear. Of course, as far as motor vehicles and motorized equipment is concerned, if there are no roads you have no problem. The road is the key. The intention in prohibiting these uses and prohibiting mechanization is the fact that they threaten the heart of what a wilderness system should be.

I do not think the intention in those areas, like Yellowstone Lake (80 percent of Yellowstone Lake is available to motorboats and the balance is not).

Part of the lake is, in effect, kept as a wilderness, and I do not think that is affected. There is saving language elsewhere on that.

Mr. RIVERS. Mr. Secretary, when the wording is—

including such measures as may be required in emergencies involving the health and safety of persons in such areas—

that would mean that such safeguards may be provided for but only within the minimum that is necessary.

Secretary UDALL. I think that is the intention. I suppose this would mean a helicopter or a boat or whatever was necessary to get somebody out.

Mr. RIVERS. And that would make sense, would it not?

Secretary UDALL. Yes, I would think so.

Mr. RIVERS. That would be an exception to the rule of not allowing any motorized equipment in the area?

Secretary UDALL. Yes. I think that is the intention.

Mr. ASPINALL. It is not your understanding, Mr. Secretary, that there shall be installations for administration in numerous buildings within the wilderness areas?

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Secretary UDALL. No, it is not. I was a little puzzled and surprised by the language on lines 4 and 5—

nor any structure or installation in excess of the minimum required for administration.

The thought I had in my mind was that all the administration should come from outside the wilderness areas.

If it were necessary to build structures, you could build them in areas nearby.

Mr. ASPINALL. To build any kind of structures at all would make for permanent residence and would, by its very fact, destroy the purposes of the bill.

Secretary UDALL. That would be my view of it, Mr. Chairman.

Mr. RIVERS. I want to next point to the Glacier Bay National Monument, in southeastern Alaska. Southern Alaska is made up in large part of the great archipelago, of probably 100 islands.

There are channels of salt water and beautiful scenic values between these islands. There is a mine operating, at least intermittently, in Glacier Bay National Monument. The miners take in an outfit each year with a motorized vessel. They would have to go out of business if they were not allowed to continue using such motorized vessels to take their supplies in, and perhaps to use a dozer of some kind right on the mining diggings.

This is just a speck on the whole area of Glacier Bay National Monument, but it occurs to me that if such an area is to be made a wilderness area, it would cover and blanket narrow channels of salt water in between the islands of the archipelago, where Coast Guard ships now go. I am wondering if we need some clarification in regard to the water between the islands of archipelagoes?

Secretary UDALL. This is a special problem that would be almost unique in this area, although I suppose there are some other land areas. Certainly in Glacier Bay and the other areas, in these parks and monuments where mining is allowed, existing practices and existing operations are recognized and acknowledged.

Certainly there would be no interference with people doing what they are doing because their right to do it is accorded under the legislation.

Mr. ASPINALL. If my colleague will yield, as I understand it this monument to which the gentleman from Alaska just referred was created by Executive order; is that correct?

Secretary UDALL. That is a national monument; that is correct.

Mr. ASPINALL. And it can be destroyed by Executive order?

Secretary UDALL. Possibly, and the Executive could alter boundaries on its own authority.

Mr. ASPINALL. And any use within the monument at the present time or any use after the passage of this legislation could be determined entirely by the Secretary; is not that correct?

Secretary UDALL. Yes, sir.

Mr. ASPINALL. That is right.

Secretary UDALL. Yes.

Mr. ASPINALL. That is, unless we made some provision in this legislation as to those particular areas?

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Secretary UDALL. I think national monuments, as you point out, present a special problem. That is true. Maybe this needs some special attention to harmonize it with the bill.

Mr. RIVERS. I supported the multiple-use bill last year that was put through the Congress in connection with the operations of national forests, and I thought I saw a lot of merit in the legislation.

The Forest Service has carried out such a policy for many years, but we gave statutory sanction a year ago, so to speak.

Is the multiple-use concept and the wilderness system actually self-contradictory?

Could there be anything that you could think of that you would allow——

Secretary UDALL. This, of course, Congressman, to me is a philosophical question.

I think the term "multiple use," itself, as used by some people, is an oversimplification. Everyone seems to take the term and give it the meaning they want it to have.

Some take multiple use to mean "anything goes." Yet, this has not been the practice of the national forest people in their management in the main. As I tried to point out this morning, wilderness, itself, is not single use.

It is not saying we are going to devote this to recreation entirely. There are other very important uses that attach.

Mr. RIVERS. What are they?

Secretary UDALL. Well, the ones I enumerated this morning were the watershed values, the value of having some areas that are untouched from the scientific standpoint, the fish and wildlife values which, of course, are recreational values, and the idea of what we might call a land bank reserve, which I think has some merit as an idea.

But to the extent that multiple use means crowding onto a particular tract all the activities that are possible, this is not the practice that my Department follows, for example, in administering Federal lands through the Bureau of Land Management.

When we found an area, as we found one, Congressman King knows, that has the largest potash deposit known in the United States, we blocked off 20,000 acres and this is committed to potash development. We do not allow oil drilling. We do not allow anything else in there.

We dedicated it to the highest and best use. You find this highest and best use concept running through Land Management. This is what we are doing when we make a national park. We say this is such a scenic area that its highest and best use is for scenic purposes and we will not allow anything else to take place.

What we are doing is more complex than some of these simplified terms show it to be.

Mr. RIVERS. I always regarded the highest and best use as part of the concept of multiple use.

Secretary UDALL. I think it means to use lands for compatible uses to the highest extent that you can, but it does not mean that on any given tract of land that you attempt to allow incompatible uses simply because you want to, as I intimated earlier, say that anything can be done that anyone wants to do.

There are many types of activities that are in contradiction, just as an example, the potash mining and drilling for petroleum. I did

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not realize this myself. The geologists do not feel that mixing these two in a particular area, where you have a potash deposit that may last or be the biggest one in the United States for the next 50 or 100 years, and that you ought to eliminate even other mining practices from that particular area.

Mr. RIVERS. In that area?

Secretary UDALL. Yes.

Mr. RIVERS. We are in accord on the general meaning of multiple uses. Speaking about compatible uses, would there be a game management program within a large wilderness area?

Secretary UDALL. Yes, there will be game management. There has to be.

Mr. RIVERS. Does that management include the right of people to go in there and go hunting, within bag limits and other restrictions?

Secretary UDALL. Well, again we have the existing status quo that would be protected. As you know, most game refuges, or many of them, are refuges and most of the time hunting is not permitted.

In some it is and some it is not. The national parks for the most part are exceptions with no hunting permitted.

In the national forest areas hunting is permitted. Again, we would continue following the same pattern that we are following at the present time. There would be no change.

Mr. RIVERS. Regarding the national forest area designated as wilderness, in connection with game management, you would allow harvesting the crop, allow hunting under proper controls, within the wilderness area; is that right?

Secretary UDALL. As I indicated today, I think the finest hunting areas left in the United States are, for the most part, in these wilderness areas.

Mr. RIVERS. They are designated as wilderness already?

Secretary UDALL. Yes.

Mr. RIVERS. And you think that this is something that will be carried on?

Secretary UDALL. Yes.

Mr. RIVERS. How about sports fishing?

Secretary UDALL. Sports fishing is allowed everywhere.

Mr. RIVERS. This morning you covered, in answer to questions, whether you would prefer to have positive congressional control in the form of legislation for the creation of new units of wilderness or—well, a reorganization type order by the President. I will not renew that at this time.

At the moment, Madam Chairman, that is all I have in the way of questions.

Mrs. PFOST. The gentleman from Washington.

Mr. WESTLAND. I have no questions.

Mrs. PFOST. The gentleman from Utah?

Mr. KING. I have no questions.

Mrs. PFOST. The gentleman from Minnesota?

Mr. LANGEN. I have no questions.

Mrs. PFOST. The gentleman from California?

Mr. JOHNSON. I have no questions.

Mrs. PFOST. The gentleman from Colorado?

Mr. DOMINICK. Thank you.

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Mr. Secretary, this morning in reply to questions, you indicated that you thought the present park and forestry system as a form of wilderness system.

In answer to a question of Mr. Rivers of Alaska just now, you said that it was and is, as I gather, the intention of the Department to build up the wilderness system slowly over a period of time.

Am I accurate in those two recollections?

Secretary UDALL. There is an element here that is confusing, if you are not careful about it, in the sense that the mandate of the National Park Act of 1916 directs my Department, with these 22 million acres of national park areas, to maintain them unimpaired. This is one way of defining wilderness, it seems to me.

The wilderness idea and the concept of wilderness is imposed over the top of that and, in effect, enlarges and modifies it in some ways.

So as we conceive it, these areas are already in one sense wilderness, except they will also be studied and most of them will go into the wilderness system for this special protection that it accords.

At the present time, as far as the national forests are concerned——

Mr. DOMINICK. Can I interrupt you right there?

Secretary UDALL. Yes.

Mr. DOMINICK. What special protection will this bill give to them that they do not have right now?

Secretary UDALL. It seems to me that the chief protection is that the prohibitions, guidelines, protections laid down in the wilderness bill will also apply to the areas.

We are under the present mandate to keep them unimpaired. The provisions of the wilderness bill are much more specific. This rather broad and general provision that we operate under, which says keep them unimpaired but allow the people to use, is to some extent a contradiction.

Mr. DOMINICK. Let me ask you a few specific questions on this for my own edification.

In a wild or canoe or wilderness area in the park and forest system, is it permissible now for water rights and installations to be incorporated in those areas?

Secretary UDALL. In the national forests, yes. In the national parks, as far as structures are concerned, Congress seems to have laid down a policy of "No."

Mr. ASPINALL. If my colleague will yield, I think we ought to put this on perhaps a little clearer basis. Of course, the Forest Service at the present time has been turning down some applications for water resource development in wilderness areas and primitive areas, and they do so in accordance with their regulations.

I think if the gentleman will accept that answer, we will be in a little bit better position than in argument over what the Forest Service does. In some areas the Forest Service will turn it down.

Secretary UDALL. I really should perhaps back away a little bit and let Secretary Freeman take the questions on the Forest Service, but they have had a protection program or a protection policy with regard to their own wilderness areas.

Mr. DOMINICK. Do any water rights originate or flow through land encompassed within national parks? I am pretty sure they do. For example, the Yellowstone River.

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Secretary UDALL. I would rather not get off into the question of water rights as such. I will simply say that these lands which, in the main, are high country lands and back country lands are a watershed and the water which originates in these areas, whether they are parks or forests, and flows out into the main streams is subject to the general water law of the country and of the States in which the water is found.

But there will be no change whatsoever as far as water rights are concerned. I do not think any is intended or embodied in the legislation.

Mr. DOMINICK. I would have some question on that. That is what I was trying to find out.

Many of the projects, whether they be governmental projects or privately financed by a State or a community require work to improve the gathering of water from the high country.

It is necessary, if you are going to do that, to get into those areas in order to be sure that you can improve the channeling of the water, and so on.

I gather that this would be permissible under the present system but would not be under the wilderness system. Is this correct?

Secretary UDALL. Certainly, as far as the wilderness areas are concerned, if you are talking about management of flows, talking about building dams and building structures, I think the answer is that in the main this has been discouraged if not prohibited.

The only type of water development, it seems to me, that might be involved here is the type of high mountain reservoir, like we have in the Frying Pan-Arkansas project, which involves transmountain diversion.

You would not normally build a reservoir up that high for many reasons, but because of the transmountain diversion aspect it becomes very necessary and very vital to build such a structure.

I do not think that management by building structures would be permissible in the wilderness areas, once you have the system set up, short of a special finding or authorization.

Mr. DOMINICK. How about diversion rights, ditches and things like that, points of diversion, on streams flowing through the areas?

Secretary UDALL. As far as the park system is concerned, Congress has refused consistently to allow structures or diversion works or anything of that kind to be constructed.

There are exceptions, and the famous Hetch-Hetchy fight is the most notable. But as far as parks are concerned, the water flows out and when it reaches areas outside the park the State law attaches, so far as water rights are concerned, and the matters work themselves out.

Mr. DOMINICK. It seems to me that the majority of the objections to the wilderness program have come from concern over the scope of the land that is going to be included within the wilderness area.

If my recollection of your comment is correct, namely, that it is the intention of the Interior Department to build these wilderness areas slowly, would you have any objection to a series of amendments which would put into a wilderness system right now only those portions of lands which are truly wilderness and have been so classified and surveyed already?

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Secretary UDALL. This, I think, would very seriously inhibit the effect of the legislation. You are aware of the three categories that the Forest Service has. There is only one category of true wilderness areas.

In our own program of classification, it has not gone as far as it should have. I would think that the best approach is to have a period of years, the way the bill presently provides, in which this review process goes forward, and allow that process, itself, to eliminate those areas that should be outside and those that should be in.

Mr. DOMINICK. I gather you would rather put everything in and then eliminate rather than start with what you think ought to be in and adding to it as the classification goes on?

Secretary UDALL. No. I thought I made it plain in my colloquy with Congressman Rivers that I favor the other approach, except for the Forest Service wilderness areas.

I think this is a very clear-cut case. But I think we ought to start with the guideline and instruction from Congress that we have 10 years to make this review and to recommend what should go in, rather than saying put it in and then let us review to see whether it should come out.

I think that is the wrong way about it.

Mr. DOMINICK. I share your feeling on that.

Thank you, Madam Chairman.

Mrs. PFOST. The gentlewoman from Washington?

Mrs. HANSEN. No questions.

Mrs. PFOST. The gentleman from Montana?

Mr. OLSEN. Just to make this one point clear.

You do not know of any reservoir of water in a national park, artificial reservoir; do you?

Secretary UDALL. There are several. Jackson Lake in Teton, Hetch-Hetchy, and one or two others.

I am sure of the Jackson Lake in Teton. This was built as a reclamation project before the park was created. So it was there first. There is also Lake Shurberne in Glacier Park in Montana.

Mr. OLSEN. Was Hetch-Hetchy built after the park establishment?

Secretary UDALL. Yes. That provoked what was one of the great historic fights between the wilderness people and people who wanted other types of development.

Mr. OLSEN. That was after the park was designated?

Secretary UDALL. Yes. I think 1913. Yosemite was created in the 1890's, and the fight occurred 20 years later.

Mr. OLSEN. Are there any other reservoirs that were built after a park was established, a reservoir in a park after the park was established?

Secretary UDALL. No. I think as far as a national park is concerned, the answer is "No."

Mr. OLSEN. How about diversionary devices for waterworks in a national park? Do you know any that were constructed after a park was designated?

Secretary UDALL. Do you mean canals, diversionary works?

Mr. OLSEN. Yes.

Secretary UDALL. No, I do not.

Mr. DOMINICK. If the gentleman will yield.

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It doesn't make any difference whether they are established before or after. If you want to get to them and make sure that they will operate, you have to have roads to get equipment in there. We couldn't do it in this wilderness system without a specific provision.

Mr. OLSEN. Is that your point, that you want to be sure that there is some provision in the bill that you can have equipment get to established waterworks systems inside national parks or inside wilderness areas?

Mr. DOMINICK. That is a good half of my position.

Secretary UDALL. If I may clarify the point further, this is covered similar to the mining exception, in the case of need, emergency and so on, under the authority that would be accorded the President under the proposal. If there were some overriding reason that diversion works of some kind were necessary should be constructed, the case would be made to the executive and the exception could be granted.

Mr. OLSEN. This is another problem, but it is one that we have had lately in Yellowstone Park, and that is the oversupply of wild animals and the disposal of them.

Secretary UDALL. It seems like I have heard of that problem.

Mr. OLSEN. Of course, you had to use mechanized equipment to go into Yellowstone Park and get the elk out this last season.

Are any of those places remote and wilderness areas?

Secretary UDALL. The area where this harvesting took place, as I think you know, is fairly near the edge of the park, on the Montana side. The normal game range of the elk is back in the high country in the true wilderness country.

Mr. OLSEN. The reason I asked is that I have been given to understand that the harvesting of elk by Park Service people is getting to be an annual affair, and I wondered will they be going into the wilderness parts of the park to harvest these animals?

Secretary UDALL. We don't contemplate that at the present time.

Mr. OLSEN. But you do contemplate that there will be harvesting of these animals annually?

Secretary UDALL. The problem is one of harmonizing the game with the environment. If I operated the Bureau of Land Management grazing lands the way we have been operating the elk lands in Yellowstone and the lands got as badly beaten up as they have been, I think a strong case would be made against me that we were following poor practices of grazing management. So I think we are going to have to devise some kind of systematic program to keep the herd in balance with its environment. This may mean annual harvesting of some kind. In fact, as you may know, I appointed a 5-man blue ribbon committee to study the matter and report next winter to us on long-range game management problems in the parks and in the areas that my Department manages.

Mr. OLSEN. Game management isn't a problem in any other wilderness areas that are outside the national parks?

Secretary UDALL. Yes, it is. There are some problems in Alaska. There are problems of other big game in other areas. This is going to be one of the continuing problems that we will have, and it is one of the reasons that I appointed the committee, in an attempt to get some long-range answers so that we can lay down a program for the whole Service. We are not merely studying the Yellowstone elk

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program, but studying the entire program of the parks. There quite a moose problem in Alaska.

Mr. RIVERS. If the gentleman will yield.

In the large national monuments in Alaska, is hunting allowed, Mr. Secretary?

Secretary UDALL. I can't answer that offhand.

Mr. EDWARDS. Hunting is not allowed.

Mr. RIVERS. Is that one of the problems that you have in Alaska, that there should be some management and harvesting of the crop of animals in the large national monuments of Alaska?

Secretary UDALL. As I said, we are looking at this as a broad problem. The man I appointed as the chairman of the study group has made the definitive study of game in your own State.

Mr. RIVERS. Has he reported yet?

Secretary UDALL. No. We just appointed them. They will report next winter.

Mr. RIVERS. I applaud your doing so. We do have some problems up there. As I understand from many people interested in game, there should be some management and hunting allowed within the large national monuments, which is compatible, surely, with wilderness, if properly regulated.

Secretary UDALL. There is no question at all but that harvesting is necessary, and the question is how and what methods and how shall it be done.

Mr. RIVERS. And also afford some of this nice outdoor experience that so many Americans are interested in, which would fit in compatibly with keeping a proper game situation within a national monument.

In your wildlife ranges and refuges, there is oil drilling allowed at the present time, in certain parts, anyway. If portions of those refuges and ranges were put into a wilderness system, could there still be any drilling for oil and gas within those portions?

Secretary UDALL. All existing rights would be protected. As far as the future is concerned, it would be under the provisions of the wilderness bill.

Mr. RIVERS. Meaning even though the oilmen and the moose get along very well, which we have discussed before, there could still be no more drilling for oil and gas within those portions that went into the wilderness?

Secretary UDALL. Which went into a wilderness status with, of course, the Presidential exception. Our purpose would be in all these areas where there are known geological structures we should look carefully, and not place them in wilderness at the outset. I see this process of deciding what should be in the wilderness system as something really that is probably going to go on beyond this 10-year period. It will be a matter of trying to work out compatible uses wherever we can, and particularly of going forward with existing programs of exploration and development.

Mr. RIVERS. And the existence of a known geological structure which might be valuable for oil and gas is an area which you perhaps would not take into the wilderness in the first place, is that right?

Secretary UDALL. I am referring particularly to some of these game range and game refuge areas where there is soil exploration or mineral

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activity or where there is production. We have a pattern of doing business there, and this is what we would intend to follow.

Mr. RIVERS. Would the gentleman yield for one further question?

Mr. OLSEN. Yes.

Mr. RIVERS. Some people speak of a deep freeze, and apparently that which goes into a wilderness would be a freeze, as far as other uses are concerned. But in the process of making this study and review, and analysis during the 10-year period would anything be withdrawn or otherwise frozen, or would your regulations regarding the permission of drilling for oil and gas, we will say—would any of those things be stopped pending such time as the acreage involved went into the wilderness system?

Secretary UDALL. I think the intention of the legislation is to protect existing rights, such as they are, and this is written firmly into the legislation. As far as our review process is concerned, we are going to be trying to draw boundaries, saying this part should go in and that part should go out. I don't conceive our approach to this problem as one of saying that all of Glacier Bay or all of Death Valley automatically goes in, and we sit down and write an order and there it is. I think we have to study these areas. We have to identify problems where there are problems. We have to determine what areas we want to develop for public use, these zones of civilization, so called, in the national parks. Then we will put some of it in and we will leave some of it out.

Mr. RIVERS. Based on your best judgment.

Mr. Secretary, you did not quite get my point the last time. I am familiar with this business of withdrawing lands for classification purposes under suspicion that maybe they have certain values. If you suspended a certain acreage not now in the wilderness system, which would fit in nicely, is there any freeze ahead of time that is involved, during the 10-year period?

Secretary UDALL. I dont' think the legislation directs that there be any.

Mr. RIVERS. But there could be sort of a freeze for further study and classification before the area is actually taken into the wliderness system; is that right?

Secretary UDALL. There is no problem as far as the parks are concerned, because of the present limitations, and I think the same is probably true as far as national forests are concerned. What you are really talking about are the refuges and game ranges. I will simply say I haven't addressed myself to the problem. I don't think we have any plans at the present time to freeze anything while we are making a study.

Mr. RIVERS. That is what I am getting at. You have no such plans. You can see that if there is a wildlife refuge, a moose range, or such, where there is a little drilling going on, and you think perhaps you might want to make it wilderness eventually, it would be nice if drilling could go on until such time as the acreage is actually put into the wilderness system?

Secretary UDALL. Oil drilling in open areas has particularly been a problem. I think what we won't do is in these areas which we are considering to be wilderness is to open them up and allow roads to be put in, because then we have eliminated them by that act. I

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wouldn't want to mislead you on that point. But I am saying where there is no mineral activity, in places like Death Valley and these other places, we will have to look very closely and determine what is the best policy in terms of what portion of that particular reservation should go in and what should be kept out.

Mr. RIVERS. That business of predicting, looking ahead, might involve some curtailment of exploration, and so forth, which is allowed now. It could be discontinued pending classification for designation within a wilderness area. But generally speaking, if I understand you correctly, most of the normal operations, and especially those involving existing rights, could continue on in areas outside of the present wilderness designated areas during the time when the study is going on; is that right?

Secretary UDALL. I think most of the existing rights have the protection spelled out in the legislation, and I think that is what is intended.

Mr. RIVERS. I always think of somebody going nearby and drilling another hole, not just protecting existing rights, within the areas not now designated.

Secretary UDALL. I think where there are known mineral deposits, where there are known geological structures that are oil bearing, and this is in an area where there is activity, we shouldn't attempt to move into this type of situation. We haven't at Death Valley. I think the road we ought to go down is to single out the areas where the minerals are and perhaps take them out of the park, even, and make the rest of that area a national park, which it should be. But these are management problems. We are going to have to wrestle with them. But it isn't our intention to throw the people off who made discoveries. I don't think that is the intention of the law here at all.

Mr. RIVERS. I applaud you on that. I was only thinking of drilling another hole, figuratively speaking.

Thank you. I yield back to my colleague.

Mr. OLSEN. Mr. Secretary, you said that there were places where you did have game management problems outside of the national parks.

Secretary UDALL. No, in other national parks, other than Yellowstone.

Mr. OLSEN. I wonder if you have any game management problems outside of the national parks and in wilderness areas.

Secretary UDALL. The only areas I have outside the national parks are the game ranges and wildlife refuges. Of course, we do have surpluses. We have hunting in some of these areas, and in some we do not. But there are not problems of the Yellowstone elk magnitude in these areas.

Mr. OLSEN. What I am getting to is where you allow hunting under proper regulations, of course, you don't have a numbers problem in wildlife management?

Secretary UDALL. Our problem is related primarily to areas that are protected, where a surplus population of game, surplus to the capacity of the environment to carry it appears, and the question then comes of how do you harvest, what is your approach to the problem.

Mr. OLSEN. But where harvest is being taken by hunting under proper regulations, you don't get an oversupply of animals?

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Secretary UDALL. Yes. This, of course, is the reason for that.

Mr. OLSEN. So you don't contemplate outside of the national parks in the wilderness bill, prohibiting hunting?

Secretary UDALL. No. The areas of the national forest system are open, and those areas in the national wildlife refuge and game range system where there is periodic hunting we would continue to follow the same practices that we are committed to now.

Mr. OLSEN. I suppose this committee that you have appointed, this is being brought to their attention, as well?

Secretary UDALL. Yes.

Mr. OLSEN. They are studying not just the national park areas but the other areas wherever wildlife occurs in public property?

Secretary UDALL. Yes, but only those areas of my Department. This does not affect the national forests.

Mr. OLSEN. There was earlier today testimony concerning income from Federal lands that might be encompassed in the wilderness area and the losses of the income. Can you tell me or tell the committee what kind or what amount of income is realized from grazing in the wildlife refuges, for instance.

Secretary UDALL. The wilderness legislation continues all grazing. There are no losses. I could not understand, frankly, what the Congressman this morning was referring to. I do not see any losses of income.

Mr. ASPINALL. I will tell you what I was referring to. There are some mineralized areas in some of these proposed wilderness areas and we get a great deal of income from these mineralized areas. That is what I was referring to.

Secretary UDALL. I was referring to Congressman Horan's statement.

Mr. ASPINALL. I asked the question this morning that led to that discussion.

Secretary UDALL. As far as grazing income, we are agreed there is no argument there.

Mr. ASPINALL. I wasn't worried about the grazing. I was not worried about the present mining operations within certain areas where mining will be continued.

Secretary UDALL. As far as the future is concerned, we get into speculative ground. But, nevertheless, one can say there are possible mineral values that will be lost. As far as anything going forward now in terms of present practices or present mineral activity, for example, there is no loss because people keep doing what they are doing.

Mrs. PFOST. Will the gentleman yield to the chairman for a moment?

Mr. OLSEN. Yes.

Mrs. PFOST. Right in line with this questioning, Mr. Secretary, is here any leasing under the Mineral Leasing Act at the present time within the national forest areas classified as "wilderness," "wild," "canoe," or "primitive"?

Secretary UDALL. This is a question probably you had better direct o Secretary Freeman.

Mrs. PFOST. I thought you might know.

Secretary UDALL. Dr. Crafts tells me there probably are some. I ssume these are not very active because you would have to have burros o get the ore out to the road.

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I think one fact we shouldn't lose sight of is that much of the wilderness areas at one time or another were prospected, sometimes in a primitive way, not with modern instruments. But it isn't as though this area's mineral potential is completely unknown. A lot of it has been thoroughly prospected. A lot of land within these wilderness areas was prospected for uranium with geiger counters within recent years.

Mrs. PROST. But, I thought, all oil and gas leasing comes under the Department of Interior and, in addition, we also have been talking about "wildlife refuges" and game ranges. Do you know of any oil and gas leases in wildlife refuges and game ranges?

Secretary UDALL. As far as mineral leasing is concerned, in the game ranges and wildlife refuges, where mineral leasing has been permitted, where we have outstanding leases, where there is activity, this activity would continue. I would say that from the standpoint of prudent management, if we are going to have a wilderness system that means something, we ought to be careful where we draw a line. If there are no mineral values in an area or in a basin, and it is dotted with claims, or if there are leases outstanding, I think that these areas ought to be studied rather slowly before including them in a wilderness system.

Mrs. PROST. Could you please provide for the record a list of all areas that would or might be included in the wilderness system under S. 174 in which there is any mineral leasing, or in which there have been requests to you for mineral leasing, indicating the minerals involved, the acreage, the revenue received therefrom in each of the past 2 years, and the estimated revenue for the current year.

(The information requested was submitted as follows:)

MINERAL LEASING INFORMATION

1. NATIONAL FOREST AREAS

(a) Mineral leases for oil and gas in effect in national-forest wilderness-type areas [1]

Name of area	1960			1961			1962		
	No.	Acres	Revenue	No.	Acres	Revenue	No.	Acres	Revenue (estimated)
1. South Absaroka Wilderness Area, Shoshone National Forest, Wyo	1	320	$160	5	5,981	$2,830	11	12,950	$3,49
2. Stratified Primitive Area, Shoshone National Forest, Wyo	0	0	0	0	0	0	6	5,428	2,71
3. Wilson Mountains Primitive Area, Uncompahgre National Forest, Colo	3	7,042	3,521	3	7,042	0	3	7,042	0
4. Wilson Mountains Primitive Area, San Juan National Forest, Colo	1	400	200	1	400	0	1	400	0
5. Bridger Wilderness Area Bridger National Forest, Wyo	5	1,680	0	5	1,680	250	5	1,680	420
Total	10	9,442	3,881	14	15,103	3,080	26	27,500	6,61

[1] Acreages shown are national forest lands within but near the exterior boundaries of wilderness-type areas. No surface disturbance of these wilderness-type areas is permitted, but under their surfaces directional drilling which originates on lands outside these wilderness-type areas is allowed. Revenues shown are fees for these leases, and royalties are not involved.

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(b) Applications for mineral leases for oil and gas denied or pending in national-forest wilderness-type areas

Name of area	1960		1961		1962	
	Number	Acres	Number	Acres	Number	Acres
1. West Elk Wild Area, Gunnison National Forest, Colo	[1] 3	5,540				
2. South Absaroka Wilderness Area, Shoshone National Forest, Wyo			[2] 1	118	[2] 5	7,282
3. Stratified Primitive Area, Shoshone National Forest, Wyo	[2] 1	535			[2] 2	1,760
4. Bridger Wilderness Area, Bridger National Forest, Wyo	[1] 1	1,280				
Total	5	7,355	1	118	7	9,042

[1] Lease not issued. Forest Service recommended rejection of application for use of lands inside wilderness-type area.
[2] Lease not issued, but Forest Service stated it would not object to issuance of lease (by Bureau of Land Management) prohibiting surface disturbance within wilderness-type area but under its surface permitting directional drilling which originates on lands outside the wilderness-type area.

2. WILDLIFE REFUGES AND GAME RANGES

(a) Kenai Moose Range, Alaska (classification agreement approved July 24, 1959)

Four hundred and eighty-five leases outstanding covering 880,000 acres out of the approximate 986,000 acres opened to leasing: 320 offers filed for lands within the 1,071,000-acre area closed to leasing—all rejected.

Revenues:

1960:	
Rentals	$48,405
Royalties	109,180
1961:	
Rentals	203,554
Royalties	1,808,500
1962:	
Rentals (estimated)	210,000
Royalties (estimated)	3,100,000

No other mineral permits or leases or applications therefor involving this wildlife area.

(b) Izembek National Wildlife Range, Alaska

Fifteen oil and gas lease offers rejected, five still pending. No oil and gas leases outstanding. Classification agreement not yet finalized.

(c) Clarence Rhode National Wildlife Range, Alaska

Seventy oil and gas lease offers filed covering approximately 139,520 acres, of which 38 offers have been rejected or withdrawn. Remaining 32 suspended awaiting completion of classification agreement.

Revenues:
1960: None.
1961: None.
1962: $46,980 (advance rental on pending offers).

No other mineral permits or leases or applications therefor involving this wildlife area.

(d) Fort Peck Game Range, Montana

Twenty-three oil and gas leases outstanding, covering 13,399.43 acres; seven oil and gas offers pending, covering 6,759.07 acres.

Revenues:

1960	$5,700.50
1961	6,380.50
1962	6,380.50

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No other mineral permits or leases or applications therefor involving this wildlife area.

(e) *Desert Game Range, Nevada (classification agreement approved May 20 1959)*

Outstanding oil and gas leases cover 50,179 acres out of 1.2 million acres open to leasing; no leases or offers pending for lands within closed area which embraces approximately 900,000 acres.

Revenues:

Fiscal year 1960	$15,116.00
Fiscal year 1961	3,828.50
Fiscal year 1962	4,016.50

(f) *Charles Sheldon Game Range, Nevada*

No oil and gas offers or leases involving this wildlife area.

Two sodium permit applications pending, covering 4,885 acres.

No other mineral permits or leases or applications therefor involving this wildlife area.

3. NATIONAL PARK SYSTEM

Mineral leasing is not permitted within areas of the national park system.

Mrs. PFOST. I thank the gentleman for yielding.

Mr. OLSEN. I want to know what kind of income you get from grazing on wildlife refuges. What does it amount to in thousands of dollars?

Secretary UDALL. I can furnish that. I don't have it at my fingertips.

Mr. OLSEN. Can you furnish it with respect to the contemplated areas that this bill proposes into the wilderness system?

Secretary UDALL. I am sure between my Department and the Department of Agriculture we can give you the total grazing revenues from the potential areas rather readily.

Mr. OLSEN. In doing that, would you do us the service of describing the income per animal-unit-month so that we have a way of comparing it to income realized by similar lands that are privately leased for the same purpose?

Secretary UDALL. I assume we can provide that also.

Mr. OLSEN. I know you can in the State of Montana. It is readily available. I would hope you could from other areas, too. I want to see a comparison of this income: First, I would like to see what kind of income we are getting per acre, and per animal-unit-month, as compared with private leasing for the same purpose; and, second, I would like to see the total of thousands of dollars that is coming in.

Another question is whether or not grazing on wildlife refuges is contemplated in the future, regardless of the wildlife capacity of the lands.

Secretary UDALL. The amount of grazing on the wildlife refuges generally is quite limited because of the dedication as a refuge.

Mr. OLSEN. And the land should first serve the dedication as a refuge, and, second, for the grazing of domestic livestock?

Secretary UDALL. That is the general approach, naturally.

Mr. OLSEN. But in this particular legislation it isn't contemplated that the grazing of domestic livestock would be eliminated?

Secretary UDALL. It is contemplated that existing rights would be protected.

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(The information requested follows:)

GRAZING INFORMATION ON WILDLIFE REFUGES

Out of 13 areas of the national wildlife refuge system that appear to have wilderness values for purposes of this bill, grazing is authorized in 5 areas. Annual grazing receipts for 1961 were approximately $36,000. In the case of these five areas there has been some 191,527 animal-use months involving 1,523,798 acres of land. The average return per animal-use month is 19 cents and the average return per acre is 2.4 cents. Annual grazing revenues from national parks and monuments that are subject to inclusion in the wilderness system are $15,242. This amounts to 88,527 animal-use months on 19 areas. The average return per animal-use month is approximately 6 cents.

Mr. DOMINICK. Would the gentleman yield there?

Mr. OLSEN. Yes.

Mr. DOMINICK. The specific provision says that they shall be authorized where the rights are well established. What is meant by the words well established as opposed to just being established?

Secretary UDALL. I assume that language has special meaning to my grazing administrators. I couldn't answer the question except I do know enough about the grazing business to know that this probably means where grazing hasn't been an occasional thing, during summers here and there, but has been a matter of long practice, 20 or 25 years, where there is a fixed grazing right and it has a whole history.

Mr. DOMINICK. Do you mean you would cut them out if they had only been on for 5 years?

Secretary UDALL. I don't know what the language means. I can find out for you.

Mr. OLSEN. This morning there was some testimony, kind of hazy, describing income or possible income from forest products on these contemplated lands. I wonder if we could, from your Department, get figures describing the income from forest products.

Secretary UDALL. I think the answer is that there is none. I will inquire into it, but these wilderness, wild, and primitive areas in the forests have no roads in them at the present time, they are not logged and, therefore, there is no income. The same applies to the national forests and the game ranges. These areas are not at the present time available for commercial timber.

Mr. OLSEN. For the record, was there and is there, some particular reason why these areas are not logged?

Secretary UDALL. Well, the reason rests on the policy of the respective services. The National Park Service lands have never been logged. That was part of the management plan and program of leaving nature alone.

In the areas classified by the National Forest Service as wild, wilderness, and primitive, these are roadless areas at the present time. They just never have been opened up.

Mr. OLSEN. Specifically, a description was given of some lands in northern Michigan. I believe it was painted cliffs or painted rocks.

Secretary UDALL. Picture Rocks. This is a proposed national seashore.

Mr. OLSEN. Is this already set aside as some kind of a national park or monument? Is this virgin timber?

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Secretary UDALL. No, this proposal is one I hope the committee will hear more about next year. It is one of the proposed national seashore projects that is in the advanced stages of study. We have recommended one in Michigan. This is another. These timbered lands, as I understand it, are private lands which it is proposed would be included in the national seashore.

Mr. OLSEN. You understand what I want to have out in the open is a real and genuine description of whether or not there is a loss of income to the Federal Government as a result of this kind of legislation, S. 174. If there is some kind of loss, I want to know exactly what it is, or whether it is some conjecture.

Secretary UDALL. Prospectively, and that is the point I was making to the chairman a moment ago, one can argue that there will be a loss. As far as status quo is concerned, I think one can argue that there is not. Of course, when you talk about the economics, you have to place in the scales the various values that you are talking about. At the present time there is no way of computing some of these things which are intangibles. What the value of a recreation man-day is as against the value of a tree, these are respective values and different people weigh them differently.

Mr. JOHNSON. Will the gentleman yield?

Mr. OLSEN. Yes.

Mr. JOHNSON. Mr. Secretary, as I understood this morning, the chairman of the full committee asked you to furnish data which showed the areas within the national parks and national monuments that would be subject to the provisions of more than 5,000 acres. You are going to do that for all of the national parks and national monuments?

Secretary UDALL. That is right. We hope to have that to you tomorrow.

Mr. RIVERS. Would the gentleman yield to me?

Mr. OLSEN. Yes, I yield.

Mr. RIVERS. I wanted to ask one more question, Mr. Secretary, that has to do with the preservation of existing rights, such as perhaps a mining location within an area which might be taken into wilderness which is not now in wilderness, and a place where a man has prospected but without bringing in tractors or trucks. If it becomes wilderness, his rights to the location would be preserved but would he have any access opportunities to get equipment in there to mine with?

Secretary UDALL. No, he would not. This is part of the problem. The national forest areas are the remote areas without roads. There are mining claims in these areas presently. I don't know how many. The Chief Forester can probably tell you. The same would apply to some of the game ranges. There are mining locations and claims have been established. But, of course, if everyone who had a claim had a right to build a road back into it, the wilderness would disappear very quickly. There is no question about that.

Mr. RIVERS. He might bring in his equipment by helicopter, if you would let him. That might disturb the game, though.

That is all, thank you.

Mr. OLSEN. We will have for the record, won't we, a description of some estimated value on mining claims in the public domain that might be incorporated by this act?

Mr. RIVERS. Would the gentleman yield?

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Public domain is not included under this act.

Mr. OLSEN. Well, that part of the public domain that is included. I see what you are talking about. I mean any public lands involved here.

Secretary UDALL. Congressman, we can't furnish you with an estimate of the value of a mining claim located back in the high country because we have made no study of that. This would be impossible to do. But those people who have perfected claims still have the claims, and if it proves out in the long run that there are minerals there that the country needs, the President has the key to the door.

Mr. OLSEN. I wonder if this is such a great list that we couldn't obtain a list of what these claims are. Are they perfected patents or just claims?

Dr. CRAFTS. Mr. Congressman, in the hearings before the Senate committee a similar request was made, and if my recollection is right, the committee was furnished, and I believe it is in the record of this hearing, an enumeration of the mining claims that exist in the wilderness, wild and primitive areas of the national forests, and also a list of the number of mining patents, by areas and by States. We can refer you to that information.

Mr. OLSEN. That report, then, also tells us what the minerals were?

Dr. CRAFTS. No.

Mr. OLSEN. Or what the values are?

Dr. CRAFTS. No, we have no information on that.

Mr. OLSEN. I am not talking about the amount of the value but whether or not they described what the mineral character was.

Dr. CRAFTS. We have no information on that. We only have the way the claims are listed.

Mr. OLSEN. Thank you, Mr. Chairman.

Mrs. PFOST. Are there further questions of the Secretary?

Mr. ASPINALL. Madam Chairman, I have two cleanup questions.

Mr. Secretary, I introduced on August 18 last year H.R. 8783, which was a general bill having to do with the withdrawal and reservation or restriction of public lands over the 5,000 acres. Is it your understanding that if the wilderness bill were passed Congress should give some affirmative action to such legislation as H.R. 8783, and we would have two different procedures, one for the wilderness areas by itself and the other the rest of the public land in the United States?

Secretary UDALL. I think that would be the effect of it, if this legislation were enacted, yes.

Mr. ASPINALL. You stated it was a little bit too complex to send us a report at the present time. I just wondered if you were going to start out now and give special recognition to one area of operation and then general procedures for all the rest of it.

There is one other matter I think we should at least call attention to in these hearings, and that is that we now have the Recreation Advisory Council, and this Council has been established in line with the recommendations in the Outdoor Recreation and Resources Review Commission, and they are going to be given at least certain advisory responsibilities. Would it not be better if Congress held some kind of jurisdiction over a creature which it has created so that we would have the final determination as to what actions are finally to be taken in regard to their recommendations?

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Secretary UDALL. Are you referring, Mr. Chairman, to the wilderness bill, or to some type of advisory?

Mr. ASPINALL. I do not know where the Recreation Advisory Council is going to begin or where it is going to end. It has a great deal of, I would think, advisory responsibility.

Secretary UDALL. Because of our experience in my Department with the Advisory Board on National Parks, which has been highly successful over 25 years, I think advisory boards if they function right can be very useful. They do not make decisions, however, and I think this is the line you have to draw.

Mr. ASPINALL. That is right, but Congress reserves, in regard to the creation of national parks, the final decision.

Secretary UDALL. That is correct.

Mr. ASPINALL. That is all, Madam Chairman.

Mrs. PROST. Are there any further questions of Secretary Udall?

Apparently not. Thank you very much, Mr. Secretary. We certainly appreciate your contribution to the hearings, and are most appreciative that you could come back this afternoon to answer the many questions in our minds. You have been most helpful.

Secretary UDALL. Thank you.

Mrs. PROST. Secretary Freeman, we are very appreciative of your tolerance this afternoon. We could not tell exactly when we could get to you. We are sorry to have held you so long, but we are most anxious to hear what you have to say.

STATEMENT OF HON. ORVILLE L. FREEMAN, SECRETARY OF AGRICULTURE, ACCOMPANIED BY EDWARD P. CLIFF, CHIEF, FOREST SERVICE

Secretary FREEMAN. Thank you, Madam Chairman, and members of the committee.

I have a short statement which I believe you have at hand. Let me read it quickly, paraphrasing some of it.

The President in his conservation message of March 1, 1962, as in his 1961 natural resources message, strongly urged the enactment of legislation establishing a National Wilderness Preservation System along the lines of S. 174.

I want today to indicate this Department's strong support.

Representatives of the Department have appeared in support of wilderness legislation at a number of previous congressional hearings, most recently when the Senate considered S. 174.

The recommendations we have made concerning previous bills are substantially taken care of in S. 174.

In the Department's report of April 5, 1962, the enactment of the bill, with certain additional amendments, is strongly recommended, insofar as it affects the Department of Agriculture.

That report discusses in considerable detail the amendments added in the Senate, and also supplies information requested by the chairman. I will not attempt to go into such detail in my remarks here.

The Department of Agriculture believes that the establishment and maintenance of wilderness-type areas is a proper use of the national forests and has maintained continuity of policy in this regard for over 37 years.

USAV-00002077

In 1924, the first area for the preservation of wilderness in the national forests was established in New Mexico.

In 1926, parts of the Superior National Forest in my home State of Minnesota were given special protection and later became parts of what is now designated as the Boundary Waters Canoe Area. The first primitive area in the national forests was established in 1930 under regulations of the Secretary of Agriculture.

In 1939, new regulations were issued, providing for the establishment of wilderness and wild areas in the national forests. The term "wilderness area" originated on the national forests. These regulations provided for somewhat more stability and protection to the areas established thereunder than did the earlier regulation for the establishment of primitive areas issued 10 years previously.

Wilderness and wild areas provided for in these regulations meet essentially the same criteria except that wilderness areas exceed 100,000 acres in area, and wild areas range from 5,000 to 100,000 acres. Wilderness areas are established by the Secretary of Agriculture, whereas the Chief of the Forest Service may establish wild areas.

No new primitive areas were established after 1939. Since that time, primitive areas have been managed substantially in accordance with the regulations applicable to wilderness areas.

The Department has been restudying primitive areas and reclassifying those areas or parts of areas which are predominantly valuable for wilderness as wilderness or wild areas. We are continuing and plan to complete the study as to all remaining primitive areas.

As of December 31, 1961, there are the following wilderness-type areas within the national forests:

WILDERNESS-TYPE AREAS WITHIN THE NATIONAL FORESTS

Kind of area	Number	Acreage
Wilderness	14	4,888,173
Wild	30	1,047,554
Primitive	38	7,852,958
Canoe	1	880,673
Total	83	14,075,358

Some new wilderness and wild areas have been established, including two established within the last 2 years. Taking into consideration the transfers to national parks of lands previously within primitive or wilderness areas in the national forests and corrections in area calculations, the total area of national forest land classified for administration as wilderness has remained about the same for over 20 years.

The wilderness, wild, primitive, and canoe areas of the national forests include some of the most remote and scenic areas of the Nation. They have unique and special values which have long been recognized by wilderness proponents and by the Forest Service. They comprise valuable and essential parts of the national forests.

S. 174, as amended, would establish a National Wilderness Preservation System, which would include certain national forest areas, national park system areas, and national wildlife refuge and game range areas.

The bill would provide that the federally owned lands within areas under their jurisdiction in the wilderness system would be adminis-

USAV-00002078

tered by the Secretaries of the Interior and Agriculture in such a wa as to leave them unimpaired and to provide for the protection an preservation of their wilderness character.

It would provide for the gathering and dissemination of inform tion regarding their use and enjoyment as wilderness.

The bill would include in the National Wilderness Preservatio System all areas within the national forests classified on the effectiv date of enactment as wilderness, wild, primitive, or canoe.

The areas classified at that time as primitive would be subject to re view within 10 years as to their suitability for continued inclusion or exclusion from the wilderness system.

We believe that the wilderness, wild, and canoe areas should be included in the wilderness system, and that the primitive areas als should be included but that these should be subject to such review as to their suitability for continued inclusion in or exclusion from the wilderness system.

If S. 174 were enacted, some uses which are now allowed within national forest wilderness-type areas would be affected in various ways. These are discussed at length in our report, and I will not cover them here.

A number of amendments were made in the Senate. Almost all of them are generally acceptable to us, but a few require special comment:

1. One amendment provides that any primitive area recommended for continuation in the wilderness system could not, with any recommended boundary alterations for additions and exclusions, exceed the size of that area on the date of enactment of S. 174.

A subsequent act of Congress would therefore be necessary in those few cases where net additions to primitive areas might be desirable. We would prefer not to be so restricted. If such a restriction is considered essential, we suggest further amendment to allow a leeway of up to 10 percent.

This would look to minor adjustments that might be unforeseen and permit action on them as provided in the bill by way of preliminary procedures.

2. Section 11 was added in the Senate and would permit the Federal Power Commission to authorize power developments without a determination by the President that would be required for other types of industrial and commercial uses.

Power developments are just as incompatible with wilderness values as are other types of industrial and commercial uses. We think they should not be blocked completely but the Presidential determination as to public interest should be required. We have therefore recommended that section 11 be deleted or modified.

The Outdoor Recreation Resources Review Commission in its recent report has recommended that Congress enact legislation providing for the establishment and management of certain areas with natural, wild, and undeveloped characteristics as wilderness areas.

According to that report the recommended congressional action would give increased assurance of preserving primitive conditions in suitable outstanding areas in Federal ownership.

We in the Department strongly believe that not only should wilderness areas be established and maintained in the national forests, but also that enactment of S. 174 with amendments as recommended would be desirable resource legislation and in the national interest.

USAV-00002079

Thank you, Madam Chairman.

Mrs. PFOST. Mr. Cliff, did you have a statement?

Mr. CLIFF. No, I do not. I am here to help answer questions or give any support.

Mrs. PFOST. The Chair recognizes the gentleman from Colorado.

Mr. ASPINALL. Madam Chairman, I, too, wish to welcome the Secretary of Agriculture and the Chief of the Forest Service.

We have, by a rule of the House, jurisdiction over most of your area, although we seldom see you. What is your definition of a wilderness area, Mr. Secretary, as it is used in this legislation or purported to be used in this legislation?

Secretary FREEMAN. I think, Congressman, the definition as set down in the bill, itself, is a good one.

Subjectively, I would define it as an area whose characteristics are unique, that maintains, so far as mankind knows, the primeval qualities, and that we seek to maintain in as original a state as possible for the enjoyment of people and to perpetuate those circumstances as such. That would be my personal definition, I guess.

Mr. ASPINALL. Of course, your limitation "as far as possible" is the area in which I would like to have, if possible, a little bit more definite answer.

Secretary FREEMAN. As the Congressman knows, the definition——

Mr. ASPINALL. I understand the definition in the legislation. There is no need to refer to that. But if we properly considered these areas as wilderness areas, and maintain them in their primeval state, there would not be any use whatsoever allowed in them, would there?

Secretary FREEMAN. It seems to me that there would be use made of them. Yes, I think so.

Mr. ASPINALL. What use would be made?

Secretary FREEMAN. People coming in and enjoying the atmosphere, the solitude, the scenery.

Mr. ASPINALL. Is that the purpose of this legislation? Or is it the purpose of this legislation to protect the values, all the values, of a wilderness area?

Secretary FREEMAN. Well, I would say, as I interpret it, Congressman, it is to protect those values so that people can enjoy them. To protect them in the abstract to me, at least, would be meaningless and useless.

Mr. ASPINALL. What people?

Secretary FREEMAN. People who wish to take the trouble that it may involve to go themselves, with their families or whoever they wish, and travel in them and enjoy them.

Mr. ASPINALL. Mr. Secretary, you are giving priority of attention to only one use for the wilderness area, and that is the use of recreation which, as far as these areas are concerned, is enjoyed by only about 2 percent or less of the people.

Although the people generally could go they just do not have the opportunity. They do not have the finances, they do not have the ability to get from place to place to enjoy these areas.

The reason I bring this up is it is very fundamental, so far as some of us are concerned, it is that such values as we find in these areas, whether recreational or whatever resource development, grazing or whatever they may be, may be enjoyed by as many people as possible without endangering the values found there.

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Secretary FREEMAN. I would certainly concur in that observation. The Forest Service, as the Congressman knows, seeks to apply the multiple-use principle. The Congress has mandated it, and to apply it in the wilderness area as well. Actually, I think this comes down to a matter of priority of use, in a sense, and this, again, is necessarily based upon each circumstance.

I have already had occasion more than once to have to make a decision between a mass use and more restricted use, with not so many people having access.

It is not an easy decision, but it is one we need to make.

Mr. ASPINALL. I do not mean to entrap you at all, but it is my opinion, and I wish to commend the Department of Agriculture and the Forest Service for the method in which they have handled this problem to date, but I wish to know have you had any difficulty in maintaining your operations within those areas which have been set aside as primitive areas, as wilderness areas, as canoe areas, and the other designated areas that you have?

Has the Forest Service had any real difficulty?

Secretary FREEMAN. I think the Forest Service would feel that it has been very successful in preserving the wilderness areas that have been designated and the primitive areas.

But by the same token, I think we would feel that we would be strengthened in our efforts in that direction by the passage of this legislation.

Mr. ASPINALL. Simply because you wish to have legislative status, as such, of wilderness areas; is that correct?

Secretary FREEMAN. That is one reason, and I think a significant one. I believe that the pressure of use of various kinds of uses is going to mount in the years ahead.

There are a number of areas in which we could have problems, where we believe we would be strengthened in properly carrying forth the intent of Congress and the whole philosophy that we have tried to carry forth to date by this legislation.

Mr. ASPINALL. This legislation provides that in each one of those instances you must come before Congress to receive the affirmative approval of Congress for the creation of a new wilderness area.

Secretary FREEMAN. Yes, sir.

Mr. ASPINALL. Do you think that that will relieve you of any of your responsibilities?

Secretary FREEMAN. No, it will not.

Mr. ASPINALL. We have been advised by some of the sponsors of this legislation that there is someplace between 50 and 65 million acres of land which would be subject to the status of wilderness areas, provided Congress saw fit to so determine.

Have there been very many wilderness areas or has there been an extensive part of prospective wilderness areas that have been lost to wilderness areas since 1939?

Secretary FREEMAN. No. Of the areas designated, the last one designated as a primitive area was 1939, for primitive area.

Mr. ASPINALL. In 1939 for primitive and one or two recently for wilderness areas.

Secretary FREEMAN. We have been systematically reviewing the primitive areas and they have been, in a sense, shall we say, graduating into wilderness area status.

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Mr. ASPINALL. A great deal of the correspondence that has been coming to me, at least, as chairman of the committee, states that we must get to this legislation immediately, that we must give final determination because we are losing these values, because business people and private enterprises are moving in and destroying the wilderness aspect of desired wilderness areas.

As I understand your answer, perhaps the problem is not quite as acute as some of these people would lead us to believe; is that correct?

Secretary FREEMAN. Mr. Cliff will correct me if I am wrong, but it is my understanding that the areas as designated initially as primitive have been maintained in that status until this date.

Mr. CLIFF. We have reclassified some 30 or 32 wilderness and wild areas from primitive areas since 1940. There are still 38 primitive areas to be considered for reclassification.

We have lost only one area during this time that had been previously classified as a primitive area. That was due to mining activity.

I think, Congress Aspinall, part of what you are referring to is the anxiety on the part of some people that timber cutting and other development activities are proceeding into areas which heretofore have been undeveloped.

There has been no such deterioration of the wilderness, primitive, or wild areas of that kind. But some of these road developments, timber harvesting developments, are getting back into what was formerly undeveloped country.

Some of the proponents would like to see some of those areas saved and made into wilderness areas. I think that is the distinction.

Mr. ASPINALL. The Forest Service has had the authority under existing legislation to determine many of those areas as wilderness or primitive areas if the values required; is that correct?

Secretary FREEMAN. Yes, that is correct.

Mr. ASPINALL. Mr. Secretary, a wilderness area does not necessarily have to be remote, secluded, or removed; does it?

Secretary FREEMAN. No, sir.

Mr. ASPINALL. So you could have a wilderness area within a convenient distance of a big city and still have these values present for the people's use?

Secretary FREEMAN. That is conceivable, yes.

Mr. ASPINALL. At the present time, there seems to be a great desire on the part of many, and especially the people who have studied this problem, to make available for people in metropolitan areas facilities for their use, rather than going into the West entirely for the establishment of wilderness areas.

Would not it be, perhaps, a good idea to establish some of these wilderness areas close to congested areas?

Secretary FREEMAN. If they existed, it surely would be. Offhand, I know of none so situated in the national forests. I would defer to Mr. Cliff in relation to areas that would meet the general definitions that we have laid down here.

At least the number are strictly limited by virtue of the fact that if they are close to metropolitan areas they are usually pretty well overrun.

Mr. ASPINALL. I think perhaps that is right. But that does not help the people who need this recreational experience to get it.

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Secretary FREEMAN. Might I say, Congressman, one of the things we are trying to do in the farm bill that goes before a different committee in this House is to direct the use of a lot of outdoor land which is in private ownership to providing important recreation to people in concentrated metropolitan areas.

Mr. ASPINALL. I support you 100 percent in that endeavor.

The Wild Land Research Center study report on wilderness recognizes the areas of incompatibility between mining and wilderness preservation but also indicates that we may have great need for minerals that lie beneath the ground in wilderness areas.

The section on minerals accordingly concludes that:

> legislation restricting development and access only to legitimate deposits in mining activities appears to be the most effective, practical, and fair solution of this problem.

Would you comment on this approach in lieu of the provisions of Senate 174 on the one hand and the recommendation to keep the lands open to the mining laws on the other hand?

Secretary FREEMAN. Again, I think it is very difficult to give a black and white answer. I certainly would not stand before this committee dogmatically. But I think in connection with these areas the priority ought to be human use, that the present kind of prospecting could continue, as I read the bill; that mining, itself, would be subject to the procedure which would call for a determination by the President. We would seek to not restrict mining absolutely, and would allow as much discretion and elasticity as is feasible, and yet consider all the varying needs and interests.

Mr. ASPINALL. Congress in 1872, with the approval of then President Grant, stated the policy relative to mining.

Do you think that Congress should now abdicate its responsibility and let the President make these determinations by himself? That is, with the power of Congress to negate or veto in the final instance?

Secretary FREEMAN. I think that the Congress in its wisdom has seen fit to delegate to the executive branch of the Government numerous functions, one of which, as the Congressman pointed out a moment ago, was the establishment of wilderness areas by the Secretary of Agriculture and the establishment of national forests by the President.

Mr. ASPINALL. Some of us are very happy with that situation.

Secretary FREEMAN. I believe that in this instance the delegation of authority which would be provided by S. 174 is a reasonable, practical and workable one that I think is sound.

Mr. ASPINALL. Why, if we set the guidelines as we have, should we now establish, by legislation enactment, a status which presently, according to your own testimony, is working very well?

Secretary FREEMAN. There are two reasons I might cite. First, with our rapid growth of population and mobility of people, there is strong reason to believe that giving legal status and the vote of approval of this Congress would add to the security of the maintenance of this system in the years ahead, and that this security is desirable.

Secondly, that certain activities which might take place now would take place only under more carefully scrutinized circumstances with the passage of this legislation.

Mr. ASPINALL. But you are not stating that it would be easier for you to have your determination protected by the President than for

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you to come before the Congress that would have the last-minute decision, and have your decisions in your administration agreed upon?

Secretary FREEMAN. Let me say that I seek to exercise the responsibility that the Congress, the Constitution, and the President have placed upon me as Secretary of Agriculture, and to do so without having to lean on anyone else.

I hope I will continue to do so. But nonetheless, I think that this bill, which would really raise the status and the permanence of these wilderness areas would serve a very useful purpose in certain activities where legally the Secretary does not have any control. These would be subject to his review and the final Presidential action, some of which overlap with other executive branches of the Government, and, therefore, properly ought to be resolved through the medium of the President's final action.

Mr. ASPINALL. I would be inclined to agree with you as far as the coordinating method is concerned, but as far as the policy determination is concerned, I think we are treading on rather treacherous ground.

The report on wilderness, prepared by the Wildlife Research Center for the Outdoor Recreation Resources Review Commission discusses at great length definitions of wilderness tracts, and size of a tract worth preserving.

The report concludes that unless we have an area of at least 100,000 acres we cannot appropriately meet conditions necessary for wilderness preservation.

I expect some of you thought you had to have that large an area in order to become lost. I can assure them that that is not right.

Senate 174 in its definition, page 3, line 4, merely states that a tract must be "of sufficient size as to make practical its preservation and use in an unimpaired condition."

Provision is made in subsequent sections for the inclusion of areas with a minimum of 5,000 acres.

Would you comment on these factors a little bit more than you have in your statement and specifically give your opinion as to whether there should be a size limitation specifically set forth in the bill for wilderness tracts designated for preservation?

Secretary FREEMAN. As you well know, sir, we have felt that 5,000 acres would constitute a minimum, so far as a wild area is concerned, and more than 100,000 as a wilderness area.

I do not feel bound by 100,000 acres one way or another, but I think an area of substantial size would be necessary to really create the atmosphere and accomplish the stated purposes of an area which we have tried to define as wilderness.

Mr. ASPINALL. Mr. Secretary, I want you to visit my area with me sometime. I will take you into a 20-acre tract. It will take you about as far away from everything as you can find.

Secretary FREEMAN. I will look forward to that.

Mr. ASPINALL. In your statement, you recommended that the act be amended by deleting section 11 which reserves all of the provisions of the Federal Power Act. A report on this legislation received by the committee on Saturday, dated May 4, 1962, the Federal Power Commission recommended that this section be amended so as to pre-

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serve the applicability of the Federal Power Act with respect to primitive areas only.

The Commission indicates that this is necessary in order to adequately protect the public interest in the development of water power resources through licenses issued under the Federal Power Act, and points to the fact that a potential 150,000-kilowatt project covered by a license application now pending would affect the Flat Top primitive area in Colorado.

That area is just above Glenwood Springs. I think you are acquainted with it. Can you give us your view of the Federal Power Commission's proposed modification and your analysis of the effect of construction of hydroelectric facilities in the Flat Top primitive area on the one hand as compared with the results that might flow from the denial of the application?

Secretary FREEMAN. If I may, I will ask Mr. Cliff to respond to that. I am not familiar with that development in sufficient detail to give a useful answer.

Mr. CLIFF. The proposed project on the Flat Top, as I understand it, would involve building a diversion tunnel underneath part of the present primitive area.

We see no objection to that, and we are preparing a report to that effect. We think that this is not objectionable. Under the provisions of the bill, in the language of the bill, these underground structures could be permitted.

Mr. ASPINALL. This is a transbasin diversion through the mountains from White River to the Colorado River?

Mr. CLIFF. That is correct.

Mr. ASPINALL. Mr. Secretary, would you tell us for the record the present limitations and procedures concerning the construction of access roads to properties that are privately owned within the perimeter of wilderness-type areas or of those mining locations?

In this latter regard, please indicate the extent to which the use of mechanized equipment has created problems in wilderness-type areas either during prospecting or development?

Secretary FREEMAN. Ed, you might respond to that question, too.

Mr. CLIFF. The same regulations apply to the mining and prospecting in the present wild, wilderness and primitive areas in the national forests as apply to other users.

The regulations do not permit of the use of motorized transportation by miners or anybody else in these areas now. Valid rights of people who have valid claims would continue under this bill.

On the question of ingress and egress to privately owned property inside the areas, prior to the recent decision of the Attorney General we held the view that the owners of land inside of these areas had the right of ingress and egress.

The Attorney General's opinion says, in effect, that this applies only to settlers. It is not clear, and we are studying this very intensively, just how this would be interpreted as to the mining claimants.

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Mr. ASPINALL. Mr. Cliff, this all has to do with the question of erosion as much as anything else.

The question resolves itself into a question of degree, does it not? I think you have, as I have, seen horse trails where erosion took place with excessive and constant use, which was just as detrimental to the area as a wilderness area as use by mechanized vehicles: is that not correct?

Mr. CLIFF. It is true that an excessively used horse trail can create erosion. That is one of the problems we have in these areas. We try to design our trail systems so that we can avoid that kind of abuse.

The fact that a horse trail can be damaging is not in my mind justification for permitting mechanized travel in a wilderness area.

Mr. ASPINALL. I would agree with you on that. But I think I prefaced my question with it being a question of degree of use, as much as anything else.

This morning we had a reference to part of the bill which would seem to suggest, at least, that we would have certain facilities built within wilderness areas for administrative purposes.

Is it your understanding that there will be any necessity in building facilities of any size or appreciable amount within these areas for administration purposes?

Secretary FREEMAN. The bill itself, of course, provides a good degree of discretion in connection with appropriate management, and, as such, necessary actions can be taken.

The erection of any sizable structures is not something that would be contemplated, and I think would be most unusual.

Mr. ASPINALL. Construction by Government for purpose of administration would be just as foreign to protection of the wilderness idea as construction of a facility by an individual for his enjoyment or his use; would it not?

Secretary FREEMAN. Yes, sir.

Mr. ASPINALL. Madam Chairman, I have a few pieces of correspondence. One is a letter dated March 1, 1962, addressed to me and signed by Edward C. Crafts, then Assistant Chief of the Forest Service, in answer to some problems relative to primitive and wild areas in Colorado.

I would ask that that correspondence be made a part of the record at this point. Also, I addressed a letter to the Secretary of Agriculture on April 9, 1962, relative to withholding certain administrative action by the Department of Agriculture on wilderness preservation matters during consideration of this legislation.

I received an answer on April 17, 1962, requesting an answer from me. I answered as of April 18, 1962.

I would like to ask unanimous consent that they be placed into the record.

Mrs. PFOST. Without objection, these letters will be placed into the record. Is there objection?

Hearing none, it is so ordered.

USAV-00002086

(Letters referred to follow:)

DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D.C., March 1, 1962.

Hon. WAYNE N. ASPINALL,
Chairman, Interior and Insular Affairs Committee,
House of Representatives.

DEAR MR. CHAIRMAN: In response to the inquiry of February 27 from Mr. Pearl of your staff, the following is the listing of wild and primitive areas in Colorado and the elevational range of each. There are no wilderness areas in your State.

Wild areas	
Name	*Range in elevation (feet)*
Maroon Bells-Snowmass	9,000–14,300
Mount Zirkel-Dome Peak	8,900–12,200
Rawah	9,000–13,000
West Elk	6,500–12,900
La Garita (reclassified Nov. 22, 1961, from La Garita-Sheep Mountain Primitive Area)	10,000–14,100

Primitive areas	
Name	*Range in elevation (feet)*
Flat Tops	8,000–12,200
Gore Range-Eagle Nest	9,000–13,400
San Juan	8,000–14,000
Uncompahgre	9,700–14,300
Upper Rio Grande	9,500–13,800
Wilson Mountain	9,500–14,200

If you need additional information on these areas please let me know.

Sincerely yours,

EDWARD C. CRAFTS, *Assistant Chief.*

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
HOUSE OF REPRESENTATIVES,
OFFICE OF THE CHAIRMAN,
Washington, D.C., April 9, 1962.

Hon. ORVILLE L. FREEMAN,
Secretary of Agriculture,
Department of Agriculture,
Washington, D.C.

DEAR MR. SECRETARY: As you know, we have scheduled hearings to be held by the Public Lands Subcommittee on S. 174 and similar bills designed to establish a National Wilderness Preservation System. It is therefore possible that action on such legislation may be completed this session of Congress.

It is suggested that further administrative action by you or the Forest Service to either create additional wilderness-type areas or change the status of such areas, for example from "primitive" to "wilderness," be suspended during the remainder of the 87th Congress or until action on Wilderness Preservation System legislation is completed. Your concurrence will assure Members that the status in existence at the time of consideration of the measure in the committee will remain at the time of possible enactment.

Sincerely yours,

WAYNE N. ASPINALL, *Chairman.*

DEPARTMENT OF AGRICULTURE,
Washington, D.C., April 17, 1962.

Hon. WAYNE N. ASPINALL,
Chairman, Committee on Interior and Insular Affairs,
House of Representatives.

DEAR MR. ASPINALL: This is in response to your letter of April 9 suggesting that we suspend action involving the establishment or reclassification of wilderness, wild, or primitive areas on the national forests pending congressional action on S. 174.

USAV-00002087

We appreciate the desire of your committee to act upon S. 174 on the basis of a definite number and acreage of wilderness, wild, and primitive areas on the national forests and that it would be disrupting to your deliberations to have any changes made in these areas while you were considering S. 174. We will be glad to suspend administrative action affecting the size and classification of these areas until the 87th Congress adjourns.

Presently there are three primitive areas for which public notice of intent to reclassify has been given and public hearings have been held on two of these with final decisions still pending. We are also being urged to hold a public hearing regarding modifying an existing wild area. If we are pressed for a reason to explain further delay in acting upon these, we would like to feel free to advise interested parties of your request for suspension of action. In this connection, we suggest that it might be advantageous to both of us for you to publicize your request and our agreement.

Sincerely yours,

FRANK J. WELCH, *Assistant Secretary.*

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
U.S. HOUSE OF REPRESENTATIVES,
OFFICE OF THE CHAIRMAN,
Washington, D.C., April 18, 1962.

Hon. FRANK J. WELCH,
Assistant Secretary of Agriculture,
Department of Agriculture, Washington, D.C.

DEAR MR. WELCH: Thank you for your prompt acknowledgment of my letter of April 9 and your agreement in my suggestion that there be no changes made in the wilderness-type areas during consideration by the committee of legislation designed to establish a wilderness preservation system. You certainly may feel free to advise interested parties of our request and your agreement therein.

I concur in your suggestion that it would be advantageous to "publicize" this agreement. Accordingly, I plan to make reference to it during the course of the hearings by the Public Lands Subcommittee and to offer for the record of the wilderness hearings our exchange of correspondence.

Sincerely yours,

WAYNE N. ASPINALL, *Chairman.*

Mrs. PFOST. The Chair recognizes the gentleman from Pennsylvania.

Mr. SAYLOR. Thank you, Madam Chairman.

Mr. Secretary, I take this opportunity to welcome you before this committee. As the chairman states, we have jurisdiction over all the national forests created out of the public domain, but due to certain rules and regulations, most of the legislation which the Department sends up here ends up before the Agriculture Committee.

I do, on occasion, see the Chief of Forest Service, his predecessor and now Mr. Cliff, and I want to commend you on the man you have picked for this job.

I feel personally you have picked a very able individual.

Secretary FREEMAN. Thank you.

Mr. SAYLOR. I would also like to commend you on your statement which you sent to the committee on April 5, and say that you are continuing what your predecessors have done since 1956 when I was among those that introduced the first wilderness bill.

That is to submit a favorable report. I am delighted with your report.

Let me ask you this: In the establishment of wilderness-type areas which have been in effect for 37 years in the Department of Agriculture, has there been any evidence of pressure by local groups to have the Department of Agriculture change the classification that you have given to an area?

USAV-00002088

Secretary FREEMAN. Yes.

Mr. SAYLOR. And each time that that pressure has been placed upon the Department, is it not to remove the protection that Secretaries of Agriculture have placed about certain segments of our national forests?

Secretary FREEMAN. Yes.

Mr. SAYLOR. Do you find, Mr. Secretary, that there is more pressure to remove areas from the wilderness classification than there is from the wild, primitive, or canoe areas?

Secretary FREEMAN. No. I think they have generally been pretty much the same. We have administered them pretty much the same.

Mr. SAYLOR. I believe that the records of the Department of Agriculture will indicate that in the past 37 years there has only been one area where it has been necessary to change its basic classification and remove it from this protection; is that correct?

Secretary FREEMAN. That is my understanding.

Mr. SAYLOR. Would you, for the benefit of the record, or Mr. Cliff, give us the area and the history of that project?

Mr. CLIFF. Actually, there is this one example, and then there is another circumstance I might comment upon.

The one I am sure you are referring to is the Mount Shavano primitive area, which was established in 1932 in Colorado, about 32,000 acres.

At the time it was established, it had mining claims in it, but it was an old mining area and it appeared at that time that it had been worked out or there was no further interest in mining.

During the war, there was a revival of mining activity and the area was churned up with mining roads, bulldozer prospecting, and that sort of thing, until it no longer met the qualifications as a primitive area, and it was discontinued as such in 1944.

There was one other area in Washington that was transferred over in large part to the Olympic National Park when it was established.

There were three small segments remaining in the national forest, no one of which qualified by itself as a wilderness area, and the remnants were discontinued.

That is the only other exception.

There have been some eliminations, boundary changes, and some additions in the reclassification procedure, as we proceed to reclassify primitive areas into wild or wilderness areas.

Mr. ASPINALL. If my colleague will yield to me, in regard to the Shavano area, would you say, Mr. Cliff, that perhaps that was too hastily taken into the primitive area classification, or was it the use demanded of it during wartime that made it impossible of administration?

Mr. CLIFF. In restrospect, Congressman Aspinall, I would say that that was one area, because of the presence of rather large numbers of mining claims and a mineralized history, that possibly a mistake was made in classifying it in the first place.

In the reclassification of the 38 remaining primitive areas which constitute over half of the national forest wilderness-type system I certainly think we must take into account the presence of patented land and mineralized areas, and unpatented mining claims.

Mr. ASPINALL. Of course, this particular area has gone back to the status in which it was when it was first created as a primitive area

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now, and there is no particular mining activity going on in that area at the present time.

Mr. CLIFF. It has subsided, and the area, insofar as the Federal land is concerned, is managed as any other national forest land would be managed.

Mr. ASPINALL. With recreational facilities which are necessary to its enjoyment for that purpose.

Mr. CLIFF. I am not sure whether developed recreational facilities are there. It is rough, mountainous area, as you know. We may have some developed recreational areas in it, but I doubt it.

Mr. ASPINALL. Thank you.

Mr. SAYLOR. Mr. Secretary, when I left this hearing this morning and went over to the floor, I was accosted by two Members of the House, one from each of our major political parties, with some rather startling accusations.

They accused me of supporting a bill which had as its main purpose the retention of allowing the Secretary of Interior and the Secretary of Agriculture to take hundreds of thousands of acres of land that are now in private ownership, indiscriminately classify them as wild, wilderness, primitive or canoe areas, and to disrupt communities wherever they may be found, and to ruthlessly place all of this land in wilderness classification.

I want to ask you as the present Secretary of Agriculture whether or not, in the performance of your duties and in preparation of this report there is any intention upon your part to classify any areas as "wilderness," "wild," "primitive," or "canoe" that do not presently come under your jurisdiction?

Secretary FREEMAN. No, sir.

Mr. ASPINALL. In other words, what we are talking about, Mr. Secretary, is a bill which will give the status of an act of Congress to the acts of Secretaries of Agriculture and Interior for the past 37 years?

Secretary FREEMAN. That is correct.

Mr. ASPINALL. Mr. Secretary, I want to commend you for the manner in which your Department is handling these affairs. I certainly wish you well in continued management of them, and I look forward to the successful passage of this bill which your recommend.

Secretary FREEMAN. Thank you.

Mrs. PFOST. The Chair recognizes the gentleman from Alaska.

Mr. RIVERS. Thank you, Madam Chairman.

Is grazing allowed in primitive areas?

Secretary FREEMAN. Yes.

Mr. RIVERS. Does that apply to the so-called wild areas also?

Secretary FREEMAN. Yes.

Mr. RIVERS. I want to be sure I understood you correctly. At the beginning of your testimony or during your prepared statement I think you stated that you thought that wild and primitive areas should be included in wilderness, in the course of this period of time, and then be reviewed to see how much should be kept.

Did you say that?

Secretary FREEMAN. What I said was that the present primitive areas, the present classification, which, generally speaking, is administered the same as wilderness areas, these would be reviewed within the time limits set down in this bill, and a recommendation made to the Congress as to whether they should continue to be administered as a

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part of the wilderness system or should be eliminated and administered as other national forest status.

Mr. RIVERS. Very well. Then you were speaking generally about all categories, "primitive," "wild," and "wilderness"?

Secretary FREEMAN. Yes, sir. When this process was through, there would be no more primitive areas. There would be "wild" or "wilderness," and the demarcation would be one of size.

The primitive areas would then have been classified, which is a process that we have been pursuing for some years to determine whether a primitive area should be, in a sense, finalized as a wilderness area or otherwise.

That would be done under the procedures set down in this bill, with a time limit set on it which would work out, I think, to about 14 years.

Mr. DOMINICK. Would the gentleman yield on that point?

Mr. RIVERS. Yes.

Mr. DOMINICK. I was struck with the same comment as the gentleman from Alaska, Mr. Secretary, particularly in your statement on page 4, where you say that the bill would include all wilderness, wild, primitive, or canoe areas, and that you then decide whether they should be excluded within the next 10 years.

This is the exact reverse of what I understood the Secretary of the Interior recommended; namely, that we ought to include more as we go, rather than exclude it.

Secretary FREEMAN. I think in a sense it is. We presently have a number of areas classified as "primitive." They are administered according to the same standards as wilderness areas.

Mr. DOMINICK. Let me ask you a question right there, if I may.

Are you going to recommend that we include those within a wilderness status immediately before they have been classified?

Secretary FREEMAN. Yes. That is, pending their review within a fixed time limit as to whether they should be in or out.

Mr. DOMINICK. You are recommending that we put them in and then if we do not like them later we take them out?

Secretary FREEMAN. Not exactly. We are recommending that you put them in and then we review and make a recommendation to you as to whether they should stay in or come out.

Mr. RIVERS. The gentleman from Colorado reached the same point I was trying to arrive at.

That was that the Secretary of the Interior stressed that this would be a review procedure and that the status quo would not be changed or he did not think should be changed pending such analysis, study, and review.

If this is a study proposition, why do you conclude that you should make all this wilderness right now and then decide whether it should be kept in or not?

Secretary FREEMAN. As a practical matter, these areas are now in a status and are operated on a comparable basis as a wilderness area. So there is no distinction.

Mr. RIVERS. You have grazing in the primitive. I do not think you would have grazing in wilderness; do you?

Secretary FREEMAN. Yes, we do.

Mr. RIVERS. Would that continue in connection with wilderness?

Secretary FREEMAN. This does not really involve "rocking a boat," as it were. It merely says, in effect, that we freeze these as they now

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stand, in effect, and review them within the time limits set down in the bill.

We, in effect, are mandated to make such recommendations within that time limit which will expedite it.

Mr. RIVERS. How do you freeze those? By Executive order prior to the passage of this legislation, or immediately afterward? How?

Secretary FREEMAN. Do you mean after the passage of the bill?

Mr. RIVERS. You have the authority between now and the time the bill passes to proceed with some of these changes that you are talking about, but I thought perhaps with the pendency of this legislation you would wait to do some of this reviewing before you took any further steps along that line.

I am a little puzzled by your statement that you would make all these wilderness and then decide later what to exclude.

What I am getting at is this: Is this going to be by an Executive order prior to the passage of this bill or under the purview of the bill after the bill is passed?

Secretary FREEMAN. Let me say I do not think this makes very much difference one way or another.

They will remain in the same status during the given time period. As it now reads, and the statement reads, they would be in the wilderness system, subject to declassification.

We can go from the other end and they can remain primitive areas subject to upgrading within a given period.

I do not think it makes any difference. I think Mr. Cliff said to me he has had discussions with some of you ladies and gentlemen on the committee to the effect that they could, and in all likelihood would, be left as is. That would be an easier way to do it.

Mr. ASPINALL. If my colleague will yield, if this committee saw fit to determine what present wilderness, primitive, wild areas, and canoe areas, where there are no questions as to such uses as mining and forestry, and so forth, to make all of those areas permanent wilderness areas as of the present time and then leave the others for a determination by Congress and the Executive later on, what would be your reaction to that procedure?

Secretary FREEMAN. I am not quite sure I have clear all the implications, Congressman, of your question.

First, I believe in almost every wilderness area there will be some questions of alternative uses. Second, I gather that your hypothetical is that there would be a broad area of agreement on most areas and some might be excluded for then separate, independent congressional action rather than the procedures set down in the bill.

Mr. ASPINALL. In line with the procedure as determined upon in the legislation.

Secretary FREEMAN. The procedure as set down in the legislation?

Mr. ASPINALL. No, I say in line with the procedure for these future determinations.

In other words, these individual cases would be handled according to the procedures that the legislation provides otherwise than just encompassing them all at the present time.

Secretary FREEMAN. Do I understand that there would be for those areas about which there might not be an easy agreement reached, then, a separate congressional act for each one?

Mr. ASPINALL. That is right.

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Secretary FREEMAN. This, of course, is counter to the precedure which is set down in the bill, which I have come here to indicate my support for. As such, I hope the bill will pass, and as such, I hope it would be handled as set down in the bill.

Mr. ASPINALL. I congratulate you on being a very good representative of the executive department.

Mr. SAYLOR. Will the gentleman from Alaska yield?

Mr. RIVERS. I will.

Mr. SAYLOR. I will say I can agree with that and I can see a curve thrown by an expert pitcher.

Secretary FREEMAN. I could see it was not a curve.

Mr. ASPINALL. I had no intention of curving or using two barrels.

Mr. CLIFF. Could I comment on the question just to one point?

He asked if we were going ahead to reclassify some of these primitive areas during the pendency of this legislation.

We would have authority to do that under existing authorities, but Chairman Aspinall has written a letter to the Secretary of Agriculture asking that pending reclassification actions be held up while this bill is being considered, and the Secretary has responded in agreement with that for the balance of this session of Congress.

Mr. ASPINALL. Those are the letters that were placed into the record.

Secretary FREEMAN. Yes.

Mr. RIVERS. Then, Mr. Cliff, when would the rapid fire inclusion of primitive and wild into wilderness occur, then?

Would it be immediately after the passage of this bill?

Secretary FREEMAN. If this bill passed in the form in which it is now presented, we would have 10 years in which to recommend reclassification of the primitive areas into wild or wilderness classication.

Mr. RIVERS. I understood the Secretary to say, though, that would be done rather promptly and you would have the 10 years in which to decide whether to start the exclusion process.

Secretary FREEMAN. The Congressman is really asking whether we in the Department with the passage of this bill would, on our records, for example, and for purposes of description, immediately classify everything as wilderness area rather than some as primitive area.

That is what you are asking?

Mr. RIVERS. I do not know whether it is for purposes of description or not. I mean just classifying or changing the status of it. That is what I am talking about.

Secretary FREEMAN. Inasmuch as the status and the administrative operation is the same for each, it would not involve any difference in the handling of each.

Under this bill, I think it provides that all of these would be considered as wilderness while those areas that are now described as primitive are individually reviewed and appropriate recommendations for the action of Congress made.

Mr. DOMINICK. Will the gentleman yield?

Mr. RIVERS. Yes.

Mr. DOMINICK. It seems to me apparent that if you include within this bill lands now classified as primitive, you will not be able to use any of those primitive lands for any of the purposes that they might have been subject to use for before.

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I am not talking about existing rights. I am talking about subject to use.

Secretary FREEMAN. I do not believe there are any uses that we, under present operating procedures, would permit to take place in a primitive area that would be permitted to take place one way or another under this act in a wilderness area.

I do not think it really makes any difference.

Mr. DOMINICK. How about mining?

Mr. CLIFF. Mining would be affected in that if this act passed in its present form it would remove the authority of mineral locators to locate mining claims.

The existing valid rights would continue as they are now.

Secretary FREEMAN. But that would cover all this land whether we set it down as primitive or wilderness or not, in terms of its classification.

This is the point I am making. If you will pardon me, I do not think it makes any difference. We would be pleased to classify it either way.

Mr. RIVERS. It would not matter which you would do, whether you proceeded to do all of your studying and reviewing before such a change or whether you did it ahead of time and then started the exclusion process.

I might say that I prefer to see this carried through on all fronts as a review and as a study, and an analysis, with a conclusion reached, and not a conclusion jumped to and then the elimination process set in.

That is just my preference, which I express for the record.

That is the last of my questioning, Madam Chairman.

Mrs. PROST. The gentleman from Washington.

Mr. WESTLAND. Madam Chairman, I wanted to associate myself with the earlier remarks of the chairman of the full committee, Mr. Aspinall, when we discuss the preservation of our present wilderness system.

The gentleman from Pennsylvania has mentioned some wild remarks of a couple of our colleagues on the floor of the House, mentioned off the record, as to what was intended in this legislation.

I am sure those gentlemen were wrong. But on the other hand, I am sure all of us have received many letters and pleas to preserve our wilderness system.

I am gratified with the testimony you have presented, Mr. Secretary, and that which Mr. Cliff has presented, to show that our wilderness system is being preserved. In fact, it is being added to rather than taken away from.

You mentioned one deletion, you might say, out of some 32 wilderness areas that you have created. You created a wilderness area in my district in 1960.

I believe you have under review at the present time the so-called North Cascades Primitive Area, for possible dedication of that area, some additional 850,000 acres as a wilderness area. But I think the testimony which has been presented should be reassuring to the many people in the United States who are worried about the preservation of these wilderness areas.

It seems to me that under the present method of operation things are moving along quite well in that preservation.

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This legislation, as the gentleman from Alaska discussed, would do some very definite things, and it would make every primitive area automatically a wilderness area upon passage of the bill.

It says that you can make a review. It says the Secretary shall make a review and he shall report his findings to the President. Then the President shall advise the House and the Senate of his recommendations.

Perhaps he has no recommendations. Then if the Congress does not like the things that have been done, then they can try to pass a resolution in opposition to the action of the President, which would be like me trying to strike out Roger Maris.

These things are very important for the edification of both sides of the argument on this proposed bill. I come from an area where timbering operations are an extremely important part of our economy. I think the lumber industry provides about 50 percent of the income of the State of Washington.

Yet, I find no good forester who opposes wildernesses as such, not one. I find also many people who want to say, "How much? How much of this are you going to do?"

They automatically take all primitive areas and arbitrarily make them a wilderness.

Then we say, "Wait a minute." This does not pertain to you, Mr. Secretary, because I mentioned earlier on national parks, any continuous acreage of 5,000 acres or more that does not have a road automatically becomes a wilderness, and I am not so sure that the park people, themselves, want that.

The gentleman from Pennsylvania mentioned earlier that these parks belong to everybody in the United States, and with that I agree. But I think the management of these areas very seriously affects the lives of the people who live in those vicinities, and they should receive some consideration.

A wilderness area, with perhaps a few hundred people a year going into it, is not in the best interests of the economy of the area certainly: whereas, in our Olympic National Park there is a great attraction, and it will continue to be greater.

There should be some way we could have a common meeting ground in this area. I think the national forest administration, in its theory of multiple-use, is excellent. All of us westerners, I believe, subscribe to that. This is what we want to see, multiple-use for the best interests of the most people.

In considering this legislation, I think all of us are going to try to take that attitude.

I have nothing further, Madam Chairman.

Mrs. PROST. The gentleman from California.

Mr. JOHNSON. Thank you, Madam Chairman.

I have one or two questions I would like to ask, Mr. Secretary. I happen to represent an area that has a great deal of this potential in it.

It has some of the facilities now. We have some national forests, some national parks, national monuments. We have some of the wild, wilderness, and primitive area country.

I would like to know just how they would treat the fire situation that might originate in one of these primitive or wilderness areas. Do you know how they are treated in the national parks at the present

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time, prior to the time some of this acreage in the national parks might come under this bill and be declared a wilderness area?

Just how do you propose to treat these areas, from the standpoint of God-made fire, which is our greatest fire hazard at the present time in California?

I watched 150,000 acres of very fine land burn up in about 3 to 4 days. We tried to do everything we could to put it out.

I am wondering just how you would treat fire in one of these areas under your jurisdiction?

Secretary FREEMAN. In each of them, and they exist now and operate now under comparable restrictions, as would be the case if this bill passed, there are plans and proposals to respond to just such emergencies.

I do not think the passage of this bill would change those plans or impede our present capacity to fight fire in these areas.

Many of them, of course, are highlands and are not as heavily wooded or quite as subject to fires, although this is no rationalization for not being prepared. We try and hit a balance.

Under the bill there is adequate discretion by way of providing access to meet such crisis. I think each area would have to be considered on its merit. We are not for the moment saying we will not do anything in that area and be helpless in the event it were struck by fire.

Mr. JOHNSON. I presume in the present time in the areas affected by fire, you do attack the fire on the primitive, wild, and wilderness areas, the same as they do in the national parks at the present time?

Secretary FREEMAN. Yes, sir.

Mr. JOHNSON. I presume you would treat disease the same way?

Secretary FREEMAN. That is correct.

Mr. JOHNSON. Disease takes as much of this area as does fire. Disease and fire know no line of demarcation between private and public or between wilderness and the other public domain.

You will continue to treat fire and disease situations as you do today?

Secretary FREEMAN. Yes. There is specific provision, retaining within the Forest Service, the authority to respond to these kind of management problems. We would continue to do so.

Mr. JOHNSON. In another matter, the Secretary of Interior this morning spoke about the watershed management and benefits within these areas.

As to the studies you people have conducted on just how a watershed is treated or how it works today under certain experimental programs, and you have found that the management of certain programs there and the management of the timber stands will further benefit that watershed, we have had this pointed out to us very vividly in these experimental areas.

I admit, the same as the fire hazard, that much of this is in the real high country where the real problem does not exist, but there are other areas where it does.

You people are trying to perfect various ways and means to treat these watersheds so that you will get the greatest yield.

You control the snow melt with certain exposures, and there are certain ways you manage the timber.

Is this all going to be foregone in certain areas?

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Secretary FREEMAN. I believe this would be subject to the same judgment and decisionmaking in the last resort by the President as would be the case in other major activities within a given area, such as mining or what have you that are specifically provided for.

In the absence of a very strong reason for doing this I think we would not engage on far-reaching and extensive kinds of upcountry planting and improvisation with water purposes in mind.

Mr. JOHNSON. I would like to have Mr. Cliff respond to a question in that direction.

As I understand it, these findings are quite substantial.

Mr. CLIFF. We are conducting research in some of these high-elevation watershed areas on the effect of different treatments of vegetation on water yield. The experimental evidence in some of the areas, such as in Colorado, indicates that water yields can be increased by the way in which timber is harvested or cut and the watershed treated.

We are not doing any of this kind of cultural work in the present wilderness-type areas in the national forests. There are many, many high-country areas where we could do this work before it might possibly be justified in any of these wilderness areas.

As the Secretary pointed out, if the situation ever got to the point where watershed treatment work were needed in the public interest, and that was more important than the preservation of wilderness values, I believe the President, under this bill, would have the authority to permit such structural work or cultural treatments.

Mr. JOHNSON. I presume the experimental plants in Colorado are similar to those being carried on in the Soda Springs area of the High Sierra?

Mr. CLIFF. Similar type studies are being made in California; yes, sir.

Mr. OLSEN. Would the gentleman yield at that point?

Mr. JOHNSON. Yes.

Mr. OLSEN. Is that kind of project being foreclosed by this bill?

Mr. CLIFF. No, sir.

Mr. OLSEN. The same activity that Mr. Johnson is talking of in the High Sierras and in Colorado could continue under this bill?

Mr. CLIFF. I believe that type of work could be permitted if in the judgment of the President that was more important than to exclude it.

Mr. JOHNSON. That could only be carried on under an Executive order or a decision of the President?

Secretary FREEMAN. That is correct. I think the point here that Mr. Cliff made which might be overlooked is that this experimental work is taking place now in lots of the national forests to determine its effectiveness and validity.

There are plenty of more areas to go with useful purposes to be served before we would get to the question of in a wilderness area, per se.

If it got to a wilderness area, per se, it would require the procedure set down in the bill for Presidential directive.

Mr. JOHNSON. In the wilderness areas that are now in existence, could an amendment be placed in this bill to set aside an area within a wilderness area that has been designated as a "wilderness area" by you as Secretary of Agriculture?

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Secretary FREEMAN. I am sure that this Congress can do anything it wishes in this bill.

Mr. JOHNSON. They can?

Secretary FREEMAN. I mean in its passage; anything that you pass, that is it.

Mr. JOHNSON. Then you would say that if there was a higher use for a given area that is now in wilderness, which has been declared by the Secretary of Agriculture and set aside as a wilderness area, this bill could provide that it be taken out?

Secretary FREEMAN. It provides the same procedure for taking out as it provides for putting in.

Mr. JOHNSON. A wilderness area, not a primitive area?

Secretary FREEMAN. That is correct. We would asume that after a while everything would be wilderness area, and procedures then within the bill would provide if we wanted to add more land the Congress could do so, and if you wanted to take some land out, the Congress could do so, too.

But it would take an act of Congress to do that. Minor boundary adjustments could be done under the procedure set down in the bill.

Mr. JOHNSON. Say that you wanted to take out a sizable area from a present wilderness.

Secretary FREEMAN. This would require an act of Congress.

Mrs. PFOST. Will the gentleman yield there?

Mr. JOHNSON. Yes.

Mrs. PFOST. Suppose, however, that we recognize some boundaries may need to be changed, could there not be a provision that those deletions be made when the review is completed?

Secretary FREEMAN. Yes, ma'am. There is, and the bill specifically provides for doing this.

The question becomes what is minor? and what is major? and what is small? and what is sizable? I am very sure that if it were very sizable there would be enough interest and concern that it would become the subject of independent congressional action under the bill, as a practical matter.

Mr. JOHNSON. That is what I am talking about here, as it might affect a wilderness area. If it were sizable, it would have to be spelled out in here, as an amendment to this particular act.

Secretary FREEMAN. It would undoubtedly be a subsequent act, in all probability, an independent act by Congress, if it were sizable.

Mr. JOHNSON. Could not it be included in this bill, this particular bill?

Secretary FREEMAN. This is a good question that I offhand cannot answer, whether we could go beyond our present wilderness or primitive areas under the province of this bill.

I do not believe so, as I read it.

Mr. JOHNSON. That is what I am trying to determine.

Secretary FREEMAN. Of course, if the Congress puts the language in, we can do anything.

It is my understanding that as it now stands, under the procedures outlined here in this bill, we are limited to the present wilderness and primitive areas, and anything beyond that would require separate action by the Congress.

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Mr. JOHNSON. That is quite true. But what I am asking is could we write in a provision where we would exclude a sizable area within a present wilderness area which has been declared such by you as Secretary of Agriculture, or your predecessors?

Secretary FREEMAN. Yes, sir.

Mr. JOHNSON. In the study of these primitive areas that have yet to be designated as "wilderness areas," and the leeway is up to 10 percent, or thereabouts, as you stated, how much consideration will be given to a study of certain boundaries as to a higher use by you as Secretary of Agriculture?

Secretary FREEMAN. I could only answer that, Congressman Johnson, by saying that the history of the Forest Service in attempting to administer the multiple-use principle with proper concern for varying kinds of uses, has, I think, been a good record and one that we would want to continue.

We would give very careful attention, in any event, to alternative uses.

Mr. JOHNSON. In considering the public lands as the highest use possible, I presume that would be the determining factor. For the present time, you set these aside as a primitive area. I want to talk a little bit about the winter sports development and potential within the United States.

After two successful stagings of the Olympics, one in the State of New York and the other in California, I presume there will be others held in the United States in various other States.

In these areas, naturally, if you want to go to a prime resource, you have to take it to a pretty high elevation, to meet the standards, qualifications and assurances of a good development. There are only a few of those sites throughout the United States.

The more we are developing in that direction, the more of these sites are necessary to meet the needs of the people. Certainly the people want this type of development. To them it is the highest use that can be made of the area, almost, because when it is used as a winter sports development in the wintertime, it generally becomes a very fine recreation area in the summertime.

To certain interests in this country, they look to that as being just as essential as the wilderness area to the wilderness people.

I say there can be plenty of area set aside as wilderness. I have had certain experiences with areas where I have said that an equal amount of area could go into primitive or wilderness area in exchange for what might come out for this higher use.

I would certainly like to see when these studies are made that real consideration be given.

In 1932, when these were set aside, we did not have any winter sports in the United States to speak of. But since the late 1920's and now up into the 1960's, we are seeing this grow as a very vital industry.

When you look at this from the standpoint of recreation, I think it is some of the cleanest recreation that we have. I think the people that participate in winter sports, no matter what activity, whether it be skating, skiing, or just plain going up into the snow, are some of the finest people in the United States, those using that type of resource.

Generally, that type of resource is at a fairly high elevation, and it is subject to consideration under this particular type of use.

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But I think with a small deviation in many cases we can protect some of those areas for this type of development. Certainly, I do not think we should have to go to Europe, when we have it right here in the United States.

There are areas here that if we are allowed to develop under proper supervision and proper planning, proper zoning, I think they could develop into greater areas than are in Europe at the present time.

They will never have the history, because the history is going to have to be recent history. But, as far as the facility, it will be just as good and have just as long a season. We are getting the masses of people moving into some of these areas where we will have to provide some of this type of facility.

I would like to hear you say just how you are going to look at this particular growing industry and activity in the United States.

Secretary FREEMAN. I can assure the Congressman that we will give it very, very careful, thorough and detailed consideration.

Your calling this to our attention is most appropriate and very well stated.

On the one hand, although I am not an expert, I enjoy winter sports and skiing a bit myself. I know how crowded they are and how difficult it is to get to some of the places where these sports can be enjoyed.

On the other hand, there is no question but what there is enormous pressure for winter sports, and there will be a lot more. This is a factor which will receive very active consideration, and which must be balanced against some of the other factors.

We will not for a moment discount or ignore or minimize mass use of areas, and winter sports is one of those uses which needs to be further developed.

Mr. SAYLOR. Will the gentleman from California yield?

Mr. JOHNSON. Yes.

Mr. SAYLOR. Notice he said that these uses did not exist in 1932. Is that because of the fact that in 1932 you did not have snow?

Mr. JOHNSON. No, I did not say that. I qualified it later on. I said the late 1920's. We have had winter sports in California, in California's more recent state of growth, and I do believe it started way back in the area of Lake Tahoe.

California's first request for consideration was in 1928 when they appeared before the U.S. Olympic Committee, when it was given to Lake Placid, N.Y.

I want to say that we had very little in the way of winter sports facilities until the snowplow came along in about 1930 or 1932. I think it was Dr. James Rolfe, who fought the battle for the snowplow. When he fought that battle, he opened up the whole Sierras to winter sports development.

Since that time, they have perfected snow removal. You are able to get in after a week or a day-long storm immediately into those areas. Believe me, they use them.

Mr. SAYLOR. I believe they use them, but I want to say to the witnesses before us, a former Governor of a great State, that they also have some snow up there in Minnesota, too.

Mr. JOHNSON. That is correct. This should be considered on a nationwide basis.

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There is another matter, and we are confronted with this in two areas. I was glad to hear Mr. Cliff say that he had no objections to the tunnel that might provide for a water diversion. We might have this same situation, and I am speaking now about our own area in California.

We are desperately in need of water. We are going to have to transport water from one end of the State to the other. Lord knows where we might have to drive a tunnel. I was glad to hear you, Mr. Cliff, say that this would not conflict with the wilderness areas as it related to Colorado.

We might have to do the same thing in the way of driving a tunnel. We have had considerable opposition in California to a pass across the Sierras, known as the Mammoth Pass Highway. Recently the Forest Service included that in your road system.

There is a corridor provided at the present time. It is not in the wilderness or primitive areas, but there is a lot of objection to any new pass going through that particular area.

Maybe to satisfy many of the people we might have to tunnel it, if the pass is absolutely necessary. Tunneling might not come at the place where the corridor is at the present time. It might be some other area.

I think, whether it be a water development or a highway, you probably would not have any objections providing it did not touch the wilderness area boundary, if the tunnel were placed through.

Secretary FREEMAN. Obviously, we come down to discretion and judgment, but on page 17, line 8, it reads:

> If such activity or subsurface use is carried on, in a manner which is not incompatible with the preservation of the wilderness environment.

I could visualize many such circumstances.

Mr. JOHNSON. I would like to have your comment as to what this means.

Secretary FREEMAN. It is very difficult to say what it means in abstraction. I think we would have to apply judgment to a given set of circumstances. I think it makes it quite clear that the preservation of the wilderness environment is of primary concern, but it also makes it quite clear that other considerations are to be kept in mind. As Mr. Cliff said a moment ago in connection with the tunnel, in the instance which he described, we did not see any conflict. I am not familiar or I don't know whether it ties in with the circumstances that you referred to a moment ago, I am not familiar enough with that to know.

Mr. JOHNSON. That is a reality, both of those, the diversion of water from one side of the Sierras to the other, and the same thing as to a new pass through the Sierras. There was a corridor set aside for that purpose. There is a lot of opposition to it in California. Whether that will come into being or not, I don't know. But there is a possibility of a tunnel. Today it is not the job it used to be to tunnel a mountain. They are doing it in Europe, we are doing it in certain areas of this country and throughout the world. They are long tunnels and they serve a real purpose in getting people from one area to another. The most recent one being put through in Europe is under a great mountain over there. If they can put them through over there, I guess we can put them through here in this country. We would

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probably get away from a lot of our snow removal costs and other hazards that we go through in the winter months.

There is one other matter here. As a strong believer in the multiple-use principle that we put through the Congress, and having a lot of that type of area in my congressional district, I see many of the higher uses coming into reality now. There was a time when we figured that those were the mountains. Today, many, many people want to use those mountains in various ways. When the Forest Service set aside homesites in certain areas, where they set aside resorts in certain areas, there comes a time when there is a higher use to be made of that land and they put it into the higher use and ask the other person to get off. They open it up to the public use, where it will serve a greater need, a need of the public.

Just how are we going to consider some of that, in some of these cases, where these primitive area boundaries have not been set as yet?

I have in mind, and you people in the Forest Service have served notice on some probably 150 to 200 people, and you anticipate the same thing happening to many others, I presume, that you are going to ask them to vacate, after a certain period of time, a certain piece of property or a certain piece of public domain that they have a special use permit on, to build a summer home, a resort. I am wondering just how much consideration are we going to give to this. I think people are to be considered in this. I think the higher uses and the public needs must be met out of these public lands, if possible.

I would like to hear just what you people have to say about that. You have actually served notice on these people. You are starting to plan to notify a good many more. I have heard from a good many in my district. I don't know about anyone else. Maybe it is only happening in California at the present time, but have a lot of disturbed people out there.

Secretary FREEMAN. Number one, I know of no areas which are presently under lease and are being used by private citizens that would be in primitive or wilderness areas.

Mr. JOHNSON. What I am saying is this: that some of the boundaries come pretty close to certain areas, and people are being moved off the lower elevations. Maybe they would want to go a little higher.

Secretary FREEMAN. There are, of course, a number of adjustments taking place there as there is more and more movement for broader public use which, in your statement, you made clear you thoroughly understood. In some of these instances where there have been leaseholds which have run for some period of time, and where these areas are being developed for mass use, some of the present leases may run counter to plans to develop for these purposes. Where this is the case, pursuant to those leases those arrangements will necessarily be terminated, but with very great concern that no one is dispossessed, in a sense, unless it is absolutely essential.

After all, this has been a lease at a very nominal fee over an extended period of time, and with a clear reservation that if the time came when it was needed for a broader public purpose it would be necessary for that purpose to be exercised.

Mr. RIVERS. Would the gentleman yield for a moment?

Are you speaking of the annual renewable permits for summer cottages and things like that?

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Mr. JOHNSON. Yes. The homesite development in California was quite extensive. I might say this was encouraged by the Forest Service back in the 1920's and the 1930's. I don't know how many homesites we have or resorts on special use permits, but we have a lot of them.

Secretary FREEMAN. There are many of them.

Mr. RIVERS. Now you are moving ahead and you are asking people to get off the properties. In many cases you are offering other sites but their improvements are left behind with no consideration. Probably that is one of the great concerns. But I was just wondering in certain of these areas, if we are going to set aside this much in the wilderness for a certain type person to use, I think these other people have the same right of consideration, as I do the winter sports people. Certainly we have to have mechanical equipment. In the national parks we have had quite a time to get winter sports facilities set up. They work very well. I don't know if the Badger Pass operation is detrimental to Yosemite's operation. I think it is a benefit.

Secretary FREEMAN. I have enjoyed it myself.

Mr. JOHNSON. We had the same difficulty getting this in other areas, however, they have decided to go through. There have been many objections by certain people. But there are many areas of the public domain that have to be looked at in the light that we are just not going to rule other types of development completely. I think the rights of all the people have to be considered.

Mrs. PFOST. Would the gentleman yield?

I would like to ask the Secretary or Mr. Cliff whether they consider that skiing would be incompatible with wilderness areas.

Secretary FREEMAN. Yes, generally speaking it is.

Mrs. PFOST. It would require access, would it not?

Secretary FREEMAN. It would require not only access but ski tows, lodges, a good amount of equipment and roads and other things that are not compatible with the wilderness standards.

Mr. JOHNSON. That is all, Madam Chairman.

I want to thank the Secretary.

Mrs. PFOST. I have one other question on skiing. What would your reaction be if the bill were amended to permit ski units to be put in in the wilderness area near large population centers?

Secretary FREEMAN. I think we have to make a decision, and they are very difficult decisions to make. I have had to make a couple of them. It is either going to be a wilderness area or is not going to be a wilderness area. If it is more needed for mass use in development of ski resources, it ought to be so developed and clearly so classified.

Mrs. PFOST. In other words, it comes back to the classification of which is the best use of the area.

Secretary FREEMAN. Yes.

Mrs. PFOST. I might say to my colleague from California that we will be very happy to take care of some of your skiing enthusiasts, either in McCall, Idaho, where we have a beautiful ski run, or over in Sun Valley, which happens to be just over the line in my colleague's Ralph Harding's, district. We would welcome the good people of your State of California in Idaho to use our ski runs anytime.

Mr. DOMINICK. We would be happy to have you join us in Colorado.

Mr. JOHNSON. Thank you, Madam Chairman, but I am looking for the economic developments of our State along with the recreational development of our people.

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Secretary FREEMAN. I regret that I can't get into this at this point. I will have to depend on the gentleman from Minnesota, whom I am waiting on here.

Mr. JOHNSON. I would like to get into one other thing. This recreation outlet plays a great part in how we hold our employees in our State, in the high scientific fields which have meant so much to the cold war effort. I think the great determining factor in our State in the location of a lot of these new industries has been that we have this potential and we have this development taking place. They want to raise their children there. They want to educate their children. They want to seek their recreation in our State. I think if we have this type of resource, we have to have a good look at it.

Secretary FREEMAN. I may say again that there is no doubt in my mind but one of the greatest pressures and one of the greatest needs in the years ahead of us is the provision of convenient and good outdoor recreational facilities for people, and if I may say so with due respect to California, to the other 49 States as well.

Mr. JOHNSON. I just want to make one further comment.

In your message that you gave to us here in the Congress you asked us to look to the end that we are going to divert 50 million acres or so, or something like that, to recreation. That is what I am trying to do in California. We have a lot of marginal land out there that we could put into good recreational uses.

Mr. LANGEN. Would the gentleman yield?

I don't know that we can let this whole subject of winter sports go by completely unnoticed, and I should suggest to my good friend from California that there is more than one kind of winter sports. All of them don't require high altitudes. I should say to him that the State of Minnesota affords a wonderful opportunity for the entire variety of winter sports. They are there and they are available to everyone throughout the United States. I don't believe that there is any conflict with either the Department of Agriculture or the Department of the Interior. We should be only too happy to accommodate all of those who may show an interest in the entire field of winter recreation.

Mr. JOHNSON. I find no fault with that, but you are about 3,000 miles away from my people.

Mr. LANGEN. I should say that we are just as far from your State.

Mrs. PFOST. Mr. Secretary, it is now 5 o'clock, and there are four of us who have additional questions. What is your schedule for tomorrow? Would you be available tomorrow morning at 9:45?

Secretary FREEMAN. Mr. Cliff tells me he is going to be gone. I know I have some appointments early tomorrow. I am at your service——

Mrs. PFOST. We will go off the record a moment.

(Following discussion off the record, it was agreed to proceed at this time.)

Mrs. PFOST. The Chair recognizes the gentleman from Colorado, Mr. Dominick.

Mr. DOMINICK. Thank you, Madam Chairman, I appreciate this courtesy. I do have another meeting as of 5 o'clock.

Do you see anything which would be fundamentally detrimental to the purpose of this bill if we included within its terms, to begin with, only the lands which are now classified as wilderness or wild, talking about Forest Service lands, with a provision that the primitive

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lands would be kept within the use privileges that are specified under section 6 of the bill, would be classified, and then you would recommend, as classification is continued, specific ones to the Congress for inclusion in the wilderness system?

Secretary FREEMAN. I could only respond to that by saying that one of the purposes of this bill which I support is to extend the protection of the official classification by the Congress to the present primitive areas, and to the extent it does not do that, it falls short of the purpose for which it was drafted and the purpose for which I am here to support it.

Mr. DOMINICK. Even though the uses of the primitive lands in the intervening time would be frozen, while you did this classification?

Secretary FREEMAN. If they were frozen, it would have the same practical effect, I suppose, except that there are certain provisions within this bill that would then not apply, and, as such, it would fall short of what had been intended.

Mr. DOMINICK. Do you feel that excluding the primitive areas is going to be of substantial detriment to the wilderness system?

Secretary FREEMAN. There are a substantial number of primitive areas. There are 38 such areas and 7,852,958 acres which is extensive and important.

Mr. DOMINICK. The reason I brought this question up, as you know, is that the major portion of this dispute has arisen, it seems to me, over the classification of primitive lands now as wilderness lands, which would have the effect of changing permissive uses which are now there, particularly in the mining field.

It occurred to me that this might be a method for trying to classify these lands on a proper use basis, getting the Department to move as rapidly as possible on them, and get them in at a later date as you classify them. Some of these you may not want to put in at all, as you have testified yourself.

Secretary FREEMAN. Well, I think I would respond, Congressman, pretty much the same as I have already. It would fall short of what this bill would call for and what I am here to support.

As such, I would hope that the bill would apply to all of these areas, and as it mandates us we would then act promptly so that these matters would be decided once and for all.

Mr. DOMINICK. You are not taking the position that you are opposed to any amendments, are you?

Secretary FREEMAN. No, sir. That position is one I learned long ago never to take before a congressional committee or a legislative committee.

Mr. DOMINICK. I want to say this, that I think that everybody I have talked to is in favor of the principle of the wilderness system, and I certainly am myself. My question is the amount of property which you are going to include within the initial grab.

Thank you, Madam Chairman, that is all at the moment.

Mrs. PROST. Thank you.

The Chair recognizes the gentleman from Montana.

Mr. OLSEN. Thank you.

Mr. Secretary, because of the present law there isn't any need for a law to empower you to create wilderness areas, is there?

Secretary FREEMAN. No, sir.

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Mr. OLSEN. And, likewise, then, under your present authority you can preclude mining interests or lumbering interests from moving into parts of the national foresst right now?

Secretary FREEMAN. There are certain very special privileges which run to mining where we are powerless.

Mr. OLSEN. Yes, that is right. But with that exception.

Secretary FREEMAN. Generally speaking, otherwise, your statement is accurate; yes, sir.

Mr. OLSEN. And then of course the method of discovery and the method of development of mining claims for patenting are somewhat restrictive now, are they not?

Secretary FREEMAN. They have a much stronger legal basis for acting and moving than other uses that we might consider contrary to normal wilderness area uses.

Mr. OLSEN. So then with respect to this particular proposed legislation it is the mining interest that would have the most to lose?

Secretary FREEMAN. I think the main use which otherwise might take place, if this bill does not pass and cover the primitive as well as the present wilderness areas, would be in the areas where mining might follow, yes.

Mr. OLSEN. With the exception of mining, you have already said that you could create wilderness areas inside the national forests and this would preclude any other use in those areas?

Secretary FREEMAN. That is correct.

Mr. OLSEN. And there is no opportunity for congressional review under the present laws?

Secretary FREEMAN. No, sir; there is none provided for. This is an administrative prerogative that the Secretary has received from the Congress by way of a delegation of power.

Mr. OLSEN. There isn't any established method by which Congress would veto any activity of the Department of Agriculture in this area today?

Secretary FREEMAN. Congress could pass a law and restrict us, of course.

Mr. OLSEN. Yes. But this S. 174 would provide a method for congressional review of this activity that is wilderness activity?

Secretary FREEMAN. That is correct.

Mr. OLSEN. Did you say that essentially the difference between a primitive area today by your administrative description and wilderness is one of area?

Secretary FREEMAN. No. The primitive area is administered the same but it is one that we have not classified finally as "wilderness." It is a kind of interim stage along the way.

Mr. OLSEN. Is the primitive area today of the same restricted use as the wilderness area?

Secretary FREEMAN. Yes.

Mr. OLSEN. So the only difference is classification. It isn't a difference insofar as use is concerned.

Secretary FREEMAN. No, sir; just the difference of classification as it now stands.

Mr. OLSEN. For those areas, then, that are "primitive," "wild," or "wilderness" by your classification, the procedural opportunity for the Congress would be in S. 174, then?

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Secretary FREEMAN. That is correct.

Mr. OLSEN. How long ago has it been since there has been an addition to wilderness area?

Secretary FREEMAN. Mr. Cliff tells me that there has been an addition within the past year.

Mr. OLSEN. Then how long ago has it been since there has been a new wilderness area designated?

Mr. CLIFF. The same thing. Within the past 2 years we created two new areas, one a wilderness area and one a wild area.

Mr. OLSEN. You set a date of 1939 as the last time that you set forth a whole area or a single area as a wilderness area?

Secretary FREEMAN. The last time a primitive area was established was in 1939. Within the last 2 years two wilderness and wild areas have been established directly.

Mr. OLSEN. These wilderness areas, then, were from primitive areas that had been theretofore designated?

Mr. CLIFF. The Glacier Park wilderness area was one of them and it was not a primitive area before it was classified. It was an entirely new area. Wheeler Peak area in New Mexico is another. It was not a primitive area; it was a completely new area. It is a wild area. It is a smaller area.

Mr. OLSEN. This bill, then, is, however, confined to those already designated "primitive," "wild," or "wilderness," outside of national parks and outside of game refuges?

Secretary FREEMAN. Yes, outside of the Boundary Waters Canoe Area.

Mr. OLSEN. So you would be losing authority in the Department, would you? You would be losing authority insofar as creating new wilderness areas?

Secretary FREEMAN. That is correct.

Mr. OLSEN. You are giving up the authority that is in the old multipurpose act, Public Law 85-517?

Secretary FREEMAN. It goes back to the initial authority to establish national forests. It goes back to the initial authority to administer national forests, back sometime in the 1890's.

Mr. OLSEN. And S. 174 would delete from that authority?

Secretary FREEMAN. It would mean that we could not create wilderness areas without following a procedure outlined, including the affirmative action of Congress in S. 174.

Mr. OLSEN. You would have to come to the Congress?

Secretary FREEMAN. It would go through the procedure by which it would be submitted through the President to the Congress for the Congress action or failure to act. That is for minor boundary modifications. But for a brandnew area, it would take a whole new bill.

Mr. OLSEN. For a brandnew area, under S. 174 you will have less authority than you have under the present law?

Secretary FREEMAN. That is correct.

Mr. OLSEN. In these already established wilderness areas, there is an experience regarding fire. I wondered if you could tell us whether the incidence of fire is greater in the wilderness areas than in other forested areas, or less?

Secretary FREEMAN. I will defer to Mr. Cliff on that one.

Mr. CLIFF. These areas are subject to lightning fires and probably less subject to man-caused fires than other parts of the national forests

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because of their location. The main source of fire is lightning. I can't recall any catastrophic fire in any of our primitive or wilderness areas in the last 10 or 20 years. If there were any, I can't recall them. We have modified our methods of fighting fire in these back-country areas. We are moving smokejumpers. We are now using aircraft to deliver chemicals and to deliver supplies. So when we have a situation of controlling fire in these back-country wild, wilderness, and primitive areas, we just must adapt our methods to cope with that situation, which we are doing.

In the case of emergency, we do have authority to go in with mechanical equipment to the extent necessary.

Mr. OLSEN. And have these new methods proven very effective?

Mr. CLIFF. They are proving quite effective; yes, sir.

Mr. OLSEN. I wondered if the absence or the relative absence of mankind from the wilderness areas reduced the incidence of fire.

Mr. CLIFF. I think there is a relationship between the number of people using an area and the fire hazard present. I am sure of that. I will say that the kind of people who travel in these wilderness areas are conscious of fire hazards, and we have not had any undue trouble with man-caused fires in these areas.

Mr. OLSEN. Now about the income from any of these lands, or all of these lands. Is it a relatively easy matter to give us the figures on income from grazing on these areas that are wild, and wilderness, and primitive?

Mr. CLIFF. Yes, sir; we can give you that very readily.

Mr. OLSEN. I ask unanimous consent that those figures, when available, be placed in the record at this point.

Mrs. PROST. Is there objection?

Hearing none, it is so ordered.

(The data furnished follows:)

Income from livestock grazing on national forest wilderness, wild, and primitive areas

Class of livestock	Income in calendar year 1961	
	Average per animal month	Total
Cattle and horses	$0.48	$88,056.39
Sheep and goats	.10½	36,354.20
Total income		124,410.59

Mr. OLSEN. What of the income, or possible income, commensurate with good management of the watershed from timber and lumber products?

Mr. CLIFF. Well, of course, Mr. Olsen, there is no income from timber harvesting in these areas now and there hasn't been because they have not been available for timber harvesting since they were first classified. So in one sense, there would be no loss, from this source due to the passage of this bill. The resource is not now available and it wouldn't be under this bill unless some of the areas were not classified, some of the primitive areas were not classified, as wilderness.

USAV-00002108

Now, if you mean assuming that the areas were not protected as wilderness and they were all opened up for commercial use, commercial timber use, what would the income be——

Mr. OLSEN. No, I wasn't going to that assumption that quickly. I wondered if there isn't some determination of the need for the forest to remain as is, as a protection to the watershed.

Mr. CLIFF. Of course, we consider that in our classifications. We do not think that proper timber harvesting is necessarily bad for the watershed; it could be beneficial to the watershed, from the standpoint of water yield.

Mr. OLSEN. What I have in the back of my mind is the specific wilderness areas in Montana, the Bob Marshall area—well, there are several of them, but not all wilderness areas. I think of them in such terms. These areas have precipitous slopes, and harvesting of the forests would be difficult but also probably detrimental to the watershed in most of those areas.

Mr. CLIFF. There is no question but what the steep and loose soil slopes—there is no question but that timber harvesting on some of those could be detrimental to watershed conditions. But on the commercial type timberlands, that is not necessarily true.

Mr. OLSEN. Could you tell us, or have you classified, the number of acres that would be commercial timber?

Mr. CLIFF. We have never made any intensive surveys of that. Most of these areas have been set aside under one classification or another for many years. We have made some general estimates of the timber cover and whether or not it would be commercial type timber if it were available for commercial use. Our best estimates are that there would be in the 14.7 million acres of wilderness type areas in the national forests approximately 4¼ million acres of commercial, operable timberland. There is about a like amount of noncommercial, nonoperable timberland.

Mrs. PFOST. I was going to ask whether or not you would be in a position to furnish some data for the committee as to the value of the commercial timberlands within the area. You do have it in approximate acres. Would there be any way that you might put an approximate value on 4¼ million acres, or submit it for the record later?

Mr. CLIFF. We can submit that for the record, Madam Chairman. This is not a simple calculation because timber appraisal is never very simple. But we could give you some estimates on that, and we would be glad to do so.

Mrs. PFOST. I think it might be helpful to the committee.

Without objection, this information will be placed in the record when it reaches the committee.

Mr. OLSEN. I would like, along with that figure, some estimate of the investment necessary in the way of roads to extract such timber resources.

Mr. CLIFF. That would be a necessary step in estimating the value of the timber, sir. We will furnish that.

Mr. OLSEN. It would not be of any value, perhaps, if the road were too expensive.

Mr. CLIFF. That is correct.

USAV-00002109

(The data submitted follows:)

VALUE OF OPERABLE COMMERCIAL TIMBER AND COST OF ACCESS ROADS FOR TIMBER HARVEST IN NATIONAL FOREST WILDERNESS, WILD, AND PRIMITIVE AREAS

We wish to emphasize that the figures which follow are only estimates. The timber in the national forest wilderness, wild, and primitive areas has never been cruised or evaluated as is done elsewhere in timber management plans and sales programs. Because these areas are managed primarily for the protection of their primitive environment, we have not felt the need for detailed type-mapping and timber surveys, or for determination of access roads needed to extract timber resources. The estimates are based on the judgment of forest officers on the basis of their familiarity with the wilderness-type areas and knowledge of timber existing on reasonably comparable areas nearby. On this basis, we hope that the following estimates of timber values and access road costs will be useful:

(a) Estimated value on "pay as cut" basis of presently operable commercial timber in National Forest wilderness-type areas if access roads were in place	$290,000,000
(b) Estimated investment in access roads necessary to harvest this timber	170,000,000
(c) Estimated net value on "pay as cut" basis of this timber, assuming that access roads are to be constructed by operators at their expense	120,000,000

Mr. OLSEN. I have just two more questions:

These acres that have been designated as primitive, wild, and wilderness are so designated because generally that is what they are, is that not so?

Mr. CLIFF. That is correct.

Mr. OLSEN. Even in the wildlife refuges, like the Fort Peck wildlife refuge, a large part of that is essentially wilderness, is that not correct?

Mr. CLIFF. I am not familiar with the Fort Peck wildlife refuge, it being under the Interior Department, but I understand there are some rather wild areas in it.

Mr. OLSEN. That is the theory of the legislation, though, is it not, S. 174, that the areas inside wildlife refuges which would be designated wilderness would be those things that are essentially wilderness?

Mr. CLIFF. That is correct.

Mr. OLSEN. This is not a question of your trying to manufacture wilderness. It is a question of recognizing what is wilderness.

Mr. CLIFF. That is right.

Mr. OLSEN. So in the national parks, areas that are larger than 3,000 acres without roads, they are wilderness, are they not?

Mr. FREEMAN. Very many of them certainly are.

Mr. OLSEN. Do you know of any areas inside the national forests which have been designated wilderness which are not wilderness?

Mr. CLIFF. No. I think they would all meet the definition.

Mr. OLSEN. The classification that is made comes from recognizing the fact of what these areas are?

Mr. CLIFF. That is correct.

Mr. OLSEN. Thank you, Madam Chairman.

Mrs. PFOST. The gentleman from Minnesota.

Mr. LANGEN. Thank you, Madam Chairman.

USAV-00002110

Mrs. PFOST. Let the Chair say that she appreciates the gentleman from Minnesota allowing the gentleman from Colorado, who had a previous obligation, to ask his questions out of turn and ahead of the gentleman from Minnesota.

Mr. LANGEN. May I state an equally warm welcome to the Secretary of Agriculture upon his presentation to the committee, and to compliment him on his responses made during the course of the afternoon. I think they are only indicative of a wealth of public service that all of us in Minnesota are very well acquainted with.

I shall try to be very brief, Mr. Secretary, in the interest of time, with the questions that I have.

Having listened diligently to most of the discussion during the course of this day, there are two items that have somewhat attracted my attention. First of all, the wilderness type areas are not disappearing at a tremendous rate, as we have occasionally been led to believe, and, secondly, the number of responses to so many questions that nothing much will be changed, in that the designated areas of wilderness, wild, primitive and so on in many instances are managed and do provide for a number of the same provisions that would be affected even if this bill were enacted.

Now, if I may refer a couple of these items specifically to Minnesota, the indication is here that there may be some 886,000 acres of land in Minnesota that would be classified as being the wilderness type areas. A substantial amount of this land is non-Federal land at the moment, and there is presently a procedure in progress to obtain by purchase and by exchange this land at the present time, as authorized by Congress under previously passed legislation.

Mr. OLSEN. Would the gentleman yield there?

I am really interested in how much of the area you speak of, the 800,000 acres, is in non-Federal ownership.

Mr. LANGEN. The statement by the Department indicates as follows: The total non-Federal land is 275,000 acres. Over one-half of such lands are in the boundary waters new area of Minnesota. So I would assume that would be about 187,000 acres.

Mr. OLSEN. And you speak of that as private ownership?

Mr. LANGEN. No, that is non-Federal lands, which means that some of it may be State owned, county owned, and some private lands, yes.

There have been moneys appropriated for the acquisition of these lands.

My question relating to that is this: If this bill is passed, first of all will it affect any kind of change whatsoever relative to what is going on there now?

Secretary FREEMAN. No.

Mr. LANGEN. Will it not?

Secretary FREEMAN. No, sir.

Mr. LANGEN. Then may I ask, let's suppose that a comparable circumstance existed in other wildeness type areas, and in which it was necessary to convert non-Federal or private lands to Federal lands. Could that be accomplished by the passage of this bill, or would it necessitate legislation comparable to what has been passed applicable to the Minnesota situation?

Secretary FREEMAN. I think you would have to know the particular situation. Under this bill, the rights of private landowners as

they now have them vested are protected and I think your question runs to the question of private ownership within the area and how it might become a part of the Federal ownership and the procedures for having it become such would not be affected by this bill.

Mr. LANGEN. If that is true, as I am sure it is——

Secretary FREEMAN. The suggestion is made that I might not have made a completely accurate statement.

There is a section that I would want to call attention to, to be specifically accurate, page 12, lines 15 to 19. Actually, under present laws, in the area of the canoe area, to which the Congressman referred, steps are now being taken to obtain the land there from private ownership. Those same steps could be taken in other areas, except that it makes it clear in this bill that it would be the purpose to try to consolidate these holdings and the respective executive officials are so instructed.

Mr. LANGEN. But there are no provisions in the bill which would permit that acquisition other than in the manner that has been done in Minnesota?

Secretary FREEMAN. No; there are no new powers in this bill to acquire private land other than the section I mentioned.

Mr. LANGEN. Bearing that in mind, the enactment of this legislation changes what, the policy, the authority, the general objective of the Department as far as these lands as we now have referred to in Minnesota are concerned?

Secretary FREEMAN. So far as the lands in Minnesota are concerned, their status would be unchanged by this bill.

Mr. LANGEN. Their status would be unchanged?

Secretary FREEMAN. There would be no difference in their handling by virtue of this legislation.

Mr. LANGEN. As well as the managements of the lands being unchanged?

Secretary FREEMAN. That is correct.

Mr. LANGEN. Where, then, are the specific areas in which you would have changes in the management?

Secretary FREEMAN. So far as we are concerned, the primitive and wilderness areas which are in existence now would be managed the same before as after this bill. But so far as outside interests are concerned, there would be certain interests that might invade these areas who could not do so with the passage of this bill, specifically mining, which we discussed a moment ago.

Mr. LANGEN. So it kind of narrows down to a contemplated experience we might have in the future rather than an experience we might have had in the past?

Secretary FREEMAN. It is the expectation that there will be rapidly accelerating pressure on land, especially wild and wilderness areas, and it is in the national well-being that we adequately protect such areas. Congressional action to that effect is called for in this bill. It would do so and, therefore, would give them a very special status and protect them from expected accelerating pressures in the immediate future years.

Mr. LANGEN. But there are authorities now, are there not, that also provide the insurance that these lands cannot be invaded?

Secretary FREEMAN. No; there are not.

USAV-00002112

Mr. LANGEN. Could you outline for me the degree of change here, then?

Secretary FREEMAN. Well, it would mean——

Mr. LANGEN. We are bound to get to a change in the matters.

Secretary FREEMAN. As it now stands, the Secretary of Agriculture has the authority to designate lands as primitive or wilderness, and to regulate the use of those lands accordingly. With the passage of this act, the lands so designated up to this point would be officially designated by the Congress and would not be subject to change unless there were action taken, or, let us say, unless proposals were made and submitted to the Congress in which they concurred. So they would be updated and put beyond the action of the Secretary of Agriculture.

Mr. LANGEN. We have discussed that part of the matter previously and I do understand the change in the relationship as far as Congress is concerned and as far as the executive department is concerned.

Secretary FREEMAN. Yes, sir.

Mr. LANGEN. Just one further item, which has been emphasized several times this afternoon, and that is one of the big objectives gets to be one of creating a recreation area rather than a wilderness area. In listening to the amount of testimony and statements in that respect, while the implication to the public is that we are creating wilderness areas, the final result is actually going to be if the anticipated public use develops they will become less of a wilderness area because they are going to have a greater amount of public use.

Secretary FREEMAN. I expect that heavier use will follow, yes.

Mr. LANGEN. And the reason I place emphasis on that point is because the general opinion of the public is that the wilderness areas are disappearing at a tremendous rate, and that this legislation is going to preserve all that. But the reality of it is that we are merely setting aside these lands to make them more available for public use and so in that manner, having a tendency to reduce the wilderness qualities if the public responds, to some degree.

I shall not belabor the Secretary any longer. I thank him for his time.

Secretary FREEMAN. Thank you.

Mrs. PROST. Thank you, Mr. Langen.

Mr. Secretary, I have a few questions. I note that in your report of April 5, 1962 (see p. 1070), you stated that commercial timber harvesting is not now permitted in wilderness-type areas, but that timber may be cut for the purpose of controlling fires, insects, and disease. Can you tell us how much timber has been cut in this manner in, let us say, each of the last 3 years?

Secretary FREEMAN. We would be very happy to submit that for the record, Madam Chairman.

(The data submitted follows:)

Timber volume cut in national forest wilderness-type areas for control of fire, insects, and disease, in each of the last 3 years

	Thousand board feet
Calendar year 1959	205
Calendar year 1960	130
Calendar year 1961	358

USAV-00002113

Mrs. PFOST. On the mining question, I understand that prospecting and exploration for minerals in primitive, as well as in wilderness and wild and canoe areas, can be carried out without permission at the present time.

Secretary FREEMAN. Generally that is true.

Mrs. PFOST. Does this include the use of motorized equipment, aircraft or other mechanized vehicles?

Secretary FREEMAN. No. It is limited to certain kinds of prospecting not involving heavy motorized equipment.

Mrs. PFOST. At the present time they cannot use motorized equipment in the wilderness-type areas for prospecting purposes?

Secretary FREEMAN. That is right.

Mrs. PFOST. Can you tell us what procedures your Department follows in controlling mining development in the primitive areas?

Mr. CLIFF. The mining laws, under the present situation, apply in the wilderness and primitive areas that have not been withdrawn from mining entry, and most of them have not. But the prospector is required to comply with the same regulations as to travel and use of mechanized equipment as anybody else. He can prospect, he can file claims if he discovers a mineral, he can prove up on his claim and once proved up on it he can conduct mining.

Mrs. PFOST. Physically, how do you control that?

Mr. CLIFF. We have practically no control over that. He is pretty much of a free agent, except as to the method of transportation. He cannot use motorized transportation. If there was a violation of that regulation, we would have to take action as we would against anyone else. Once a patent is obtained on a valid mining claim, it becomes private property and, of course, he is entitled to all the privileges of private ownership, including any rights of ingress and egress that other private owners would have.

Mrs. PFOST. Can you tell us to what extent is mining carried on in the wilderness-type areas today? That is, under your Department's jurisdiction?

Mr. CLIFF. Well, we estimate that there are about 13,000 mining claims in these wilderness-type areas in the national forests, and there are about 1,400 mining patents. Most of those 1,400 mining patents are in 1 primitive area in Colorado—1,200 of them are in 1 primitive area in Colorado, the Uncompahgre area. There are about 200 in all the others. There are six operating mines, all of them in primitive areas.

Mrs. PFOST. Do you know where they are located?

Mr. CLIFF. Four of them are in the Uncompahgre Primitive Area in Colorado. There is one in the High Sierra, a primitive area in California, and there is one in the Wilson Mountain Primitive Area in Colorado.

Mr. OLSEN. Madam Chairman, would you yield for a moment?

Mrs. PFOST. Yes.

Mr. OLSEN. Is there some way to learn the amount of revenue that these people are realizing in these mining areas?

Mr. CLIFF. That would be very difficult, Mr. Olsen, to determine what the revenues are without the privilege of examining the books, and so forth. We have a general idea.

USAV-00002114

Mr. OLSEN. I thought there might be some record of productivity of certain metals.

Mr. CLIFF. I think we might be able to get something on that, sir. We know in a general way the size of these operations and whether they are continuous or intermittent, and so forth. We could give you something for the record on that.

Mr. OLSEN. I think we ought to know what we can on the kind of metal or mineral being extracted and what the quantity is, if that can be learned.

Mr. CLIFF. I would say this, however, in reviewing these primitive areas for reclassification, if there is active mining of this kind it would be a strong element in our decision whether or not it would be recommended, or that part of it be recommended for "wilderness" classification. I would say that we would try to eliminate those places where there is a history of active mining of this sort, where there are active operating mines.

(The information requested follows:)

PRODUCTIVITY OF ACTIVE MINING OPERATIONS IN NATIONAL FOREST PRIMITIVE AREAS

Available published information indicates that there are six active mines in these areas, and that these have produced metals or minerals in quantities and with values as shown below:

(*a*) *Uncompahgre Primitive Area*

(1) Camp Bird Mine has a mill capacity of about 500 tons per day. In 1961 it produced approximately 12,000 ounces of metallic gold, valued at $420,000; 350,000 ounces of metallic silver, valued at $332,500; 3,500 tons of metallic lead, valued at $840,000; 6,000 tons of metallic zinc, valued at $1,680,000; and 1,000 tons of metallic copper, valued at $600,000; total estimated value produced, $3,872,500.

(2) Idarado Mine has a mill capacity of about 1,200 tons per day. In 1961 it produced approximately 30,500 ounces of metallic gold, valued at $1,067,500; 795,000 ounces of metallic silver, valued at $755,250; 8,024 tons of metallic lead, valued at $1,933,784; 13,374 tons of metallic zinc, valued at $3,744,720; and 2,675 tons of metallic copper, valued at $1,605,000; total estimated value produced, $9,106,254.

(3) American Nettie Mine has a mill capacity of about 50 tons per day. In 1958-61 it produced limited quantities of gold, silver, lead, zinc, and copper (figures unavailable).

(4) Little Balm of Gilead Mine has a mill capacity of about 10 tons per day. In 1958-61 it produced very limited quantities of gold, silver, lead, zinc, and copper (figures unavailable).

(*b*) *Wilson Mountain Primitive Area*

(1) Silver Pick Mine has a mill capacity of about 10 tons per day. In 1958-61 it produced very limited quantities of gold, silver, lead, zinc, and copper (figures unavailable).

(*c*) *High Sierra Primitive Area*

(1) Pine Creek Mine employs 200-300 men. It produces tungsten and molybdenum—in 1960 the total estimated value produced was $7,500,000 (quantities unavailable).

Mr. OLSEN. I wonder if an area really would fit the definition of "wilderness" if there is extensive activity?

Mr. CLIFF. No, it would not. There are some of these areas that were included in some of the old "primitive" classifications. These are the sorts of areas we would probably exclude when we come to reclassification.

Mr. OLSEN. I just had in mind that in one location in Idaho there was indication from the Forest Service that it would be divided into

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two areas because highways and roads had encroached on the old area, so the final designated boundaries would encompass a much smaller area than heretofore simply because it isn't, as a matter of fact, wilderness any more.

Mr. CLIFF. The part that is affected by the roads obviously doesn't meet the wilderness standards. There are some roads in some of the old primitive areas, and under the regulations under which the primitive areas were set up, roads were permitted for certain purposes, and some of them included roads. When we reclassify them into "wilderness," we will have to decide whether those parts adversely affected by roads will have to be eliminated or whether the roads will have to be eliminated. But this is another thing that will have to be considered very carefully in any reclassification.

Mr. OLSEN. At this point in the record I want to mention the Pintlar area in Montana where it is a primitive area, and there is now up for consideration, and the Forest Service had hearings, a redefining of the boundaries. The map I have seen of the Forest Service proposition is an exclusion of some areas and the inclusion of others, moving the boundaries to the ridgetops and out of the bottom lands, and that the area has realized a net loss of area simply because civilization has moved in and because the best defensible boundary of the area is at the ridgetops.

I wonder if that is not an example of the theory under which you would operate under S. 174?

Mr. CLIFF. Yes, very definitely. That is the way we would go about determining whether to recommend classification as wilderness of a primitive area. In this case, we made a careful detailed field examination of the lands and the boundaries, and then the proposal was presented to the public. There was a public hearing and the regional forester is preparing his recommendations as to what he thinks should be done with this area.

Mr. OLSEN. Thank you, Madam Chairman.

Mrs. PROST. Mr. Cliff, for the benefit of the committee members, regarding the mining situation, I should like to refer to "Wilderness and Recreation—A Report on Resources, Values, and Problems," prepared for the Outdoor Recreation Resources Review Commission.

Table 24, on page 113 has mining data and, with relation to the Idaho primitive area, indicates under "History" that 16 mines produced gold, silver, copper, and lead in various years between 1901 and 1948, and that 4 gold and silver mines have no record of production, 1 tungsten mine was the largest producer in the country from 1942 to 1944, 1 mercury mine has been among the largest producers in Idaho. Then the potential is set forth. Because of the value of this table, which breaks down the data according to the several Western States, I ask unanimous consent that table 24, beginning on page 112 and ending on page 116, be included in the record at this point.

Is there objection?

Hearing none, it is so ordered. I think it will be of value to show what the mineral production has been, and the future potential is, in the areas of 100,000 acres or more which have been studied by the Wildlife Research Center under its contract with the Outdoor Recreation Resources Review Commission.

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(The document referred to follows:)

TABLE 24. MINERAL PRODUCTION HISTORY AND POTENTIAL FOR U.S. FOREST SERVICE WILDERNESS, PRIMITIVE, AND CANOE AREAS (OVER 100,000 ACRES)

[Wildland Research Center digest of information furnished by the U.S. Bureau of Mines, 1961]

ARIZONA

Blue Range Primitive Area:
History: No mining and no scientific exploration.
Potential:
(a) Known deposits: None.
(b) Probable deposits: Copper—major discoveries made 20 miles north of Safford, Ariz.; perlite, pumice, or scoria—generally found in extrusive volcanic rocks, such as are found in Blue Range Primitive Area.

Mazatzal Primitive Area:
History: 1,276 flasks of mercury produced between 1913 and 1957.
Potential: (a) Known deposits: Mercury—two deposits known in addition to that which has been exploited. Copper-molybdenum, gold-copper-silver-molybdenum, manganese— one known deposit each.

Superstition Wilderness Area:
History: No records prior to 1937; 14 ounces of gold, 16 ounces of silver, 2 tons of copper produced between 1937 and 1940.
Potential:
(a) Known deposits: Gold—one mine is inside the wilderness area, presumably the source of production of the three minerals noted above.
(b) Probable deposits: Gold, silver, copper—on the basis of existing mine in the wilderness area, a copper deposit just outside the area, and intervening similar rock types, probability of metal deposits is high.

CALIFORNIA

High Sierra Primitive Area:
History: One of the country's major tungsten producing sites, located near the east primitive area boundary. Molybdenum, copper, gold, silver, lead, and zinc have also been produced in significant quantities. Estimated value of production from 1918 to 1960, $93 million. Value of recorded 1960 production is $3 million.
Potential:
(a) Known deposits: Significant deposits of tungsten, molybdenum, copper, gold, and silver.
(b) Probable deposits: Based on known deposits and on geologic data, potential is high for further discovery of metal deposits.

Marble Mountain Wilderness Area:
History: No recorded production.
Potential: (a) Known deposits: Contains abundant serpentine, peridotite, dunite, limestone, quartzite, olivine, chromite, and asbestos.

Salmon-Trinity Alps Primitive Area:
History: A total of 1,500 ounces of gold has been produced from lode and placer deposits in Coffee Creek; no production in 1960.
Potential:
(a) Known deposits: Gold.
(b) Probable deposits: Scheelite.

Yolla Bolly-Middle Eel Wilderness Area:
History: No significant mineral production.
Potential: (a) Known deposits: Manganese.

COLORADO

Flat Tops Primitive Area:
History: No reported mineral occurrences.
Potential:
(a) Known deposits: None.
(b) Probable deposits: Medium probability for discovery of nonmetallic minerals is offered by presence of extrusive igneous rocks.

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San Juan Primitive Area:

History: Total production since 1904 of 183 ounces of gold, 10,836 ounces of silver, 3 tons of copper and 3 tons of lead.

Potential:

(a) Known deposits: Gold, silver, copper, lead and zinc—being exploited by 15 mines within the area; manganese, fluorite and borite—also present in the 15 mines; sulfur—1 deposit near headwaters of the Middle Fork of the Piedra River.

(b) Probable deposits: On the basis of the known deposits, potential is high for the discovery of similar metal and nonmetal deposits.

IDAHO

Idaho Primitive Area:

History: 16 mines produced gold, silver, copper, and lead in various years between 1901 and 1948; 4 gold and silver mines have no record of production; 1 tungsten mine was the largest producer in the country from 1942–44; 1 mercury mine has been among the largest producers in Idaho.

Potential:

(a) Known deposits: Antimony, cobalt, copper, feldspar, fluorspar, gold, iron, lead, limestone, mercury, molybdenite, nickel, pyrite, pyrrhotite, silver, tungsten, and zinc are of widespread occurrence; beryllium minerals are possibly widespread; andalucite, kyanite, corundum, sapphire, ruby, garnet, graphite, gypsum, manganese, mica, and tin are of limited occurrence; arsenic, barite, bentonite, and talc occur in small amounts; selenides and tellurides occur in unknown amounts.

Sawtooth Primitive Area:

History: No recorded production.

Potential:

(a) Known deposits: Aquamarine—scattered deposits in an area of 11 square miles around Glens Peak, discovered in 1960 by U.S. and Idaho Bureau of Mines; manganese—four deposits between Glens Peak and the head of Redfish Creek; lead and zinc—one mine (nonproducing); gold—some mines in Queens River area; beryllium—widespread mineralization discovered in 1960 by U.S. and Idaho Bureaus of Mines.

(b) Probable deposits: Silver, gold, lead zinc, manganese, antimony, uranium, copper, arsenic, thorium, tungsten, rare earths, titanium, and columbium occur in areas peripheral to the primitive area, in similar geologic environment; there has been large production from many of these deposits.

Selway-Bitterroot Primitive Area:

History: One mine produced gold in 1957; two gold and silver mines have no record of production.

Potential:

(a) Known deposits: Gold and silver—three deposits as noted above, and most of the streams in the area have produced placer gold; titanium—three placer deposits, two on Hoodoo Creek and one, the highest grade deposit in Idaho, on Big Sand Creek; fluorite—one deposit on both sides of Salmon River; beryl—one occurrence has been reported, but not checked; sillimanite—found over an area of 8 square miles near Bass and Kootenai Creeks; lead—one of the gold and silver mines has some lead, also two other deposits.

(b) Probable deposits: Other minerals found around the periphery of the primitive area include uranium, columbite, iron, tungsten, cobalt, copper, rare earths, antimony, mercury, zinc, sillimanite, and molybdenum.

USAV-00002118

MINNESOTA

Boundary Waters Canoe Area:
History: No recorded production.
Potential:
(a) Known deposits: Titaniferous magnetite—extensive showings near Little Saganag and Jack Lakes; total estimated amount including more numerous deposits just outside the area, 94 million tons.
(b) Probable deposits: Iron—a magnetite mine operated from 1892–93 in the Gunflint area, just outside the canoe area boundary, iron content of this deposit is 22.1 percent average lower than taconite in the Mesabi Range; copper-nickel—mineralization discovered 12 miles southeast of Ely, investigation shows the presence o low grade sulfides over a considerable area; cobalt—a mineral vein on the south side of Loon Lake, just outside the canoe area boundary, was found to contain arsenides of cobalt; peat—present in unknown quantities in Superior National Forest.

MONTANA

Anaconda-Pintlar Primitive Area:
History: No recorded production.
Potential:
(a) Known deposits: Copper—one deposit in Flint Creek Mountains, listed as also possessing minor amounts of lead, gold, and silver; tungsten—scheelite in talus slope east of Hidden Lake.
(b) Probable deposits: Silver, gold, lead, iron, manganese, copper, beryllium, zinc, and tungsten—deposits are found in the surrounding region and along the boundary of the primitive area, quantities vary from small deposits to mines with a record of large production.

Beartooth Primitive Area:
History: No recorded production, but one mine is within the primitive area.
Potential:
(a) Known deposits: Copper—one mine mentioned above.
(b) Probable deposits: Gold, silver, copper, lead, zinc, chromite, nickel, and iron are found around the boundaries of the primitive area and some mines have records of large production; platinum, uranium, molybdenum and asbestos have been found in smaller quantities in the same general area.

Bob Marshall Wilderness Area:
History: No record of production.
Potential: (a) Known deposits: None, prospecting very difficult.

NEW MEXICO

Black Range Primitive Area:
History: No recorded production.
Potential:
(a) Known deposits: Tin—deposits reported in Diamond Creek watershed.
(b) Probable deposits: Scoria, pumice, and perlite.

Gila Primitive Area:
History: No recorded production.
Potential: (a) Known deposits: Meerschaum and alum—one deposit in eastern part of primitive area; lead—one deposit near Sheridan Mountain in western part of primitive area, contains accessory zinc, copper, and silver.

Gila Wilderness Area:
History: 4,542 tons of flourspar produced since 1924.
Potential: (a) Known deposits: Fluorite—8 deposits; copper—1 deposit.

Pecos Wilderness Area:
History: No recorded production.
Potential: (a) Known deposits: Copper—2 deposits, 1 with accessory gold, silver, and molybdenum; monazite—1 deposit; lepidolite-micorlite—1 deposit.
(b) Probable deposits: Gold, lead, zinc, copper, molybdenum—deposits adjacent to southeastern part of wilderness area; gold—placer and lode deposits adjacent to northeastern part of wilderness area.

USAV-00002119

OREGON

Eagle Cap Wilderness Area:

History: One mine produced gold between 1904 and 1919; one mine produced copper and molybdenum in 1915.

Potential: (*a*) Known deposits: Gold, copper, molybdenum, tungsten, silver, lead, zinc, limestone.

Three Sisters Wilderness Area:

History: No recorded production.

Potential: (*a*) Known deposits: None.

(*b*) Probable deposits: Gold and silver—considerable production from mining districts to the west; deposits could occur in a 15- to 20-square-mile area in western wilderness area; pumice—occurs south and east of wilderness area, and could extend into eastern part of area, quality subcommercial.

UTAH

High Uintas Primitive Area:

History: No recorded production.

Potential: (*a*) Known deposits: Gold and copper—along Lake Fork; lead—along Lake Fork near Smiths Fork Pass and near Kings Peak; fluorite—near Mount Lovenia, Squaw Pass, and Kings Peak; uranium—near Smiths Fork Pass; tungsten—near Tungsten Lake.

WASHINGTON

Glacier Peak Wilderness Area:

History: Copper, gold, silver, lead, zinc produced by one mine between 1909 and 1918; one mine produced molybdenum between 1897 and 1905.

Potential: (*a*) Known deposits: Copper—Glacier Peak property on Miners Ridge and Plummer Mountain is reported to contain 20 million tons of ore, averaging 1 percent copper, with significant amounts of molybdenum; gold, silver, lead, copper, molybdenum, tungsten, and uranium—numerous deposits occur in various parts of the wilderness area (complex ores containing various combinations of these ores); pyritepyrrhotite—a large deposit reported on Mount Buckindy; sulfur—reported to occur on Sulfur Creek, a tributary of Suiattle River, in uneconomic deposit.

North Cascade Wilderness Area:

History: One mine produced tungsten and zinc in 1920, 1936, and 1942. Numerous other mines have no record of production.

Potential: (*a*) Known deposits: Tungsten, molybdenum, copper, lead, zinc, gold, silver, columbium, fluorite, and iron. Most of these minerals have been produced in large quantities from mines near the wilderness area boundary.

Bridger Wilderness Area:

History: No recorded production.

Potential: (*a*) Known deposits: Molybdenum—several deposits reported from Temple Creek and Deep Creek Lake areas; specular hematite (iron ore)—reported in headwaters area of Little Sandy Creek; phosphate—one deposit in Sec. 22, T38N, R 109W, 6th principal meridian.

Glacier Primitive Area:

History: No recorded production.

Potential: (*a*) Known deposits: Uranium—one reported near Whiskey Peak.

North Absaroka Wilderness Area:

History: No recorded production.

Potential:

(*a*) Known deposits: Sulfur—two deposits.

(*b*) Probable deposits: Precious and base metals—produced in Sunlight mining region, an enclave excluded from wilderness area; mineralized area may extend into wilderness area.

USAV-00002120

South Absaroka Wilderness Area:
History: One ounce of gold produced in 1940.
Potential: (a) Known deposits: Gold—one mine, with accessory lead, zinc, and copper, and one reported gold placer; molybdenum—one deposit with accessory lead, copper, iron and arsenic.

Stratified Primitive Area:
History: No recorded production.
Potential: (a) Known deposits: None.
Potential:
(a) Known deposits: None.
(b) Probable deposits: Gold-molybdenum—Kirwin gold-molybdenum district abutting northern border and may extend across; phosphate—reported in strata which may extend through southwest edge of primitive area.

Teton Wilderness Area:
History: No recorded production.
Potential: (a) Known deposits: Coal—250 square miles of western part underlain by sub-bituminous coal of Jackson Hole coalfield; gold—placers reported along Pacific Creek.

Mrs. PROST. I have just two or three other short questions, Mr. Cliff.

The Forest Service has previously advised us that there are 192 miles of roads in primitive areas in Idaho, there are 71 miles in Colorado, and 91 miles in California

Do you happen to have at this time, and if not could you furnish for the record, a tabulation by States of the road mileage in primitive areas?

Mr. CLIFF. We will be glad to furnish that for the record, Madam Chairman.

(The information follows:)

Road mileage in primitive areas in each State

State	Number of miles	State	Number of miles
Arizona	18	Oregon	31
California	91	Utah	0
Colorado	71	Washington	21
Idaho	192	Wyoming	3
Montana	34		
New Mexico	30	Total	491

Mrs. PROST. There are special provisions of law in 16 United States Code 482 (A), and succeeding subsections, relative to mining and the application of the mining laws to areas within national forests as follows: Prescott, Mount Hood, Lincoln, Coranada, Santa Fe, Coconino, and Kiabab National Forest. Is it the opinion of your Department that with regard to any wilderness areas now or hereafter established within those forests these provisions would be repealed or superseded by the provisions of S. 174 if it were enacted in its present form?

Mr. CLIFF. It is our opinion that they would not be repealed.

Mrs. PROST. You feel that they would not?

Mr. CLIFF. Madam Chairman, it wouldn't repeal the laws that you mentioned, but where it applied on the same area that we might have a primitive or wilderness or wild area this would be overriding. The provisions of this bill if enacted would be overriding on those particular areas.

Mr. OLSEN. The law would be amended by implication, is what you are saying.

USAV-00002121

Mr. CLIFF. I do not know if that is the proper wording, but for the classified wilderness type areas this bill, if it were enacted into law, would be overriding on those areas. It would be the one that applied, regardless of these special acts that were mentioned, where there is overlapping.

Mrs. PFOST. Is there any leasing under the Mineral Leasing Act at the present time within national forest areas classified as wilderness?

Mr. CLIFF. I know of none, Madam Chairman.

Mrs. PFOST. And do you know of any demand recently for such wilderness type areas to be opened up for mineral leasing?

Mr. CLIFF. Yes. There have been a number of inquiries and requests, applications, for mineral leases in wilderness type areas. These applications are made to the Interior Department, and if they affect national forest lands they are referred to the Department of Agriculture for comment and recommendation. It has been our policy on the wilderness type areas to recommend against the issuance of mineral leases. That would involve invasion of the surface of the wilderness type areas.

Mrs. PFOST. So they have all been turned down?

Mr. CLIFF. With the exception of one they have been turned down by Interior.

Mrs. PFOST. And one you have approved?

Mr. CLIFF. There was one on the Teton Wilderness Area that was approved. I don't remember the date on that, but there was one.

Mrs. PFOST. Was that in recent years?

Mr. CLIFF. It is within the last several years. I would be glad to get the detailed information on that and supply it for the record.

Mrs. PFOST. It might be well to give us an idea of the size of the area and approximately when, and what the circumstances were? If you can supply that for the record, we would appreciate it.

Mr. CLIFF. We will be glad to do that.

(The information requested follows:)

DETAILED INFORMATION CONCERNING A MINERAL LEASE APPROVED IN THE TETON WILDERNESS AREA

This lease was issued on October 1, 1946, for a 5-year period, covering 2,560 acres of national forest land, 2,240 acres of which were in the Teton Wilderness Area. It was issued by the Bureau of Land Management shortly before the present practices regarding such issuances were firmly established at all levels in the Departments concerned. The lease was renewed for a 5-year period after an appeal to the Director from the local manager's decision denying renewal. Renewal was found to be a legal requirement in this case. The lease expired on September 30, 1956. Our records contain no indication that any attempt was ever made to explore for or remove oil and gas from lands under this lease.

Mrs. PFOST. We had testimony this afernoon that there is mineral leasing activity within some of the wildlife refuges and the game refuges. Could you please furnish for the record the extent of mineral leasing activity in all areas of the national forests which you have knowledge of, that would become part of the wilderness system under S. 174, indicating the acreages involved and the revenues being received?

Mr. CLIFF. Yes.

Mrs. PFOST. Will you be able to furnish that for the record also?

USAV-00002122

Mr. CLIFF. As I understand your question, if we issued mineral leases in the areas which have been applied for, what is the loss of revenue?

Mrs. PFOST. That is right.

Mr. CLIFF. What would be the loss of revenue?

Mrs. PFOST. What about leasing in wildlife refuges and game ranges?

Mr. CLIFF. We have no responsibility for the administration of the mineral leases on the wildlife refuges.

Mrs. PFOST. That is right, because those areas come entirely under the jurisdiction of the Department of the Interior.

I will withdraw that part of my question concerning the game refuges as it does not pertain to your Department.

(COMMITTEE NOTE.—By agreement with the departments, all of the data were consolidated and included with material furnished by the Secretary of the Interior. See p. 1176.)

Are there further questions from the committee members?

Mr. Pearl do you have some questions?

Mr. PEARL. No, Madam Chairman.

Mrs. PFOST. Do you, Mr. Witmer?

Mr. WITMER. No, Madam Chairman.

Mrs. PFOST. You have been extremely patient. We are most appreciative for your tolerance this afternoon.

We have certainly tried everyone's patience, and we thank you so much for your wonderful cooperation.

(Whereupon, at 5:55 p.m., the committee was recessed, to be reconvened at 9:45 a.m., Tuesday, May 8, 1962.)

USAV-00002123

WILDERNESS PRESERVATION SYSTEM

TUESDAY, MAY 8, 1962

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON PUBLIC LANDS OF THE
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C.

The subcommittee met, pursuant to adjournment, at 9:50 a.m., in the committee room, New House Office Building, Hon. Gracie Pfost (chairman of the subcommittee) presiding.

Mrs. PFOST. The Subcommittee on Public Lands will now come to order for the further consideration of the wilderness preservation system measures.

The first witness this morning will be Mr. John C. Mason, Deputy Counsel, Federal Power Commission, accompanied by Mr. William R. Farley, Chief, Division of Licensed Projects, Bureau of Power, Federal Power Commission.

The Federal Power Commission's comments on this legislation have been received and were placed in the record during yesterday's meeting.

You may proceed, Mr. Mason.

STATEMENT OF JOHN C. MASON, DEPUTY GENERAL COUNSEL, FEDERAL POWER COMMISSION; ACCOMPANIED BY WILLIAM R. FARLEY, CHIEF, DIVISION OF LICENSED PROJECTS, BUREAU OF POWER, FEDERAL POWER COMMISSION; AND JAMES N. WOOD, ATTORNEY, FEDERAL POWER COMMISSION

Mr. MASON. Madam Chairman, I took the liberty of bringing Mr. James N. Wood, an attorney, with me this morning. Mr. Wood works on legislative matters.

Mrs. PFOST. You do not have a statement; do you?

Mr. MASON. I do not have a prepared statement.

As you have indicated, the Commission's reports, which were submitted on May 4 have been incorporated in the record. We came down for the purpose of trying to give you a little information on the relationship between this proposal for the wilderness system and the Federal Power Act.

We were here yesterday and heard the testimony of Secretary Udall and Secretary Freeman and that question, as you know, came up on several occasions. I thought it might be helpful if I very briefly outlined the relationship between the proposed wilderness system and the Federal Power Act as we see it from the Federal Power Act angle.

When the Federal Power Act was passed in 1920 it gave the Com-

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mission jurisdiction and authority to issue licenses to non-Federal entities, States, and municipalities, or corporations and associations organized under State law, so-called non-Federal entities.

It gave the Commission authority to issue licenses to them for waterpower projects to be located on public land and reservations. Now that is the part that we are interested in here today, although as a side issue the Commission also has authority to issue licenses for projects on navigable waters and at Government dams.

At the time the act was passed in 1920 all public lands and reservations were subject to the Commission's licensing authority. In 1921 Congress by special act removed national parks and national monuments then in existence from the Commission's licensing authority on the theory there would be no waterpower development in those specified areas.

Later that was amended to include national parks and national monuments subsequently authorized to be set aside. So the act today by its terms excludes national parks and monuments whether created prior to 1920 or whether created in the future. That is the only exception to the Commission's licensing authority of any consequence.

As we looked at these bills when they were before the Senate we concluded that the reservations that would be created by the wilderness bills would be no different from the forest reservations or any other reservation as far as the Commission's licensing authority is concerned, and that is the way we originally interpreted the bill.

However, we later learned that Interior and principally Forest Service intended the bills to exclude the Commission's licensing authority and at that point we then began to think about and later recommended a saving clause that would preserve the Commission's licensing authority in the wilderness system after enactment of the bills.

That first saving clause that was recommended would have saved the Commission's jurisdiction in "wilderness," "wild," "canoe," and "primitive" areas as we understand them from the record.

Our investigation, however, of the wild, wilderness, and canoe areas as designated by the Forest Service showed that in those areas as presently designated by the Forest Service, the hydroelectric potential; that is, undeveloped hydro, was minor, unimportant. There was very little in those areas that showed promise of development.

However, in the primitive areas our investigation showed over 3 million kilowatts of undeveloped hydroelectric capacity. These are not just sites that somebody knows are there, someone knows about; these are sites that have been investigated. We have a tabulation which, through oversight, we did not give to you with our report and I would be very glad to furnish it for the committee because I think it would be helpful in showing by site, State and project name this 3 million kilowatts of undeveloped hydroelectric capacity in the primitive areas.

Mrs. PROST. I think, Mr. Mason, that would be very helpful to the committee.

Without objection, it will be placed in the record following your remarks. (See p. 1240.)

Mr. ASPINALL. Reserving the right to object and, of course, I shall not object. Is this pointed to the primitive areas concerned? Do

you have a definite geographical location of all of these proposed powersite locations?

Mr. MASON. The answer is "Yes." We know the precise site and it has a common name and all of these have been investigated by some agency, either the Army or Federal Power or Bureau of Reclamation or the U.S. Geological Survey.

Mr. ASPINALL. Do I understand that this will be——

Mr. MASON. A clean copy of that tabulation.

Mr. ASPINALL. I withdraw my reservation.

Mrs. PROST. Without objection, it is so ordered.

You may proceed.

Mr. MASON. With that in mind, with the 3 million hydroelectric potential in the primitive areas in mind, the Commission last week in considering its latest report of May 4 decided to reiterate, or this present Commission again requested that the bill be amended to include the savings clause that would protect the Commission's licensing authority with respect to primitive areas or any other areas that might later be added under the provision of one of the bills that the Forest Service has some authority to put further areas in the wilderness system.

However, the testimony here yesterday indicated to me that there is some doubt as to the exact areas that will eventually be included in the wilderness system under the present pending bills, and I am not very clear about it except there was some discussion and some request by the committee for further information as to whether the area might eventually be 50 or 60 million acres or larger.

If those areas that later come in have hydroelectric potential then, of course, the Commission's same assumption or theory should be applied and that is that the licensing authority of the Commission should be preserved with respect to any other areas that are brought in that do have a definite hydroelectric potential.

We do not know what those are at the present time and that was the reason for the limitation of the saving clause of the primitive areas, because we do know that that is where the potential is today of the land we were definitely able to segregate as going into the system.

Under the Federal Power Act, which was passed in 1920, and has remained substantially unchanged since that time, before the Commission can issue a license for a project in a reservation, it must find that the license will not interfere or be inconsistent with the purpose for which the reservation was created or acquired. That provision in itself might result in the Commission refusing to issue a license for a project in a primitive area if the type of development was such that that finding could not be made.

In addition, the Commission under that same provision of the act inserts conditions in the license for the protection of the reservation involved, national forest, or whatever it may be.

And the Commission has denied a license in the Namakagon hydro case because the Commission found the scenic values on the Namakagon River in Wisconsin were unique and should not be disturbed by hydroelectric development. It might do so in other cases.

Really what the Commission is talking about is not whether to issue a license in a particular case but whether or not it should have licensing authority after the act is passed with respect to primitive areas where there is substantial hydroelectric development.

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The Commission was set up by Congress in 1920 and has continued ever since as the agency which balances uses of land within reservations after receiving reports and recommendations from all agencies involved, including the State agencies.

The Commission must find before it licenses that the particular project is best adapted to a comprehensive plan for all public purposes, and in 1935 the act was amended to specifically include recreation as one of those purposes. So the Federal Power Act was designed to weigh all of the various uses and was an effort by Congress to provide a means for the ultimate utilization of reservations for power and other purposes.

I think generally, Madam Chairman, that is the Commission's interest in these bills and in a very brief way I have attempted to give you the relationship as we see it between the pending bills and the Federal Power Act.

(The information referred to, to be furnished by Mr. Mason, together with other information furnished by the Federal Power Commission appears at p. 1240.)

Mrs. POST. Thank you very much, Mr. Mason.

The Chair recognizes the gentleman from Colorado, Mr. Aspinall.

Mr. ASPINALL. Mr. Mason, have these reports which you sent up under date of May 4 been cleared by the Bureau of the Budget?

Mr. MASON. That particular version or those particular pieces of paper have not been, but reports which are to all intents and purposes the same as these in substance have been just recently submitted to Budget, and they offered no objection to the reports.

Mr. ASPINALL. Let me ask you this: What position is this committee supposed to take when we do have a conflict here between the report of the Department of Agriculture and the report of the Department of the Interior and the Federal Power Commission on this particular matter, and all matters are supposed to have cleared through the administration's highest hearing agency for the President?

Mr. MASON. That is a very delicate area. Based on my own experience at the Federal Power Commission, the Commissioners of the Federal Power Commission in many respects, and the Commission itself, is considered by many to be an agency of the Congress rather than part of the executive department, and my personal view is that it is somewhere in between, and this question of whether the independent agencies should conform their views to the Bureau of the Budget or the administration or executive branch has always been a very troublesome question. Our present relationship with the Bureau of the Budget is that they do not attempt to tell us what our reports should be. They do ask that we submit them for consideration and comment, and that is the present procedure. We do that and they then tell us whether there would be objection or not to the submission of the report.

A report with this saving clause in it and substantially the same report you have before you has been to Budget. They have advised us there is no objection, that the Commission was free to submit this report; and that is the way it was handled.

Mr. ASPINALL. After all, that very common phrase that the Bureau of the Budget uses, that they have no opposition to the report of the various departments or agencies, whatever they may be, means simply

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nothing more than that the agency is free to submit the report to Congress as far as they are concerned. Is that not true?

Mr. MASON. That is the way we construe it, but I would not attempt to speak as to how the executive departments and agencies construe it because I have had no experience in that area.

Mr. ASPINALL. As a Member of Congress, that is the way I have always construed it. I have never taken it to mean the approval of any report if the Bureau does not go any further than using that formal statement.

Mr. MASON. It has been my observation, and I have appeared on several occasions where legislation was up involving or affecting the Federal Power Act, and certainly, as far as the Federal Power Commission is concerned, it has always felt the committees wanted the Commission's views on the particular matters that affected the Commission's jurisdiction, authority, and experience, and so on. That, to my knowledge, has been the way the Commission has operated over the past several years in reporting to Congress.

Mr. ASPINALL. Could you advise the committee as to your thinking relative to the values that are involved here? The position of the Federal Power Commission as of this time that these water resource values are of such importance that they should not be locked up as far as possible development is concerned by the proposed legislation?

Mr. MASON. Yes, sir; that is true. And I will take it from two standpoints. As far as the legislation is concerned, if the development of these water resources is to be made in the future by the Federal Government as Government projects, the bill provides for exceptions by the President and, of course, the Congress at any time in authorizing the Federal development at any of these sites would be perfectly free to do that notwithstanding what you do here with respect to the wilderness system.

On the other hand, lacking a further act of Congress, the only way that development could take place would be under the Federal Power Act and that was the purpose the Commission was set up for, to encourage non-Federal development of the water resources not only on Government land, but everywhere within the United States.

If the bill is passed, on the present record, I would say, without a saving clause or without a clear pronouncement in the legislative history that the bill is not to be construed as affecting the Commission's jurisdiction, then the bill would lock up these resources as far as non-Federal development is concerned.

Of course, the big part of our development over the past 40 years has been by non-Federal agencies. We know from our experience in national parks and so on, or any proposals to use any fringe areas of the parks and whatnot, that it is difficult, once an area is set aside for a particular purpose, to get special enactment through for an exception.

Mr. ASPINALL. In the issuing of licenses from the Federal Power Commission some licenses are dependent upon Federal project authorization and some projects are dependent entirely upon private authorization and construction; is that not true?

Mr. MASON. Are you speaking of projects built under the Power Act or projects built under any Federal authority?

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Mr. ASPINALL. I am speaking about projects that are built with Federal Power Commission licenses. In other words your organization issues a license.

Mr. MASON. That is correct.

Mr. ASPINALL. And you issue licenses to those projects, to people who would work under Federal authorization, Bureau of Reclamation—you do not issue any to them?

Mr. MASON. No, sir; we issue no licenses to any Federal agency. It has to be a non-Federal entity, a State, municipality, or corporation, association organized under State law, or private citizens.

Mr. ASPINALL. Your ultimate deicsion then is the place of last resort, is that right?

Mr. MASON. It is the last resort subject to court review on the law applied under the act and as to whether substantial evidence supported the Commission's findings. Except under section 4 of the act and under section 7(b), the Commission must consider whether a development would be better as a Federal development and the Commission recently denied a preliminary permit for a project on the ground it was premature to issue the permit because the Army was working on a proposal for Federal development and they wanted to see that before they issued a permit.

Mr. ASPINALL. If I understand you correctly, you stated there was a potential 3 million kilowatt-hours——

Mr. MASON. Kilowatts of capacity.

Mr. ASPINALL. Kilowatts of capacity left in the areas under your present jurisdiction?

Mr. MASON. In the primitive areas only.

Mr. ASPINALL. In the primitive areas areas only.

Mr. MASON. Yes. We found nothing of substance in the wild, wilderness or canoe areas as presently designated by the Secretary of Agriculture, the Forest Service.

Mr. ASPINALL. How does this figure compare with the potential that would be outside of the primitive areas?

Mr. MASON. Maybe Mr. Farley can answer that. By "outside of the primitive areas" you mean in the rest of the United States.

Mr. ASPINALL. Under your jurisdiction.

Mr. FARLEY. The amount of undeveloped water power is still very large and rather than guess at it at this time I would prefer to put it in the record. However, I can say that the 3 million potential power here is almost 10 percent of the total developed hydroelectric power at the present time.

Mr. MASON. Total developed?

Mr. FARLEY. Total developed; yes.

Mr. MASON. We would be glad to supply that figure. We have it readily available.

Mr. ASPINALL. I would like to have that figure and have it placed in the record at this point, Madam Chairman.

Mrs. PFOST. You have heard the request of the gentleman from Colorado.

Is there objection? Hearing none, it is so ordered.

(The information requested, together with other information furnished by the Federal Power Commission appears at p. 1240.)

Mr. ASPINALL. I reserve the balance of my time.

Mrs. PFOST. The gentleman from North Dakota.

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Mr. NYGAARD. I have no questions.

Mrs. PFOST. The gentleman from Alaska.

Mr. RIVERS. No questions.

Mrs. PFOST. Mr. Mason, do you interpret section 11 of S. 174 to mean that you will be able to pass upon projects that may be necessary to be built for hydro development or otherwise within the primitive, or what would be termed "wilderness areas"?

Mr. MASON. In the bill that passed the Senate?

Mrs. PFOST. That passed the Senate, yes.

Mr. MASON. I read the saving clause in the Senate version to preserve the Commission's licensing authority with respect to wilderness, wild, canoe, and primitive areas, whereas our recommendation, the Commission's, would confine the saving clause to primitive areas only because that is where we find hydro potential.

Mrs. PFOST. The question I should like answered would be whether or not, if this committee should pass the bill with the amendment, as the Senate amended it regarding the development of power projects in wilderness areas, do you concur that that gives such latitude that, if the projects were reviewed that a license could be issued for a project to be built in the wilderness area?

Mr. MASON. The Commission would have the authority to license, but I want to put a proviso there. The Commission would have to look at and consider the purposes for which this whole wilderness system was created to determine whether or not a license, in each and every particular case, whether that license would be inconsistent or interfere with the purposes of the reservation.

Now as a practical matter, I think you could foresee from what has been said here and the purposes of the bill, that many projects would so interfere, but you can also foresee the possibility of a diversion out of an area or small reservoir where there would not be that type of interference, so that the Commission could issue the license.

We recently had some experience along this same line in issuing a license to the city of Sacramento. One of their reservoirs was located in what the Forest Service has now designated as a primitive area. They brought that to our attention. There was no suggestion that we did not have authority to license, but we were urged not to license the particular reservoir, to change the facilities around to create the least interference possible with the primitive area, and we worked it out so Sacramento has their project and are diverting water out of the primitive area and the Forest Service made some accommodations on their part, and it has worked out very well. We anticipate that might be possible, or should be possible, with respect to primitive areas after this bill is passed. We see no reason why that should not be done in particular cases.

Mr. RIVERS. Will the chairlady yield to me?

Mrs. PFOST. Yes, certainly.

Mr. RIVERS. I am a little confused; Madam Chairman has asked about preserving your authority to license in wilderness areas and you keep specifying primitive areas.

In the first place, does the Forest Service ever make any accommodations within a wilderness area as distinguished from a primitive area?

Mr. MASON. I will answer your question by saying that I do not recall any cases where we have had licensed projects in what they now

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have designated as a wilderness area. But as far as the law at the present time is concerned, our jurisdiction extends to wilderness and to wild areas and to primitive areas. Those were reservations set up, as was said yesterday, by Executive order or by administrative designation or withdrawal, and nobody has ever indicated or made the argument that our jurisdiction was affected at all by the Secretary of Interior designating them as wilderness or wild. As far as we are concerned, in licensing they are still part of the Forest Service reservation, but we do take into account in licensing the particular additional reservations that the Forest Service has put on, and we will try to honor to the extent we can under the Power Act these additional uses they want to make of the land as wilderness or wild areas.

In reference there to forest reservations, I should have said Secretary of Agriculture. He has jurisdiction, not Interior. I misspoke.

Mr. ASPINALL. Madam Chairman, will you yield to me?

Mrs. PROST. I will be glad to yield, yes.

Mr. ASPINALL. The colloquy we have been having here at the committee desk has to do with the new designations that have been suggested. The Outdoor Recreation Resources Review Commission has made certain suggestions and it would appear as if the suggestions made would include the larger tract known as a wilderness tract, which would incorporate more than likely many primitive areas.

Now what is bothering me is how we can differentiate between what may be designated as wilderness areas and primitive areas and wild areas or canoe areas. I think we can take care of the last two all right, but if the wilderness area as set up involves certain primitive areas then, of course, your amendment you would desire would go to the whole tract; is that not right?

Mr. MASON. Yes, that is right. What we are attempting to do here is to, by some language, whether you call it primitive or whatever you designate it, what we are trying to do is to protect the Commission's licensing authority and protect the hydro potential in the particular land areas where that potential exists. And it so happens here it exists in the primitive areas and that is the way we could describe it. If the names are changed around, we would have to change the saving clause. As a practical matter, if the saving clause is across the board, it really does not make any difference because there is not any hydro potential in what is now designated as wilderness and wild. I think maybe that was some of the reasoning back of the Senate amendment, as I read the record.

Mr. ASPINALL. Yesterday we had testimony from the two Secretaries who appeared before the committee relative to the Flat Top Primitive Area in Colorado. As I remember the testimony, they stated their willingness to permit the development that is contemplated by the four-county group which is asking for authority to transport water from one place to another.

Is there any language that you have in mind that would permit a tunnel development rather than a reservoir development? Does your objection go to the whole matter in the granting of your authority?

Mr. MASON. I attempted to cover that earlier by saying that although the saving clause goes to the Commission's jurisdiction or licensing authority to consider applications within the primitive areas for hydro development, as a practical matter and as a matter of law, the Commission must make a finding under section 4 of the Federal

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Power Act that whatever the private developer wants to put it there will not be inconsistent with the purpose for which the reservation was created or acquired, and that was the point where the Commission would consider it. A tunnel development I think everybody would agree would not interfere. But if you are going to put a tremendous hydro development in the middle of a wilderness or primitive area, that would destroy the wilderness aspect of it, and then I do not think the Commission, as a matter of law, could make the finding under section 4. We had that to happen in the *Niagara* case where the Indian reservation was involved, and the Commission said they could not make a finding that a reservoir that took two-thirds of the Indian reservation would not interfere or be inconsistent with the purposes of the reservation. So they refused to make the finding and they were sustained.

So it seems to me the Federal Power Act was designed to leave it up to an agency like the Power Commission that works with these matters as a full-time job to make the decision that you are suggesting we might do now by language, and I think it is almost impossible to foresee all of the possibilities and protect the hydro potential by specific language or legislation. I think the machinery is already set up.

Mr. ASPINALL. With your knowledge of the operations of the Commission to date, are you of the opinion that the Commission would protect the various values concerned, and if it were a wilderness area with great potential, that you would more than likely hold in favor of the primitive area values rather than grant the license?

Mr. MASON. I would answer that, yes, the Commission to my knowledge has leaned over backward in the years I have been there, and that has been since 1941 in licensing work, leaned over backward to honor the other uses of the land and to balance the conflicting uses and try to come up with the best plan for all purposes.

When you have conflicting uses, something has to give. Power has to give. There are many sacrifices power projects have made in the interest of recreation, in the interest of saving communities, in the interest of saving unique scenic values. As I said earlier, in the *Namakagon River* case the Commission denied the license outright, and recently dismissed a permit for a power project in California because the State wanted to develop a strictly recreational reservoir at that site and did not want to put power in. So that unless you are going to assume that the Commission is going to do less than what the law requires of them to do, certainly they are going to consider these various values and come up with the best answer.

Mr. ASPINALL. Madam Chairman, the staff consultant has a couple of questions at this place that I wish he would ask in order to have them in the record.

Mr. PEARL. On your proposed amendment, by your reference to "primitive areas as referred to in section 2(a) of this Act," it was intended, I assume, to limit the application to areas classified as primitive on the effective date of the act, and these are readily identifiable and we know which they are; is that correct?

Mr. MASON. That is correct.

Mr. PEARL. And then the last part of the proposed amendment would then apply to all new areas, regardless of size, whether they be 50,000 acres or 100,000 acres?

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Mr. MASON. That is true, and the reasoning behind that is that we have no way today to know whether there is any hydro potential in those areas or not. Until you make that determination, the Commission's licensing authority should not be taken away.

Mr. PEARL. So in all new areas brought into the wilderness system, whether they would be designated by today's criteria as "wilderness" areas or "wild" or "primitive," you intend that all new areas would be subject to your proposed amendment?

Mr. MASON. That is correct.

Mr. ASPINALL. Let me ask——

Mr. MASON. Could I qualify that?

Mr. ASPINALL. Yes.

Mr. MASON. If the Commission had an opportunity to review the hydro potential of the particular area at the time it is to be brought into the wilderness system as they have had the opportunity to do here with this proposed legislation, why then, of course, the Commission could make a definite recommendation as they have done here. We do not have that. We are not sure we would have that opportunity, so that is the only way we know to protect the potential.

Mr. ASPINALL. The information which was requested and which you suggested that you would give to us relative to the present situation and the prospective 3 million capacity itself, will that identify the primitive areas as they now exist as to their potential possibilities?

Mr. FARLEY. Each site will be described by name and location of river and the national forest and primitive area in which it is located.

Mr. ASPINALL. And are we to take from that answer then the understanding that if you have not identified some primitive area as having hydro potential that it would not have?

Mr. FARLEY. That is correct; yes.

Mr. ASPINALL. Thank you very much, Madam Chairman.

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. I have no questions at this time.

Mrs. PFOST. The gentleman from Washington.

Mr. WESTLAND. Have you ever constructed a hydro project in a wilderness area?

Mr. MASON. Neither of us recall one. I think the answer is "no, we have not." We do not construct, by the way——

Mr. WESTLAND. I did not mean construct. Have you ever granted a license?

Mr. MASON. Not to my knowledge.

Mr. FARLEY. There have been some constructed in primitive areas.

Mr. WESTLAND. Yes; but I mean in wilderness.

Mr. FARLEY. Wilderness, wild, or canoe, no licenses ever granted.

Mr. WESTLAND. Has there ever been any application for a license to construct a hydro project in a wilderness area that you can recall?

Mr. FARLEY. I cannot recall.

Mr. MASON. I cannot recall any either. Both of us have been with the Commission, I since 1941 in licensing, Mr. Farley earlier.

Mr. WESTLAND. During that time, 21 years, can you recall ever having had a request for a license in a wilderness area?

Mr. FARLEY. Not that I recall.

Mr. WESTLAND. But you have had them in primitive areas?

Mr. FARLEY. Yes, sir.

Mr. WESTLAND. And you have some pending now in primitive areas?

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Mr. FARLEY. That is correct.

Mr. WESTLAND. Would it change your view in any way if these primitive areas according to the legislation become wilderness areas? Would the Federal Power Commission take a different view?

Mr. MASON. The Commission, according to my understanding, was not concerned with the difference between wilderness and primitive areas. They were concerned with preserving the licensing authority with respect to potential hydro undeveloped. If this 3 million had been in the wilderness areas as opposed to the primitive areas, I think the Commission's recommendation would have been the same.

As a matter of fact, the first report that went up to the Senate, in that the saving clause went across the board to include wilderness, wild, and primitive areas and it was only when it became apparent to the Commission that all of the potential was in the primitive that they were willing then to amend their recommendation and have a saving clause apply only to the primitive areas.

Mr. WESTLAND. Well, the only thing I am trying to get at is whether or not the FPC's licensing department would take a different view of a request for a hydro project in a wilderness area than it would in a primitive area. Maybe you cannot answer that.

Mr. MASON. As I understand the bill, once S. 174 or the House bills are passed, substantially as S. 174 is today, the wilderness system—it will not make any difference as far as the use of the land is concerned whether you call it wilderness, wild, or primitive, it all then would be part of the wilderness system. And the Commission would have to make the same finding before it licensed, whether the project was in a wilderness, wild, or primitive area, because the standards of interference would be the same, the purpose would be the same, after the bill was enacted. That is the way I understand it.

Mr. WESTLAND. I think your understanding is right. What you are saying, then, is that there would be no distinction in FPC in its consideration of a request for a hydro project, whether it was in a primitive or a wilderness area.

Mr. MASON. That is correct. As I said earlier, the Commission would be faced, regardless of whether it is a wild, wilderness, or primitive area, with making a determination under section 4 of the Federal Power Act that a license asked for would not be inconsistent or interfere with the purposes for which the reservation was created or acquired. So that in every case the Commission would be faced with that proposition whether it be primitive, wild, or wilderness.

Mr. WESTLAND. These may be the views of the FPC, but there are other views to the contrary.

Mr. MASON. I understand that.

Mr. WESTLAND. That is all.

Mrs. PFOST. The gentleman from Minnesota.

Mr. LANGEN. No questions.

Mrs. PFOST. The gentleman from Colorado, Mr. Dominick.

Mr. DOMINICK. No questions.

Mrs. PFOST. Our consultant has a question.

Mr. PEARL. I just want to ask one more question to clarify a point.

Your proposed amendment is directed only to areas of national forest lands, while the provision that was put in S. 174 as section 11 might possibly supersede other laws and might apply to all land that might be placed in the wilderness system. Your amendment would not ex-

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tend to areas of national park land, wildlife refuges, or other nonfores lands that might be placed in the system; is that correct?

Mr. MASON. It would not go to park land because—I will give yo this reference for the record—in section 3(2) of the Federal Powe Act a reservation is defined as follows:

Reservation means national forest, tribal land embraced within Indian reservations, military reservations, and other lands and interest in lands owned by the United States and withdrawn, reserved, or withheld from private appropriation and disposal under the public land laws, also lands and interests in lands acquired and held for any public purpose, but shall not include nationa monuments or national parks.

And that is the reason we have no jurisdiction now with respect tc national parks and national monuments.

Mr. PEARL. I know; but we are not sure of the effect of section 11 of S. 174 and are glad to have your views in the record.

Mrs. PROST. Are there further questions of Mr. Mason.

Thank you very much. We are most appreciative, Mr. Mason, of your appearance.

Mr. MASON. Thank you.

(Committee note: The information requested by the committee members follows:)

FEDERAL POWER COMMISSION,
Washington, May 11, 1962.

Hon. WAYNE N. ASPINALL,
Chairman, Committee on Interior and Insular Affairs, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: During the hearing May 8, 1962, before the Subcommittee on Public Lands on the wilderness preservation system bills (H.R. 293, S. 174, and others), the Commission staff members who appeared for the Commission were requested to furnish certain additional information. In response, we are transmitting a table describing existing hydro projects and those under construction which would be affected by primitive areas and another table describing the potential hydro sites in primitive areas. The latter table shows that 3,006,300 kilowatts of potential capacity is located in primitive areas.

As of January 1, 1962, the status of hydro development in continental United States was as follows:

	Kilowatts
Existing (operating)	36, 203, 000
Under construction (approximate)	12, 225, 000
Undeveloped potential (approximate)	79, 000, 000
Total	127, 428, 000

The potential capacity exclusive of that affected by primitive areas is 76 million kilowatts (79 million kilowatts minus 3 million kilowatts). The capacity within primitive areas constitutes almost 4 percent of the total potential capacity.

In response to a question during the hearing, Commission staff members stated that they could not recall that any entity had ever applied for and received a license for a hydro project within a wilderness area. Upon further investigation we find that recollection to be correct but there was one application filed by the National Processing Co. on September 4, 1956, for a preliminary permit for a project (No. 2220) in what was then designated as the Bridger Primitive Area in the Bridger National Forest in Wyoming. The preliminary permit was issued May 20, 1958 and expired April 30, 1960 without the filing of an application for license. It is our understanding that the primitive area involved was redesignated as the Bridger Wilderness Area in 1960.

Please feel free to call upon me if you, or your committee, should desire further information on this matter.

Sincerely yours,

JOSEPH C. SWIDLER, *Chairman.*

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NATIONAL WILDERNESS PRESERVATION SYSTEM—HYDRO PROJECTS EXISTING AND UNDER CONSTRUCTION AFFECTED BY PRIMITIVE AREAS

1. Pacific Gas & Electric Co.'s relief reservoir is in Emigrant Basin primitive area in the Stanislaus National Forest, Calif., and affects the following downstream developments in the Stanislaus River Basin under FPC licenses:

	Kilowatts
Existing:	
Donnells	54,000
Beardsley	10,000
Stanislaus (old)	28,900
Melones	24,300
Tulloch	17,000
Total	134,200
Under construction: New Stanislaus (net)	53,000

2. Sacramento Municipal Utility District's proposed (licensed) Rubicon diversion and Rockbound Lake are in the Desolation Valley Primitive Area in the Eldorado National Forest, Calif., and they will affect the following downstream developments in the American River Basin under FPC license:

	Kilowatts
Existing: Jaybird (1st unit)	64,600
Under construction:	
Jaybird (2d unit)	64,600
Union Valley	33,250
Camino	71,250
Total	169,100

3. City of Seattle's Ross Reservoir (except possibly its outlet) is surrounded by the North Cascade Primitive Area in the Mount Baker National Forest, Wash., and affects the following at-site and downstream developments in the Skagit River Basin under FPC license:

	Kilowatts
Existing:	
Ross	360,000
Diablo	120,000
Gorge	134,000
Total	614,000

4. Moon Lake Electric Association has the small existing 900-kilowatt Yellowstone development under FPC license located in the High Uintas Primitive Area in the Ashley National Forest, Utah, on Yellowstone Creek.

5. Summary:

[In kilowatts]

Existing	*Under construction*
134,200	53,000
64,600	169,100
614,000	-------
900	-------
813,700	222,100

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Potential hydro sites affected by primitive areas

State	Name of plant or site	Basin and river	Capacity, kilowatts	National forest	Area affected	Remarks and references
Colorado	Emerald Lakes	Los Pinos (Pine) River (tributary of San Juan River).	15,000	San Juan	San Juan Primitive Area	USBR Colorado River Report—March 1946, p. 144.
	Sweetwater-Dotsero.	South Fork, White, Sweetwater Creek (tributary of Colorado River).	150,000	White River	Flat Tops Primitive Area	Application for FPC license for project No. 2289.
Idaho	Crevice	Salmon River	1,015,000	Payette and Nezperce.	Idaho and Selway-Bitterroot Primitive Area.	Review of H. Doc. 531, 81st Cong., division engineer's rept., June 1958, vol. I, p. 269.
	Growler Rapids	do	248,000	do	do	H. Doc. 531, 81st Cong., app. I, table 1, pls. 1 and 44.
	Black Canyon	do	238,000	Payette and Bitterroot.	do	Do.
	Pinnacle Peak	do	243,000	Payette and Salmon.	Idaho Primitive Area	Do.
	Lewis	Middle Fork, Salmon River.	141,000	do	do	Do.
	Aparejo	do	(1)	Salmon, Challis, Boise.	do	Do.
	Monumental	Big Creek-Middle Fork, Salmon.	3,500	Payette	do	USGS Water Supply Paper 657, p. 320—Preliminary studies.
	Pungo	Middle Fork, Salmon River.	8,000	do	do	Do.
	Risley	do	5,300	do	do	Do.
	Steelhead	do	5,400	do	do	Do.
	Penny Cliffs	Middle Fork, Clearwater, Lochsa, Selway.	292,000	Nezperce	Selway-Bitterroot Primitive Area.	Review of H. Doc. 531, 81st Cong., division engineer's rept., June 1958, vol. I, p. 303.
	Jerry Johnson	Lochsa River	46,000	Lolo	do	H. Doc. 531, 81st Cong., app. I, table 1, pls. 1 and 44.
	Wendover	do	105,000	do	do	Do.
	Wolf Creek	Selway River	103,000	Nezperce	do	Do.
	Moose Creek	do	240,000	Bitterroot	do	Do.
	Running Creek	do	50,000	do	do	Do.
	White Cap	do	68,000	do	do	Do.
Utah	Moon Lake	Lake Fork	4,000	Ashley	High Uintas Primitive Area.	USBR Rept. on "Bonneville Basin" Apr. 24, 1946; USGS "Reservoirs in United States," March 1948.
	Upper West Fork.	do	4,600	do	do	USGS WSP Nos. 618 and 1039.
	Yellowstone	Yellowstone Creek	14,000	do	do	Do.
	Rock Creek	Rock Creek	7,500	do	do	WSP No. 618 and USBR Rept. "Bonneville Basin", Apr. 24, 1946.
Total capacity affected.			3,006,300			

[1] Storage.

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Mr. ASPINALL. Madam Chairman, as we begin to take the testimony from the proponents and opponents, I would make this unanimous-consent request: Inasmuch as we have received numerous letters and resolutions, some of which are in favor of the legislation and some of which are opposed to the legislation, some of which are favorable to the legislation if amended, some of which it is difficult to tell just what the sender did have in mind, that we have our staff catalog all of this material and that we print at the end of the record of these hearings a list of names of those individuals who have written us letters, sent us resolutions, favoring the legislation, those opposed to the legislation, those favorable to the legislation if amended, and the names of those where we cannot tell their position, that we put that list in the record and that we place in the file all of this correspondence and the resolutions.

Mr. SAYLOR. Reserving the right to object, Madam Chairman, and I shall not object, I am just wondering what title we will put on that fourth schedule.

Mr. ASPINALL. We will be very careful so we do not hurt anybody's feelings.

Mr. SAYLOR. Further reserving the right to object, Madam Chairman, I wonder whether or not we will be able to put in an item which appeared in the Wall Street Journal of May 2. It is a rather interesting expression, I might say. I did not notice this in any other of our press releases anywhere along the line.

But at the annual stockholders meeting of the Kennecott Corp., a stockholder who owned more stock than all of the board of directors put together berated the board of directors for their efforts to defeat this piece of legislation. One James Marshall, who is a conservationist of note and also a large stockholder of Kennecott, took the corporation to task and I just wanted to make sure that while a lot of these letters that we receive came as a result of mining interests writing to them, I also am interested in knowing that in his comments Mr. Marshall said that, "Kennecott's beautiful picture, the copper hues—in our great Utah mine at Bingham, Utah, you will not see a tree, a blade of grass, not a stream and no wildlife larger than a rabbit exists or could exist in the area subject to strip mining. There can be no other use in a wilderness area other than mining once mining comes in."

Mr. WESTLAND. Will the gentleman yield?

Mr. SAYLOR. I do not have the time.

Mr. WESTLAND. Will the gentleman yield?

Mr. ASPINALL. Let me make this statement and then I will yield. Of course you will not find a tree or more than likely a rabbit or even a prairie dog in that area. But also I think my colleague from Pennsylvania should be brought up to date. The same author whom he refers to wrote an article in yesterday's Wall Street Journal and referred to the fact that there was the possibility that there was some opposition or some support to an amendment which the Department might offer. We do not have the amendment. We do not know anything about it. Apparently this writer is going rather far in order to get news value. So I cannot say that these articles are going to be objective in their help to the committee.

Now I yield to my colleague.

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Mr. WESTLAND. I was just thinking if the shareholder does not like the way the company is running its affairs, he could dispose of his stock. He is obviously very happy with the way the company is being run and I assume he is receiving their dividends; otherwise, he could dispose of the stock.

Mr. SAYLOR. With the amount of stock he has, he will, in all probability, get rid of some directors. There are two ways of handling this matter. [Laughter.]

Mrs. PFOST. You have heard the unanimous consent request. Is there objection?

Hearing none, it is so ordered.

Our next witness this morning is Mr. Howard Zahniser, executive secretary and editor of the Wilderness Society. I understand he would like to bring with him Mr. Stewart Brandborg, director of special projects of the Wilderness Society.

Mr. ZAHNISER. And Mr. Michael Nadel, assistant executive secretary of the Wilderness Society. Mr. Brandborg and Mr. Nadel are highly valued associates on my staff. Mr. Nadel is our assistant executive secretary and Mr. Brandborg our director of special projects.

Mrs. PFOST. Thank you, Mr. Zahniser. For the benefit of those who are in the room I am sure you know that we have tried to evaluate the amount of time that will be at our disposal to hear both opponents and proponents. As far as possible we wish to divide the time equally and we have requested that each person adhere to a 10-minute oral presentation, and we will appreciate your keeping within that time or making your remarks even shorter if possible so we can move forward with the legislation.

I am sorry this is necessary, but we will have to start checking the clock as far as time is concerned. We will ask Mr. Pearl to keep track of the time.

You may proceed, Mr. Zahniser.

STATEMENT OF HOWARD ZAHNISER, EXECUTIVE SECRETARY AND EDITOR, THE WILDERNESS SOCIETY; ACCOMPANIED BY MICHAEL NADEL, ASSISTANT EXECUTIVE SECRETARY, THE WILDERNESS SOCIETY; AND STEWART BRANDBORG, DIRECTOR OF SPECIAL PROJECTS, THE WILDERNESS SOCIETY

Mr. ZAHNISER. Madam Chairman, and members of the subcommittee, my name is Zahniser—Z as in Zebra -A-H-N-I-S-E-R, my first name Howard. I speak here today in behalf of the Wilderness Society, a national, nonprofit, philanthropic conservation organization with some 18,000 members in all our States and in other countries. Since 1945 I have served the Wilderness Society as executive secretary and as editor of our quarterly magazine, The Living Wilderness, and other information material.

It has been my very great and precious privilege during these years to serve the cause of wilderness preservation in association and cooperation with many groups and individuals in all parts of our country, especially here in the Nation's capital. I am very glad to be here today, and I trust I may contribute to the committee's consideration of this outstandingly important legislation, the Wilderness Act.

It has been my privilege to attend all the hearings that have been held on this legislation—not only those held by this subcommittee in

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1957 and then last fall in McCall, Idaho, Montrose, Colo., and Sacramento, Calif., but also those held by the Senate Committee on Interior and Insular Affairs, including three in Washington, D.C., in 1957, 1958, and 1960 and six in the West—at Bend, Oreg., San Francisco, Salt Lake City, Albuquerque, Seattle, and Phoenix.

In preparation for these climax hearings, as the Wilderness Act comes before the House of Representatives for what I trust will be its passage and prompt enactment into law, it has occurred to me that we have discussed this measure and the proposals it incorporates, for so long a time now, on so many occasions, from so many particular points of view, that we might all profit from taking at least one summary comprehensive look at the conditions and circumstances, the needs, that are the occasion for such a proposal, and the way in which this act meets these needs and fits in with the conditions and circumstances.

Accordingly, the statement which I am here making takes for granted no other statement, except the text of the Wilderness Act, but within its limitations reviews in summary fashion the basis of our proposals, the nature and amount of the wilderness with which we are dealing, and the principles of the policy and program which the Wilderness Act would establish.

DEVELOPMENT OF CONCERN

Our remaining wilderness in the United States has been attracting increasing interest in recent years. More and more citizens have become interested in having part of the land in which they live kept in its primitive condition. Fortunately, for this purpose much of the wilderness yet remaining is in public ownership and thus available for exploitation or preservation as may be found in the public interest.

While it has been assumed that some of this remaining wilderness in public ownership will be needed in the future as a further source of commodity resources for economic programs, there has also been a growing conviction that much of it can best serve the public interest by being preserved as wilderness.

Public opinion favoring this prospect for wilderness preservation has been stimulated by land administrators who as public servants have been the managers and protectors of public lands that include wilderness. It has been further developed and represented through organizations of citizens interested in conservation and other civic programs.

The result has been the development of wilderness preservation programs and purposes in connection with the administration of national forests, national parks, wildlife refuges, and other publicly owned areas of land containing wilderness.

Increasing use of the available areas of wilderness has been accompanied by a deepening awareness of the continually growing pressures on the remaining wilderness for the many other uses that involve development and destruction of the areas as wilderness, as well as for their use as wilderness.

SOME RATHER DEFINITE CONCLUSIONS

Concerned with these clear developments, those who have been studying wilderness-preservation needs have come to some rather

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definite conclusions. For one thing they have concluded that all our land is destined to be put to some human use. The pressures of civilization are such that none of the land of the United States can be expected to escape human use.

That recognition has led to the further understanding that none of our land can be expected to endure as wilderness accidentally. Only those areas that are deliberately set aside as wilderness and positively protected as such can be expected to remain wilderness.

The question of wilderness preservation then becomes a matter of designation and protection. Who can make such a designation; who can provide the needed protection?

WILDERNESS PRESERVATION A GOVERNMENT ENTERPRISE

It seems at once apparent that in the United States this will be accomplished in an enduring program only by government—State government or Federal Government. For some areas of wilderness in State ownership such preservation policies and programs can be—and are being—carried out by States. But the most of the areas in public ownership and available for wilderness preservation are in Federal ownership, and most of these are in the national parks, national forests, or wildlife refuges.

Within the parks, forests, and refuges some areas have already been designated as wilderness. Other areas have been deliberately protected as such without special designation. The compatibility of wilderness preservation with the primary park, forest, or refuge purposes has been demonstrated, and the effectiveness of the policies and programs for wilderness preservation has been indicated.

Such designations as have been made and such wilderness preservation policies and programs as have been established have been administered as a part of the management of the areas as park, forest, or refuge. Some of the policies and programs have been somewhat tentative and experimental and lacking in definiteness. All have been subject to change through administrative determinations that might be made within the same latitude of decision in which they were established.

As public opinion has confirmed and supported the establishment of present policies, and as increasing pressures have become apparent that might result in administrative changes which would damage these policies, those concerned have concluded that such policies should be clearly established by Congress and expressed in the fundamental law of the land.

Furthermore, as Frank Lara of the National Wildlife Federation wrote in the October 1961 issue of the Journal of Forestry, there can be no question as to whether the Congress is concerned with wilderness preservation on Federal lands. The Constitution itself says in the last paragraph of article IV, section 3:

> The Congress shall have power to dispose of and make all needful rules and regulations respecting the territory or other property belonging to the United States.

Mr. Lara continued:

> If wilderness preservation is a distinctive undertaking as this discussion indicates, and if it requires rules and regulations regarding Federal territory, then by the Constitution itself Congress is responsible. Wilderness areas established

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as at present must therefore be established pursuant in one way or another to some act of the Congress.

As Mr. Lara pointed out, administrative action without a legislative basis does not establish firm national policy.

There is no question—

he declared—

that land-administering agencies should, as at present, set up the areas to be preserved as wilderness in keeping with and in consideration of their other land-use policies and programs. But they should do this under clearly stated and defined national policies and standards established by Congress and in accordance with those programs and directives authorized by Congress, with the stability and public understanding that those programs can have.

He continued:

With our land management traditions, there are few who wish to see wilderness firmly preserved who will not agree on this. In such a land-use matter as this, Congress should set the policy, authorize the programs, and keep a careful scrutiny over these policies and programs. But, the executive agencies, the land managers on the ground level, should work out the programs, adopt and coordinate them into and with other programs, and develop the particular rules and regulations needed to manage these areas in accordance with the general agency purposes.

If it is to be our national policy to secure for the American people of present and future generations the benefit of an enduring reserve of wilderness, Congress should so determine.

LEGISLATION NEEDED AND JUSTIFIED

So we come to wilderness legislation. Such legislation is needed because without its congressional sanctions the administrative programs so far successful cannot be counted on to endure in the face of pressures that obviously are increasing. Such legislation also is needed in order to give expression to national wilderness policy with a desirable clarity and definiteness. Furthermore, it is proper, in accordance with the constitutional responsibilities that Congress has over public lands.

The need for wilderness preservation has thus been stated, with the concision of a step-by-step summary.

With similar concision, a justification of legislation may be stated in the three-point thesis that—

(1) wilderness preservation is a desirable policy for human health, welfare, knowledge, and happiness;

(2) a wilderness preservation program can be fitted into economic and other programs so as not to conflict with them or require sacrifices of other advantages by the public; and

(3) such a policy and program for wilderness preservation can be so developed as to include provision for any future changes that may be necessary to meet changing conditions or unforeseen needs.

What is required then is a definite statement, a specific act of Congress, that will determine, define, and declare the national policy with regard to what shall be done with certain areas of publicly owned land. This would establish the charter of a program of the people of the United States for the preservation of wilderness on their own public land and within an overall program that recognizes other needs too and provides for future changes as needed.

In the Wilderness Act (S. 174) we have such a policy and program, developed over a period of years to meet our needs within our condi-

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tions, passed by the Senate with a 78-to-8 endorsement after careful consideration and some amendment, and now before this body for further consideration, improvement, and (I trust) passage in preparation for its final enactment.

WILDERNESS IN OUR WORLD

It is interesting and important to consider the conditions under which such legislation has been developed and the success with which it can meet our needs within these conditions.

It is certainly of great importance that we do succeed promptly in meeting these needs, for the resource with which we are dealing is already one of remnants, magnificent though they be, and we do not have long to hesitate in laying our plans and designing our programs.

In our own far beginnings on this continent, the wilderness was everywhere, and in those still more distant beginnings, even before history began to be written, man himself was both in and of the wilderness, which then was indeed all-inclusive. Now, over much of the earth, over much of this continent, man has so changed and developed the primeval scene that he himself and his own works dominate the landscape. The areas where the earth and its life community are still untrammeled by man are only remnants.

Yet so important and so extensive are these remnants that they afford a still live opportunity for an enduring program of wilderness preservation.

It will be worthwhile to examine in some detail the nature of this opportunity.

Most of the areas that are still wilderness in this country, and are available for preservation as such, are in Federal ownership, but not all. Some are in private ownership and might possibly be handled and bequeathed from generation to generation so as to be preserved. Some are in State ownership, and certain areas are preserved as wilderness.

WILDERNESS PROTECTED BY STATES

The oldest and largest area in the United States preserved as wilderness is, in fact, the Adirondack Forest Preserve. About half of the three million acre Adirondack Park is State-owned forest land—2,204,756 acres—and is preserved "forever wild." New York's Catskill Park contains 234,414 such acres.

Nearly 2.5 million acres are thus being protected by New York State in accordance with an article written into the State constitution in 1894. In the Katahdin area in Maine there are 193,254 acres in Baxter State Park, a wilderness park. Michigan has preserved wilderness in the 57,366-acre Porcupine Mountains State Park. California has close to half a million acres in wilderness stretches within a half dozen of its State parks. There are other States too that have some areas which still preserve wilderness conditions. Itasca in Minnesota and Custer in South Dakota are outstanding examples.

In the aggregate some 3 million acres of wilderness in a dozen or so separate areas are being preserved by our States.

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WILDERNESS IN FEDERAL CUSTODY

In Federal ownership there are 156 areas with some 62 million acres in the aggregate that are already classified as wilderness so that they can be included in a wilderness preservation program for the future. There are some 49 areas in the National Park System, 84 within the national forests, and 23 on national wildlife refuges and ranges. All together, these areas make up about 2.7 percent of our land.

NATIONAL PARK WILDERNESS

Our national parks have been called reservoirs of wilderness. Strictly speaking, they were not established as wilderness areas, but their purpose as defined in the National Park Act of 1916 is consistent with and includes wilderness preservation.

This purpose has been described as dual. On one hand it is "to conserve the scenery, the national and historic objects and the wildlife."

On the other hand, it is "to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

In carrying out this purpose the National Park Service has so far succeeded in preserving most of the wilderness in its custody and has also done much to foster and develop wilderness appreciation and use. Less than a tenth of the total area of national park wilderness has been used for roads and the accommodations and installations that sacrifice wilderness but "provide for the enjoyment."

Wilderness preservation in the national park system is itself a double undertaking. It calls for protection from threats to take over areas in the system for purposes that would be inconsistent with park purposes. But it also calls for a thoughtful handling of the increasing pressures for recreational uses that are consistent with these purposes and, indeed, are excellent in their place, but destructive of wilderness.

Without deducting the percentage devoted to roads and other visitor accommodations we can put the total acreage of the 49 national park system areas at about 22 million, more than 7 million of which are in Alaska and Hawaii.

Most of this wilderness is in parks. Two of the national parks, it is true, are without wilderness, but 27 have been described as "national primeval parks." They include 13,447,801 acres—11,261,560 in the United States, 246,748 in Hawaii, and 1,939,493 in Alaska.

Twenty of our eighty-three national monuments also belong in our wilderness system on the same basis as the twenty-seven national parks. These 20 monuments, including 2 exceptionally large ones in Alaska with 4,972,185 acres, have an aggregate acreage of 8,816,539.

The Cape Hatteras National Seashore Recreational Area with 28,-500 acres and the Theodore Roosevelt Memorial Park in North Dakota with its 70,374 acres are other national park system areas that belong in our wilderness system, too.

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WILDERNESS IN THE NATIONAL FORESTS

Our 149 national forests with their 181 million acres include a great resource of wilderness. National forest purposes, of course, include timber harvesting and other enterprises that now devote about 92 percent of the national forests to important uses that unavoidably destroy wilderness. That leaves about 8 percent, or around 15 million acres, now being preserved as national forest wilderness.

National forests are multiple-use areas. That means that each area yields the combination of uses best suited to public needs. On areas to be saved as wilderness it means a combination of uses including watershed protection, recreation, scientific research, and others that are consistent with wilderness preservation. Fishing and big game hunting are important parts of the recreation use of national forest wilderness, as also are pack trips, hiking, and camping. Timber cutting, to cite a contrary example, does not fit into such a combination of multiple use in wilderness. So it is excluded, of course, from areas set aside as wilderness, although it may be a major purpose on the 166-or-so-million acres of national forests not reserved from timber cutting, roadbuilding, and other uses that would spoil the forest as wilderness.

The 8 percent of the national forests preserved as wilderness has been set aside by the Forest Service, in four kinds of designations—primitive, wilderness, wild, and canoe. There are 84 such areas—with a total acreage of 14,948,923.

The Forest Service policy for designating some of its lands for wilderness preservation started—as far as actual designations have been made—more than a third of a century ago, in 1924. Then the Gila wilderness area in New Mexico was established by the regional forester in a significant event that was celebrated 30 years later in the dedication of a memorial at a site overlooking this Gila wilderness, with ceremonies that included a principal address by Clinton P. Anderson, the distinguished Senator from New Mexico who had been a citizen associate of the Forest Service pioneers in the establishment of the Gila wilderness and who was later to sponsor in the Senate the legislation that is now before us as the Wilderness Act, S. 174.

Following the historic 1924 beginning, the Chief of the Forest Service designated a series of such areas and called them "primitive." Still later, improved regulations for such areas were adopted and the names changed to "wilderness" for those containing more than 100,000 acres and to "wild" for the others. It was the intention not only to give new areas the newer names but also to reclassify all the older primitive areas.

There are now 14 wilderness areas comprising 4,897,039 acres, and 30 wild areas with 1,052,723 acres. Still awaiting reclassification are 39 primitive areas, with a total of 7,964,309 acres. In the wilderness canoe country of the Superior National Forest in Minnesota, the Boundary Waters Canoe Area contains 1,034,852 acres.

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WILDERNESS IN WILDLIFE REFUGES

A representative of the U.S. Fish and Wildlife Service, Richard Griffith, testifying at the wilderness bill hearings in June 1957 said that—

> the future of many species of wildlife and game resources generally is dependent in a large measure upon the wild lands in public ownership retaining their present character.

He went on to state that—

> the Bureau of Sport Fisheries and Wildlife has endeavored, through the national wildlife refuge program, to preserve wilderness characteristics of the refuge properties.

And he pointed out particularly that—

> some species of wildlife are dependent upon an undisturbed environment.

There are a great many national wildlife refuges that do not include or constitute wilderness. Many of these, important as they are to wildlife, are too small to be called wilderness. Others have been made into attractive and productive wildlife areas by structures and other works that are among our great conservation accomplishments but would be out of place in wilderness. At the same time some of our pristine national wilderness—Okefenokee in Georgia, for example—is protected as refuge land.

There are nearly 300 wildlife refuges and ranges. Out of these there are 23, containing a total of 24,841,860 acres, that protect significant areas of unspoiled primeval country. Thirteen of these are "refuges" with a total of 6,357,982 acres—4 of them in Alaska with 5,645,009 acres; 9 with 712,973 acres in 9 other States; 10 of the 23 areas are "ranges" and include 18,483,878 acres—4 in Alaska with 13,262,197 acres and 6 with 5,221,681 acres in 3 other States.

SO THIS IS WHAT WE HAVE

So our National Park Service, our Forest Service, and the Bureau of Sport Fisheries and Wildlife are not only managing parks, forests, and refuges for their own particular programs. As a part of these programs they also are protecting—each in its own way—the areas that are America's best hope for saving some of its public land as primeval wilderness.

Perhaps the Bureau of Land Management may later find that some of the public domain under its jurisdiction is best suited for wilderness preservation. The Indians will probably wish to have some of their reservations remain wilderness as it has been since their distant ancestors held them. Possibly there may prove to be still other areas of wilderness—Federal, State, or private. There are, for example, more than 7 million acres of national forest land now wilderness but not so classified, and some of these lands may be destined for wilderness preservation. Yet in a very probable sense these areas that we have here looked at so very quickly are indeed our hope for success in wilderness preservation.

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WHAT SHOULD WE DO?

We should accordingly do our best to see that these areas that can constitute a national wilderness preservation system are preserved unspoiled.

The National Park Service should be supported and its hands strengthened in so administering the 49 parks and other areas containing units of wilderness that they are not overdeveloped and made into resorts for the kind of recreation that can be enjoyed elsewhere.

The Forest Service should similarly be supported so that it can maintain the areas that it has designated as "wilderness" against pressures for timber cutting and other enterprises.

The Bureau of Sport Fisheries and Wildlife should be encouraged to manage its 23 acres containing wilderness in a way to provide for wilderness wildlife despite pressures or temptations to develop these lands otherwise.

Any agency with wilderness under its administration should be encouraged to preserve this resource if it can possibly do so in keeping with its other responsibilities.

Preservation of wilderness should be one of our established public-land policies.

If it is so declared by Congress, if the agencies that now have the custody over our areas of wilderness are authorized to continue to manage them—for whatever prime purpose—in such a way as to preserve their wilderness character—then we can well expect to have a living wilderness indefinitely, perhaps forever.

It will require no new land-administering agency, no land transfers, and will involve no interference with any other program or interest. It will require only the live concern of American citizens and their awareness of one of the greatest resources in our public land heritage.

These areas within our Federal lands, if we also add the areas of wilderness in State custody, constitute only about 2.8 percent of our land area.

Certainly it is no economic extravagance to devote this percentage of our land to preservation. As Newton B. Drury once said of our national parks when he was the Director of the National Park Service:

> Surely, we are not so poor that we need to destroy them, nor so rich that we can afford to lose them.

OUR PRESENT CIRCUMSTANCES

Before considering further the conditions under which these areas of wilderness can persist, we should remind ourselves that they do exist within a rapidly expanding civilization with an exploding population which is constantly becoming more and more highly mechanized.

Those who have pondered the prospects for wilderness preservation have for some time concurred in the belief that our civilization can no longer be expected to leave by accident any extensive areas of wilderness within these United States unoccupied for its own purposes. It has been generally recognized for some time that sooner or later all our Federal areas of wilderness are destined to be devoted to some special purpose.

A corollary of this recognition has been the realization that if we are to see wilderness preserved, we must preserve it deliberately. Its perpetuation must become an aspect of our civilization.

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These are no longer assumptions. They already can be recognized as descriptions of our present circumstances.

It is a simple fact that all the wilderness we now have in Federal ownership is within areas already serving some other purpose. That fact represents both our problem and our opportunity. It is one of the facts upon which a national policy and program must be, and can be, based.

Within all these categories of land where we still find wilderness in Federal ownership, our wilderness resource is now serving some distinct governmental purpose, but it is not protected as wilderness by Congress, by any law establishing a national wilderness preservation policy, nor by any statute authorizing a national wilderness program.

Wilderness preservation at present is an aspect of some other program or policy.

NATIONAL PARK CIRCUMSTANCES

Even within the national parks this is strikingly true, though surprisingly so to many of us on our first realization.

Senator Hubert H. Humphrey of Minnesota pointed this out on the floor of the Senate on February 11, 1957, when he introduced the wilderness bill to the 85th Congress, and expressed the caution that unless provision is made to protect the primeval within our national park system, developments may gradually take over—a prospect, he added—

against which we can now set guards without sacrifice.

Dr. James P. Gilligan, a forester, now at the University of California at Berkeley, who as wilderness project director of the university's wildland research center, conducted the recent wilderness study for the Outdoor Recreation Resources Review, a few years ago, on October 26, 1954, described wilderness preservation within national parks as he had noted it in connection with a most intensive study that he had then recently made. He pointed out that there is nothing in the organic National Park Act of 1916—

directing how much of, or what part of parks to develop, nor is there any clause in the law or interpretative regulations stipulating the reservation of park units in wilderness condition.

Dr. Gilligan made this statement to the Society of American Foresters during the 1954 annual convention of this society, in Milwaukee, Wis. His address then was in a sense a summary of conclusions drawn during an intensive field study of wilderness that he made in preparation for a doctorial dissertation he had submitted in 1953 to the University of Michigan. Speaking of national park conditions during his Milwaukee address, Dr. Gilligan said:

Wilderness conditions, of course, have vanished from developed areas; and the sight, sound, and sometimes smell of these concentration zones disperse so widely that quite large sections cannot be considered natural, let alone wilderness. National parks, too, must often justify their existence to the locality or State in which they are situated, principally on economic grounds. As long as the drums throb for more tourist dollars, park administrators will find it hard to accommodate the increasing army of sightseers without extending development. It is highly improbable that a seemingly logical course of restricting the number of visitors to any national park will be put into effect until every possible means of providing accommodations is exhausted. It is a fair question to ask, How much of the parks will be developed by then?

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Dr. Gilligan went on to say that:

Because of congressional measures which ordinarily prevent utilization of wood, water, mineral, or forage resources in areas of the national park system, the National Park Service is the most logical existing agency to preserve extensive wilderness regions. However, it is subject to the unrelenting pressures of mass use, and retreats gradually behind the cold logic that more areas must be developed to care properly for the public to whom the land belongs. It is merely another application of the philosophy that as many people as possible should use these areas even though finally there is little left of the original landscape.

Representative John P. Saylor, of Pennsylvania, distinguished member of this subcommittee who long has been known particularly as a champion of the national parks, thus quoted Dr. Gilligan in the course of his July 12, 1956, address in the House of Representatives on "Saving America's Wilderness." In this address Mr. Saylor emphasized that—

even in the national parks and monuments, the pressures for roads and nonwilderness recreational and tourist developments threaten in many places to destroy the primeval wilderness.

Mr. Saylor said:

Within the national parks and monuments in general there is at present no act of Congress that would prevent a future Secretary of the Interior, or park administrator with his approval, from deciding to construct a road, a building, or any other installation that he would deem appropriate for a national park or monument anywhere within the park or monument.

The Yellowstone Act that inaugurated our national parks in 1872 provided for the retention of the wonders there * * * "in their natural condition," and yet that act has, of course, not interfered with the construction of the Yellowstone Park roads, the many buildings that are there, and the other developments that have so altered "natural conditions" that the atmosphere in some parts of the park is that of a crowded city.

Mr. Saylor went on to say:

I do not object to these developments in Yellowstone National Park. I have indeed used them with appreciation. I am merely pointing out that they have been constructed in accordance with the laws under which the park is governed, and there is nothing in that law to prevent such construction elsewhere in the park.

In my opinion—

said Mr. Saylor—

if we are to make sure that we still have in the distant future our national park primeval back country still preserved as wilderness, we should declare here in Congress our purpose to do so.

He emphasized this further as follows:

In Mission 66 we are doing our best to provide for the development of adequate facilities and accommodations for the increasingly numerous visitors to the parks. I heartily endorse and support this development program. At the same time, I sense a need also to strengthen the hands of the National Park Service in its work for the preservation of the primeval back country as wilderness.

Corroboration of this analysis by the National Park Service itself, was seen in a document issued by the Service in March of 1957 entitled "Preservation of Natural and Wilderness Values in the National Parks." This was published in the July–September 1957 issue of National Parks Magazine. Demonstrating the wilderness-preserva-

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tion interests of the National Park Service itself, this document declared:

> There would be little wilderness and much less of the natural beauty of the national parks left today had the National Park Service been development-minded, promotionally inclined, and unrestrained by conservation principles. Acquiescence by the National Park Service, plus a little promotion, could have extended the road system, at least in prospect, up the Kings River, across the Olympics, around Mount Rainier, or into almost any other wilderness area. There is no limit to the enterprises that could have been developed if every activity and every recreational device usually found in a resort development had been invited into the national parks.

Commenting on this document editorially, National Parks Magazine described the paragraph I have just quoted as—

> one of the clearest statements we have yet noted of the necessity which we see for the wilderness bill as congressional insurance of the excellent policies which the National Park Service has developed.

The magazine said further:

> Our concurrence in this is not only in admiration for the National Park Service, but also in recognition of the fact that, unless wilderness preservation policies are firmly established by Congress, it is within the power of future administrators so to change national park policies that at some less fortunate future time there may indeed be little wilderness and much less of the natural beauty of the national parks left.

Let me emphasize that I cite these comments of others myself with a personal admiration for the National Park Service and an eagerness to strengthen the Service's protection of wilderness.

I cite them at such length to emphasize that we are presumptuous if we consider that even our national parks are protected by law as wilderness.

NATIONAL FOREST CIRCUMSTANCES

Within our national forests the 84 acres of wilderness, variously classified as "wilderness," "wild," "primitive," or "canoe," have all been established administratively, by the Chief of the Forest Service or the Secretary of Agriculture, because of their wilderness values.

As they have thus been established administratively, so also could they thus be modified, or even eliminated.

These areas have of course been so administered as to serve the essential purposes of the national forests of which they are a part. They have retained their wilderness character to a great extent because the administrators of the forests have so managed them.

This excellent Forest Service program needs the endorsement that congressional recognition can bring, and the security of the national forest wilderness requires this recognition also.

This, in my understanding, is why the Forest Service itself has endorsed wilderness legislation.

Let me emphasize that this legislation has been urged by wilderness proponents as a measure to endorse and strengthen the Forest Service—fortifying the Service in a wilderness protection policy and program of which it is the recognized and admired pioneer and for which congressional recognition is both ratification and insurance.

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ALL WILDERNESS NOW SERVES OTHER NEEDS

Thus this review of our present circumstances in the administration of our Federal conservation estate demonstrates the fact that none of our Federal wilderness has the protection that Congress could give by providing for wilderness preservation as a national policy applied to a definite system of areas. All of our wilderness exists as part of areas established by Congress for some other purpose, whether it be as park, forest, or refuge.

It is apparent as we face these facts that wilderness is not a special use of lands but rather a character that land has. It can have this character and still serve any of various purposes. As a matter of fact, this is obvious, for it is while serving such purposes that it has so far been preserved as wilderness.

It can so continue, and this possibility may well determine the nature of our preservation program.

OUR PROPOSAL

Can we not then establish as readily feasible a national policy based on the recognition that we can preserve the wilderness character of our areas of wilderness and still allow them to continue to serve their various special purposes, serving these purposes, of course, in such ways as will still preserve their wilderness character? Can we not endorse as both sound and feasible a national policy which would include the following:

1. Recognition of what wilderness is and of the fact that its preservation should be deliberately provided for in basic legislation by Congress.
2. Recognition that areas of wilderness can serve various purposes and still maintain their wilderness character.
3. The designation for preservation of such areas that do exist within our national parks, national forests, wildlife refuges, and other areas where present purposes can be served in keeping with wilderness preservation.
4. Provision that such areas continue under their present administration with no change of jurisdiction, and with no alteration of basic purposes.
5. Congressional charges of responsibility requiring that the administrators of such areas of wilderness do so manage them for any other purpose as to make sure that their wilderness character is preserved.
6. Special provisions safeguarding existing private rights and insuring the integration of the wilderness-preservation program with the necessary development and exploitation of resources for economic and other purposes.

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A WILDERNESS SYSTEM

As such a policy and program are thus adopted we can realize the creation of a National Wilderness Preservation System through which these objectives can be realized.

There would be some 84 areas within the national forests being administered by the U.S. Forest Service on a multiple-use basis, serving as watershed-protection areas, meeting in some areas, as at present, the needs for cattle and sheep grazing, providing areas for research, and safeguarding forest areas for various purposes, including recreation.

There would be some 40 areas in national parks, national monuments, recreation areas, memorial parks, or other categories administered by the National Park Service for the protection of the Nation's scenic areas of superb splendor and for the recreational use and enjoyment of the people.

There would be some 23 areas of wilderness within wildlife refuges and ranges, being administered by the U.S. Fish and Wildlife Service for the protection and increase of wildlife.

Similarly there might well be other areas of wilderness being protected by other land administrators. And throughout this system there would be worked out such special provisions as needed to accommodate already established uses of the land and to provide for necessary economic or other developments important to the national welfare.

THIS IS THE WILDERNESS ACT

These proposals for a national wilderness policy and program are indeed the provisions that are now incorporated in the Wilderness Act. If we can agree that such a policy is needed and desirable and that it can be realized without damaging other interests and in such a way as to provide for future changes as necessary, it seems to me that we have justified this proposed legislation in a sound and logical manner with a cool sense of responsibility to the whole public interest and a humanity that lives in generations.

The Wilderness Act, S. 174, as an actual embodiment of these objectives in a measure approved by the U.S. Senate, is a remarkable achievement. It is indeed worthy of most earnest consideration by this House, which so closely represents the American people, and I consider it a very great privilege to contribute to its consideration by this Public Lands Subcommittee, this Committee on Interior and Insular Affairs, this House.

SUGGESTIONS FOR IMPROVEMENT

The measure can here be improved. I should accordingly like to commend it as a whole, contribute some data compiled in accordance with its provisions, and make a few suggestions for its improvement.

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First of all I should like to commend the Wilderness Act for the degree to which it realizes the opportunity for wilderness preservation on our Federal lands which I have earlier described in enumerating the available areas within our refuges, parks, and national forest wildernesses. At the same time I wish to emphasize the act's reasonableness in its land requirements.

Congress by this act would specify the areas that may be considered for a National Wilderness System. Not all the areas which are thus authorized for consideration can be expected necessarily to be selected, I realize. But even if all were to be preserved the land requirement would in our circumstances be indeed reasonable.

We of the Wilderness Society have tabulated the areas that in accordance with our interpretation of the act could be considered. These are shown in the following map, entitled "The Wilderness Act's National Wilderness Preservation System." I hold in my hand the original map, in colors; you have incorporated in your copy of my statement a reproduction of the map as it appeared in the autumn-winter 1961–62 (No. 78) issue of The Living Wilderness. Its symbols—star, tree, shield, bird—indicate the various kinds of areas.

Stars show the national forest areas permanently included upon passage of the act—the wilderness, wild, and canoe areas.

Trees show the national forest primitive areas included but subject to review.

Shields show the national park system units within which wilderness areas may be designated after review.

Birds show the national wildlife refuges and ranges within which wilderness areas may be designated.

(The map referred to appears on facing page.)

Mr. ZAHNISER. As shown on this map, the color original of which is on the easel, Madam Chairman, the Wilderness Act definitely designates some national forest areas for inclusion in the wilderness system on a permanent basis. Included are 1,052,723 acres classified as "wild", and 5,931,891 acres classified as "wilderness"—including a canoe area—a total of 6,984,614. Also included, but subject to review, are 7,964,309 acres classified as "primitive."

Thus the gross acreage in national forest areas that could be included is 14,984,923, although this much is not expected because of the possible elimination of some acreage in the primitive areas on the review required by the Wilderness Act.

National park system areas will be included permanently in the wilderness system only after study and recommendation. There are in all, including roaded and developed areas, a gross total of 13,518,175 acres in national parks, and 8,845,039 acres in national monuments, a recreational area, and a national memorial park. This total of 22,363,214 acres, it must be emphasized, is a gross total, including present park portions devoted to roads and accommodations and other park areas that will not be included in the wilderness system.

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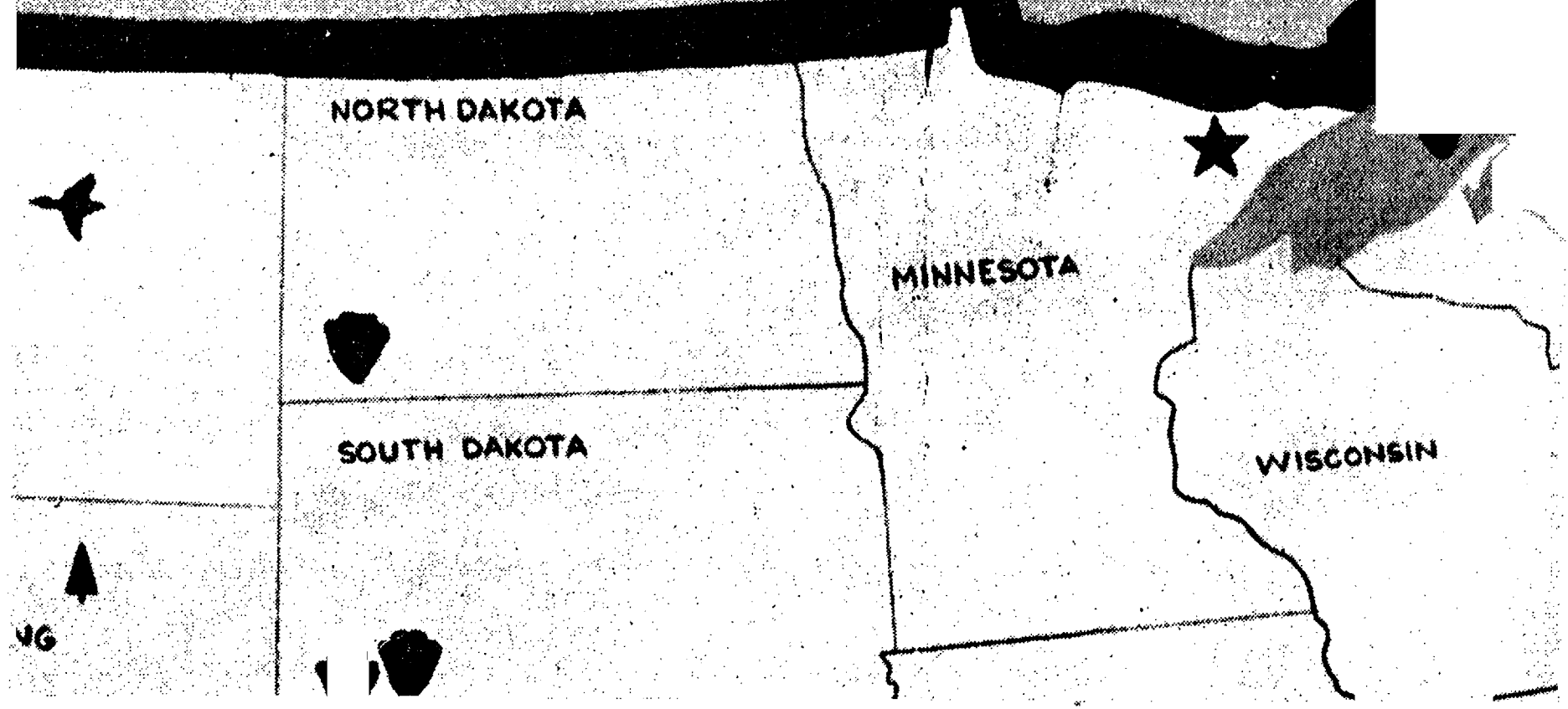

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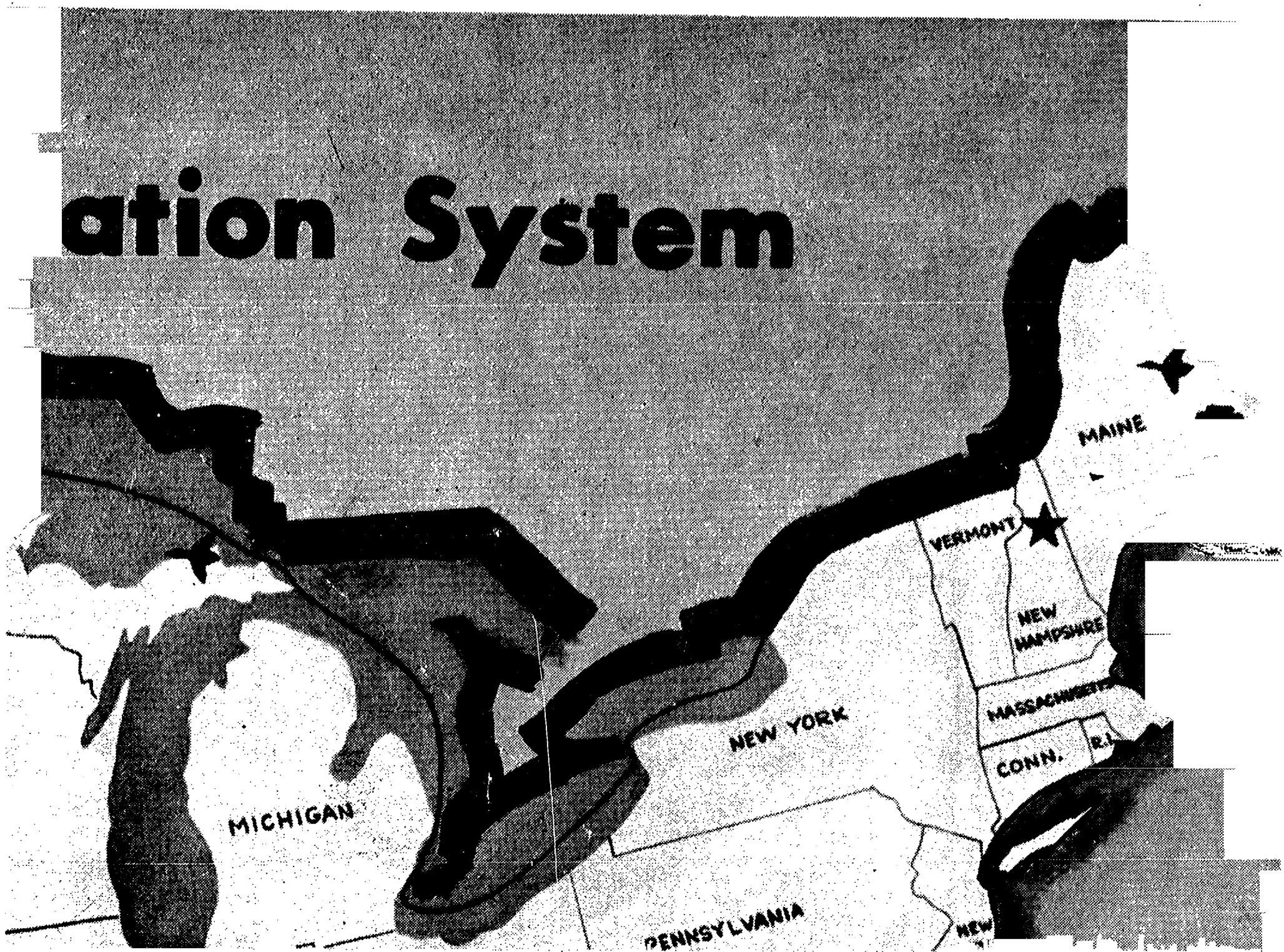

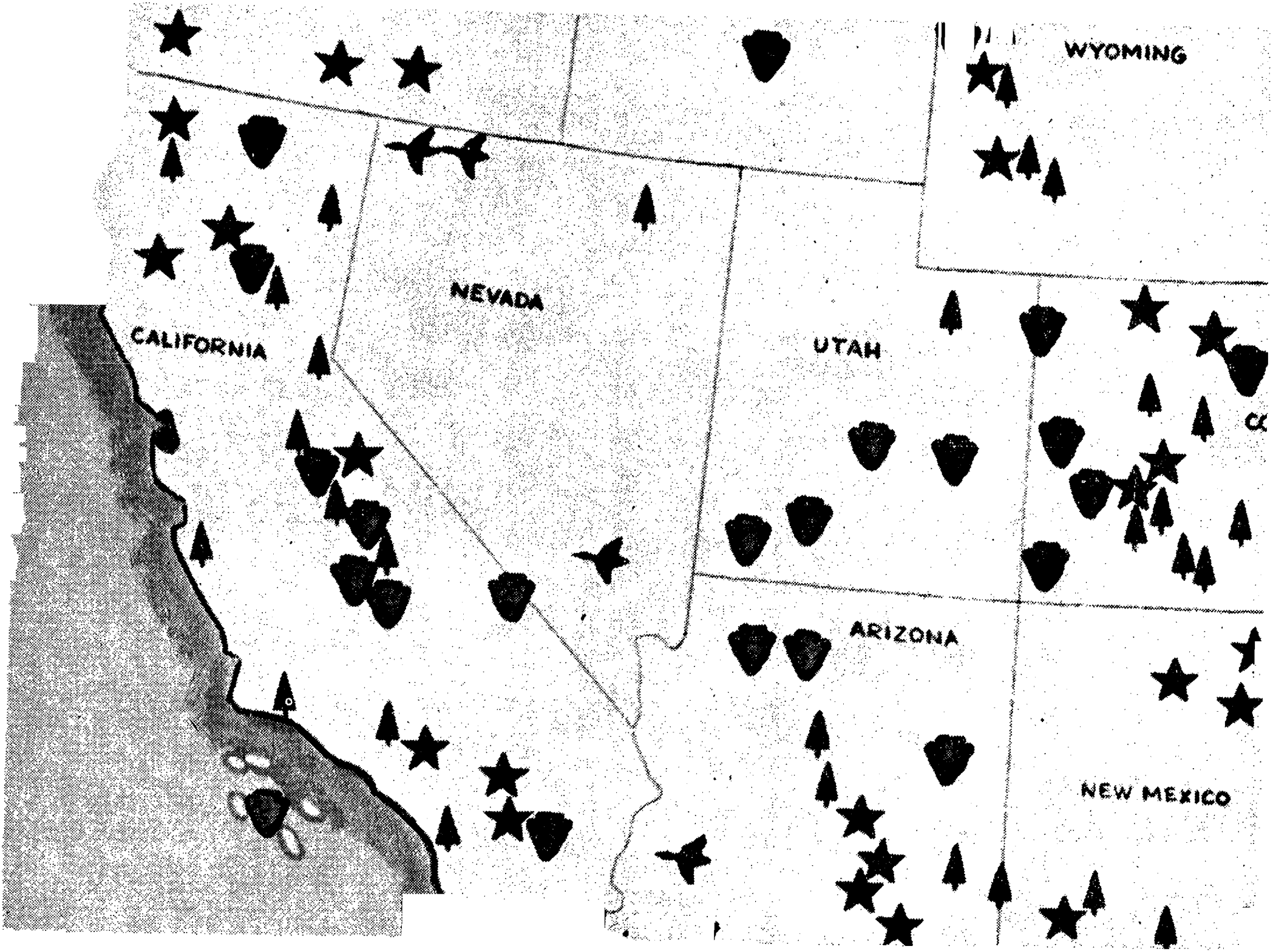
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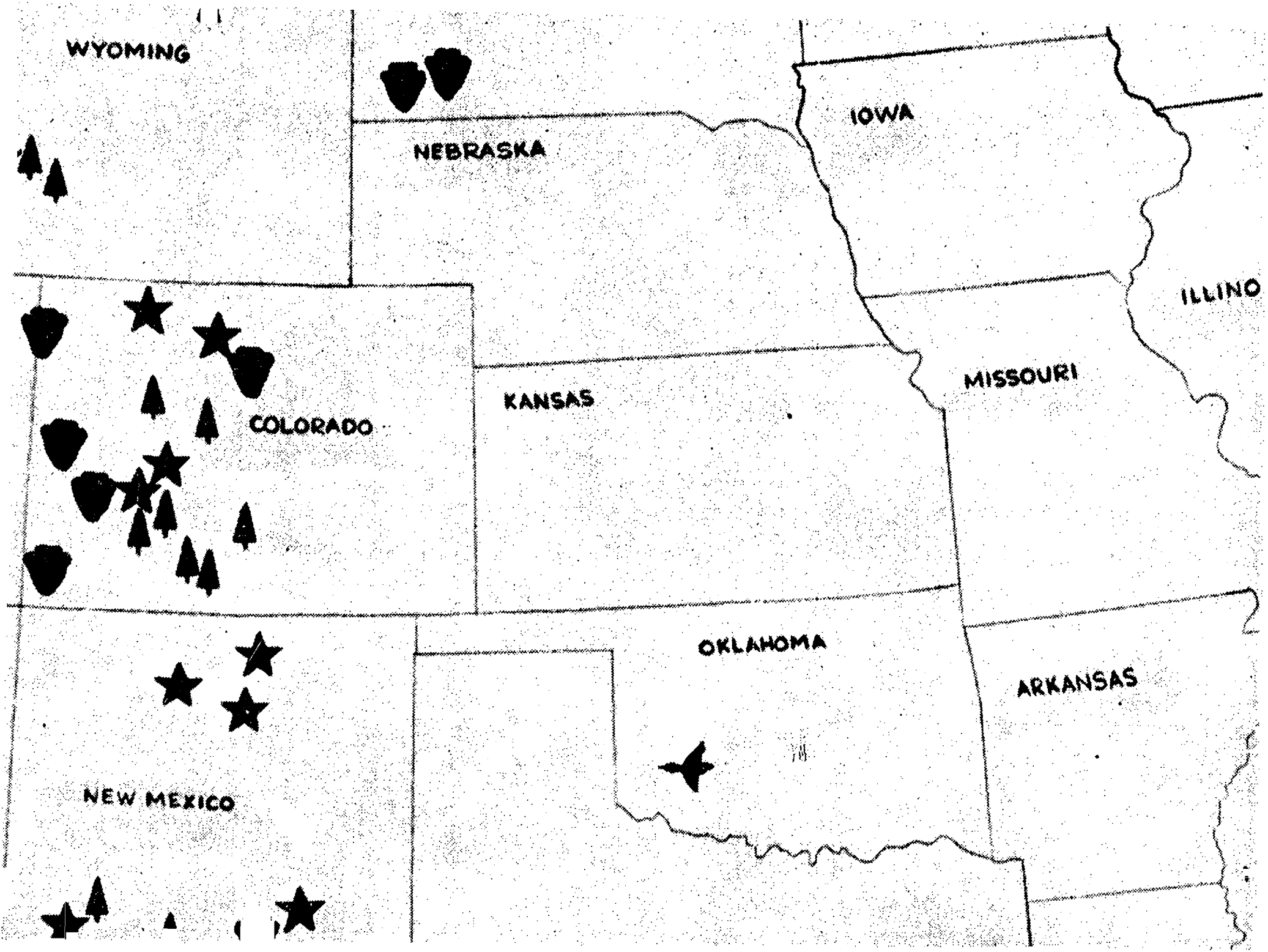
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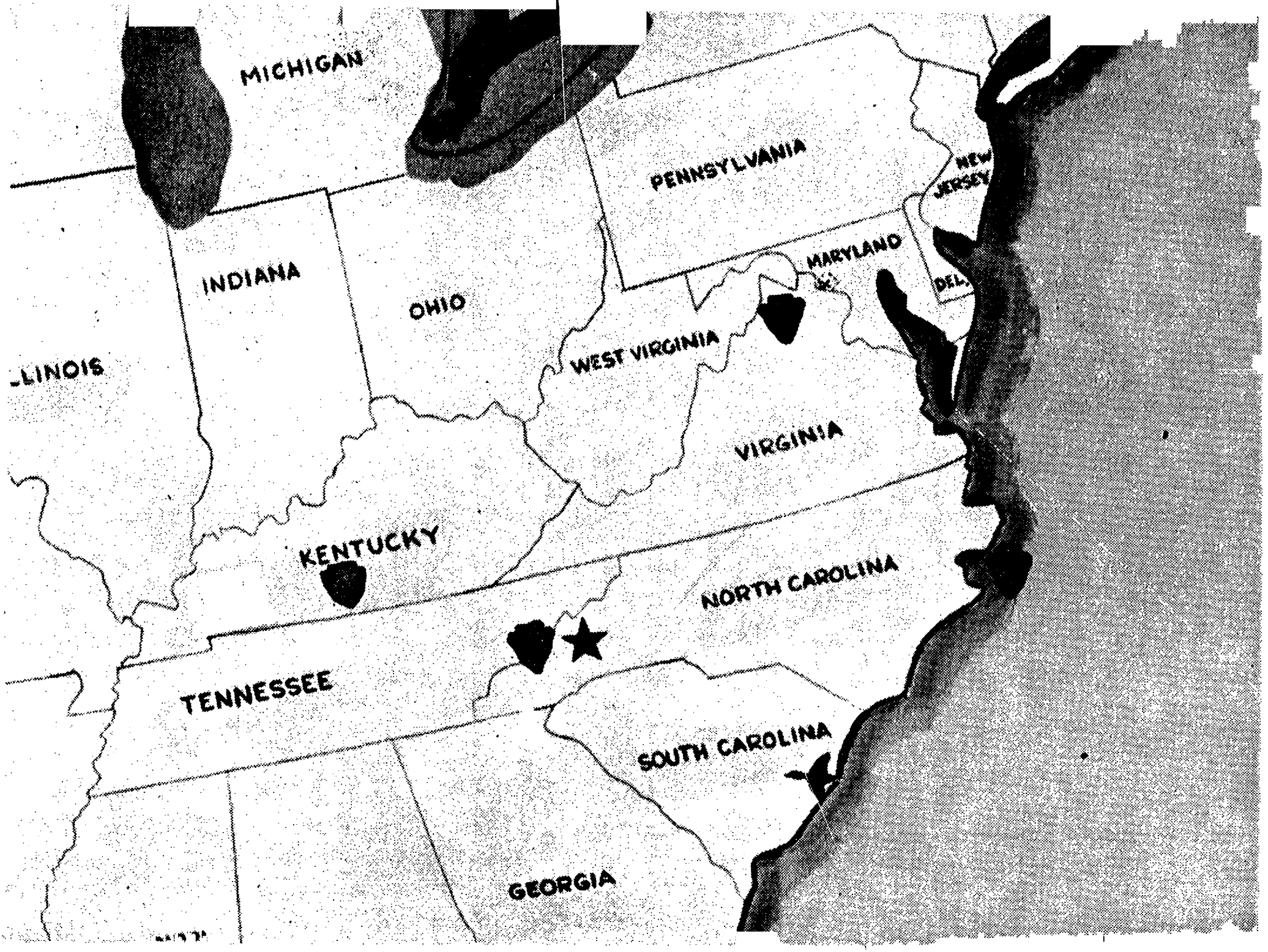

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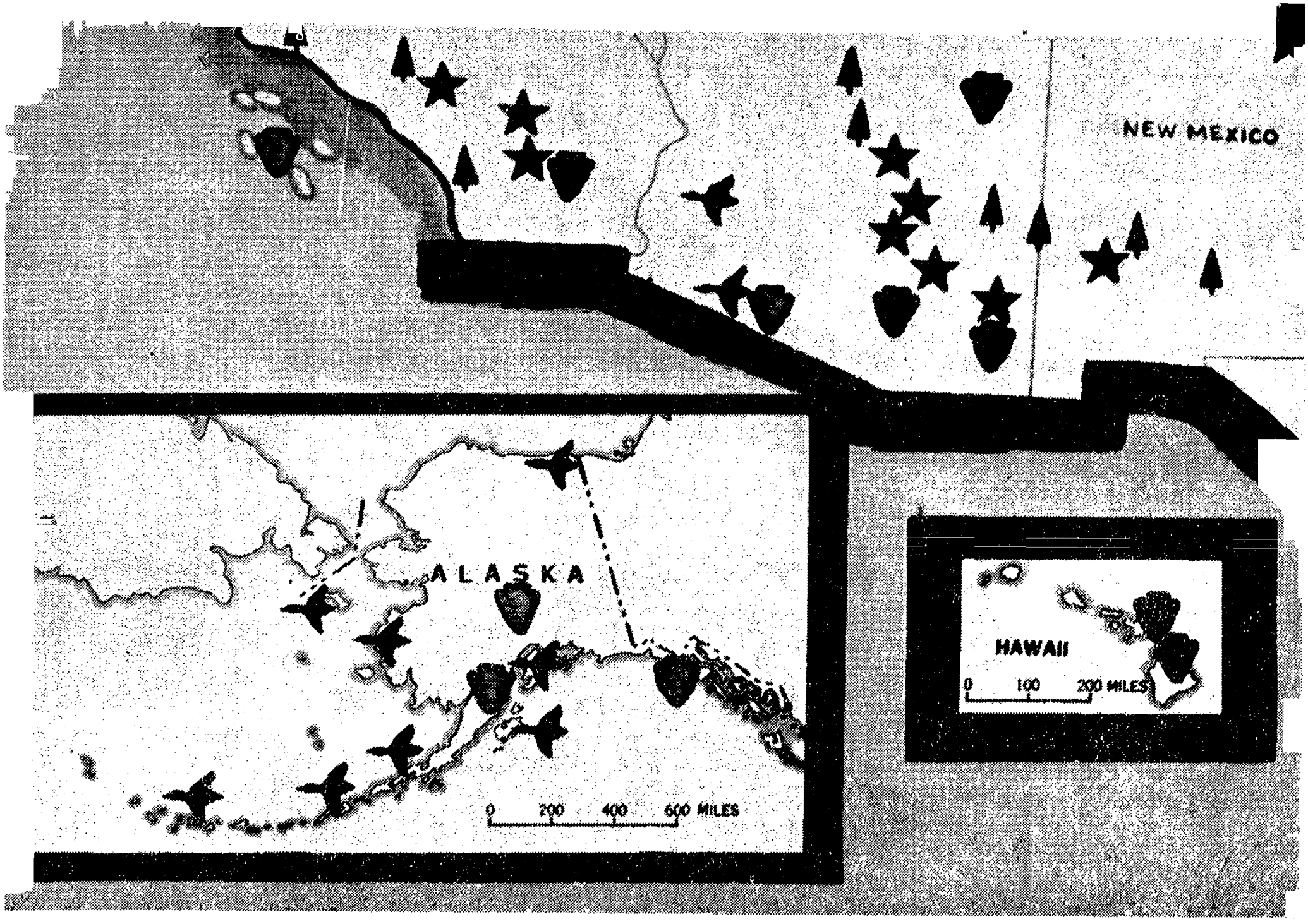
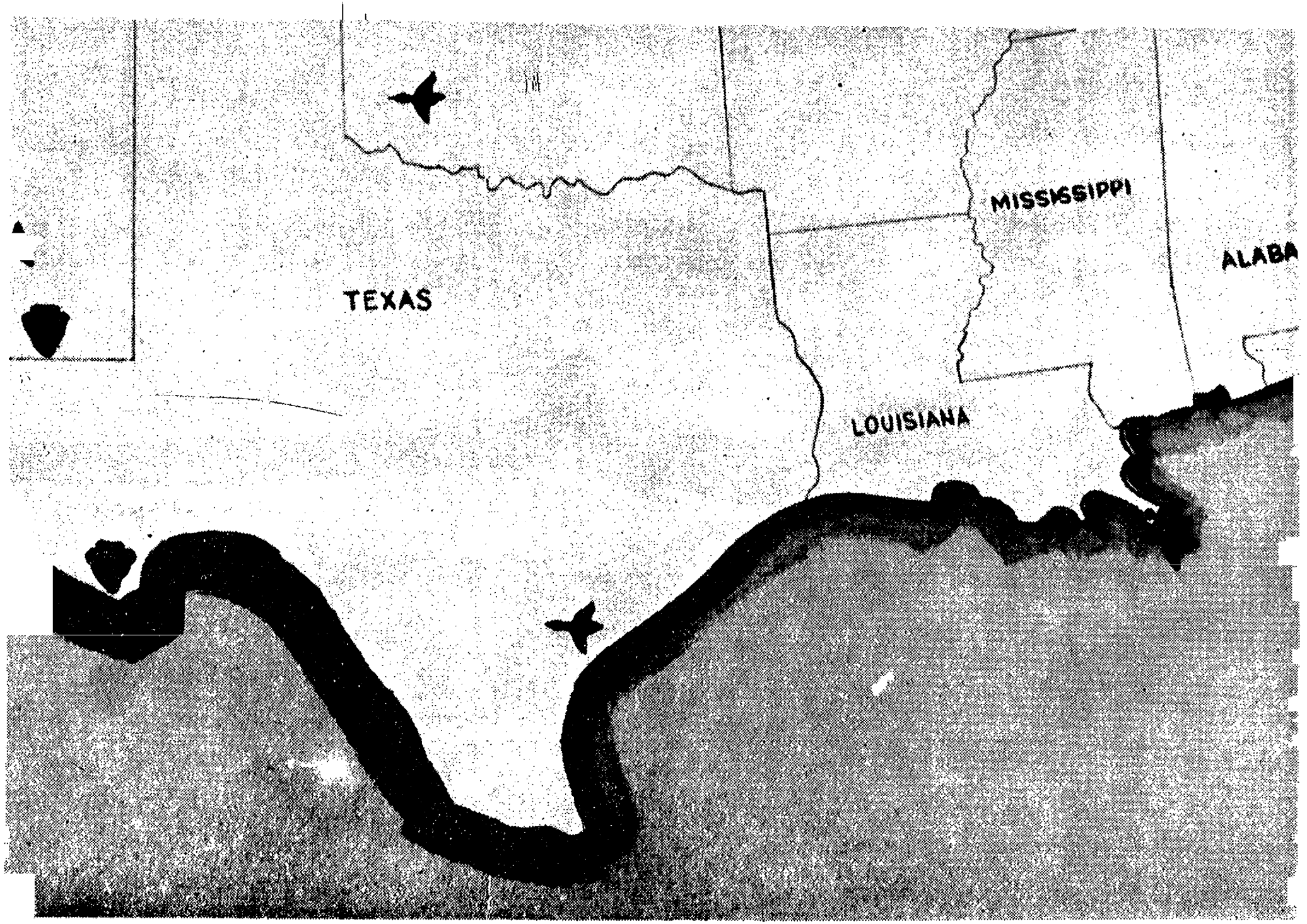
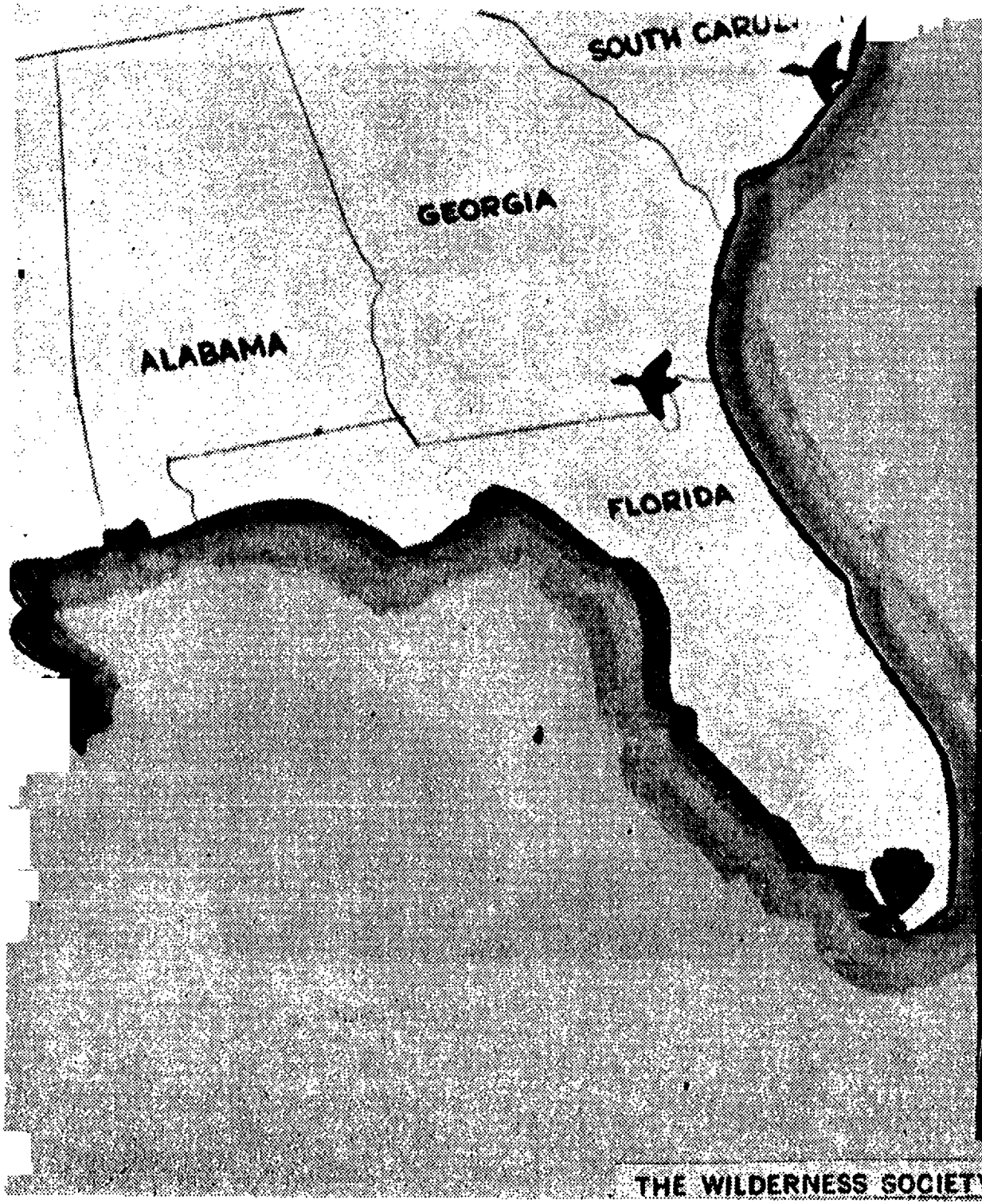

NEW MEXICO
ALASKA
0 200 400 600 MILES
HAWAII
0 100 200 MILES



be considered for or included in the National Wilderness System as provided in the Wilderness Act, S. 174, State maps showing areas to scale are on pages 1266 to 1277.



Map Legend

NATIONAL WILDERNESS PRESERVATION SYSTEM

★ NATIONAL FOREST AREAS PERMANENTLY INCLUDED UPON PASSAGE OF THE WILDERNESS ACT. (Wilderness, Wild, and Canoe.)

▲ NATIONAL FOREST PRIMITIVE AREAS INCLUDED BUT SUBJECT TO REVIEW.

NATIONAL PARK SYSTEM UNITS WITHIN WHICH WILDERNESS AREAS MAY BE DESIGNATED AFTER REVIEW.

NATIONAL WILDLIFE REFUGES AND RANGES WITHIN WHICH WILDERNESS AREAS MAY BE DESIGNATED.

THE WILDERNESS SOCIETY, 2144 P STREET, N. W., WASHINGTON 7, D.C.

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No areas of wilderness are established by the Wilderness Act within the national wildlife refuges and ranges, but the establishment of suitable areas is authorized after study and recommendation. It is thus not possible to predict now what areas will be established, nor, of course, to know what acreages will be involved. The Wilderness Society considers certain refuges totaling 6,357,982 acres suitable for consideration in the survey for wilderness designations and certain ranges including 18,483,878 acres similarly suitable. This possible gross acreage of 24,841,860 does, however, include extensive areas not suitable for wilderness classification, and the figure thus again is an outside total.

For all these areas, the following table shows the possible acreages by regions, State, and area, and the total possible percentage of the areas for each State. The areas are numbered to correspond with the areas drawn to scale on the diagram maps of the States illustrating this tabulation, following immediately at the end of the tabulation, on page 1266 to page 1277.

Acreage shown for park and refuge areas and for primitive areas is gross acreage. This includes present park portions for roads and accommodations, other park and refuge areas that will not be included in the wilderness system, and portions of primitive areas that may be eliminated on the review provided for in S. 174. Of the possible total of some 60 million acres shown here, Chairman Clinton P. Anderson of the Senate Committee on Interior and Insular Affairs predicted that between 35 and 45 million acres would probably comprise the wilderness system.

(The material referred to by Mr. Zahniser follows:)

USAV-00002165

Wilderness Act, land requirements—Gross possible acreage considered for wilderness preservation system

Region, State, and area, with total acreage for region and State and percentage represented [1]	National forest areas [2]			National park system [3] areas (within which wilderness areas may be designated after review)		National wildlife refuges and ranges [3] (within which wilderness areas may be designated after review)	
	Permanently included in wilderness system by Wilderness Act		Subject to review				
	Wild areas	Wilderness areas (including canoe area)	Primitive areas	Parks	Monuments and other areas as noted	Refuges	Ranges
Alaska, 25,818,884:							
Alaska, 25,818,884 (06.8 percent):							
1. Arctic National Wildlife Range							8,900,000
2. Mount McKinley National Park				1,939,493			
3. Nunivak National Wildlife Refuge						1,109,384	
4. Bogoslof National Wildlife Refuge [4]						390	
5. Katmai National Monument					2,697,590		
6. Kodiak National Wildlife Refuge						1,815,000	
7. Kenai National Moose Range							2,057,197
8. Glacier Bay National Monument					2,274,595		
9. Aleutian Islands National Wildlife Refuge						2,720,235	
10. Clarence Rhode National Wildlife Range							1,890,000
11. Izembek National Wildlife Range							415,000
Total				1,939,493	4,972,185	5,645,009	13,262,197
Pacific, 9,441,877:							
Washington, 2,522,977 (05.7 percent):							
1. North Cascade Primitive Area			801,000				
2. Glacier Peak Wilderness Area		458,505					
3. Olympic National Park				896,599			
4. Mount Rainier National Park				241,782			
5. Goat Rocks Wild Area	82,680						
6. Mount Adams Wild Area	42,411						
Total	125,091	458,505	801,000	1,138,381			
Oregon, 914,516 (01.4 percent):							
1. Mount Hood Wild Area	14,160						
2. Mount Jefferson Primitive Area			86,700				
3. Mount Washington Wild Area	46,655						
4. Three Sisters Wilderness Area		196,708					
5. Diamond Peak Wild Area	35,440						
6. Crater Lake National Park				160,290			
7. Mountain Lakes Wild Area	23,071						
8. Kalmiopsis Wild Area	78,850						
9. Gearhart Mountain Wild Area	18,709						
10. Strawberry Mountain Wild Area	33,653						

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California, 5,757,336 (05.7 percent):							
1. Marble Mountain Wilderness Area		214,543					
2. Salmon Trinity Alps Primitive Area			285,756				
3. Yolla Bolly-Middle Eel Wilderness Area		111,001					
4. Lava Beds National Monument					46,239		
5. Thousand Lakes Wild Area	16,335						
6. Lassen Volcanic National Park				105,922			
7. Caribou Wild Area	19,080						
8. South Warner Primitive Area			70,682				
9. Desolation Valley Primitive Area			41,383				
10. Ventana Primitive Area			54,857				
11. Emigrant Basin Primitive Area			98,043				
12. Hoover Wild Area	42,800						
13. Yosemite National Park				760,951			
14. Mount Dana-Minarets Primitive Area			82,376				
15. Devils Postpile National Monument					798		
16. High Sierra Primitive Area			393,945				
17. Kings Canyon National Park				454,650			
18. Sequoia National Park				386,551			
19. Death Valley National Monument (also in Nevada)					1,792,520		
20. San Rafael Primitive Area			74,990				
21. Devil Canyon-Bear Canyon Primitive Area			35,267				
22. Cucamonga Wild Area	9,022						
23. San Gorgonio Wild Area	34,718						
24. San Jacinto Wild Area	21,955						
25. Agua Tibia Primitive Area			20,760				
26. Joshua Tree National Monument					557,935		
27. Channel Islands National Monument					18,167		
Total	143,910	325,634	1,164,059	1,708,074	2,415,659		
Hawaii, 246,748 (06.0 percent):							
1. Haleakala National Park				26,403			
2. Hawaii National Park				220,345			
Total				246,748			
Mountain States, 21,493,213:							
Montana, 4,097,655 (04.3 percent):							
1. Cabinet Mountains Primitive Area			90,000				
2. Glacier National Park				1,013,129			
3. Montana National Bison Range							18,541
4. Mission Mountains Primitive Area			75,500				
5. Bob Marshall Wilderness Area		950,000					
6. Fort Peck Game Range							950,827
7. Gates of the Mountains Wild Area	28,562						
8. Selway-Bitterroot Primitive Area (also in Idaho)			291,085				
9. Anaconda-Pintlar Primitive Area			145,000				
10. Spanish Peaks Primitive Area			50,000				
11. Red Rock Lakes Migratory Waterfowl Refuge						39,493	
12. Absaroka Primitive Area			64,000				
13. Beartooth Primitive Area			230,000				
14. Yellowstone National Park (also in Idaho and Wyoming)				151,068			
Total	28,562	950,000	945,585	1,164,197		39,943	969,368

See footnotes at end of table.

USAV-00002167

Wilderness Act, land requirements—Gross possible acreage considered for wilderness preservation system—**Continued**

Region, State, and area, with total acreage for region and State and percentage represented [1]	National forest areas [2]			National park system [3] areas (within which wilderness areas may be designated after review)		National wildlife refuges and ranges (within which wilderness areas may be designated after review)	
	Permanently included in wilderness system by Wilderness Act		Subject to review				
	Wild areas	Wilderness areas (including canoe area)	Primitive areas	Parks	Monuments and other areas as noted	Refuges	Ranges
Mountain States, 21,495,213—Continued							
Idaho, 3,097,579 (05.7 percent):							
1. Selway-Bitterroot Primitive Area (also in Montana)			1,584,221				
2. Idaho Primitive Area			1,232,744				
3. Sawtooth Primitive Area			200,942				
4. Craters of the Moon National Monument					48,184		
5. Yellowstone National Park (also in Montana and Wyoming)				31,488			
Total			3,017,907	31,488	48,184		
Wyoming, 4,705,367 (07.5 percent):							
1. Yellowstone National Park (also in Idaho and Montana)				2,039,217			
2. North Absaroka Wilderness Area		359,700					
3. South Absaroka Wilderness Area		506,300					
4. Teton Wilderness Area		563,500					
5. Grand Teton National Park				310,350			
6. Stratified Primitive Area			202,000				
7. Bridger Wilderness Area		383,300					
8. Glacier Primitive Area			177,000				
9. Popo Agie Primitive Area			70,000				
10. Cloud Peak Primitive Area			94,000				
Total		1,812,800	543,000	2,349,567			
Colorado, 1,313,634 (01.9 percent):							
1. Dinosaur National Monument (also in Utah)					152,259		
2. Mount Zirkel-Dome Peak Wild Area	53,400						
3. Rawah Wild Area	26,797						
4. Rocky Mountain National Park				260,018			
5. Flat Tops Primitive Area			117,800				
6. Gore Range-Eagle Nest Primitive Area			61,275				
7. Colorado National Monument					17,693		
8. Maroon Bells-Snowmass Wild Area	66,280						
9. West Elk Wild Area	62,000						
10. Black Canyon of the Gunnison National Monument					13,548		
11. Uncompahgre Primitive Area			69,253				
12. Wilson Mountains Primitive Area			27,347				
13. Mesa Verde National Park				51,334			
14. San Juan Primitive Area			240,000				
15. Upper Rio Grande Primitive Area			56,600				
16. La Garita Wild Area	49,000						

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New Mexico, 1,214,392 (01.3 percent):							
1. San Pedro Parks Wild Area	41,132						
2. Pecos Wilderness Area		165,000					
3. Blue Range Primitive Area (also in Arizona)			36,598				
4. Gila Wilderness Area		438,626					
5. Black Range Primitive Area			169,984				
6. White Sands National Monument					146,535		
7. White Mountain Wild Area	28,230						
8. Carlsbad Caverns National Park				49,448			
9. Wheeler Peak Wild Area	6,051						
10. Gila Primitive Area			132,788				
Total	75,413	603,626	339,370	49,448	146,535		
Arizona, 3,567,852 (04.9 percent):							
1. Grand Canyon National Park				673,575			
2. Grand Canyon National Monument					198,280		
3. Sycamore Canyon Primitive Area			47,230				
4. Petrified Forest National Monument					94,161		
5. Pine Mountain Primitive Area			17,500				
6. Mazatzal Wilderness Area		205,346					
7. Sierra Ancha Wild Area	20,850						
8. Superstition Wilderness Area		124,140					
9. Mount Baldy Primitive Area			7,400				
10. Blue Range Primitive Area (also in New Mexico)			181,566				
11. Kofa Game Range							660,000
12. Cabeza Prieta Game Range							860,000
13. Organ Pipe Cactus National Monument					330,874		
14. Galiuro Wild Area	55,000						
15. Saguaro National Monument					63,284		
16. Chiricahua Wild Area	18,000						
17. Chiricahua National Monument					10,646		
Total	93,850	329,486	253,696	673,575	697,245		1,520,000
Utah, 550,223 (01.0 percent):							
1. High Uintas Primitive Area			240,717				
2. Dinosaur National Monument (also in Colorado)					53,038		
3. Zion National Park				147,035			
4. Bryce Canyon National Park				36,010			
5. Capitol Reef National Monument					39,173		
6. Arches National Monument					34,250		
Total			240,717	183,045	126,461		
Nevada, 2,946,511 (04.1 percent):							
1. Sheldon National Antelope Refuge						34,131	
2. Charles Sheldon Antelope Range							543,898
3. Desert Game Range							2,188,415
4. Death Valley National Monument (also in California)					115,240		
5. Jabridge Wild Area	64,827						
Total	64,827				115,240	34,131	2,732,313

See footnotes at end of table.

Wilderness Act, land requirements—Gross possible acreage considered for wilderness preservation system—Continued

Region, State, and area, with total acreage for region and State and percentage represented [1]	National forest areas [2]			National park system [3] areas (within which wilderness areas may be designated after review)		National wildlife refuges and ranges [3] (within which wilderness areas may be designated after review)	
	Permanently included in wilderness system by Wilderness Act		Subject to review				
	Wild areas	Wilderness areas (including canoe area)	Primitive areas	Parks	Monuments and other areas as noted	Refuges	Ranges
West North Central, 1,244,815:							
Minnesota, 1,034,852 (01.9 percent):							
1. Boundary Waters Canoe Area:							
Caribou Division		42,205					
Little Indian Sioux Division		104,908					
Superior Division		887,739					
Total		1,034,852					
North Dakota, 70,374 (00.2 percent):							
1. Theodore Roosevelt National Memorial Park				70,374			
South Dakota, 139,589 (00.3 percent):							
1. Badlands National Monument					111,530		
2. Wind Cave National Park				28,059			
Total				28,059	111,530		
East North Central, 634,870:							
Michigan, 634,870 (01.7 percent):							
1. Isle Royale National Park				539,339			
2. Seney National Wildlife Refuge						95,531	
Total				539,339		95,531	
West South Central, 863,335:							
Louisiana, 48,834 (—00.2 percent): 1. Delta National Wildlife Refuge						48,834	
Oklahoma, 59,019 (00.1 percent): 1. Wichita Mountains National Wildlife Refuge						59,019	
Texas, 755,482 (00.5 percent):							
1. Big Bend National Park				708,221			
2. Aransas National Wildlife Refuge						47,261	
Total				708,221		47,261	

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East South Central, 287,700:							
Kentucky, 51,354 (00.2 percent): 1. Mammoth Cave National Park				51,354			
Tennessee, 236,346 (00.9 percent): 1. Great Smoky Mountains National Park (also in North Carolina)				236,346			
New England, 69,599:							
Maine, 64,199 (00.3 percent):							
1. Acadia National Park				41,634			
2. Moosehorn National Wildlife Refuge						22,565	
Total				41,634		22,565	
New Hampshire, 5,400 (−00.1 percent): 1. Great Gulf Wild Area	5,400						
South Atlantic, 2,289,034:							
Virginia, 211,325 (00.8 percent): 1. Shenandoah National Park				211,325			
North Carolina, 311,478 (00.9 percent):							
1. Cape Hatteras National Seashore Recreational Area					28,500		
2. Linville Gorge Wild Area	7,655						
3. Great Smoky Mountains National Park (also in Tennessee)				275,332			
Total	7,655			275,332	28,500		
South Carolina, 34,716 (00.2 percent): 1. Cape Romain National Wildlife Refuge						34,716	
Georgia, 330,973 (−00.9 percent): 1. Okefenokee National Wildlife Refuge						330,973	
Florida, 1,400,533 (03.7 percent): 1. Everglades National Park				1,400,533			
Grand total	1,052,723	5,831,891	7,964,309	13,518,175	8,845,039	6,357,982	18,483,878

[1] See headnote regarding gross acreage.
[2] National forest areas are specifically designated by the Wilderness Act.
[3] National park system and national wildlife refuges and ranges are not specifically designated by the Wilderness Act; areas here included are in accordance with unofficial interpretation of the Wilderness Society.

USAV-00002171

ALASKA WILDERNESS AREAS INCLUDE 25,818,884 ACRES;
11 AREAS MAKE UP LESS THAN 7 PERCENT OF THE STATE'S ACREAGE

		Acres
1.	Arctic National Wildlife Range	8,900,000
2.	Mount McKinley National Park	1,939,493
3.	Nunivak National Wildlife Refuge	1,109,384
4.	Bogoslof National Wildlife Refuge	390
5.	Katmai National Monument	2,697,590
6.	Kodiak National Wildlife Refuge	1,815,000
7.	Kenai National Moose Range	2,057,197
8.	Glacier Bay National Monument	2,274,595
9.	Aleutian Islands National Wildlife Refuge	2,720,235
10.	Clarence Rhode National Wildlife Range	1,890,000
11.	Izembek National Wildlife Range	415,000
	TOTAL	25,818,884

USAV-00002172

THE WILDERNESS SOCIETY
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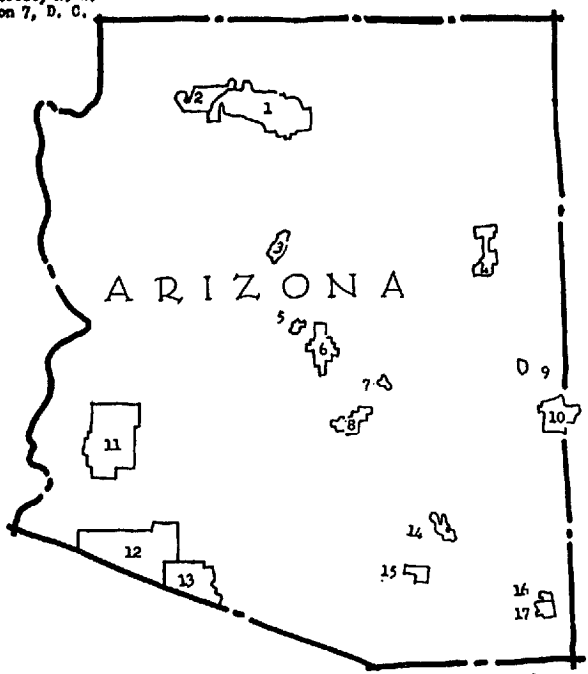
Washington 7, D. C.

ARIZONA WILDERNESS AREAS INCLUDE 3,567,852 ACRES:
17 AREAS MAKE UP LESS THAN 5 PERCENT OF THE STATE'S AREA



		Acres
1.	Grand Canyon National Park	673,575
2.	Grand Canyon National Monument	198,280
3.	Sycamore Canyon Primitive Area (National Forest)	47,230
4.	Petrified Forest National Monument	94,161
5.	Pine Mountain Primitive Area (National Forest)	17,500
6.	Mazatzal Wilderness Area (National Forest)	205,346
7.	Sierra Ancha Wild Area (National Forest)	20,850
8.	Superstition Wilderness Area (National Forest)	124,140
9.	Mount Baldy Primitive Area (National Forest)	7,400
10.	Blue Range Primitive Area (National Forest) (Also in New Mexico)	181,566
11.	Kofa Game Range	660,000
12.	Cabeza Prieta Game Range	860,000
13.	Organ Pipe Cactus National Monument	330,874
14.	Galiuro Wild Area (National Forest)	55,000
15.	Saguaro National Monument	63,284
16.	Chiricahua Wild Area (National Forest)	18,000
17.	Chiricahua National Monument	10,646
	TOTAL	3,567,852

USAV-00002173

THE WILDERNESS SOCIETY
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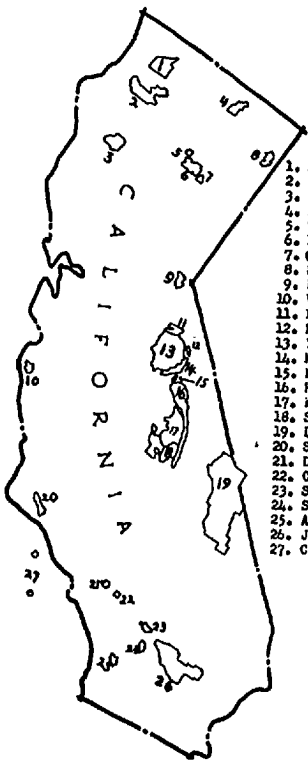
CALIFORNIA WILDERNESS AREAS INCLUDE 5,757,336 ACRES:
27 AREAS MAKE UP LESS THAN 5-9/10 PERCENT OF THE STATE'S AREA



	Acres
1. Marble Mountain Wilderness Area (National Forest)	214,543
2. Salmon Trinity Alps Primitive Area (National Forest)	285,756
3. Yolla Bolly-Middle Eel Wilderness Area (Nat'l. Forest)	111,091
4. Lava Beds National Monument	46,239
5. Thousand Lakes Wild Area (National Forest)	16,335
6. Lassen Volcanic National Park	105,922
7. Caribou Wild Area (National Forest)	19,080
8. South Warner Primitive Area (National Forest)	70,662
9. Desolation Valley Primitive Area (National Forest)	41,383
10. Ventana Primitive Area (National Forest)	54,857
11. Emigrant Basin Primitive Area (National Forest)	98,043
12. Hoover Wild Area (National Forest)	42,800
13. Yosemite National Park	760,951
14. Mount Dana-Minarets Primitive Area (National Forest)	82,376
15. Devils Postpile National Monument	798
16. High Sierra Primitive Area (National Forest)	393,945
17. Kings Canyon National Park	454,650
18. Sequoia National Park	386,551
19. Death Valley National Monument (also in Nevada)	1,792,520
20. San Rafael Primitive Area (National Forest)	74,990
21. Devil Canyon-Bear Canyon Primitive Area (Nat'l. Forest)	35,267
22. Cucamonga Wild Area (National Forest)	9,022
23. San Gorgonio Wild Area (National Forest)	34,718
24. San Jacinto Wild Area (National Forest)	21,955
25. Aqua Tibia Primitive Area (National Forest)	26,760
26. Joshua Tree National Monument	557,935
27. Channel Islands National Monument	18,167
TOTAL	5,757,336

USAV-00002174

THE WILDERNESS SOCIETY
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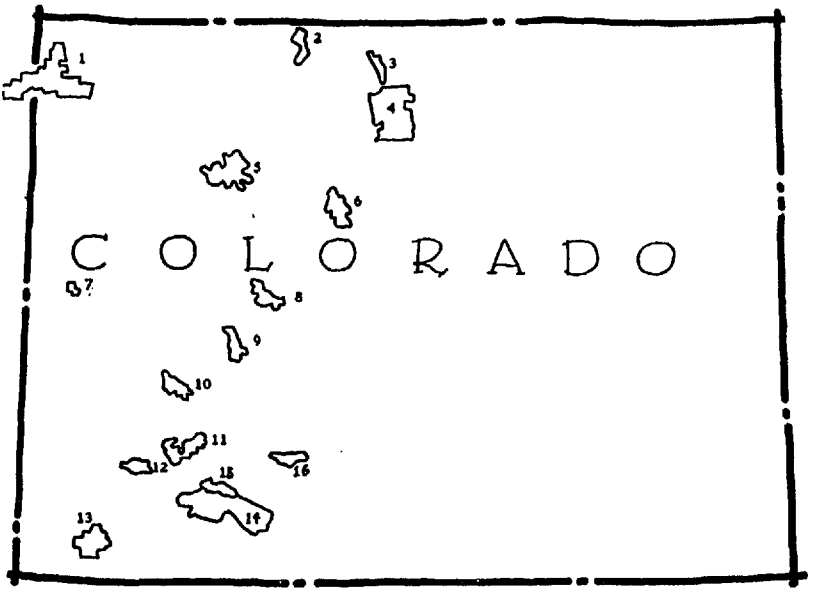
COLORADO WILDERNESS AREAS INCLUDE 1,324,604 ACRES:
16 AREAS MAKE UP LESS THAN 2 PERCENT OF THE STATE'S AREA



	Acres
1. Dinosaur National Monument (the part in Colorado) (Also in Utah)	152,259
2. Mount Zirkel-Dome Peak Wild Area (National Forest)	53,400
3. Rawah Wild Area (National Forest)	26,797
4. Rocky Mountain National Park	260,018
5. Flat Tops Primitive Area (National Forest)	117,800
6. Gore Range-Eagle Nest Primitive Area (National Forest)	61,275
7. Colorado National Monument	17,693
8. Maroon Bells-Snowmass Wild Area (National Forest)	66,280
9. West Elk Wild Area (National Forest)	62,000
10. Black Canyon of the Gunnison National Monument	13,548
11. Uncompahgre Primitive Area (National Forest)	69,253
12. Wilson Mountains Primitive Area (National Forest)	27,347
13. Mesa Verde National Park	51,334
14. San Juan Primitive Area (National Forest)	240,000
15. Upper Rio Grande Primitive Area (National Forest)	56,600
16. La Garita Wild Area (National Forest)	49,000
TOTAL	1,324,604

USAV-00002175

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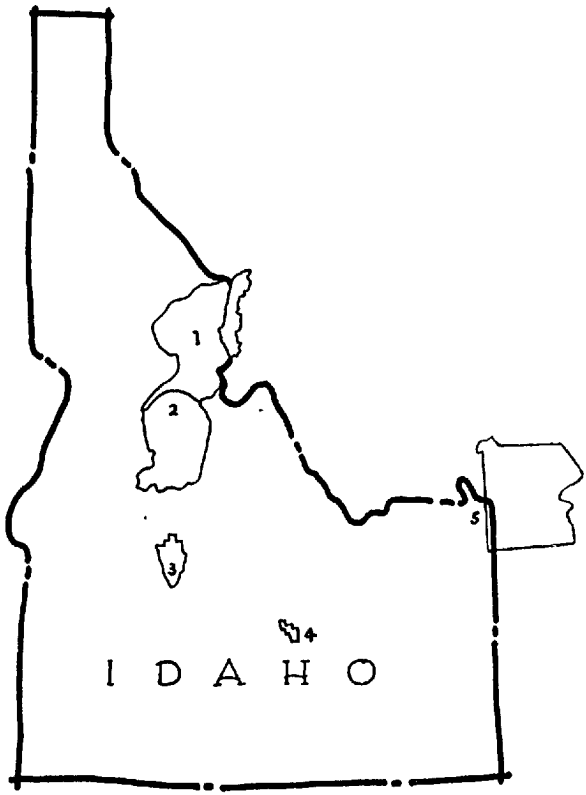
IDAHO WILDERNESS AREAS INCLUDE 3,097,579 ACRES:
5 AREAS MAKE UP ONLY 5.7 PERCENT OF THE STATE'S AREA



		Acres
1.	Selway-Bitterroot Primitive Area (National Forest) (Also in Montana)	1,584,221
2.	Idaho Primitive Area (National Forest)	1,232,744
3.	Sawtooth Primitive Area (National Forest)	200,942
4.	Craters of the Moon National Monument	48,184
5.	Yellowstone National Park (also in Montana and Wyoming)	31,488
	TOTAL	3,097,579

USAV-00002176

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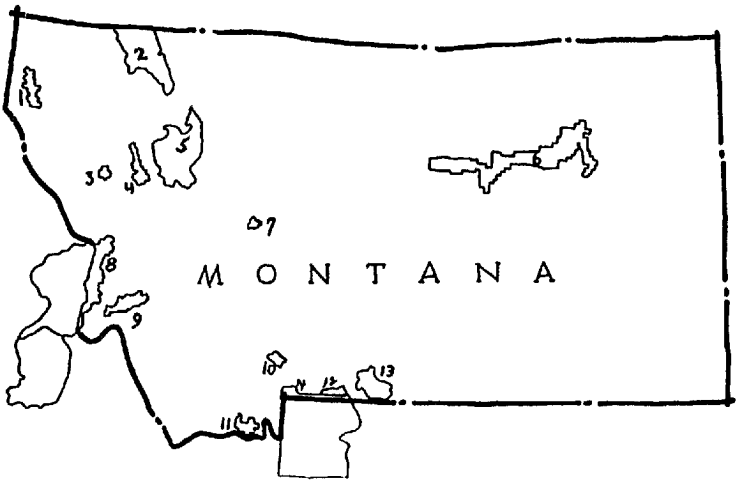
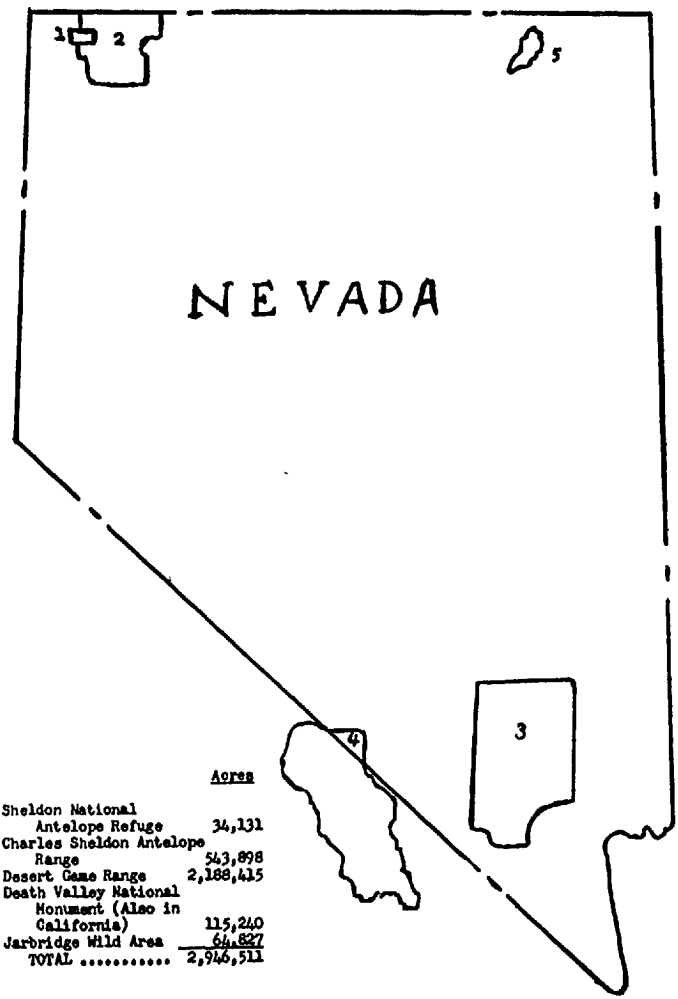
MONTANA WILDERNESS AREAS INCLUDE 4,097,655 ACRES:
14 AREAS MAKE UP ONLY 4-3/10 PERCENT OF THE STATE'S AREA



	Acres
1. Cabinet Mountains Primitive Area (National Forest)	90,000
2. Glacier National Park	1,013,129
3. Montana National Bison Range	18,541
4. Mission Mountains Primitive Area (National Forest)	75,500
5. Bob Marshall Wilderness Area (National Forest)	950,000
6. Fort Peck Game Range	950,827
7. Gates of the Mountains Wild Area (National Forest)	28,562
8. Selway-Bitterroot Primitive Area (National Forest) (Also in Idaho)	291,085
9. Anaconda Pintlar Primitive Area (National Forest)	145,000
10. Spanish Peaks Primitive Area (National Forest)	50,000
11. Red Rock Lakes Migratory Waterfowl Refuge	39,943
12. Absaroka Primitive Area (National Forest)	64,000
13. Beartooth Primitive Area (National Forest)	230,000
14. Yellowstone National Park (Also in Idaho and Wyoming)	151,068
TOTAL	4,097,655

USAV-00002177

NEVADA WILDERNESS AREAS INCLUDE 2,946,511 ACRES;
5 AREAS MAKE UP 4 1/10 PERCENT OF THE STATE'S ACREAGE



	Acres
1. Sheldon National Antelope Refuge	34,131
2. Charles Sheldon Antelope Range	543,898
3. Desert Game Range	2,188,415
4. Death Valley National Monument (Also in California)	115,240
5. Jarbridge Wild Area	64,827
TOTAL	2,946,511

USAV-00002178

THE WILDERNESS SOCIETY
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NEW MEXICO WILDERNESS AREAS INCLUDE 1,214,392 ACRES:
10 AREAS MAKE UP ONLY 1-3/10 PERCENT OF THE STATE'S AREA

	Acres
1. San Pedro Parks Wild Area (National Forest)	41,132
2. Pecos Wilderness Area (National Forest)	165,000
3. Blue Range Primitive Area (Portion in New Mexico) (Also in Arizona)	36,598
4. Gila Wilderness Area (National Forest)	438,626
5. Black Range Primitive Area (National Forest)	169,984
6. White Sands National Monument	146,535
7. White Mountain Wild Area (National Forest)	28,230
8. Carlsbad Caverns National Park	49,448
9. Wheeler Peak Wild Area (National Forest)	6,051
10. Gila Primitive Area (National Forest)	132,788
TOTAL	1,214,392

USAV-00002179

THE WILDERNESS SOCIETY
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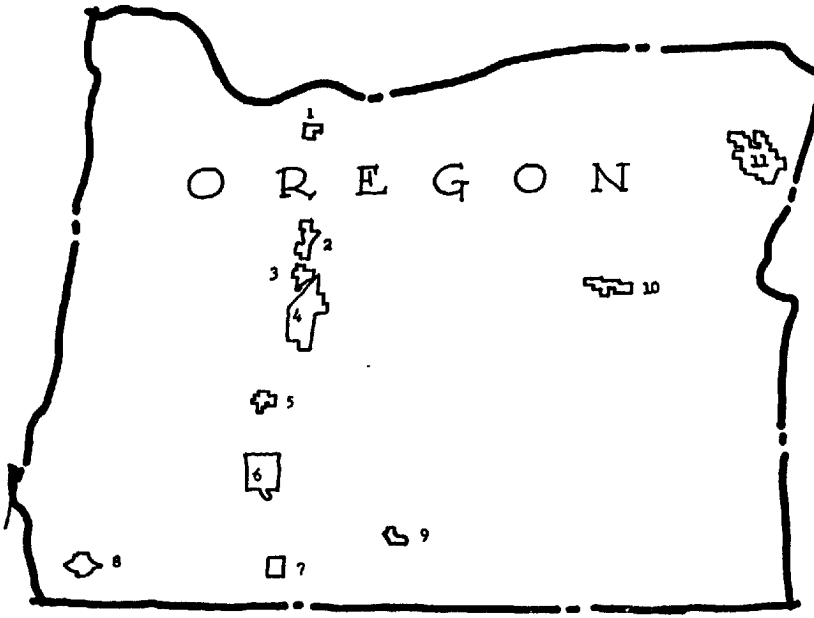
OREGON WILDERNESS AREAS INCLUDE 914,516 ACRES:
11 AREAS MAKE UP LESS THAN 1-1/2 PERCENT OF THE STATE'S AREA



	Acres
1. Mount Hood Wild Area (National Forest)	14,160
2. Mount Jefferson Primitive Area (National Forest)	86,700
3. Mount Washington Wild Area (National Forest)	46,655
4. Three Sisters Wilderness Area (National Forest)	196,708
5. Diamond Peak Wild Area (National Forest)	35,440
6. Crater Lake National Park	160,290
7. Mountain Lakes Wild Area (National Forest)	23,071
8. Kalmiopsis Wild Area (National Forest)	78,850
9. Gearhart Mountain Wild Area (National Forest)	18,709
10. Strawberry Mountain Wild Area (National Forest)	33,653
11. Eagle Cap Wilderness Area (National Forest)	220,280
TOTAL	914,516

USAV-00002180

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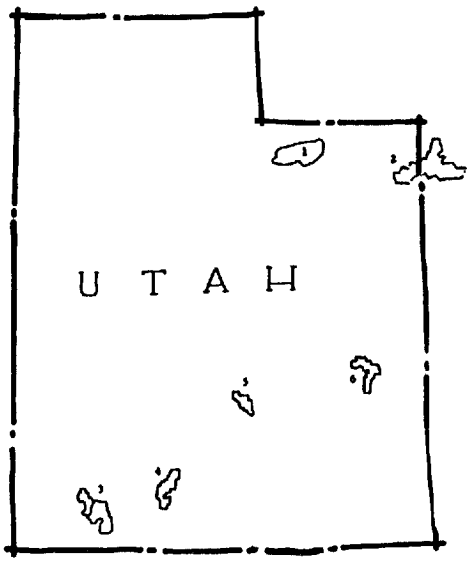
UTAH WILDERNESS AREAS INCLUDE 550,223 ACRES:
6 AREAS MAKE UP LESS THAN 1 PERCENT OF THE STATE'S AREA

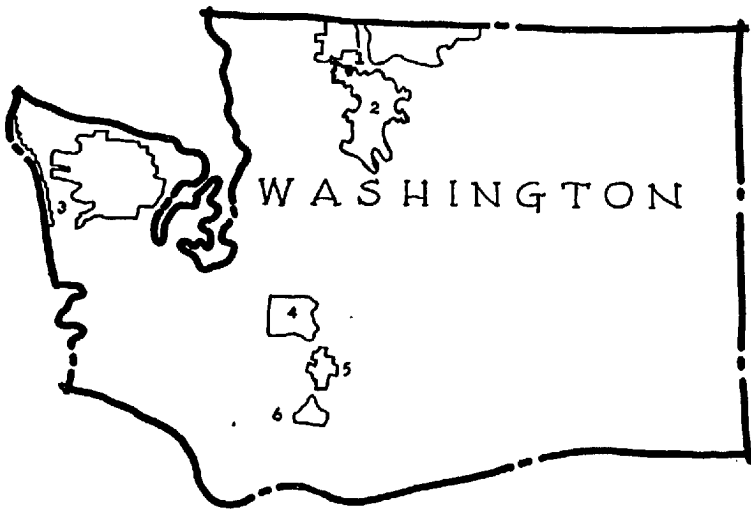


	Acres
1. High Uintas Primitive Area (National Forest)	240,717
2. Dinosaur National Monument (Also in Colorado)	53,038
3. Zion National Park	147,035
4. Bryce Canyon National Park	36,010
5. Capitol Reef National Monument	39,173
6. Arches National Monument	34,250
TOTAL	550,223

USAV-00002181

ONLY 6 AREAS IN WASHINGTON INCLUDED IN
NATIONAL WILDERNESS PRESERVATION SYSTEM

Acreage of 2,522,947 Is Less Than 6 Percent of Washington's Area



	Acres
1. North Cascade Primitive Area (National Forest)	801,000
2. Glacier Peak Wilderness Area (National Forest)	458,505
3. Olympic National Park	896,599
4. Mount Rainier National Park	241,782
5. Goat Rocks Wild Area (National Forest)	82,680
6. Mount Adams Wild Area (National Forest)	42,411
Total	2,522,977

USAV-00002182

THE WILDERNESS SOCIETY
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WYOMING WILDERNESS AREAS INCLUDE 4,705,367 ACRES:
10 AREAS MAKE UP ONLY 7½ PERCENT OF THE STATE'S AREA

	Acres
1. Yellowstone National Park (Also in Idaho and Montana)	2,039,217
2. North Absaroka Wilderness Area (National Forest)	359,700
3. South Absaroka Wilderness Area (National Forest)	506,300
4. Teton Wilderness Area (National Forest)	563,500
5. Grand Teton National Park	310,350
6. Stratified Primitive Area (National Forest)	202,000
7. Bridger Wilderness Area (National Forest)	383,300
8. Glacier Primitive Area (National Forest)	177,000
9. Popo Agie Primitive Area (National Forest)	70,000
10. Cloud Peak Primitive Area (National Forest)	94,000
Total	4,705,367

USAV-00002183

Mr. ZAHNISER. Nothing so strongly commends the Wilderness Act as a reasonable measure as does its modest land requirements. Congress in this act will permit the consideration for wilderness preservation of some 60 million acres. If all of it were to be selected, the proportion of our land set aside for such an important and enduring purpose would be small.

With such possibilities as those seen by Senator Anderson in his prediction that only 35 to 45 million acres are likely to be selected, we can commend even more strongly this proposal for its modesty.

Within the national forests there are additional areas that are in fact wilderness—additional, that is, to the wilderness, wild, primitive, and canoe areas included in the Wilderness Act.

The Outdoor Recreation Resources Review Commission's wilderness study report emphasizes this. This report, entitled "Wilderness and Recreation—A Report on Resources, Values, and Problems," prepared by the Wildland Research Center of the University of California under its Wilderness Project Director James P. Gilligan, includes within the areas on which it based its studies some 7,100,000 acres of national forest land not now classified for wilderness preservation but still remaining in wilderness condition.

The Wilderness Act does not include any of this wilderness de facto.

The act provides that if any of this unclassified national forest wilderness, or any other land not included, is in the future to be included in the National Wilderness Preservation System, it shall be by act of Congress, a provision that further emphasizes the care and reasonableness with which Congress is acting in this measure.

Some of these more than 7 million acres, especially within the areas in the Northwest set aside as "limited areas," should certainly be preserved as wilderness, yet there is no reaching out in this act for such areas.

Cautious and careful in its commitment of our lands, the Congress in the Wilderness Act would give the possibility of wilderness preservation only to the already classified lands of the national forests and the wildlife-refuge and national-park-system lands already set aside from commodity production.

SPECIAL PROVISIONS FOR OTHER INTERESTS

It has been from the beginning an objective of Wilderness Act proponents to see developed a program that would integrate wilderness preservation into an overall program that would also respect other interests.

From the very beginning the proposed bills have been multiple-use measures. They have not only sought, in the national forests, for example, to fit wilderness area preservation into the overall multiple-use patterns of the forests, but also to see that within the areas being preserved as "wilderness," the multiple-use ideal is applied.

The Wilderness Act is a multiple-purpose measure.

This attitude on the part of proponents of the Wilderness Act has also been evident in a cooperative willingness to meet objections and criticisms with concessions and exceptions.

The result is seen mainly in the act's subsection 6(c) entitled "Special Provisions."

USAV-00002184

SOME CORRECTIONS TO BE MADE

In addition to the special provisions in which proponents have concurred or to which they have acceded, the Wilderness Act as passed by the Senate does have some features that go too far in opening the way for use of the wilderness areas for inconsistent purposes.

ELIMINATE THE FEDERAL POWER ACT SECTION

An outstanding instance of an excessive concession that should be removed as the House improves the measure is section 11. This section, which reads unobtrusively, would nevertheless permit the operation of the Federal Power Act within some of the areas within the national wilderness system. This would be allowing the Federal Power Commission and administrators of the areas of wilderness involved to destroy wilderness without reference to Congress and without specific determination in the Wilderness Act itself. Congress should not allow this. The section should be eliminated.

This section 11 was added to the measure on the floor of the Senate without a record vote. It was my opinion at the time—and still is—that if the proposed amendment had been subjected to a rollcall vote it would have been rejected. As it was, the floor manager of the bill told the Senate when this amendment was adopted that—and I quote:

> No one believes the House of Representatives will act upon this proposed legislation in precisely the same way as the Senate. There is a likelihood of a conference, which would enable us to review the amendment. If there is something we ought to consider further, as a result of some complication not now apparent, we shall have full opportunity to do so in conference.

Senator Humphrey called the amendment undesirable and said:

> It tends to remove from the wilderness preservation system such protection against impoundments and other installations as is provided by S. 174. The bill in section 6(c)(2)(A) does provide for "reservoirs, water conservation works, transmission lines, and other facilities needed in the public interest" when these may be determined by the President to "better serve the United States and the people thereof" than would their denial. I regret that this amendment was adopted.

This section 11, I repeat, should be deleted.

ELIMINATE THE ALASKA LAND-USE COMMISSION

Section 9 of the Senate act would establish for Alaska a land-use commission with concern for all federally owned land.

This goes beyond the scope of the Wilderness Act. Its provisions regarding the operations under the Wilderness Act would be needlessly complicating in a procedural way. This section accordingly should be removed from the Wilderness Act. The need for it in connection with the administration of Federal lands in general could be considered in separate legislation.

REMOVE ADDITIONS IN SECTION 6(C)(8)—OR THE SECTION

Two additions in section 6(c)(8) made on the Senate floor—without a record vote—authorize prospecting for "water resources" and "the completely subsurface use" of wilderness areas "if such activity is carried on in a manner which is not incompatible with the preserva-

USAV-00002185

tion of the wilderness environment." These are insertions in an amendment that had been added in committee, to allow prospecting in national forest wilderness if "not incompatible with preservation of the wilderness environment."

These additions are unnecessary to protect an overriding public need for water or mineral development in a wilderness area. The President could authorize such development, and so could Congress. Section 6(c)(2)(A) on pages 14 and 15 of the act give adequate protection for the interests involved.

The full text of section 6(c)(8) is as follows, italic indicating the added parts that should now be removed:

(8) Nothing in this Act shall be construed to prevent, within national forest and public domain areas included in the Wilderness System, any activity, including prospecting, for the purpose of gathering information about mineral, *or water* resources *or to prevent the completely subsurface use of such areas,* if such activity *or subsurface use* is carried on, in a manner which is not incompatible with the preservation of the wilderness environment.

The fact is it would be better to remove this entire subsection 6(c)(8) in view of the adequacy of 6(c)(2)(A).

CORRECT INCONSISTENCY REGARDING PRIMITIVE AREAS

In section 3(b)(1), in setting forth procedures regarding national forest areas now classified as "primitive areas," the Senate act includes an anomalous wording that would "tie the hands" of Congress and defeat its purposes in rejecting certain recommendations that might be made. The present wording now is such that if the elimination of a part of an area is recommended and Congress rejects this proposal the rejection could result in elimination of the entire area.

This is not theoretical. When the Three Sisters Primitive Area was reclassified a few years ago, some 50,000 acres were eliminated despite overwhelmingly preponderant opposition. The Senators from Oregon were aroused by this action. Had they been operating under the wording here in question, if the Senators had succeeded in rejecting the 50,000-acre elimination, their action could have meant the elimination of the entire wilderness area.

The present wording can be corrected, and this anomaly removed, by making plain that the congressional rejection at the top of page 5 of the act would relate to a proposed inclusion in the wilderness system. If Congress says "No" to a proposed inclusion, the lands in question should indeed go out. But a provision should be added, making plain that if what Congress says "No" to is a proposed elimination, then the lands involved should stay in.

This can be accomplished by adding in line 2 on page 5, after the word "President", the words:

"With respect to the continued inclusion of a primitive area or part thereof within the Wilderness System—

and also adding in line 6 on page 5, after the word "lands":

"*Provided further,* That if Congress rejects a recommendation of the President with regard to the exclusion of a primitive area or portions thereof the land shall continue in status quo until a subsequent recommendation of the President with respect to that area shall have become effective or until Congress shall have determined otherwise by law.

USAV-00002186

This would make the act then read as follows, the added, correcting language being here italicized:

> * * * If Congress rejects a recommendation of the President *with respect to the continued inclusion of a primitive area or part thereof within the wilderness system* and no revised recommendation is made to Congress with respect to that primitive area within 2 years the land shall be administered as other national forest lands: *Provided further, That if Congress rejects a recommendation of the President with regard to the exclusion of a primitive area or portion thereof the land shall continue in status quo until a subsequent recommendation of the President with respect to that area shall have become effective or until Congress shall have determined otherwise by law* * * *

REMOVE PROVISION FOR DISOBEDIENCE

The concluding sentence of section 3(b)(1) on page 5 of the act, in lines 16 to 21, should be removed in order to strengthen the act. This sentence, in effect, would permit an administrative agency to eliminate an area of wilderness by failing to do what Congress directs it to do. It seems highly inconsistent with constitutional responsibilities to think that an agency of the Government would disregard the instructions of Congress. It seems strange indeed that anyone should suggest that Congress would contemplate the possibility of such irresponsibility and provide for it as this sentence does. The sentence says:

> Any primitive area, or portion thereof, on which a recommendation for continued inclusion in the wilderness system has not become effective within 14 years following the enactment of this act shall cease to be a part of the wilderness system and shall be administered as other national forest land.

This sentence should be removed.

REMOVE RESTRICTIVE PROVISO

In this section regarding primitive areas I should like to see another sentence eliminated in order to strengthen the act and make it more reasonable. It is an added special proviso that makes it impossible for the careful review of a primitive area to result in its being larger than at present. It is on page 4, in lines 17 to 20, and reads as follows:

> *Provided further,* That following such exclusions and additions any primitive area recommended to be continued in the wilderness system shall not exceed the area classified as primitive on the date of this act.

If the review indicates that lands adjacent to a present primitive area would be predominantly valuable as wilderness there should be no prohibition against a recommendation to Congress to that effect.

The proviso should be eliminated.

FURTHER IMPROVEMENT OF PARK PROTECTION

With regard to improving the Wilderness Act in its effect on the national park system I should also like to make some suggestions in accordance with consultations I have had with Executive Secretary Anthony Wayne Smith of the National Parks Association. These are as follows:

(1) Delete the words "motor trails, buildings" in lines 3 and 10 on page 7.

(2) Change the word "and" in line 4 on page 7 to "and/or".

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(3) Clarify and improve the last sentence of section 3(c)(2), beginning in line 19 on page 7, as follows:

(*a*) In line 19, following the word "Further" insert "neither".

(*b*) In line 21, immediately before the last word "pursuant" insert "nor its designation for any other purpose".

(*c*) In line 22, following the word "Act" insert a comma and the words "nor any failure or refusal to do so,".

(*d*) In line 22 change the word "no" to "any".

(*e*) In line 23, following the word "area" insert the words "in its natural condition".

The language thus amended would read as follows:

Further, neither the inclusion of any area of any park, monument, or other unit of the national park system within the wilderness system, nor its designation for any other purpose, pursuant to this Act, nor any failure or refusal to do so, shall in any manner lower the standards evolved for the use and preservation of such area in its natural condition in accordance with such Act of August 25, 1916 * * *.

SOUND LEGISLATION OUR OBJECTIVE

These suggestions for amendment are made in further efforts to see developed sound legislation. We have tried earnestly to be clear and firm in our proposals for preservation of a reasonable amount of our Federal estate as wilderness and at the same time considerate and fair in our provisions for all the interests that are involved. I believe we have been remarkably successful.

The Wilderness Act as passed by the Senate is indeed a great achievement in democratic consensus. Through it our democratic processes have worked well, with due consideration for all the so-called vested interests in our public lands, but with dominant concern for the national interest.

This is a national measure. In many respects it is a westerner's measure, designed especially with Western conditions in mind. The opposition to it has come to a great extent from the profit-concerned headquarters of commercial organizations and trade associations in New York City, Washington, and other large cities in the East and on the west coast.

The legislation does not lock up areas. It keeps them open for the American people—for the whole people. It does not let a few take over these areas. It prevents a few from taking them away from the public.

It does not violate the multiple-use principle. It applies it.

It does not surrender congressional prerogatives. It asserts them. Through this measure we the people through out Congress have been remarkably sucessful so far in seeing the benefits of wilderness preservation provided for in a program that sacrifices no other interests but contributes to a sound overall land-use program. I trust that we shall further succeed in seeing the measure improved and approved by the House of Representatives and enacted into law.

NO REAR-GUARD ACTION

If we are thus successful it is my faith that we shall be able to develop an enduring program. This subcommittee, this committee, this Congress, this administration, all of us who have worked together

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to see sound wilderness legislation enacted can have the satisfaction of the faith that we have accomplished a lasting benefit.

In working to perfect and enact such a measure to establish a National Wilderness Preservation System, we are engaged in no rear-guard action, but rather, perhaps audaciously, are assuming a responsibility for a future so long that we do not visualize its end.

We who are striving for wilderness preservation have often been told that we are at best engaged in a rear-guard delaying action—that we cannot hope to see areas of wilderness last forever, that the best we can do is to slow down the progress of mechanization, road building, and development, and preserve as long as possible the benefits of an inevitably disappearing resource. Yet it seems to me that we can now see before us a farther vision, a hope for the preservation of wilderness in perpetuity.

We realize only too well that civilization is indeed destined to occupy for its own purposes, as Robert Marshall said, "every niche on the whole earth." It is indeed in this very prospect that we see the opportunity to establish an enduring program. We see in it a recognition of the fact that in the absence of positive action there would eventually be no wilderness left, and that we must act deliberately.

It is this realization, accompanied by a determination so to act, which gives us our far vision, our high hope, for thus we see wilderness preservation becoming an aspect of our culture. Civilization's "ambition," in other words, can encompass wilderness protection and, so sublimated, can make preservation a prevailing purpose.

Thus the Wilderness Act declares it to be—and I quote: "the policy of the Congress of the United States to secure for the American people of present and future generations the benefits of an enduring resource of wilderness."

American conservationists today are the vanguard of what can well become a program in perpetuity.

The tenseness of our responsibility and opportunity is in our necessity to fashion wisely a policy and program that will successfully keep the wilderness forever wild.

We could miss this opportunity. We could fail. We could be forced to retreat. We could become the rear guard of an inevitably disappearing resource.

But we are not that now.

It may seem presumptuous for men and women who live only 40, 50, 60, 70, or 80 years to dare to undertake a program in perpetuity, but that surely is our challenge. The wilderness that has come to us from the eternity of the past we have the boldness to project into the eternity of the future. As champions of this forward movement we should realize that we are indeed working to fashion the kind of policy and program that will insure now before it is too late the preservation of wilderness forever.

A COOPERATIVE PROGRAM TO MEET ALL NEEDS

Furthermore, it must at all times be recognized that we work for wilderness preservation not primarily for the right of a minority to have the kind of fun it prefers, but rather to insure for everyone the perpetuation of areas where human enjoyment and the other benefits

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of wilderness can be realized, to preserve for all the freedom of choosing to know the primeval if they so wish.

Wilderness areas as places to visit do not constitute a resource which belongs only to the people who happen to be using it at any given time. Wilderness is not for a minority. It is for everyone. Preserving wilderness perpetuates the choice that Americans have always had—the choice of going to a wilderness if they so wish. This should be perpetuated, and more people should know the wilderness experience.

Young people especially should know the wilderness, if only for a once-in-a-lifetime experience. If they do not then wish to return, or if later they come to a time when they are no longer able to endure or enjoy the experience, they should see that the wilderness is preserved for their children—and theirs, and theirs, and on and on.

In this respect, our wilderness areas are like art galleries.

None of us feels, for example, that the National Gallery of Art is for just the few people, or even the crowds, who are there at any particular time. We maintain it for everybody. Sooner or later everyone who is concerned can visit it, and for many of them it is a once-and-forever experience.

That also is true of our wilderness areas.

Wilderness, in another way, is for many more than the number visiting these areas at any one time. So long as wilderness areas exist in reality they also have valid meaning to many who know them only through photographs or writings or through some other medium communicating to them the experiences of those who have visited wilderness.

In many ways wilderness is for many people.

W. B. Greeley, writing in Sunset Magazine for December 1927, when he was Chief of the U.S. Forest Service, expressed this very well when he said:

> These mountain wildernesses may not be used by numbers of people in anywise commensurate with those who will throng the highways, but their individual service will be immeasurably greater. And as time goes on and interest in outdoor America widens and deepens, their use will surely increase. It is not a matter of providing for one type of recreation to the exclusion of the other. We need both, and we can have both.

COOPERATION ESSENTIAL FOR SUCCESS

We must at all times remember also that our achievement for wilderness preservation will never be complete or secure until cooperators in all fields of conservation have worked together so effectively that the wise management of all our resources is insured.

Then we shall have provided outside our parks and wildernesses for adequate production of the commodities we need. Outside our dedicated wilderness we shall have made adequate provision for recreational developments that would threaten the wilderness.

We shall then have demonstrated that it is possible to preserve a system of wilderness areas without depriving ourselves of essential commodities or of adequate opportunities for outdoors recreation with conveniences.

Such a wilderness preservation program can be expected to endure in perpetuity, consistent with our civilization and with the total needs and wishes of our people.

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THE CASE FOR THE WILDERNESS ACT

This then is the case that I see for wilderness legislation. It is the justification that I see for the Wilderness Act, S. 174. It depends on a recognition that this act provides the charter for such a policy and program as have been outlined in this statement.

It gives permanence to programs that already have proved desirable.

It damages no other interest or program.

It involves no new land-management agencies but rather fits into existing programs.

It includes provisions for change, locking no door without also providing a key.

It preserves the wilderness character of lands that can serve a variety of consistent purposes, and it safeguards these areas for the permanent good of the whole people—not for any special interest or single use and not for the selfish interest of any individual group.

A cooperative constructive program based on a long period of responsible study, it offers Americans now the opportunity for enactment in the best possible circumstances, an opportunity for the establishment of an enduring program supported by all elements of the public concerned with natural resources and the outdoors.

Thank you very much.

Mrs. PROST. Thank you, Mr. Zahniser; that was an excellent statement.

The Chair recognizes the gentleman from Colorado, Mr. Aspinall.

Mr. ASPINALL. Madam Chairman, I wish to welcome Mr. Zahniser before the committee for this purpose. I know of no other individual in the United States who has been as dedicated to this program throughout the years I have known this program as he has.

I may say this: I think he is one of the most effective writers with regard to conservation values of the United States that we have. I am glad that he has recovered from an illness that has been very serious so he can be back here at this particular moment and make this presentation.

Howard, may I also say, has been most cooperative with the chairman of the full committee. There was a time, when the legislation was first introduced, when Mr. Zahniser and I went round and round, and round, but we have come a lot closer together. And if the statement that you make on page 57, the last statement, that the Wilderness Act is a multiple-use measure, together with the short statement making the case for the Wilderness Act as it appears on page 73—if that is what really is involved in this legislation, I feel that we can get together. Maybe not to the satisfaction of all of us, but at least on some common ground where we can establish a status for certain areas.

I have only the one question, and that is relative to statements you have made, Mr. Zahniser, to the effect that this is truly a multiple-use measure.

How do you determine, how would you determine, the priority of uses that are involved in all of these lands under consideration in this legislation?

What would be your measuring stick as to which use should be made?

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Mr. ZAHNISER. The national interest, Mr. Chairman. All these concerns that we have discussed here at the hearing and that you and I have discussed at various times are concerns of mine, too.

The producers of all these products that are involved are producers of things that meet my needs. So I think that all these should be considered in the national interest. Within areas that the Congress considers suitable for wilderness preservation, I would say the presumption is that the wilderness values are the predominant values and the multiple-use principle as applied to those areas would be applied so as to permit as many other uses as can be carried out in compatibility with the dominant use.

Within the national forests as a whole, the 181 million acres, for example, it seems to me compatible with the national concern and with the multiple-use program for all the forests, that some 15 million out of the 181 million should be dominantly considered for wilderness.

Within each such area of wilderness, then, all those uses that can be carried out and still preserve the wilderness character should be permitted.

The most important among those uses, throughout the national forests, would be the protection of the watershed.

Then, the scientific values that can be realized of such areas are of considerable concern, and, for the most part, thoroughly compatible with the preservation of the wilderness character.

Camping, fishing, hunting, and other recreational uses are important.

In some areas, grazing, when it does not damage the basic resource, can be among the multiple uses.

These are the kinds of multiple uses that seem to me to characterize this program.

Thus, both in the broad, overall selection of a reasonable portion of our land, and in provisions for the use of the specific areas, I see it as in harmony with the multiple-use principle.

Mr. ASPINALL. You left out one use, of course, that bothers a great many of us in the areas mostly in the West, and that has to do with the mining factor.

Do you see in your evaluation at all any place for mining activities in any of these areas?

Mr. ZAHNISER. To the extent, Mr. Chairman, that the activities are prospecting—that is, factfinding, getting knowledge of what we have—it seems to me that we can tolerate them within an area and still call it wilderness.

Mr. ASPINALL. And development of those resources whenever it is necessary in the national interest?

Mr. ZAHNISER. I could not add that in conscience, Mr. Chairman, with regard to an area to be preserved as truly wilderness. When we come to the later consideration, for example, of the primitive areas, what should go in and what should not go in, it seems to me that on the basis of our factfinding, we must make a judgment whether the area is predominantly valuable for wilderness or whether it should be allowed to be taken out of the primitive area system because of its dominant mineral values.

Mr. ASPINALL. You referred to the position and responsibility of Congress in your opening answer to my question. Do you consider

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this to be a policy of sufficient magnitude that Congress should make the determination, or are you willing to let this be made by administrative action?

Mr. ZAHNISER. I have the deepest possible regard for Congress.

Mr. ASPINALL. After all, it protects the values of the people.

Mr. ZAHNISER. I have the deepest regard for it as an instrument of our Government. It is deep and heartfelt. It is at the basis of my devotion to this effort to see congressional establishment of wilderness policies and programs.

I should say, yes, most certainly, the Congress should determine the areas which may be considered for preservation as wilderness.

In this instance, the conflict between mining and wilderness preservation that may be inconsistent with the mining relates to only about six-tenths of 1 percent of our land, and it seems to me proper that I should ask Congress, as my representative, as a citizen, to say to the administrators with regard to six-tenths of 1 percent of our land, "See if it has dominant wilderness value, and if it has, report to us, and we shall let it be established as such."

Mr. ASPINALL. Thank you very much.

That is all, Madam Chairman.

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. Madam Chairman, I, too, want to join in welcoming Mr. Zahniser to the committee. I recall the time when, after a great deal of work on his behalf, I introduced into the House the first wilderness bill on the first day that one of our distinguished colleagues in the other body introduced the bill over there.

In each Congress since that time in 1956, we have introduced a wilderness bill. It has taken us 6 long years to get to the state of getting it passed.

I join with Mr. Zahniser in the hope that as a result of these fine hearings being conducted, and the hearings which the gentlewoman from Idaho conducted in the field, which I think were beneficial to not only the opponents but also the proponents and members of this committee, this will lead to the passage of a wilderness bill.

In the bill, Mr. Zahniser, which we have before us now and the one which passed the Senate, it refers to wilderness areas in national parks.

There is no desire on your part or on your organizations to allow any of this land in national parks that has been designated as wilderness to be taken out of national parks; is that correct?

Mr. ZAHNISER. That is certainly true. The concern with the wilderness values that we have in the national parks is a concern that arose principally from our interpretation of the values of the back country of the national parks. The objective of the legislation is to give those areas of the national parks a greater security as wilderness.

Mr. SAYLOR. And there is no effort or thought in your mind, or those that you represent, to allow harvesting of timber or mining in any of our national parks; is that correct?

Mr. ZAHNISER. That is true. There are certain areas, Mr. Saylor, wherein I would respect the determinations of Congress that are incorporated in the acts that established the parks—in connection with our respect for law. But in each of those instances, if the law could be changed, I would think the change would be in the public interest.

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Mr. SAYLOR. In other words, Congress, having by law established these national parks, it is your position that it would take another act of a later Congress to change any status of any land within a national park?

Mr. ZAHNISER. Yes. And the Wilderness Act, itself, could have that affect as Congress passes it and the President approves it.

The legislation now in force with regard to the back country of the national parks is not unequivocal with regard to the preservation of the wilderness values.

This act by Congress, the Wilderness Act, in that respect would change the basic law by making it clear that the areas that are selected for that purpose should be preserved as wilderness and should not be subject to extension of roads and accommodations for visitors, such as is contemplated in the act of 1916. Such roads and accommodations are desirable, but only in their place.

Mr. SAYLOR. The Secretary of Interior also has under his jurisdiction wildlife ranges, where a large portion of these were purchased through moneys that came into the Treasury as a result of two specific acts, is that not correct, the Dingle-Johnson Act, and the Pittman-Robertson Act?

Mr. ZAHNISER. Yes.

Mr. SAYLOR. In these lands that were purchased by the Secretary with these funds, do you feel that the Secretary of Interior or Congress would be violating a trust if under any circumstances they allowed mining or the harvesting of timber in any of these areas?

Mr. ZAHNISER. There may have been some acquired, Mr. Saylor, with conditions regarding their use, conditions that in the Wilderness Act are respected in one of the special provisions in section 6(c).

In general, if these activities are incompatible with the wildlife purposes of the areas, they should not be allowed.

In this Wilderness Act the provision is made that the areas shall continue to serve the purposes for which they were established. The wilderness preservation is to be accomplished as compatible with that.

The act charges the Secretary of the Interior with the responsibility of recommending the areas within the wildlife refuges and ranges that may be included in this system.

Within those areas selected wilderness preservation is to be dominant, but as compatible with the purposes for which the areas were acquired.

In other words, the wildlife preservation is the dominant concern within the refuges and ranges. Wilderness preservation may be carried out in compatibility with that, but that does not mean that I may lead a pack string of recreationists into that particular area of wilderness if the Fish and Wildlife Service thinks it is incompatible with the preservation of the wildlife.

Wilderness does not have to have pack strings in it. Wilderness may be set aside for large animals, and in that case, the wildlife interest should be dominant.

Mr. SAYLOR. Do you feel that the comments you have just made apply also to the canoe area, which we have in Minnesota?

Mr. ZAHNISER. It applies to every area that would be included in this system. It seems to me one of the key elements, and one of the elements in the discussions that Mr. Aspinall and I have had in years

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past. It is in the first sentence, the dominant sentence, of Section 6, entitled, "Use of the Wilderness," which begins on page 13 of the Act, line 7:

> Nothing in this Act shall be interpreted as interfering with the purposes stated in the establishment of or pertaining to any park, monument, or other unit of the national park system, or any national forest, wildlife refuge, game range or other area involved, except that any agency administering any area within the wilderness system shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes as also to preserve its wilderness character.

That is an aspect of the multiple-use character of this proposal.

Mr. SAYLOR. In your statement, you have included a number of recommended amendments.

One in particular was commented upon yesterday by both the Secretary of Interior and the Secretary of Agriculture. That is the amendment which added the sentence pertaining to the Federal Power Act.

You were in the room this morning when you heard the representative of the Federal Power Commission testify. Do you feel that in considering this legislation it would be desirable for this committee to eliminate this provision from the bill?

Mr. ZAHNISER. It seems to me it would be a sound move to take out that additional amendment, added on the floor of the Senate, to just take it out entirely.

At the time of the consideration in the Senate, the floor manager for the bill, Senator Frank Church of Idaho, said:

> No one believes the House of Representatives will act upon this proposed legislation in precisely the same way as the Senate. There is a likelihood of a conference which would enable us to review the amendment.
>
> If there is something we ought to consider further as a result of some complication not now apparent, we shall have full opportunity to do so in conference.

That quotation from Senator Church is on page 59 of my statement.

That was stated about 6 o'clock in the evening, after 2 days of earnest debate on the wilderness bill.

So I think I am consistent with the Senate's action in suggesting this.

I was encouraged by the testimony of the representative of the Federal Power Commission.

I had one of those thrills of recognizing an opportunity for reconciling differences without destroying the objectives of either person.

The representative of the Federal Power Commission says its concern is with the primitive areas only, and with new areas.

The act requires review of all the primitive areas as to their predominant values. At the time of review, recommendation by the President, and consideration by Congress, the FPC concerns can be considered area by area, and those parts that have these sites in them that seem predominantly of value for power purposes can be taken out of the wilderness system.

By handling the matter in this way we shall not have the enduring conflict that we shall have if this section 11 persists.

As to the new areas, the Wilderness Act provides that these can be added only by Congress. For every area that is added after this act is passed, a new bill will have to be submitted to the Congress, to go through the processes of legislation.

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When bills to add areas are considered, the Federal Power Commission's concerns regarding each area can be, and certainly will be, considered by the Congress.

So I believe that here is an opportunity to make the most widely and most earnestly demanded improvement of this act from the point of view of its proponents, without at all interfering with the purposes of those who are concerned with the Federal Power Commission.

Mrs. PFOST. Will the gentleman yield?

Mr. SAYLOR. In just one moment, Madam Chairman.

I, too, was delighted to hear the statement of the Federal Power Commission, because as the amendment was adopted in the Senate, this might allow the Federal Power Commission to grant licenses in national parks.

Being a later act, it would certainly govern. I am sure it was not the intention of the Senate when it adopted this amendment to ever have that effect; however, it might be subject to such interpretation.

Now I will be happy to yield.

Mr. ZAHNISER. That is an even deeper apprehension regarding the amendment than I had. I had not realized that. I had interpreted the limitations of the Federal Power Act as continuing to keep the Federal Power Commission out of national parks. But on the basis you suggest, Mr. Saylor, we ought to be the more concerned.

Mrs. PFOST. Mr. Zahniser, what is your stand regarding transmission lines which are necessary to transmit power from one area to another which might happen to cross a wilderness?

Mr. ZAHNISER. Wherever it is possible to find an alternative crossing of a major section of our land that is outside a wilderness, that certainly should be used, even though it may be at a slight additional cost, the cost being absorbed into the enterprise concerned with the transmission, but actually being a payment on the part of the people of the United States for the privilege of having a wilderness area continued without transmission lines.

Where that desirable arrangement cannot be contrived, the Wilderness Act permits the crossing of an area by the transmission lines.

Mrs. PFOST. I wanted your opinion as to whether or not you felt that transmission lines occasionally may necessarily need to go across a wilderness area.

Mr. ZAHNISER. They can be tolerated if they are in the dominant national interest, but they are intrusions.

Our good forerunner, Henry David Thoreau, used to enjoy listening to the wind through the telegraph wires, an Aeolian harp of the outdoors.

It is possible to accommodate some things.

But transmission lines are very high, and the towers' construction and maintenance often involve serious disruptions of wilderness conditions.

Mr. SAYLOR. I yield to my colleague from Washington.

Mr. WESTLAND. As long as we are on this FPC program, Mr. Zahniser, apparently they granted licenses to construct hydro facilities in primitive areas, but have not in wilderness areas.

So far as they could recall, they had not received any requests to build hydro projects in wilderness areas. As I understand it, according to the terms of this legislation, all primitive areas become wilderness areas.

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In the event there was an application for a hydro project in what is now a primitive area but which becomes a wilderness area, would you oppose that application?

Mr. ZAHNISER. The wilderness areas that we have now for the most part came from the reclassification of areas that formerly were primitive. At the time of the reclassification studies, the Forest Service would have considered the presence in an area of any such site, and would have recommended a wilderness area boundary that excluded that.

That may be—I cannot testify for sure about that for I thought about it only during the testimony this morning—that may be the explanation of why we have none of those in the wilderness areas. In other words they are not there because they were deliberately excluded.

That is pertinent to your question, Mr. Westland, because ahead of us, by law, is the required review of all the other primitive areas with attention to that very thing.

So we can expect, with the scrutiny of Congress, I am sure, that the primitive areas of the future which are recommended to become wilderness areas will be areas from which the sites that are judged to be predominantly for the Federal Power Commission purposes will have been removed.

After that judgment, if anyone should try to build a dam within one of the areas of the national wilderness preservation system, my assumption is that I or my successors would earnestly oppose it.

Mr. WESTLAND. I presumed that would be the case, Mr. Zahniser, but I did want to bring that out. The district I represent, the State that I represent, Mr. Zahniser——

Mr. ZAHNISER. A beautiful State.

Mr. WESTLAND. That is right, and we have some beautiful wilderness areas whether we call them that or not. And certainly I do not oppose them.

But I do know that fresh water is one of the great resources of the State of Washington. It is one of the reasons why people come there, why we have our pulp mills, why we have our paper mills, why we are attracting industry to that area.

In some of these areas where we already have hydro projects, Mr. Zahniser, they are wilderness areas although they are not called that.

Mr. ZAHNISER. That is true.

Mr. WESTLAND. For example, in the North Cascades Primitive Area, which is now under review to be made into a wilderness area, some 850,000 acres, there may very well be some real hydro potential in that area, not only hydro but reservoir areas for fresh water which, Heaven knows, is needed throughout the country.

These could very well be included. It may be impossible to exclude in an 800,000-acre area 1,000 acres or 500 acres in the middle of it for a hydro site.

This has been done, yet your group has opposed those things in the past, and I presume would oppose them in the future.

Mr. ZAHNISER. We certainly should safeguard all the wilderness and wild values of all the lands that we can, even those devoted to these other purposes. The areas within the National Wilderness Preservation System would just be those areas of our sanctum sanctorum, you might call it.

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While we value wildness and natural conditions wherever we find them, there are some areas that have the core of the meaning of wildness to us. Within those areas are the sites that should not be used for any purpose inconsistent with wilderness preservation unless they are needed in the national interest.

The reasonableness of our proposal precedes the circumstances that you described. Most of the argument about all this is related only to a very small part of the proposed system.

It is just the 15 million acres within the national forests that is the bone of most of the contention, and only about half of that, the part that is in the primitive areas, is the heart of it.

So the imminent reasonableness of our proposal is in our recommendation of such a small proportion of our land to be devoted to such a fine purpose.

Mr. WESTLAND. It is a small proportion in the national picture, but when you come to the portion in the State of Washington or the State of Idaho or the State of Oregon, the State of Nevada, or many of the Western States, the proportion changes somewhat, and it affects the economy of those States considerably.

I think it is our duty as elected Representatives of those areas to represent the interest of those States.

We in the West, particularly the Pacific Northwest, I think all recognize the development of low-cost power is one of the resources that we have and we want to develop it for our benefit and for the national benefit as much as possible. This matter concerns us very greatly.

Mr. ZAHNISER. Less than 6 percent of the area of Idaho would be involved, Mr. Westland.

On page 54 of my statement is an outline map of the State of Washington that shows to scale the maximum that could be allowed in the State of Washington under this act.

That is less than 6 percent of the State of Washington, too.

Mr. WESTLAND. I have 2¼ million acres of it in my district alone, Mr. Zahniser.

Mr. ZAHNISER. You are blessed with having a remarkable district. I congratulate you.

Mr. WESTLAND. I appreciate your opinion very much.

Mrs. PFOST. Would the gentleman from Pennsylvania yield?

Mr. SAYLOR. I will be happy to.

Mrs. PFOST. In speaking of the 6 percent of Idaho, Mr. Zahniser, all of this area or practically all of it is within my own congressional district, which is more than 3 million acres.

Mr. ZAHNISER. I do not know any district I have enjoyed visiting more than yours, as I visited it last fall, when you held the hearings out there.

Mrs. PFOST. Thank you very much. We think it is a beautiful district. We think there is an area of being able to have a wilderness, but that there is also an area of development which is necessary to the economy of a State like Idaho.

Mr. ZAHNISER. I agree.

Mrs. PFOST. There are plans right now for development in one of the primitive areas, which would flood an area to be included in the wilderness.

It seems to me that we have to go back to one of the earlier considerations, and that is to evaluate which use is most important.

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I am afraid when it comes to the development of water resources such as watershed, flood control, and hydroelectric power, this becomes a necessity for the growth of the State, economywise, industrywise, and so forth.

Therefore, those of us who find a potential for any of these projects located within the primitive area, recognizing that falling water actually originates up in what is now the primitive areas, we have to be fairly sure that some protection is in the measure that will not prohibit, when the times comes, this necessary development.

It it pretty hard for us to look ahead far enough to know exactly what these needs are going to be.

Mr. ZAHNISER. I appreciate that, Mrs. Pfost.

My colleague, Mr. Brandborg, is an Idahoan, and I value very much his personal knowledge of conditions in Idaho. We have had many discussions of these matters, particularly because they are within your district and you are in the position of responsibility where you now sit.

My opinion is that the greatest safeguard of those matters, just as of those Federal Power Commission concerns, is in the review and reclassification of the primitive areas.

The problems you mention are within the primitive areas. The Wilderness Act requires a review of them and a recommendation to the Congress.

I trust that this act will pass with that provision in it, and that the review will be duly carried out, and that you will be here when the recommendation is made to the Congress and will be able to see that we do have a good and soundly established wilderness area there.

Mrs. PFOST. Thank you, Mr. Zahniser.

Mr. SAYLOR. Madam Chairman, I would just like to say for all of the members of this committee and those who represent the Pacific Northwest, there is no doubt in my mind, regardless of which side of the aisle that they sit on, that they do an excellent job of representing that area. But I would also like to state that I certainly hope that those who represent that area will not become so engrossed with the statements by some of the bureaucrats downtown, the Army Engineers' office and the Bureau of Reclamation, who have in them a group of men who, every time they see two hills come together, get filled with an insatiable desire to fill it with either mud or concrete. I hope we will maintain in Idaho, Washington, Oregon, the other great Northwest States around the country some parts of some rivers as God made them and before the white man came.

Mrs. PFOST. Will the gentleman yield?

Mr. SAYLOR. I will be happy to.

Mrs. PFOST. This is a Pennsylvanian talking who does not happen to have any of these, shall we say, proposals of development in it, and, of course, it is very easy, if he is not stepping on someone's toes, to be able to talk in this matter.

Mr. ZAHNISER. I shall not comment on this interchange because I love the bureaucrats, too.

Mrs. PFOST. Mr. Zahniser, I do not know whether the reporter got your answer.

Mr. ZAHNISER. I said I must not comment on this colloquy, for I love the bureaucrats, too.

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Mr. SAYLOR. I will be happy to yield to my colleague, Mrs. Hansen.

Mrs. HANSEN. We offered you an opportunity last year at the Hanford project, where we did not have to have a dam.

Mr. SAYLOR. I realize that, too. I might also say to my good colleague that every time it is possible for me to vote with her and still represent the people of my district, I am most happy to. But that coming from Pennsylvania and being able to look at this whole proposition, because I have none of it in the State of Pennsylvania. I am able to look at it completely objectively.

Mr. WESTLAND. I will ask Mr. Zahniser if we can put in a couple of good wilderness areas in Pennsylvania, in this gentleman's district.

Mr. ZAHNISER. It is a tragedy, and I think Mr. Saylor will agree with me, that at the time the destiny of the forest lands that gave the State its name was determined, the values of wilderness were not sensed as those of a commodity that would soon become scarce.

Mr. WESTLAND. Would you say that those in the West have recognized those values greater than those that have been recognized by the people of Pennsylvania?

Mr. ZAHNISER. It is a matter, Mr. Westland, of time and history, and the course of our development. At the time that Pennsylvania's land destiny was determined to the extent that it was, there was not an appreciation of the value of wilderness as such. There was so much of it. It is only recently that we have realized that this mother of a resources is, itself, in danger, and in need of protection.

Up in northwestern Pennsylvania, along the Clarion River, there is still a small tract of virgin white pine timber that is intensely valued by the people, looked at and visited, but so small that it can hardly be expected to persist through the kind of soil-soaking rains and strong winds that inevitably come there.

Within the Allegheny National Forest in northern Pennsylvania, there is a Tionesta Natural Area set aside, and that is highly valued by the people.

If they had a larger opportunity, I imagine they would do more, on both the State lands and the Federal lands there.

The people of New York State have established the largest area of wilderness within the continental United States.

Mr. OLSEN. Where is that?

Mr. ZAHNISER. In the Adirondacks. By constitutional provision, the people of New York State have preserved "forever wild," as the Constitution says, the State-owned lands within a designated area there—and in the Catskills too. The designated Adirondack Park is approximately 5 million acres. The State-owned land within it is about half that, about 2½ million acres. Every time it has been threatened recently and has come to a vote, the people of the State have said, "Keep it wild." One of the votes I recall recently was 1,500,000 in favor of preserving that versus 600,000 in favor of another project, and it was a very attractive project.

Mr. OLSEN. Could you tell us what the project was that was in contest?

Mr. ZAHNISER. It was to have built some dams that would have violated the wild character of the Adirondacks.

Mr. OLSEN. Were these dams for fresh water reservoirs or power development?

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Mr. ZAHNISER. It was rather complicated, Mr. Olsen, but the purpose stated was the control of the river, the provision of fresh water for the city of Watertown and other places in the valley, but also behind it was the prospect of hydroelectric development. It was a clear issue, such as Mr. Westland referred to, and was determined by the people of an eastern state, New York State, and so determined as to preserve the largest area of wilderness that we have in the United States outside of Alaska.

Mr. SAYLOR. I might say, Madam Chairman, since we have gone ahead in Pennsylvania and have made the mistake, we are trying to give to you in the West where the areas are that have been set aside, the benefit of the mistakes that our ancestors made in making sure that you will not be known among your progenitors as those people who committed the same kind of folly in your areas.

Mr. ZAHNISER. Amen.

Mrs. PFOST. The gentleman from Alaska.

Mr. RIVERS. I have no questions.

Mrs. PFOST. The gentleman from Washington.

Mr. WESTLAND. No questions.

Mrs. PFOST. The gentleman from Utah?

Mr. KING. I would just like to say, Madam Chairman, I admire Mr. Zahniser, the work he is doing.

You have been in my office two or three times, and you have represented your cause well. In general I am in sympathy with what you are doing. I think I have so expressed myself. I can see some practical problems coming up, but I think there are no problems that cannot be solved, since we are approaching this from a very reasonable point of view.

Your point of view, I think, has been reasonable, too. I would like to commend you for it and hope that we can resolve these problems and get this bill passed.

Mr. ZAHNISER. Thank you. That is a very highly cherished comment.

Mrs. PFOST. The gentleman from Minneosta?

Mr. LANGEN. No questions.

Mrs. PFOST. The gentlewoman from Washington?

Mrs. HANSEN. I have no questions, Madam Chairman.

Mrs. PFOST. The gentleman from Colorado, Mr. Dominick.

Mr. DOMINICK. Thank you, Madam Chairman.

Mr. Zahniser, on page 14 of the bill is a provision which says that the President may authorize prospecting within national forests and public domain areas included in the wilderness system. On page 17, under subsection (8), there is a specific provision that nothing in the act shall be construed to prevent, within national forests and public domain areas, any activity, including prospecting.

What is the conflict that you see in there, or is there a conflict in your opinion that ought to be worked out? In the latter place it says that nothing shall prevent it, and on page 14 it looks as though prospecting would be authorized.

Mr. ZAHNISER. It would seem, Mr. Dominick, that the legislation for the purposes of wilderness preservation would be stronger without that subsection (8) to which you referred on page 17. The other provision that you read would be adequate to provide within a wil-

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derness area the opportunities involved. Subsection (8) was added as an amendment in the Senate, after the act was drafted and introduced by Senator Anderson.

It was first a response to a recognition that there is nothing wrong with anyone's visiting a wilderness area and looking for anything that he chooses to look for. If he is prospecting and trying to find the minerals there, he is using the wilderness as respectfully as the man walking through trying to find out what the birds are that are in the branches of the trees. Later the amendment was amended until it became less and less ideal for inclusion in a wilderness area.

Mr. DOMINICK. I might say, Mr. Zahniser, that in this day and age you do not walk through an area and find out what the geology of it is.

Mr. ZAHNISER. That is true. May I just add a further answer to your earlier question? Section (8), as I understand it, was added to apply without the special Presidential permission. It says, "Nothing in the Act shall be construed to prevent within the national forests" prospecting. Without that provision the prospecting could take place only where the President had determined that it was better in the public interest than wilderness preservation.

Mr. DOMINICK. It has appeared in the correspondence that I have had with various people in Colorado that a major objection to this bill is the immediate classification of primitive areas within the wilderness system, subject to exclusion at a later date.

What would your feeling be about keeping the primitive areas out, with a provision in, that after they had been classified as subject to wilderness purposes, they then be included by act of Congress?

Mr. ZAHNISER. Within the primitive areas resides the heart of the concern of those who first felt the need for this legislation. It was the primitive area hazard that made us feel that we needed behind the administrator the directive of Congress. Accordingly, I should think it would be a mistake to exclude any of the primitive areas from the system established by this act. They have been handled as wilderness from the date of their establishment, and they include some of the first in choice of the areas of wilderness. They have been handled as wilderness.

They do have in some places boundaries that were hastily drawn. They do in some instances include roads that the ideal of the 1920's with regard to such areas tolerated more than the revisions of the 1930's did.

I concur in the requirement that they be reviewed, but I think they are among the areas that the Congress, in behalf of the people, does want to see presumed to be wilderness. So I should think that it is better to leave the act as it is in that respect.

Mr. DOMINICK. I have grave doubts on the advisability, as a practical matter, of handling it in that way, if we are going to try to get a bill through. It seems to me that a great deal of this objection we have had, which has arisen over the primitive area situation, is if we are going to freeze them within existing "primitive" classifications. With a provision that they can come in after further review, I cannot see that we have done anything which would be harmful to the bill, and we may have done something which would get it through. I just make that comment.

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Mr. ZAHNISER. I will say that my dominant concern, as apparently is yours, is in the preservation of the wilderness condition that exists within those primitive areas. My judgment with regard to these matters is my judgment of the best way to accomplish that. I will not quarrel with anyone who can show a better way to accomplish the objective of preserving the wilderness conditions of any area.

Mr. DOMINICK. The difficulty, as I see it, is that the existing potential uses of primitive areas could not be explored once they were included within the wilderness system, whereas if you excluded them and reviewed them over this period of time, you could then find out, it seems to me, what uses they are primarily beneficial for, and exclude them or include them according to how the national interest is best served.

Mr. ZAHNISER. Mr. Dominick, the directive that you will give to the Secretary of Agriculture, as you enact this measure, says, on page 4, or at the bottom of page 3, that he must review these areas as to the suitability of each primitive area in the national forest for preservation as wilderness and must report his findings.

Mr. DOMINICK. Yes, but they are already included in the wilderness system. The only person who would be determining this at that point would be the Secretary of Agriculture.

Mr. ZAHNISER. But reading further—well, I may say that I agree with your observation, of course, that they are within the wilderness system, and that the presumption is we shall preserve them as wilderness if we possibly can. But that does not limit the scope of the study.

We go on into line 6. The recommendations must be with respect to the "continued inclusion in the wilderness system or exclusion therefrom of each area on which review has been completed."

These matters must be part of the concern of the reviewers.

Most of the advocacy of the other approach, up to this time, has been by those whose concern was with frustrating the preservation of the areas of wilderness. Its genesis was suspect. Its advocacy was by those who opposed the whole program.

So from the beginning we have been disposed to favor the proposals of Senator Anderson and Mr. Saylor, and the other sponsors of such legislation as this.

Mr. DOMINICK. Thank you.

Mrs. PFOST. The gentleman from Montana.

Mr. OLSEN. Mr. Zahniser, with respect to this subsection (8) on page 17, does that mean that the Mining Act of 1872 is still applicable in the wilderness area if this bill is adopted?

Mr. ZAHNISER. No, I should think not. I should certainly think not. There is a real grave, broad public need for the entire revision of the Mining Act of 1872, even as recently revised. If in any way there was an indication that the Mining Act of 1872 would apply to our wilderness areas, the next dominant concern of the conservationists would have to be the revision of the Mining Act, perhaps by superseding it by amending the Mineral Leasing Act to make it apply to all minerals, or in some other way.

I would say that this Wilderness Act, with its provisions and its exceptions, does supersede the Mining Act of 1872 with reference to the few areas where there is a common concern.

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Mr. OLSEN. So, while prospecting may be permitted under that language, the establishment of a mining claim would not be possible under S. 174?

Mr. ZAHNISER. No, I would not think so.

Mr. OLSEN. That is, that language does not mean, or your understanding of that language does not mean for the prospector to be able to establish a mining claim inside of a wilderness area.

Mr. ZAHNISER. It might be, and I would not question or quarrel with the motive of any visitor to the wilderness behaving in accordance with this subsection, but it might be that he would be doing that in order to establish the facts with regard to an application for permission under the act to use the area for mining, with his impression that it would be more in the public interest if he did so. But he would not be operating under the Mining Act of 1872, as I would understand it. He would be acting under the Wilderness Act of 1962, I hope.

Mr. OLSEN. So this prospecting would be supporting an application to the President under S. 174 and demonstrating that in the national interest mining should be permitted. That would be the meaning of that language?

Mr. ZAHNISER. I would think so.

Mr. OLSEN. I have no more questions. Thank you, Madam Chairman.

Mrs. PFOST. Mr. Zahniser, I, too, would certainly like to add my word of commendation to you for your persistence in pursuing these things which you and your organization believe in; and for representing your group so very well. We are most grateful for people like you. We need groups who are making every attempt to be sure the future generations are protected and that they will have an opportunity to see some of our country in its natural state.

Getting back, however, to the indications that I have made previously, I feel that some of us have some very serious problems with regard to areas that are proposed to be embodied in the wilderness system. I am not sure what amendments are necessary in order to make this legislation acceptable to the people in our areas who have a real interest in preserving some wilderness. Therefore, of course, that is our reason for holding these hearings, to try to bring together all of the ideas and to get the most help that we can regarding it.

Following right along this line, I would like to ask you, in order to make certain that the review of the primitive areas consider all possible uses, what would your reaction be to requiring the report of the President to contain review and comments of the Federal Power Commission, of the Bureau of Reclamation, the Bureau of Mines, the Soil Conservation Service, the Rural Electrification Commission, and other agencies that are concerned with natural resources?

Mr. ZAHNISER. I would be apprehensive of procedural delays and a multiplicity of obstructions in the consideration of the area. I would expect that the Forest Service, the Secretary of Agriculture, rather, in carrying out the directive of Congress to review these areas and consider these other values, and to hold hearings with regard to them, would have invited and, in most instances, would have obtained, the opinion of these people, and that the President's recommendation as

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forwarded to the Congress would include the record of those hearings.

So, within the simpler and more easily supervised by Congress procedure of the Act, we could accomplish the purpose which I can see is a desirable purpose, from your point of view, from mine, too, but without the multiplicity of opportunities to delay considerably through consideration on the part of agencies, that might not be sympathetic to the wilderness purpose.

Mrs. PFOST. We do have a time limitation in the measure, of course, and if they acted within this time limitation, do you feel that that would be undue multiplicity of delay?

Mr. ZAHNISER. No, I think working it out within that period, and with the protection of the area that Congress gives in the act continuing through the years of consideration, would be all right. If carried out in that time, it would be all right.

Mrs. PFOST. If these reports came along within the time limit of the legislation, then you would have no objection to this procedure?

Mr. ZAHNISER. Would they be reports, as you contemplate them, that would go to the Secretary of Agriculture in connection with his consideration for the President?

Mrs. PFOST. Yes.

Mr. ZAHNISER. I think that is excellent. The act gives the President, of course, the responsibility for making the recommendation to the Congress. The Geological Survey, the Bureau of Mines, responsible to the Secretary of the Interior, are essentially the instruments of the President. So, in accordance with the provisions of the act, that could be accomplished and would add to our knowledge of the facts.

Mrs. PFOST. And we would have the benefit, then, of these various agency opinions on these areas and their possible multiple uses.

Mr. ZAHNISER. Without the procedural delays that could be occasioned by some of the proposals.

Mrs. PFOST. Are there further questions?

Mr. SAYLOR. Madam Chairman, I certainly feel that in the report we will make on this bill we would state very emphatically that the Secretary of Agriculture's review would be expected to call upon every one of the agencies you have named and any other that would have any jurisdiction whatsoever over land problems.

Mr. ZAHNISER. May I say, Madam Chairman, in response to your kind comments to me, that I appreciate, and those associated with me appreciate, the sweetness with which you have lubricated the controversy that is inevitable in these hearings. The hearings that you held last fall, all of which I was privileged to attend, were remarkably well conducted, and I think in the midst of controversy we have been able to live at peace with each other. That is a tribute to you.

Mrs. PFOST. Thank you very much, Mr. Zahniser. Those are kind and welcome words.

I do not need to tell you this is a very complex problem, and it is a troublesome one to those of us who have so many values involved in the legislation. It is a thorny one. We appreciate your contribution to the hearing this morning and your many helpful and tireless

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days of effort in acquainting us with various opinions and conclusions that your organization has reached. We also are appreciative of the information you have furnished over the years for the use of the committee on other legislation of interest to you and your organization.

Thank you very much.

I have appreciated very much working with your colleague, Mr. Brandborg. He is so thoroughly familiar with the area in Idaho. He probably understands as well as anyone the problems involved in the legislation before us so far as Idaho is concerned.

Mr. BRANDBORG. Thank you, Madam Chairman. I certainly do appreciate those problems. As you know, I am convinced that we can maintain our wilderness resource in Idaho and still provide for sound lumber, mining, and other extractive industries upon which we depend for our livelihoods. I think we can have wilderness and have all of these things, too, for the benefit of our State.

I do appreciate the willingness with which you have approached this legislation, and the effort on your part to hear all of us and give us the opportunity to present the information that we have given the committee.

Mrs. PFOST. Thank you, Mr. Brandborg.

Mr. Pearl, have you any questions?

Mr. PEARL. No, Madam Chairman.

Mrs. PFOST. Does anyone else wish to ask Mr. Zahniser any further questions?

Mr. ZAHNISER. Might I just add that much of the validity of the information we have been able to present to the committee in tables and otherwise is a tribute to Mr. Nadel's faithfulness in an effort to give us the facts. He has been a great help.

Mrs. PFOST. We appreciate his assistance, too.

Thank you very much.

(Mr. Zahniser on May 16, 1962, submitted the following supplemental statement:)

SUPPLEMENTAL STATEMENT OF HOWARD ZAHNISER, EXECUTIVE SECRETARY AND EDITOR, THE WILDERNESS SOCIETY

SCIENTIFIC VALUES

1. The scientific potentials in wilderness preservation should be strongly emphasized. This was well done in the statement presented by Ernest Dickerman on Wednesday morning, May 9. By this reference to Mr. Dickerman's statement, which appears in the record of this hearing on page 1374, I should like to be associated with his brief but urgent presentation of the scientific, or research, values of wilderness.

WILDERNESS NOT NECESSARILY FOR RECREATION

2. Recreation is not necessarily the dominant use of an area of wilderness.

This should be clearly emphasized.

The Wilderness Act concept and provisions are clear regarding this matter, but they were not adequately discussed in my statement.

A wildlife refuge included in the wilderness system, for example, need not be open for recreation use.

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An area of wilderness within the national forests with watershed protection values (to mention another example) need not be open for recreational use and may be closed when fire hazards or other emergencies threaten the watershed values.

The purpose of the Wilderness Act is to preserve the wilderness character of the areas to be included in the wilderness system, not to establish any particular use.

This concept pervades the measure. It is explicit in the opening sentence of section 6(a) in lines 7 to 16 on page 13 of S. 174 as passed by the Senate. This sentence is as follows:

"Nothing in this act shall be interpreted as interfering with the purposes stated in the establishment of, or pertaining to, any park, monument, or other unit of the national park system, or any national forest, wildlife refuge, game range, or other area involved, except that any agency administering any area within the wilderness system shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes as also to preserve its wilderness character."

Recreational needs for wilderness are indeed pressing. They are provided for in the policy and program that the Wilderness Act will establish. At the same time wilderness may fittingly be preserved on areas where recreation would be damaging to other interests—such as wildlife preservation. On these areas recreation, or other conflicting uses, would be excluded. The lands would be devoted to the peculiar use for which they have been established—but so administered for this purpose as to preserve its wilderness.

UNREASONABLE MINING DEMANDS

I have filed with the subcommittee a series of photographs obtained from the Forest Service showing scenes of mining in the national forests.

I am pleased that we could thus provide a selection of photographs for the use of committee members in appraising the irreparable damage that can be inflicted upon areas of wilderness through certain mining activities and the construction of roads for prospecting and mineral development.

These photographs illustrate how mining and pospecting operations can completely destroy scenic, wildlife, watershed values, and other wild country assets of our remaining wilderness lands.

How does it happen that on lands that belong to all of us this private industry can have such profitable privileges that its representatives will work so hard against such a modest proposal as the Wilderness Act to give added protection to so small a portion of this land that we all own?

I remember a speech that the Chief of the Forest Service Lyle F. Watts made a dozen years ago here in Washington on the subject "Can We Save Our Wilderness Areas?" It was delivered at a National Citizens Conference on Planning for City, State, and Nation held May 12 to 17, 1950. Mr. Watts pointed out what he called three real dangers, and the first one he discussed was the problem caused by mining. Here is what he said:

"All of our wilderness areas are in lands withdrawn for national forest purposes from the public domain. That means that these areas are subject to mineral location under the U.S. mining laws. Under these laws any citizen may locate a mining claim upon discovery of mineral sufficient to justify a prudent man in the further expenditure of time and money. Upon doing $500 worth of work, a valid mining claim may be patented. Also the mining claimant is entitled to reasonable ingress and egress—and that means roads, and roads means the end of wilderness."

Mr. Watts went on to say:

"The mining laws date back to 1872, when it was the policy of the United States to give away lands lavishly to encourage settlement and development. Those days are gone. The crying need today is for conservation. Public lands today should be managed for the conservation and wise use of their resources in the permanent public interest. So far as mineral developments on public lands are con-

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cerned that could be accomplished by a mineral leasing law instead of a law allowing patent—by a procedure that provides for the weighing of all public values before a lease is granted, and that allows the agency in charge of the lands to attach such conditions to a lease as may be necessary to safeguard other values."

That is what the Chief of the Forest Service, Lyle F. Watts, said in 1950.

S. 174 incorporates a most reasonable way for preserving wilderness without damaging other interests. I am certainly aroused to the threat of mining to wilderness when I see the determined way in which the mining industry is seeking to frustrate and defeat this culmination of wilderness preservation efforts which to me seems so modest and reasonable.

The unreasonableness of such opposition by miners, lumbermen, and other commercial interests is emphasized, in my mind anyhow, when I think of how little of our land we are seeking to preserve, even including all that we could possibly hope to preserve, at the most, under this legislation—in national parks and monuments, in wildlife refuges and ranges, as well as in wilderness, wild, primitive, and canoe areas in the national forests. It is less than 3 percent.

If we consider only the national forest areas which are now subject to mining that we seek to preserve—the wilderness, wild, primitive, and canoe areas—we find that we are dealing with some 14,500,000 acres out of our total land area of 2,316,570,240 acres—less than 15 million acres out of more than 2,300 million—0.65 percent—less than seven-tenths of 1 percent.

ACTION BY CONGRESS

4. Finally, I should like to emphasize once more that from the beginning proponents of this legislation have sought for congressional assertion of responsibility. Without criticism of the administrative agencies involved, indeed with admiration for their pioneering work in wilderness preservation, there has nevertheless been a consistent advocacy of establishment by Congress of an enduring national policy and program, and congressional control of its operation.

We do view this act as an assertion by Congress of its authority. The act, as we view it, does not give congressional powers to administrative agencies. It gives them instructions. It is no surrender of prerogatives. It is an exercise of them.

We favor this. We would favor any further assertion of congressional authority in strengthening this act for its purposes and preserving wilderness.

With regard to the primitive areas the act could indeed be strengthened by further provision that no changes can be made in the wilderness protection afforded primitive and other areas of wilderness by this act except by positive congressional action.

Positive congressional action, so constitutionally urged by some opponents of the Wilderness Act, need not be accompanied as they propose by provisions that weaken the protection of wilderness.

If the primitive areas as well as other areas included in the wilderness system are all given positive protection by this act of Congress pending further action by Congress there might well be worked out a form for the later congressional action that could be agreeable to all of us—later, meaning after the reviews required by the act and the following recommendations to Congress.

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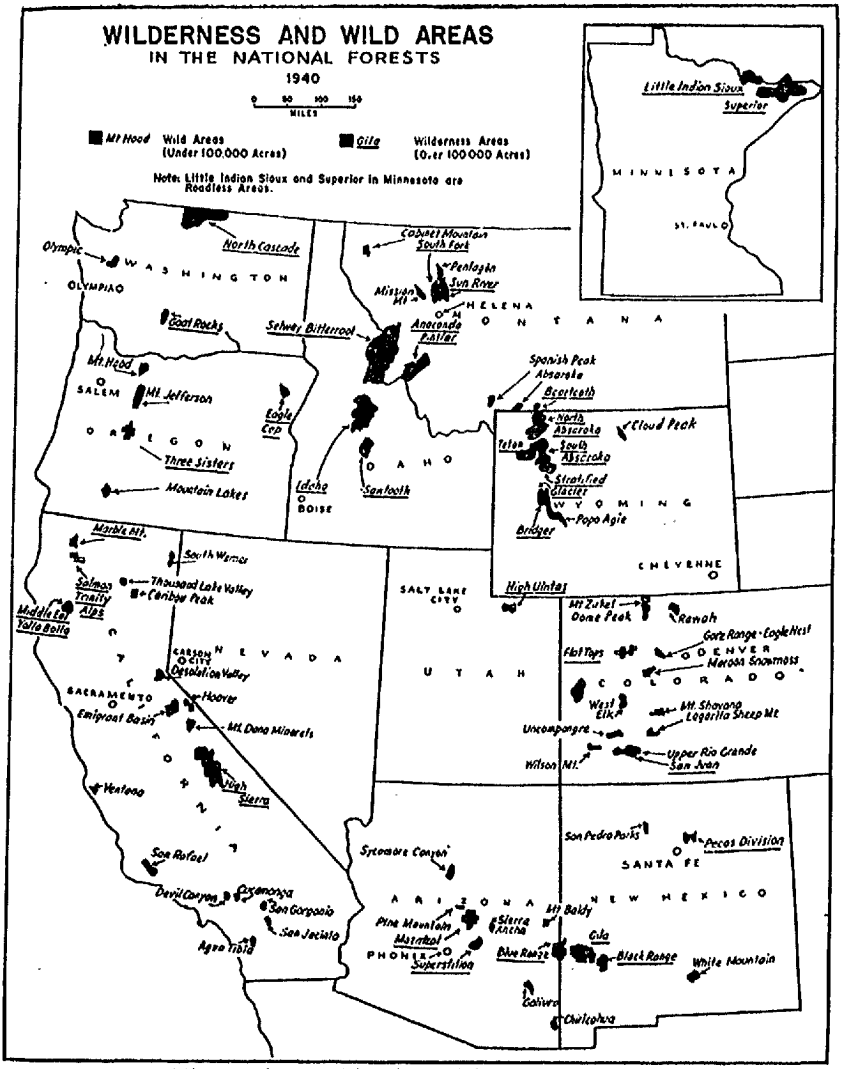
The longstanding status of the primitive areas is demonstrated in the following map published in the July 1940 issue of the Living Wilderness, on which every one of our present primitive areas is shown:



This map was drawn from information furnished by the U. S. Forest Service.

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It is further significant that the Forest Service in 1940 was using the terms "wilderness" and "wild" for all of the areas, making no distinction between "primitive" areas and others as to their place on the map—altogether they were destined then for review.

There should be sharp scrutiny of the pleas for "positive congressional action" made by opponents of the Wilderness Act.

From the beginning much of the opposition has been against any congressional action, and even recently the Society of American Foresters has voiced such opposition.

In announcing the poll conducted on this issue, the Society of American Foresters in a press release dated December 2, 1961, said:

"Opponents of the legislation object to the statutory fixing of boundaries and the impossibility of withdrawals except following congressional review."

In the same release the Society of American Foresters says the following of those who propose the Wilderness Act:

"Stated briefly, proponents of the legislation want the Congress to adopt a national policy on wilderness areas, and to specify procedures for their establishment, modification, and permitted uses. Under the proposed legislation, certain determinations with respect to presently established wilderness areas, such as the final modification of boundaries and the elimination of portions, would be removed from the discretion and authority of those responsible for their administration. Instead, consideration by Congress would be required."

(The committee received for inclusion at this point in the record the following statement by Mr. C. R. Gutermuth:)

STATEMENT OF C. R. GUTERMUTH

Madam Chairman, I am C. R. Gutermuth, vice president of the Wildlife Management Institute. The program of this national conservation organization has been devoted to the restoration and improved management of natural resources in the public interest for more than a half century.

Thousands of conservationists across the country have been praising the committee for scheduling this hearing on S. 174 and the companion bills that would provide a uniform system of wilderness classification and administration on suitable areas of the national forests, parks, and wildlife refuges. These proposals have wide support. The people are enthusiastic about this plan to dedicate isolated islands of natural Americana as a national resource. They know that time is a critical element and that the Congress must act soon in order to establish an effective and workable system for administering these worthy areas of wilderness.

Much thought and study have been given to the need for wilderness preservation. Members of Congress have devoted a tremendous amount of committee and personal time to this proposal over the past several years. Lengthy hearings have been held both in Washington and in the field, numerous witnesses have been heard, and thousands of pages of testimony taken. All principal points of opinion have been reviewed, most of them time and time again.

Many revisions have been made in the wilderness bill to accommodate valid objections and benefit from constructive criticism. The difference that exists now, among those persons who actually are informed about what the wilderness bill really will and will not do, is predominantly a matter of personal philosophy.

Most of those who continue to oppose the wilderness bill after they actually have read the measure and know how harmless it is, are associated with commercial and business groups. They always have advocated more roads, more mines, and more fencing, timbering, and grazing on the public lands. It is not the least bit surprising, judging from past experience, that these groups have rejected Senator Anderson's authoritative assurances that enactment of S. 174 will cause little or no economic disturbance to individual and community welfare. Established mining and grazing would not be affected, and there will be no loss in timber sales on any of the lands included in the wilderness proposal before the committee.

Those who claim they are unable to understand the scope and purpose of the wilderness bill simply are ignoring the extensive printed record of the committee hearings, the committee report, and the Senate floor debate. Regardless of this impressive background of information, a few newspaper clippings continue to pass my desk in which individuals are reported as stating that enactment of the wilderness bill would be a disastrous blow to local and regional economies.

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I find, that these assertions are made by some of the same individuals and groups that were defeated soundly in their attempts to give livestock grazing permittees special vested rights on the national forest lands only a few years ago, who unsuccessfully resisted legislation to revise national forest mining claim procedures, and who would have given lumber companies timber selection rights on the national forests. They generally are among the "loyal opposition" to every measure that would modernize public land practices and concepts.

It appears that a few spokesmen for those groups are deliberately misrepresenting the facts in an effort to block the wilderness bill. They must be a small minority of individual obstructionists, because many other prominent leaders in the livestock and mining industries have announced their support of the wilderness legislation. Their comments and suggestions have helped inform and advise Members of Congress and have assisted in moving S. 174 toward enactment.

The wilderness bill has been misrepresented more than any other natural resources proposal that I have known in my long experience in Washington. It appears that some people still have designs on breaking down the integrity of the national forests, the national parks, wildlife refuges, and the national land reserve, despite repeated demonstrations by the Congress that these public lands should be administered so as to provide the maximum benefits to all of the people.

Surely, the wilderness bill would supplement the previous congressional declarations of intent. It recognizes the authority and responsibilities of existing administrative agencies and interferes with none. No new bureaucratic structure would be created. It merely provides that suitable areas of wilderness, already in existence in national forests, parks, and wildlife refuges, should be administered in such a way as to preserve their natural character. The amount of land involved is small, but the wilderness preservation opportunity provided by S. 174 is large in terms of public benefit.

The number of persons requesting an opportunity to appear before the committee in support of S. 174 undoubtedly would have been much larger except for an unfortunate conflict of dates. Many interested groups and individuals are in Columbus, Ohio, taking part in the Ninth National Watershed Congress, for which I am the chairman of the steering committee. It is regretted that this prior commitment made it impossible for me and a number of others to appear before the committee. I am sure, that in the absence of this unfortunate conflict, a lot of other conservationists would be urging this committee to report out S. 174 without crippling amendments so that it can be approved by the House in this session.

Mrs. PFOST. The time of the committee has now expired. We will meet again this afternoon at 2 o'clock. We hope that those of you who are scheduled next on the agenda, and I might enumerate them, Mr. Biemiller, Mr. Schmidt, and Mr. Stearns, naming the first three, will please be available at 2 o'clock this afternoon.

Mr. Biemiller, we will start off with you and go right on for a couple of hours this afternoon. Thank you very much. The committee stands adjourned.

(Whereupon, at 11:55 a.m., the subcommittee recessed, to reconvene at 2 p.m., the same day.)

AFTERNOON SESSION

(Whereupon, at 2 p.m., the subcommittee reconvened, pursuant to recess.)

Mrs. PFOST. The Subcommittee on Public Lands will now come to order for the further consideration of the wilderness proposal.

We will first receive a statement from Mr. Andrew J. Biemiller.

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STATEMENT OF ANDREW J. BIEMILLER, DIRECTOR, DEPARTMENT OF LEGISLATION, AFL-CIO

Mr. BIEMILLER. Mr. Chairman, my name is Andrew J. Biemiller. I am director of the Department of Legislation of the AFL-CIO and I am chairman of the AFL-CIO Staff Subcommittee on Atomic Energy and Natural Resources. I am also a member of the Advisory Council of the Outdoor Recreation Resources Review Commission.

The AFL-CIO strongly supports legislation to set up a National Wilderness Preservation System. And specifically we are backing S. 174, which the Senate passed last year by an overwhelming bipartisan majority. We believe the legislation passed by the Senate offers every reasonable concession to those who fear that economic development in some regions may be hindered by setting aside certain wilderness areas to be protected from commercial exploitation.

Labor strongly supports comprehensive, multiple-purpose development of our river basins, our energy resources, and our raw materials. We believe that S. 174 as amended will encourage such multipurpose development of our great natural resources for grazing, mining, water supply, and waterpower development. It will do so by releasing areas for general development that are not appropriate and not needed for protection of wilderness areas.

As you know, this legislation now includes provisions for review and control by Congress over recommendations by the President for continuation of wilderness areas or return of wilderness areas to ordinary national forest status. The legislation also provides for action by Congress on recommendations that areas other than national forest, national park, or wildlife areas be included in the wilderness system. The same procedure is required when it is necessary to purchase land for wilderness purposes.

Establishment of a National Wilderness Preservation System will protect certain fundamental resources—many of them intangible but still valuable, unique, and irreplaceable. Among these resources are the opportunities for watershed protection, for scientific investigation under natural wilderness conditions, for fish and wildlife to flourish, and for recreation, hunting, and fishing.

The precious, dwindling storehouse of unspoiled, untouched nature in wilderness areas can stimulate our esthetic sense, restoring the soul of those who feel trampled down by an urban society of machines and automation. There is something primitive in man's nature that finds happiness in the knowledge that there are still great areas of wilderness which he can visit to find solitude and peace of mind.

We hope the Federal agencies involved in the National Wilderness Preservation System—the Department of Agriculture and the Department of the Interior—will not weaken wilderness values by making it too easy to enter and travel through wilderness areas. We believe travelers in wilderness areas should accept the country as they find it—without easy-access roads, without developed campsites. Otherwise the whole purpose of this legislation would be defeated.

A recent report, "The Wilderness and Recreation," published by the Wildland Research Center, estimates about 7 million acres of unreserved national forest land are scheduled for uses which are not compatible with establishment of a National Wilderness Preservation

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System. Congress should act now to include this land—about one-third of the total estimated wilderness area—in the National Wilderness Preservation System. There is a continuing danger that much of this land will be opened up to automobile travel and other purposes and thus lost as wilderness territory forever.

We believe procedures set up in S. 174 for protection of wilderness areas include provisions which properly allow possible future release of parts of wilderness areas for essential economic needs which cannot now be foreseen. It may well be that increasing population pressure outstripping the water suply available in some regions may make it necessary to build a reservoir within an established wilderness area. This can be done under this legislation—but only after the relative values of wilderness preservation and water supply adequacy have been fully weighed and explored in public hearings and after Congress has given its consent. Due process and review by Congress are essential protections for successful preservation of our wilderness system.

The National Wilderness Preservation System will not interfere with established uses of national forests and national parks, and S. 174 has been so amended as to meet almost all the objections of groups objecting to this legislation. Furthermore, this legislation will not require additional expenditure of Federal funds. It simply sets up the framework for a rational coherent system whereby existing Federal agencies can better protect and preserve wilderness areas already under the jurisdiction of these agencies.

This is the kind of legislation which can enlarge and uplift the human spirit. It can provide opportunities for the American people to find silence and solitude, to find the beauties of nature in our great wilderness areas. We must protect these wilderness areas not only for our own generation and for our children, but also for many generations yet unborn.

Therefore the AFL–CIO urges your support for S. 174 as passed by the Senate to establish the basis for a sound, positive, and urgently needed National Wilderness Preservation System.

Mrs. PROST. Unless there is an objection, the statement of the Audubon Naturalist Society of the Central Atlantic States, Washington, D.C., signed by Francis T. Cristy, Jr., chairman of the conservation committee, will be placed in the record.

As an explanation to the committee members: I have three items which Mr. Zahniser had intended to ask unanimous consent to have placed in the record at the time he spoke this morning. The Chair is calling them to the attention of the committee members for consideration to be placed in the record following Mr. Zahniser's statement.

Mr. ASPINALL. Reserving the right to object, Madam Chairman, I do not object to the statement of Mr. Biemiller being included, of course, because it is in the form of a statement, and he is one of the witnesses who, as I understand it, requested the right to appear before the committee, was here earlier, but had to leave.

But the statement from the Audubon Society, the letter from Mr. Emil, of the Students Committee for Wilderness, together with the letter, itself, seems to me to come under the unanimous-consent request made this morning.

Mr. WESTLAND. Will the gentleman yield?

Mr. ASPINALL. Yes.

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Mr. WESTLAND. I agree completely. I am sure all members of the committee have received many letters on both sides of this question. I did not object to the full committee chairman's request this morning to have those put in the file. I think, as the gentleman said, this would be a deviation from that. I would object to these going into the record, but they should be filed.

Mr. ASPINALL. With the exception of Mr. Gutermuth's statement.

Mr. WESTLAND. If he is a witness, that is fine.

Mr. ASPINALL. I do not know if he is on the list, but I know he asked me at one time to have a statement filed.

Madam Chairman, I understand the position of Mr. Gutermuth. I think his representation is such that he should have his statement in the record.

Mrs. PFOST. Then, without objection, the statement of Mr. C. R. Gutermuth, Wildlife Management Institute, will be placed in the record immediately following Mr. Zahniser's statement this morning. (See p. 1304.)

Without objection, the letter of Mr. Thomas C. Emil, chairman of Students Committee for Wilderness, Portland, Oreg., will be placed in the file and listed in the record; and the statement of the Audubon Naturalist Society, by Mr. Francis T. Cristy, Jr., will be included at the conclusion of testimony by the proponents along with other statements submitted for the record by those favoring this legislation.

Is there objection?

Mr. WESTLAND. Reserving the right to object, Madam Chairman, I am sure we all know Mr. Gutermuth's position on this legislation, and I have no objection to it being in the body of the record. However, there may be some other statements that are not listed here as witnesses in opposition to this legislation, and I believe then that if the occasion should arise that some statement should be filed in their name, availability should be made.

Mr. ASPINALL. If they do come in the category, I think that removes them from the unanimous-consent request granted this morning.

Mr. WESTLAND. All right.

Mrs. PFOST. Our next witness will be Mr. Paul Schaefer, president of the New York State Conservation Council, Troy, N.Y. He is representing the Association for Protection of the Adirondacks and the Friends of Forest Preserves.

For the benefit of committee members, we are going out of order momentarily to turn to him, because he has a plane reservation and he must leave the committee room in a few minutes. We will hear him so he can keep his appointment in New York.

STATEMENT OF PAUL SCHAEFER, PRESIDENT, NEW YORK STATE CONSERVATION COUNCIL, TROY, N.Y.

Mr. SCHAEFER. Madam Chairman, members of the committee, thank you very much for your consideration.

I have the honor to represent Robert Watson Pomeroy, chairman of the Joint Legislative Committee on Natural Resources for New York State. He has asked me, and he has also asked Congressman Wharton, to put these remarks in the record today. Mr. Pomeroy would be

here himself except for reorganization of the New York State Legislature today.

As chairman of the committee, he says this:

In my capacity as chairman of the Joint Legislative Committee on Natural Resources of the State of New York, and on behalf of such committee, I strongly urge favorable action by your subcommittee on the wilderness bill, S. 174, now before it for consideration.

New York was a pioneer in the preservation of wilderness in the east. In 1885 the legislature established our forest preserve and gave it statutory protection by the provision that: "The lands (of the State) now or hereafter constituting the forest preserve shall be forever kept as wild forest lands. They shall not be sold nor shall they be leased or taken by any corporaton, public or private."

By now the preserve has grown to two and one-half million acres. While it consists of many separate blocks of land lying in both the Adirondack and Catskill Mountain regions, it nevertheless includes some which are both large and remote, containing no roads or permanent buildings. Sixteen of such areas range in size from over 14,000 to over 180,000 acres. Areas in the New York State Forest Preserve are, with very few exceptions, the only public lands in the United States east of the Mississippi River which, in size and remoteness, can qualify as wilderness.

The physical, sociological and political aspects of the forest preserve in the Adirondacks and Catskills have been the subject of extensive study by the Joint Legislative Committee on National Resources for 11 years. During the past 3 years, in which I have had the honor to serve as its chairman, the committee has given particular attention to the preservation of its unique wilderness character.

A review of the history of the preserve, and the study of its present-day public use and management problems, reveal many similarities between the experiences of New York State and those of the Congress of the United States in their respective efforts to preserve our heritage of wilderness. I list herewith some of the lessons learned in New York for your consideration in determining proper action on S. 174:

1. The forest preserve has become a great economic asset to the State. It brings thousands of new campers, hikers, hunters and fishermen to the Adirondacks and Catskill each year. What attracts them? The natural splendor of the scenery all around them—the opportunity to find peace and quiet away from the hubbub of the world and to be in touch with the timeless wonders of nature.

It is not necessary to climb a mountain to be thrilled by its scenic beauty or to feel the awe it inspires. But a mountain that thousands can "climb" in the comfort and ease of a motor vehicle no longer commands the same reverence; no longer inspires the same awe.

2. The strongest statutory protection is imperative if wilderness areas are to be successfully protected from commercial exploitation.

In New York State, the mere passage of laws by the legislature in 1885 were not enough. By 1894, one-eighth of the forest preserve land had been lost to the State and an enormous amount of standing timber had been sold, even against the judgment of the State engineer and surveyor.

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The people of New York, in their disgust, then took the matter into their own hands and placed the preserve under the protection of the State Constitution, which, as you know, reads as follows:

The lands of the State now owned or hereafter acquired constituting the forest preserve as now fixed by law shall be forever kept as wild forest lands. They shall not be leased, sold or exchanged, or be taken by any corporation, public nor private, nor shall the timber thereon be sold, removed, or destroyed.

Since the constitution was enacted in 1895, many attempts have been made to break through this constitutional protection. Never, however, have the people allowed it. Though certain specific exceptions in the use of the preserve have been permitted, every attack on the basic principles of protection has been aggressively fought and rejected. The people realize that the great economic and human values of the preserve can survive only if the strongest possible protection is maintained around it.

3. Just as present-day life brings greater need for wilderness, so do modern travel facilities and longer vacation periods bring ever increasing use of it, wherever it exists. The New York State Conservation Department has estimated that 3 million man-days use was made of the foot trails and lean-to's leading into the forest preserve and its remote areas last year. This figure belies the contention, for our State, at least, that the creation and preservation of wilderness means the setting aside of great, extensive areas of land for only a small minority. Nor was the use of these trails confined to those in the prime of their vigor. Many of the old and the very young have also been found among those who hike through the woods and climb the mountains on them.

4. Motorized transportation is incompatible with wilderness. Easy means of access reduces or obliterates the awe and reverence for wilderness. Jeeps and other motorized ground vehicles churn footpaths into quagmires, motorboats spoil canoeing and the landing of airplanes and helicopters on a wilderness pond can ruin the solitude and beauty of a fisherman's paradise. And all such motorized transportation means more unsightly litter and greater fire hazard.

The wilderness bill, S. 174, now before your honorable subcommittee, contains adequate insurance that no mineral or forest resource will be irretrievably lost or kept from use or development if the actual need should arise. It will also serve to guard the irreplaceable wilderness resource of our Nation against needless commercial exploitation. Thus it will help to preserve for future generations a great heritage and tradition of our country.

I strongly urge your favorable action on this bill.

Madam Chairman, I have the privilege of representing the New York State Conservation Council and the Association for the Protection of the Adirondacks. I would briefly sum up our position as being this:

The people of New York State understand the value of wilderness and have proved this by the fact that they possess 2½ million acres of wild forest land in the Adirondack and Catskill Mountains. Further, since 1895, they have given their public domain extraordinary protection by the constitutional provision requiring that the land be kept as forest land.

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Efforts to modify this have been signally unsuccessful during the past 67 years. Time after time such efforts have been defeated by the people in referendum and they have, in sharp contrast, backed all moves to enlarge and enhance their forest preserve.

Presently they are spending $7.5 million for the forest preserve and the 1962 legislature has just approved an important additional bond issue for this purpose.

This is so because there is a growing awareness of the need in New York and elsewhere for extensive regions where natural conditions will always remain unmodified by man; where he can find peace and tranquility, and free himself occasionally from the turmoils and artificialities of our complex civilization. Wilderness is not a luxury; it is a dire necessity in this age, and will become ever more precious as the years go on.

It should be no surprise, therefore, to find virtually all conservation and sportsmen's organizations in New York State solidly in back of this legislation.

The New York State Conservation Council with its 1,200 clubs and 300,000 members, the Association for the Protection of the Adirondacks, the Izaak Walton League, the Adirondack Mountain Club and innumerable others all join in support of the Wilderness Act, S. 174.

I am sure that I speak for hundreds of New York organizations and hundreds of thousands of individuals when I say we expect this 87th Congress to enact this legislation without delay or weakening amendments.

The journey to this public hearing has been, for those genuinely concerned with the preservation of the American wilderness, long and arduous. May we, therefore, with every consideration for the problems you must face, express our sincere hope that your honorable body will report favorably on S. 174.

I am confident that such a decision will be hailed by the American people, and will represent one of the most significant and valuable achievements by the Congress in the history of our Nation.

Thank you very much.

I want to end by saying, Mrs. Pfost, that I am sure that the eyes of the Nation are on your committee, and we are looking forward with great confidence to the favorable action by your group to preserve this magnificent country for all generations. Thank you very much.

Mrs. PFOST. Thank you, Mr. Schaefer.

Are there questions of Mr. Schaefer?

Mr. ASPINALL. Madam Chairman?

I am sure that the eyes of the Nation should be on Congress on all matters of which we take notice, as far as that is concerned, and I doubt if they are on us any more in this particular matter, at least they should not be, than at least 90 percent of the work that we do.

Madam Chairman, the procedure just followed is very unique. I shall object after this to the reading of any statements sent by others to be read here. I have already publicized and already written letters to some of the people who wanted to have their statements read as if they were doing the reading that I objected to that procedure, because reading a statement does not give the committee a chance to cross examine the witness who is having the statement read. It comes in with just the same value attached to it as if it were filed. From now

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on I want it definitely understood that we will not be reading other people's statements. The time for oral presentation has to do with the time of the individual who is appearing.

Mrs. PFOST. I thank the gentleman from Colorado.

Are there other questions or observations?

Mr. Schaefer, will you please make yourself available at the witness table until the committee has finished?

Mr. WESTLAND. I have just one question, Mr. Schaefer.

Is this preserve under the jurisdiction of the State of New York?

Mr. SCHAEFER. Yes, it is.

Mr. WESTLAND. Thank you. That is all.

Mrs. PFOST. The gentleman from Minnesota?

Mr. LANGEN. No questions, Madam Chairman.

Mrs. PFOST. Thank you, Mr. Schaefer.

We have another person who must catch a plane, and that is Mr. John R. Fetcher, Steamboat Springs, Colo.

Mr. Fetcher, we shall be pleased to hear you next.

STATEMENT OF JOHN R. FETCHER, STEAMBOAT SPRINGS, COLO.

Mr. FETCHER. Madam Chairman and members of the committee: My name is John R. Fetcher. I am a rancher. I would like to explain why I am here.

The group that paid for my expenses to come to Washington is a group interested in wilderness in Colorado. I paid for some of my expenses, myself. But I suppose the reason they picked on me is that I am a cattleman who is in favor of wilderness.

I will present my statement, which will be very short.

My brother and I own and operate a cattle ranch on the Elk River north of Steamboat Springs in Colorado. We are surrounded by the Routt National Forest, and from our house on the ranch we can see the high peaks in the Dome Peak-Mount Zirkel Wild Area.

We depend on the Routt Forest for our livelihood because we have a permit to graze 82 cows on the forest during the summer. We also depend on the Mount Zirkel Wild Area for our recreation. Every summer before haying we make a family camping trip into the high country. We usually take along one pack horse for our gear and one saddle horse which is shared by my wife and our little girl.

The rest of us, three boys and myself, walk, and in about 4 hours we are camped at a high mountain lake. Unless you have actually had the experience of camping in what is truly the back country, a description of what it means falls flat.

All I know is that to me and my family and to most other ranching families of my acquaintance it means recreation in the fullest sense.

It may mean more to city families, some of whom stop by our ranch to rent a horse or ask where to go.

This is one point I would like to make very clear.

I have heard some people say that the wilderness areas are reserved for only those who can afford to rent horses and hire a guide. This is not true. Anyone who is willing to hike and can read a map can get into the back country.

The Cattlemen's Association has come out against the wilderness bill; but the ranchers I have spoken to like to hunt, fish, and camp in the wild areas, and individually they are the first to admit that they

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would hate to have these areas overrun by jeeps or tote goats or spoiled in any way whatsoever.

As a group, the stockmen appear to think that the grazing of cattle will be eliminated even though the bill specifically states that it is to be permitted.

I would like to bring out another matter which has worried many of us who live close to the national forest. The Forest Service keeps a pretty close watch over the timbering operations, the mining, and the grazing.

The tourists, however, with their jeeps are allowed to go anywhere they want to (except in the wild areas, thank goodness) making roads and hacking trees as they go.

In fact, some of the newly formed jeep clubs seem to take a special pleasure in going places no one in a jeep has ever visited before. Most of us who live close by feel that reasonably good roads in the forest should be provided and maintained to areas of interest and that off-the-road driving should be prohibited.

We have seen, my neighbors and I, at close hand during the last 12 years a tremendous increase in the number of fishermen, hunters, and campers with the resultant damage to the land outside wild and wilderness areas.

We would like to see at least some parts of our forests preserved intact, not only for us but for our children.

Thus, we strongly urge the committee to send to the floor this session a wilderness bill substantially identical to S. 174 passed by the Senate.

I have with me a paper which has been signed by a number of my neighbors, all of them cattlemen. In fact, there is one sheepman on this list. They have endorsed substantially what I have said.

The really important point that I am trying to make, briefly, is that we who live close to this country would hate to see it spoiled in any way, even though we depend on part of it for our living.

Mrs. PROST. Thank you, Mr. Fetcher. It is very easy for the committee members to understand why the folks come here to convey the message of the high country, as you put it, to the committee members.

Of course, your own Congressman is here, Congressman Wayne N. Aspinall, chairman of the full committee. I hope you will have the pleasure of meeting him before you take off on your flight back to the high country.

Mr. FETCHER. We have met before and discussed this.

Thank you very much.

Mr. ASPINALL. Madam Chairman, I wish to welcome Mr. Fetcher before the committee.

How long have you been in that area, Mr. Fetcher?

Mr. FETCHER. Twelve years, sir.

Mr. ASPINALL. You have been there since the time of the uranium operations; have you not?

Mr. FETCHER. Yes.

Mr. ASPINALL. Practically all of this area which means so much to you means so much to me because it is such a beautiful area and holds these values that we are talking about. It was gone over by the uranium hunters; was it not?

Mr. FETCHER. Yes.

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Mr. ASPINALL. Practically all of it at one time or another was at least filed upon because Geiger counters did do a lot of clicking over some of those surface rocks. But they never found anything there; is that right?

Mr. FETCHER. That is right. I carried one myself.

Mr. ASPINALL. Your honesty is what makes our district so acceptable to the rest of the people of the Nation. Thanks a million for your statement.

Mr. FETCHER. Thank you.

Should I file this for the record in any way?

Mrs. PFOST. Without objections, these signatures will be handled in the same manner as under the unanimous consent request provided for this morning.

The gentleman from Washington.

Mr. WESTLAND. Madam Chairman, I want to associate myself with your remarks and congratulate the people who have dug down into their pockets to help send Mr. Fetcher here.

Mr. Fetcher, you are a good advocate of this sort of matter. You are welcome, believe me, before this committee at any time.

I only have one question. What is a tote goat?

Mr. FETCHER. Well, it is really a motor scooter with a very high gear ratio which gives it a lot of power and it can go up a very steep slope. They claim it can go anywhere a horse will go, but I have seen them go over backwards where horses do not go over backward.

Mr. WESTLAND. I have never seen or heard of a tote goat and I have spent a lot of time in the hills, too. I wanted to know what that was about.

Mrs. PFOST. Thank you very much, Mr. Fetcher, we do appreciate your coming. It is testimony like yours that the committee is always pleased to receive.

Mr. FETCHER. Thank you very much.

Mrs. PFOST. Our next witness will be Mr. Victor A. Schmidt, chairman, Committee on Conservation, National Speleological Society.

STATEMENT OF VICTOR A. SCHMIDT, CHAIRMAN, COMMITTEE ON CONSERVATION, NATIONAL SPELEOLOGICAL SOCIETY

Mr. SCHMIDT. Madam Chairman, members of the committee: The National Speleological Society was founded 20 years ago for the purpose of studying, exploring, and preserving the caves of America.

It is our hope that future generations will still be able to enjoy these most fragile underground wonders.

The accompanying resolution supporting the wilderness bill was enthusiastically passed by the directors of our society and accurately reflects the majority opinion of our membership, which is spread throughout all 50 States.

Caves form an extremely stable environment for the life that inhabits these recesses in the earth. Throughout the geologic ages, many forms of life have adapted themselves to the cave environment, and the existence of this life is a virtual treasure chest to the biologist.

Here he may study species that have been evolving in the an isolated environment for tens of thousands of years. Even a slight disruption of this environment by external unnatural changes can wipe out whole species of cave life.

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Siltation caused by timbering or roadbuilding, or pollution of the cave stream due to mining or industrial activity can have disastrous effects on the cave population. It is in a wilderness environment that natural caves with all their features are most likely to survive. In fact, it is no exaggeration to say that it is only in a wilderness environment that we can expect a cave to remain in an undisturbed state.

If speleologists are to continue to have access to these unique underground laboratories, then we must look to the wilderness areas for their survival.

Our society contains many nonprofessional members as well. These people, from all walks of life, enjoy the recreational aspects of cave exploring as well as assisting in speleological studies. In the course of their visits to remote caves, most have come to find great enjoyment and spiritual refreshment in the wilderness experience.

This, then, is the basis on which we rest our support for the wilderness bill. This legislation will provide needed protection to caves in wilderness areas, and will also protect the wilderness that is so vital to the stability of the cave environment.

I have submitted to this committee copies of a resolution supporting the wilderness bill that was enthusiastically adopted by the Directors of the National Speleological Society. I believe it accurately reflects the majority opinion of our membership, which is spread throughout all 50 States and now numbers nearly 2,000 persons.

I wish to request that the resolution be printed following my testimony.

Mr. ASPINALL. I suggest to the witness if he wants it made a part of the record, he proceed to present the resolution.

Mr. SCHMIDT. Very well, I will do that. The resolution was passed last October 18, 1961. It is as follows:

Whereas Senate bill S. 174, to establish a national wilderness preservation system for the permanent good of the whole people and for other purposes, has been referred to the House Committee on Interior and Insular Affairs for action; and

Whereas this bill, known as the wilderness bill, promises to offer desirable and effective protection to the few remaining wilderness areas of the United States; to the ecological, geological, or other features of scientific, educational, scenic, or historic value contained in the areas designated under the provisions of the act; and

Whereas caves and associated features, such as natural bridges, sinkholes, and other karst phenomena would necessarily be classified as protected features within the designated wilderness areas, and

Whereas the United States is in sever danger of losing the irreplaceable scenic and scientific heritage offered by caves and related features on public lands through the encroachment of civilization and ultimate destruction by wanton vandalism or illegal commercial exploitation for mineral specimens: Therefore it is

Resolved, That the support of the National Speleological Society for the wilderness bill shall be conveyed to the Chairman of the House Committee on Interior and Insular Affairs, and that that committee shall be urged to favorably report to the House of Representatives early in this second session of Congress the wilderness bill in its strongest and most effective form.

Thank you very much.

Mrs. PFOST. Thank you very much.

Are there questions of Mr. Schmidt?

Mr. ASPINALL. Madam Chairman?

Mrs. PFOST. The gentleman from Colorado.

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Mr. ASPINALL. It is not necessary for you speleologists to have a wilderness area in which to operate; is it?

Mr. SCHMIDT. In a sense, it certainly helps a great deal. The balance that exists underground is remarkably delicately controlled by the situation above ground.

Mr. ASPINALL. Yes, but the area in which the three were lost some 2 weeks ago is not a wilderness area, a primitive area, a wild area or a canoe area, either one.

Mr. SCHMIDT. That is correct. Our society has records of 10,000 caves throughout the United States. Of these, there are probably less than 1,000 of them in what would be classified as "wilderness areas."

However, it is these particular ones that we are interested in for the scientific value that they can give, simply because they are undisturbed. They can provide us with undisturbed models.

Mr. ASPINALL. Can you provide this committee with those primitive areas, present wild areas and wilderness areas where there are caves that mean so much to those of you interested in speleology?

Mr. SCHMIDT. These are quite scattered. I do not have them directly at hand. I could send this type of information in at a later date, if it is wished.

Mr. ASPINALL. You could provide it, could you not?

Mr. SCHMIDT. I think I could, yes.

Mr. ASPINALL. Madam Chairman, I would ask that the information be received for the committee.

Mrs. PFOST. Without objection, it will be received and placed in the record.

Is there objection? Hearing none, it is so ordered.

(Information supplied follows:)

NATIONAL SPELEOLOGICAL SOCIETY,
COMMITTEE ON CONSERVATION,
Pittsburgh, Pa., May 14, 1962.

SUBCOMMITTEE ON PUBLIC LANDS,
Committee on Interior and Insular Affairs,
House Office Building,
Washington, D.C.

GENTLEMEN: Enclosed is a listing of caves in wilderness areas as requested for inclusion in the printed record of testimony on hearings on the wilderness bill. I understand this report will be included following my testimony as it was given on May 8.

We remain at your service.

Sincerely yours,

VICTOR A. SCHMIDT, *Chairman.*

THE OCCURRENCE OF CAVES IN WILDERNESS AREAS OF THE UNITED STATES

INTRODUCTION

Since its founding, one of the primary purposes of the National Speleological Society has been the identification, location, and exploration of caves throughout the United States. This survey is well advanced in the eastern part of the country, but only relatively recently have unified records been compiled for cave areas in the West.

The list following represents the current state of our knowledge of wilderness areas (as listed in Mr. Zahniser's statement before the current hearings) that contain significant caves. It should be stressed that the number of caves listed for each area is a conservative estimate, and that there is a high probability that there are additional caves in these and other wilderness areas that have not yet come to our attention.

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SOURCES

The estimates in this listing are based on information drawn from the NSS cave files, the files of the western speleological survey, and supplemented with information from Howard McDonald of the Montana Speleological Survey, Dale Green of the Salt Lake City chapter, Robert O'Connell of the Colorado chapter, and Richard Ball of the Central Arizona chapter of the National Speleological Society.

Listing

Area	*Estimated number of caves*
Arizona: Grand Canyon National Park and Monument	50–100
California:	
Marble Mountain Wilderness Area	10
Lava Beds National Monument	300
Yosemite National Park	4
Kings Canyon National Park	2
Sequoia National Park	20
Death Valley National Monument	1
Channel Islands National Monument	100–300
Idaho: Craters of the Moon National Monument	17
Montana:	
Glacier National Park	2
Bob Marshall Wilderness Area	40
Anaconda Pintler Primitive Area	3
New Mexico: Carlsbad Caverns National Park	100
Utah: Bryce Canyon National Park	2
Washington:	
Glacier Peak Wilderness Area	1
Olympic National Park	2
Mount Rainier National Park	2
Mount Adams Wild Area	1
Wyoming:	
Yellowstone National Park	3
Grand Teton National Park	5
Kentucky: Mammoth Cave National Park	80
Total	745–995

In addition, we have reports of caves in the vicinity of the following wilderness areas, but in the time available, we have not been able to determine whether or not any of these caves occur within the boundaries of the wilderness areas.

Arizona:
- Mazatzal Wilderness Area
- Superstition Wilderness Area
- Blue Range Primitive Area
- Chiricahua Wild Area
- Chiricahua National Monument

California:
- Salmon Trinity Alps Primitive Area
- Yolla-Bolly-Middle Eel Wilderness Area
- Ventana Primitive Area

Colorado: Maroon Bells-Snowmass Wild Area

New Mexico:
- Gila Wilderness Area
- Black Range Primitive Area
- White Mountain Wild Area
- Gila Primitive Area

Oregon: Mount Washington Wild Area

Wyoming: Bridger Wilderness Area

If additional data on these areas should become available while the Subcommittee on Public Lands is considering the wilderness bill, we shall be happy to submit a further report for the subcommittee's files.

Report submitted on behalf of the National Speleological Society by—

VICTOR A. SCHMIDT,
Chairman, NSS Committee on Conservation.

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(Subsequently, the following additional information was furnished:)

ADDENDA TO THE REPORT: THE OCCURENCE OF CAVES IN WILDERNESS AREAS OF THE UNITED STATES, BY THE NATIONAL SPELEOLOGICAL SOCIETY

Source: The following material was compiled from the files of the Western Speleological Survey.

Listing: This listing supplements information in the previous report.

Area	*Estimated number of caves*
Alaska: Mount McKinley National Park	2-10
Arizona:	
Sycamore Canyon Primitive Area	1-5
Blue Range Primitive Area	2-5
California:	
Salmon Trinity Alps Primitive Area	2
Thousand Lakes Wild Area	1-5
Ventana Primitive Area	3-15
Nevada: Desert Game Range	1-5
New Mexico:	
Pecos Wilderness Area	2-5
Gila Wilderness Area	4
Oregon:	
Crater Lake National Park	3-5
Mount Washington Wild Area	1
Eagle Cap Wilderness Area	2-20
Wyoming: Bridger Wilderness Area	25-82
Additional total	25-82
To yield a final total	770-1,072

In addition, caves are suspected to occur in the following areas:

Alaska: Arctic National Wildlife Refuge.
Colorado: Flat Top Primitive Area.
Wyoming:
North Absaroka Wilderness Area.
Glacier Primitive Area.

In both this and the previous listing we have included significant limestone caves, littoral, and sea caves of substantial size, but have excluded shelter caves and archeological sites.

VICTOR A. SCHMIDT,
Chairman, NSS Committee on Conservation.

Mrs. PROST. The gentleman from Washington?

The gentleman from Minnesota?

Thank you very much, Mr. Schmidt.

Mr. SCHMIDT. Thank you.

Mrs. PROST. Our next witness is Mr. James G. Stearns, Modoc County supervisor, Tulelake, Calif.; vice president, western regional district, National Association of County Officials; chairman, public lands committee, California County Supervisors Association.

STATEMENT OF JAMES G. STEARNS, MODOC COUNTY SUPERVISOR, TULELAKE, CALIF.; VICE PRESIDENT, WESTERN REGIONAL DISTRICT, NATIONAL ASSOCIATION OF COUNTY OFFICIALS; CHAIRMAN, PUBLIC LANDS COMMITTEE, CALIFORNIA COUNTY SUPERVISORS ASSOCIATION

Mr. STEARNS. Madam Chairman, members of the subcommittee, my name is James G. Stearns. I am a county supervisor from Modoc County, Calif., and am testifying in my dual capacity as

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vice president of the western regional district of the National Association of County Officials and as chairman of the public lands committe of the County Supervisors Association of California.

I do not purport to state the policy position of our entire National Asssociation of County Officials since the full membership has not yet had the opportunity to review and pass upon the action of our western regional district.

Mr. ASPINALL. At that point, I would like to ask a question.

Do you purport to speak for the County Commissioners Association of the State of Colorado?

Mr. STEARNS. At the end of my remarks, I believe I can clear up that situation, Mr. Aspinall. They were present in Phoenix when this position was taken, and I can explain that, I believe.

I am speaking for the western regional district.

The western regional district is composed of the counties located within the 11 Western States in which 93.7 percent of the 14,664,053 acres of national forest wilderness-type areas are located.

At our midyear meeting, on January 24–27, 1962, the western regional district voted to support this legislation with the inclusion of the following amendment:

Suggested amendment to section 3(i) of S. 174, the wilderness bill:

1. On page 11, line 20, after the word "State" add "and county governing boards."

2. On page 11, line 22, after the word "Governor" add "or county governing boards."

3. On page 11, line 23, strike the words "him and his" and insert the words "them and their."

Section 3(i) would then read as follows (new language is italicized):

(i) (1) The Secretary of Agriculture and the Secretary of the Interior shall each, in submitting any recommendations to the President with respect to any area's retention in or incorporation into the wilderness system, include with such recommendations the independent views of the Governor of the State *and county governing boards* in which such area is located with respect to the Secretary's recommendations generally, unless no reply is received from such Governor *or county governing boards* within 90 days after such recommendations are submitted to *them and their* views thereon requested

(2) Views submitted to the President under the provisions of (1) of this subsection with respect to any area shall be included with any recommendations to Congress with respect to such area.

We feel that this amendment will not frustrate nor cripple the objectives of this proposed legislation. Instead, it will provide a valuable protection for the local governments and communities whose economic future may be drastically affected through the designation of new wilderness areas.

The purpose of this amendment is to provide an official forum whereby the views of these local communities may be formally presented, through established communication channels, to the Congress.

The county governing board is recommended as the appropriate level of government to transmit these views since they are in the best governmental position to properly assess, from the local point of view, the impact of any future wilderness designations.

Within our Federal structure, counties, States, and the National Government should function as partners in meeting their individual governmental responsibilities.

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Too often in the past our three levels of government have worked at cross-purposes. The result has been a spotty record of intergovernmental cooperation.

We feel that a major contributing cause has frequently been the lack of effective communication.

We offer this amendment today as a first step in restoring the role of partnership cooperation.

This recommended amendment will, as we are fully aware, also involve an increased obligation for responsible local government participation. County government is ready to meet this challenge.

One of the outstanding developments of this past decade has been the reemergence of citizen interest and participation at all levels of local government activity.

In county government, this trend has been accompanied by a greater demand for governmental services and for a responsive, efficient administration of these functions. This trend is particularly evident in the area of outdoor recreation.

The forthcoming decade will, from all present indications, rapidly accelerate this emphasis on the development of effective and responsible local government.

We must plan now, at the inception of this clearly-defined trend, to avoid the mistakes of the past.

We submit that incorporation of this proposed amendment will not only develop clearer avenues of communication; it will also provide a pattern for the establishment of an effective and workable Federal-State-County partnership in the management of the Nation's public lands.

In summary, we want to express our sincerest appreciation to your committee for this opportunity to relay the very strong interest of county government in the administration of the Nation's publicly owned lands.

I would like to add, since I am appearing right behind Mr. Fetcher on this platform, that his appearance here demonstrates the need for an amendment like this. There are thousands more people like him in the West who must go to much expense and much trouble to present their views to this Congress on just about anything.

The purpose of this amendment is to provide the means in the law to get those views before this Congress without going to the amount of expense and trouble that Mr. Fetcher undoubtedly went through to get here.

Since I am right behind him, I would like to point out that it is people in his position that we would like to provide for with this amendment.

Mr. Aspinall, would you like the question answered on the Colorado County Commissioners Association?

Mr. ASPINALL. You suggested you had the answer, so I would like to have it.

Mr. STEARNS. They were present in Phoenix at the meeting that took this position. The majority opinion of the counties represented there from the 11 Western States was with this amendment to approve the bill S. 174 as presented.

The Colorado people did not go that far. They did not approve S. 174, necessarily, but they did state, and I believe that you can

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confirm this with them, that any wilderness legislation that passed should have this sort of protection for the local communities incorporated in it.

So it was the majority opinion of the counties that they approved it with this amendment. Colorado said anything along this line that passed most certainly should have the amendment.

Mr. ASPINALL. The Colorado County Commissioners Association did not take any position on the legislation. Am I not right?

Mr. STEARNS. The delegation that was at Phoenix, of course, could not speak for the whole association, but that was the——

Mr. ASPINALL. Even the delegation that was at Phoenix, if I understand correctly, did not take any position on S. 174?

Mr. STEARNS. No, they were not against the bill, but they were not ready to come right out and approve it as it was written. But they said if anything ever did go through the Congress on wilderness area preservation, that some sort of provision like this should be made in it.

Mr. ASPINALL. Did you have the approval of those supporting the legislation and sponsoring the legislation for the amendments that you suggest?

Mr. STEARNS. I did not hear you.

Mr. ASPINALL. Do you have the approval of those who support or sponsor the wilderness legislation for the amendment you submit?

Mr. STEARNS. Yes, sir; we do. We have the verbal approval of the authors on the Senate side. They had no objection to offering of this amendment.

Mr. ASPINALL. Of course, this body over here is a little bit independent. No truer word was ever said in a hearing than the word this morning that referred to some statement from the other body that more than likely we would change the legislation.

We never send any legislation over to the other body, even using the word "black" but what they do not change it.

I do not care especially what the sponsors over there have in mind, but what I am asking you is whether or not Mr. Zahniser and the rest of these men who have spent years on this are favorable to your amendment?

Mr. STEARNS. They will have to put that testimony in. But the liaison that we have had with them indicates that they have had no objection to the inclusion of this amendment.

Mr. ASPINALL. They are sitting here.

Mr. STEARNS. I have not done that contact work myself, Mr. Aspinall, but it is my understanding that the organizations that are proposing this legislation would not object to local hearings on the county level and the inclusion of the local views as part of the proposal.

Mr. ASPINALL. Providing it was just advisory and did not mean anything more in the long run than just telling those who represent the President the feeling of the local people.

Mr. STEARNS. That is right. The counties are not requesting a veto power over you people in the management of your property at all.

Mr. ASPINALL. Thank you.

Mrs. PFOST. The gentleman from Pennsylvania.

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Mr. SAYLOR. Most of these areas are picking up so that they would cover several counties. What would happen if we get one county governing board recommending it and the next county board disapproving it?

Mr. STEARNS. I am afraid we have written it as the independent views of the county governing boards and made it plural, so I presume that each board would put their recommendation into the package along with the recommendation of the Governor of the State, and the recommendations would come to the Congress to deal with as they chose.

Mr. SAYLOR. And the poor Member of Congress who represents the district is now on the horns of a dilemma. Those on one side of the mountain are in favor of it and those on the other side of the mountain are opposed to it.

I appreciate those on top of the mountain. My only comment, Mr. Stearns, is that I have every desire to see your association grow and prosper.

I am afraid that this type of amendment in the legislation would be one that would create confusion rather than any help.

Mr. ASPINALL. Will my colleague yield?

Mr. SAYLOR. Yes.

Mr. ASPINALL. I wish the gentleman from Pennsylvania to know that his colleague from Colorado appreciates very much his colleague's feeling and desire to keep his friend from Colorado here in Congress.

Mr. SAYLOR. I am thinking of not this situation but some similar situations that have arisen in the chairman of the full committee's district, of which he and I are only too familiar.

Thank you, Mr. Stearns.

Mrs. PROST. The gentleman from Washington.

Mr. WESTLAND. Madam Chairman.

What would you think of the proposition of taking this a little further and putting it up to a referendum of the people in the county?

Mr. STEARNS. That is a little difficult for me to answer. We did not go into that at all. That certainly is the democratic process. The spirit that this amendment is offered in is that we realize how very difficult it is sometimes for a Member of Congress to establish just exactly what the feeling of the people in his district is on a matter of this kind.

These things, where an economic interest and an esthetic value lock horns is a very volatile thing. It was our feeling that some sort of expression from the already elected local officials in that area, after public hearings of their own, would give you a pretty good idea of what the people did feel.

So far as a referendum, carrying it one step further, I am not sure how that would work. I am afraid that it would be a requirement for a whole new concept of the Government, the way those decisions are arrived at.

I know of no precedent for it in any public lands matters. It is interesting to think about, but I cannot give you a direct answer.

Mr. WESTLAND. We had testimony here earlier from Mr. Schaefer, of New York, testifying that the people in that area had had votes on their forest reserves, and how they had supported these reserves and wanted to keep it that way.

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You might say that is the ultimate in, as some call it, the democratic processes. It would certainly be carrying it one step further. We Congressmen like to think, at least, that we know the views of the people in the counties concerned with these areas, and what their feelings are, as well as you county officials, and which I think you know as well.

I was wondering just what your views might be for carrying that a little bit further.

I have just one other thing. I see you are from Tulelake, or Modoc County supervisor there. Do you have the Tulelake Refuge in your county?

Mr. STEARNS. It is in the basin where I live. The Clear Lake Refuge is in Modoc County and the Modoc National Refuge is in Modoc County. The Tulelake Refuge, itself, lies mostly in Siskiyou County. But the county line divides the valley and the bulk of the Tulelake Refuge is in Siskiyou County.

It is in my community. It is a small valley that you can almost shoot across with a rifle, but it is divided by a county line.

Mr. WESTLAND. I have hunted on the perimeter of that Tulelake area, Long Lake, back up in the hills there, for geese many times. Is that prospering at the present time?

Mr. STEARNS. Yes, sir; it is.

Mr. WESTLAND. That is all, Madam Chairman.

Mrs. PFOST. The gentleman from Minnesota.

Mr. LANGEN. I have just one question.

I do not know whether I clearly understand the position by which you support the legislation including the following amendments. Suppose the amendments are not adopted?

Mr. STEARNS. I am afraid that if no provision is made at all for the reflection of the local views through our county governing boards that we would not support the legislation. That was the gist of the meeting.

No formal resolution was passed along those lines, but the people who were voting in that open convention were voting with the presumption that this sort of provision would be made in the law.

Without it, we would feel that we did not have the right to express our views on the level they should be.

Mr. LANGEN. Thank you.

Mrs. PFOST. Mr. Stearns, I notice that you qualify your statement by saying that you do not represent all of the county officials, but you are representing the association as a whole.

I would like to call attention to the fact that last fall, when we held hearings in McCall, Idaho, the Idaho Association of County Commissioners was represented by Mr. J. M. Mickelson, of Priest River, Idaho.

In his statement, he said he was speaking for all the county commissioners of the State of Idaho and, in their behalf, voiced opposition to the enactment of S. 174. He based his statement on the loss of revenue to the counties involved.

Did your people in your meeting go into this phase of the legislation, that is, the loss of revenue?

Mr. STEARNS. Yes, we did. Mr. Mickelson was present in Phoenix, also. The statement that he put into the record in McCall was considered down there, too.

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There was also a pretty substantial delegation at that meeting from Idaho.

So far as loss of revenue is concerned, I do not believe if the wilderness system is properly established that each addition to it is gone over very thoroughly from the local point of view that I am expressing here, that there should be any loss of revenue.

In fact, I would anticipate just the opposite. As some of these lower areas capable of producing timber and grass are reforested and the range is returned, I believe the opposite will be true. Much of this land is now lying idle.

Mr. SAYLOR. If the gentleman will yield, I have a question.

Do you believe that the Governor of any of the 50 States of the Union asked to comment on the establishment of a wilderness area in his State would not take into consideration and contact the county officials of the counties in which the area was involved?

Mr. STEARNS. It is the fear of that very thing, that that might not happen, is the reason we request this amendment.

Most of the Pacific Coast States have large urban areas, and the balance of the State is relatively open. My own county is very rural. There are less than two people per square mile in Modoc County. In California also is Los Angeles County, with almost 7 million people.

Very often, the rural view and the urban view are in conflict. They are at this present moment on the Tulelake Refuge that Mr. Westland mentioned.

We would rather depend on submitting our independent views to this Congress than we would on changing the views of our own Governor.

It may be, and I think it may well be, particularly in metropolitan counties, where the views of the metropolitan areas will be in conflict with the views of the more rural counties.

Mrs. PFOST. Thank you very much, Mr. Stearns.

Are there further questions?

If not, thank you again.

Mr. STEARNS. Thank you.

Mrs. PFOST. Our next witness is Mr. Carl W. Buchheister, president, National Audubon Society.

STATEMENT OF CARL W. BUCHHEISTER, PRESIDENT, NATIONAL AUDUBON SOCIETY; ACCOMPANIED BY CHARLES CALLISON

Mr. BUCHHEISTER. Madam Chairman and members of the committee, may I request that I have with me my assistant, Mr. Charles Callison.

Mrs. PFOST. Yes, he may accompany you.

Mr. BUCHHEISTER. Thank you.

My name is Carl W. Buchheister, president, National Audubon Society. The society I represent is the oldest citizen's organization in America with a primary concern for the conservation of wildlife resources. Through its 57 years of service our society has compiled a record of experience in safeguarding the special habitats that are essential to the preservation of certain rare and endangered species of our native fauna. As you may know, the National Audubon Society owns or leases, and protects through its own warden service, a chain

of wildlife sanctuaries from Maine to Florida, around the gulf coast, and in California. Affiliated local Audubon societies maintain other sanctuaries and nature preserves. At least two of our sanctuaries are of a size and quality to qualify as wilderness under the definitions of this bill.

Because of this experience, and because of the biological research conducted by the National Audubon Society on such species as the egrets and other herons, the whooping crane, the wood stork, the flamingo, the California condor, and others, we feel particularly competent to testify that this legislation is an important and necessary measure for the conservation of valuable wildlife resources.

The California condor is a case in point. This great and strange creature was in danger of disappearing from the face of the earth. It is still in dire jeopardy—one of the rarest birds in the world. As an Audubon biologist the distinguished Carl B. Koford conducted his classics study of the condor from 1939 to 1946 and disclosed that freedom from disturbance by man, particularly in its nesting areas, was absolutely essential to its survival. We have reason to believe the condor is more secure today, and its numbers somewhat increased, in its range which encompasses a primitive area in the Los Padres National Forest and an additional, special sanctuary area established by the U.S. Forest Service in cooperation with our society. We have continued to contribute to the salary of a special warden, hired by the Forest Service, who patrols the condor country to see that none of the rare birds are maliciously killed or unnecessarily disturbed.

The point here, Madam Chairman, is that the California condor cannot survive except in a wilderness habitat.

I think everyone here would consider it a great loss to humanity in many scientific, esthetic and material ways, should the African lion disappear from its native habitat. For such disappearance would, in fact, mean its extinction. Scientists and conservationists throughout the world are gravely concerned about what will happen to the great game preserves and parks in Africa, and to such conservation laws as have been established there, in the wake of the political and social upheavals now taking place in that unhappy continent. What happens to the game preserves and parks may spell the fate of the lion, the elephant, and several other animals among Africa's remarkable fauna.

Yet here in the United States we are in danger of losing two great carnivores that are almost as spectacular, and fully as important to science and human culture, as the African lion. I refer to the mountain lion or cougar, and to the grizzly bear. Indeed, some would insist the grizzly, "old silvertip," or the "great white bear" that so intrigued and excited the Lewis and Clark expedition, is a more spectacular creature than the African lion.

We are bound to lose both the cougar and the grizzly unless our remnants of wilderness are preserved. For all practical purposes the grizzly is gone now in the United States outside of Alaska except for small populations that exist in the back country of Yellowstone National Park and in the Bob Marshall Wilderness Area in Montana.

We still have the whooping crane only because through circumstance and government policy in Canada, the remaining nesting habitat of the species is protected as wilderness in Canada's Wood

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Buffalo National Park. Only last year the Government of Canada ordered a proposed new railroad rerouted in order to avoid disturbance to the whooping crane on its nesting grounds. This bird is further dependent upon an absence of human interference on its wintering grounds, a protection fortunately provided by the Aransas National Wildlife Refuge in Texas.

The grayling, considered by many expert anglers to be the finest game fish that will take a fly, and certainly the most beautiful, is another animal that can survive only in a wilderness habitat. Once common in streams from Michigan westward, it now rises to the angler's lure only in a few mountain streams in the Bob Marshall Wilderness Area and in certain Arctic tundra waters, including several in Alaska, that are as yet untainted by the pollution and silt inevitably loosed by civilization.

Our society is presently conducting a continentwide survey and biological research to inventory the remaining population of the bald eagle, our national emblem, and to find out how we can keep this great bird from joining the passenger pigeon and the heath hen. In a general way we already know why the bald eagle is in trouble. It needs wilderness habitat, and as wilderness goes, so goes the bald eagle.

Had we been foresighted enough a few decades ago to set aside a couple of areas of forest wilderness in the Southeast, we may have saved another interesting species, the ivory-billed woodpecker. Some ornithologists still cling to the hope that the ivorybill may survive in some backwoods area of Georgia or Florida or Louisiana, but there is reason to doubt that a single pair remains alive on earth.

The real reason for conserving wildlife, of course, is that wildlife is important and valuable to mankind in a number of ways. By the same token the important reasons for saving some wilderness are human reasons, and as our population grows and our nation becomes increasingly urbanized, these reasons become all the more pressing. A statement of Audubon philosophy adopted some years ago by our society declares the belief that "every generation should be able to experience spiritual and physical refreshment in places where primitive nature is undisturbed." I shall not trespass upon the time of the committee to dwell further upon this vital point, as I expect other witnesses will develop it.

Let me say in conclusion that the National Audubon Society regards it as a great privilege to be represented at this hearing. We deeply appreciate the historic opportunity thus afforded to endorse publicly a bill which we believe will go down in the books as part of the magna charta of American conservation, as one of the body of basic laws governing the use for the public good of lands and resources controlled by the Federal Government.

We urge the committee to report S. 174, the measure already passed by the Senate, but in so doing we recommend the deletion of certain weakening provisions that were inserted by the Senate.

Section 11, the final section of the Senate act, pertaining to the Federal Power Act, should be taken out. The Senate insertions that authorize prospecting for "water resources" and "the completely subsurface use" of wilderness areas in section 6(c)(8), should also be deleted. In fact, all of the paragraph designated as 6(c)(8) could very well be taken out, along with the Federal Power Act amend-

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ment, because the bill otherwise empowers the President, acting in the national interest, to authorize the developments of water resources and the prospecting for, and extraction of, minerals within any of the national forest or public domain areas of the wilderness system.

We also urgently recommend new language to straighten out the confused wording of section 3(b)(1) of the Senate act, the net effect of which could be the loss of some of the primitive areas by inadvertence or default. We shall, Madam Chairman, submit for the record our suggestion as to how this correction can be made.

I have attached that to my statement.

We thank you sincerely and respectfully for this opportunity to present our views.

(The recommendation follows:)

NATIONAL AUDUBON SOCIETY, NEW YORK, N.Y.

Recommended corrective amendment to S. 174, section 3(b)(1).

Revise the proviso beginning on page 5, line 1, to read as follows (the language to be inserted indicated by italic):

"*Provided*, That if Congress rejects a recommendation of the President *with respect to the continued inclusion of a primitive area or part thereof within the wilderness system* and no revised recommendation is made to Congress with respect to that primitive area within two years the land shall be administered as other national forest lands; *Provided further, That if Congress rejects a recommendation of the President with regard to the exclusion of a primitive area or portions thereof the land shall continue in status quo until a subsequent recommendation of the President with respect to that area shall have become effective or until Congress shall have determined otherwise by law.*"

Mrs. PROST. The Chair recognizes the gentleman from Pennsylvania.

Mr. SAYLOR. Mr. Buchheister, I want to take this opportunity to thank you and Mr. Callison for this fine statement.

The amendment which you have suggested would have the effect of keeping an area in wilderness status unless Congress, by act, took it out, is that correct?

Mr. BUCHHEISTER. Yes.

Mr. SAYLOR. Thank you, sir.

Mrs. PROST. The gentleman from Washington.

Mr. WESTLAND. Madam Chairman.

Mr. Buchheister, you say that you own or lease a chain of wildlife sanctuaries, and at least two of these would qualify as wilderness areas. I assume you mean they are 100,000 acres or more in size, is that correct?

Mr. BUCHHEISTER. No, not 100,000 acres. One is 26,000 acres in Louisiana, and it would qualify as a wilderness area in that except for the canals that have been put through it, as access for oil companies to get up to a little town, the rest of the marshland is kept absolutely inviolate.

Mr. WESTLAND. What did you have reference to when you said it would qualify as a wilderness area under the definitions of this bill?

Mr. BUCHHEISTER. That it is of a really true wilderness character, unchanged by man, and that man does not stay in it.

Mr. WESTLAND. In other words, it is not by size, but by the characteristics of the area, itself?

Mr. BUCHHEISTER. Mr. Westland, I understand that under the definitions of this act, that areas down to 5,000 acres in size could be.

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Mr. WESTLAND. In parts, that is true, 5,000 continuous acres; in parts, that is true. I had reference to the Forest Service present definition of a wilderness area which, in effect, is the only thing now that has the title of a wilderness area today, I think.

Mr. BUCHHEISTER. That is true.

Mr. WESTLAND. Would it be the intention, then, of the Audubon Society to turn over these areas to, say, the Forest Service, or the Department of Interior, for their management, rather than the Audubon Society?

Mr. BUCHHEISTER. No, Mr. Westland, there is no present intent, and I know of no intent in our society to turn them over as long as we can maintain them ourselves.

Mr. WESTLAND. I think that is fine. I am delighted the Audubon Society is doing these things. I urge you to hang on to them and run them yourself.

That is all, Madam Chairman.

Mrs. PFOST. The gentleman from Minnesota?

Mr. LANGEN. No questions, Madam Chairman.

Mrs. PFOST. Mr. Buchheister, I, too, want to compliment you upon a very fine statement. We are mighty happy to have Mr. Callison before the committee today, also.

There were two points in your statement that particularly caught my eye from having just a little experience with them. The first is regarding the cougar. In Idaho we have quite a few cougar. They may very well penetrate the depth of the wilderness or primitive area. I saw a picture in the paper a few days ago where several of these cougar had been killed. They are generally on the fringe areas of the primitive areas, where they can sneak out at night and get to a herd of sheep or some of our domesticated animals, which are easier prey than some of the wild animals are. Therefore, I think you will find frequently they are in the fringe areas as well as in the depth of the wilderness areas.

The other comment I have is with regard to the whooping crane. In the latter part of last month, members of this subcommittee were on Matagorda Island, which furnishes the backup facilities for Air Force gunnery practice out over the gulf. Within our view of this installation was the winter nesting place for the whooping crane which seemed to be, as far as I was concerned, quite removed from the wilderness areas as such.

So we have these peculiar situations, I believe, where the wildlife does frequent the fringe of inhabited areas rather than necessarily the depth of the primitive or wilderness areas, as such.

Mr. BUCHHEISTER. May I comment on your statement with regard to the whooping crane?

Mrs. PFOST. Yes, indeed.

Mr. BUCHHEISTER. I find it intensely interesting, and I am terribly pleased, I really am, that members of your committee were down there. That is a very, very important matter that you brought up. The wild flock of whooping cranes, to the best of our knowledge, numbers 38 birds. This is with some of the young ones born in the last several years past. There is great concern that if this group continues to increase in size, they will need more land for wintering than they now have. This is one of the very interesting facts about this whole question of wildlife in relation to a wilderness.

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Here we have a bird that, in the wintertime remains with its mate and must have about a square mile of land for a pair. The male will so zealously guard the area that he will not allow another male in that area, let alone any other whooping crane. So they just about have a winter territory. One can see that if this flock grows, there is going to be more need for the kind of land that they must have, because they cannot change their feeding habits to a different situation.

Speaking of Matagorda Island, it may interest you very much, Madam Chairman, that the National Audubon Society has recently concluded a lease for part of Matagorda Island from its owner. That may very well include a sublease of some of the land that the Air Force has. The reason we are leasing that is precisely for the reason that whooping cranes come over from the great Aransas National Wildlife Refuge.

In one year, two of them actually spent the entire summer on Matagorda and did not go north.

So it is terribly important, since there is so little land in the area left down in Texas, that some of these lands are guarded for them. This points up the fact that this bird needs an undisturbed land. If there are too many motor boats, too many people, that kind of thing, that bird will not stay there and cannot exist.

Mrs. PFOST. I am wondering what they do when those planes rev up around there.

Mr. BUCHHEISTER. I cannot answer every scientific question, but I do know from my logical studies made in our behalf that if a plane swoops down low toward birds, this frightens them very much, and this could be particularly disturbing at a time when they are nesting. It will cause them to leave the nest. It will frighten them from it, and often upset their eggs out of the nest. But if this is not the case, if they do not come down too close to them, the fact that planes go overhead, so far as we know, has not yet caused them any bad disturbance.

Mrs. PFOST. Evidently they inhabited this island before the Air Force came along.

Mr. BUCHHEISTER. They surely did.

Mr. WESTLAND. Mr. Buchheister, I wish you people would join up with an outfit I have chipped into once in a while, and that is Ducks Unlimited.

Mr. BUCHHEISTER. We would be very happy to do all we can to cooperate with them. We really mean it.

Mrs. PFOST. Are there further questions of Mr. Buchheister?

If not, thank you very much.

Mr. BUCHHEISTER. Thank you.

Mrs. PFOST. Our next witness is Spencer M. Smith, Jr., secretary, Citizens Committee on Natural Resources.

STATEMENT OF SPENCER M. SMITH, JR., SECRETARY, CITIZENS COMMITTEE ON NATURAL RESOURCES

Mr. SMITH. The Citizens Committee on Natural Resources is pleased to have the opportunity to present its views in regard to the measures which provide for the establishment of a National Wilderness Preservation System.

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The Citizens Committee on Natural Resources is composed of som of the Nation's outstanding conservationists.

Our chairman, Dr. Ira N. Gabrielson, is well known to those inter ested and active in the field of conservation. Our board of director. represents a variety of professions and interests. Many of us hav been hopeful for some time that appropriate action could be take by the Congress to achieve the protection we feel is needed for wilderness areas.

There is little need to burden the members of this committee with the history of this legislation, which began in February 1957.

Suffice to note at this point is the lengthy consideration, both ir terms of time and in the amount of effort put forth, that has been given various legislative proposals with essentially the same objective of the measures now before the committee.

S. 174 and other bills have resulted from these efforts, and is in general, a concise, careful presentation of the concept of wilderness and implements that concept with the minimum of administrative protocol. It should be stated that those supporting this legislation have in good faith sought to achieve a wilderness system under legislative protection that would accomplish the goals and aims that many of us supporting this legislation feel are imperative and yet at the same time doing as little disservice as possible to the rights and needs of others involved.

Why legislation to protect the wilderness system is needed: We feel it imperative to effect legislation with adequate protection for the wilderness areas in the United States. Poets and philosophers down through the ages have been far more eloquent in describing the bounty that nature provided for us in its wilderness, than can be stated here.

The wilderness areas form a basis for public recreation, which is needed for national health, both mental and physical.

The President of the United States in his advocacy of the vigorous life as being the only type of life compatible with a healthful and strong United States is supporting the wilderness bill as a part of his overall program for recreation.

We might well pause and be reminded that the term "recreation", generally, means re-create. The wilderness areas offer an abundance of opportunities for people to re-create within themselves the needed stamina to face the battles of a very complex world. The esthetic enjoyment and appreciation which is unmatched in many of our wilderness areas certainly must be considered as one of the fruits of wilderness enjoyment.

In addition, the unspoiled areas of the United States, unspoiled that is by man's intrusion, offer ample opportunity for scientific investigation and research in so many areas of the sciences that would be impossible to detail here.

The historical significance of so many areas must be preserved not only because they deserve such preservation on the merit of their significance but in terms of what might very well be learned from them for future benefit.

One of the most compelling reasons for protecting wilderness areas by law is that any serious change made in such areas is an irrevocable one.

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Man is accommodated to the method of trial and error—in his individual behavior and in the behavior of the institutions he has created. Our economic and political systems are based upon a trial and error method.

Technological and scientific methods effect a trial and error process in an effort to ferret out reasonable answers to problems propounded.

It is therefore probable that an attitude prevails that if an unrestrained use of resources in the wilderness areas proves less useful than an absence of development the error can somehow be rectified.

The decision that a mistake has been made is always too late. It is not a question of tearing down a building and building another of different specifications on the same site; though in this instance time has been lost and costs have been incurred, but the impossibility of creating something different has not been confronted as in the case of destroying wilderness.

Thus with population expanding, with the economic abilities of our people increasing with each generation, with the workweek dropping in terms of hours of labor and with greater mobility on the part of our peoples, the competition for the use of land is accelerated at an awesome rate.

It seems prudent therefore to set aside at least 1 percent of our total land mass of some 2 billion acres for purposes of wilderness, relaxation, and the opportunity to give full consideration from which we have developed and be better prepared for that to which we should aspire.

Wilderness proposals: Since wilderness legislation has had a long history and since many different versions of protective legislation have been introduced in the Congress over the past few years, it is important that everyone interested in the present measure realize specifically what is before this committee.

It is not a bill that was introduced in the 85th Congress, nor any of the various amendments thereto. It is not a measure introduced in the 86th Congress. It is a measure that has developed over a long period of time.

I am not attempting to belabor the obvious in pointing this out, but I am suggesting some of the opposition to the most recent measures should not exist since the character of this opposition is to provisions that appeared in earlier versions of wilderness legislation.

The present measures would determine the policy of Congress, to establish a Wilderness Preservation System. The wilderness system would comprise the several wilderness areas in the national forests, administered by the Forest Service in the Department of Agriculture; areas of the national park system administered by the National Park Service in the Department of Interior; and the areas in the wildlife refuge system administered by the Fish and Wildlife Services; also in the Department of Interior.

That part of the proposed Wilderness Preservation System, involving the national forest system would include the administrative designations of wilderness, wild, primitive or canoe areas. The primitive areas, however, will be reviewed as to their suitability for inclusion in the wilderness system within 15 years.

The President will inform the Congress each year as to his decision, which may suggest boundary modifications; and such decisions

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will be effective upon the final adjournment of Congress, unless the Congress previously approved a concurrent resolution opposing the President's recommendations.

In the latter event, the usual procedure for concurrent resolutions will be followed.

The national park system would incorporate into the proposed wilderness system any continuous area of 5,000 acres without roads.

Each area, however, shall be reviewed and the President will recommend, within 10 years, such areas for inclusion into the wilderness system.

The provisions of congressional review and possible dissent conform to the procedures described above in connection with national forest areas.

The national wildlife refuges and game ranges would become a part of the wilderness system in essentially the same fashion as indicated for the inclusion of national parks.

Any new additions or eliminations from the wilderness system, not provided for under this act would require authorization by law.

Existing private rights within the wilderness system would not be revoked by the present measure, and the prohibition of commercial and other uses not consistent with wilderness does not preclude many existing uses.

In addition, prospecting for oil and other minerals and their development could be undertaken within the national forest and public domain areas if the President determines such use is of greater public benefit.

S. 174 can be generally characterized by the foregoing. Our preference is for the Senate bill as introduced by Senator Anderson.

The modifications by the Senate Interior and Insular Affairs Committee and some floor amendments, did not in our judgment improve the legislation.

The inconsistency of 3(b)(1), which permits the Secretary of Agriculture to remove a primitive area from the wilderness system, and if the House or Senate should reject the Secretary's proposal, the Secretary, by failing to present a revised proposal affecting the area within 2 years, the land would cease to be a part of the wilderness system.

The amendment, which would permit the Federal Power Commission to authorize dams in wilderness areas appears inconsistent with the basic purposes of the act.

There appears to be no overriding need for the procedure to apply differently with respect to dams. If the need is judged superior to all others, the President can propose such construction under the other procedures provided.

The same concern and the same objection can be made relative to 6(c)(8), which authorizes prospecting for subsurface water resources, providing such activity is not inconsistent with wilderness environment.

It is difficult to understand how any such prospecting or subsurface use of water could be compatible with wilderness values.

We find no serious objections to the Presidential land-use Commission for Alaska, but we do question the relevance to the substantive part of the legislation.

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Why S. 174 is opposed: One could amass a string of objections given by opponents of this measure but in substance the basic opposition is that of continued development with minimum restraints versus preservation.

Many argue that the proposed legislation would have the effect of locking up these areas, and preventing the commercial uses, which are often contended to be of equal or greater importance than the use for wilderness.

It is their interest in extending mineral exploration, timbering, increase in grazing, all of which are competing uses for the area.

Their justification for this is that the needs supplied by this use are of greater importance than the needs the areas would have for wilderness.

This is especially claimed in States that have a preponderance of Federal-owned land within their borders. This is an argument that anyone should understand, and it becomes a matter of judgment as well as concern as to which need or use should receive the highest consideration.

It would be redundant for us to again detail what we believe to be the clearly marked preference in favor of wilderness.

Some of the opponents of the wilderness preservation system feel it important to point out that they are in favor of wilderness but * * *. They are in favor of wilderness that is consistent, for example, with mining.

In many instances what they really mean is that they are in favor of certain kinds of recreation that could be continued in these areas and not be inconsistent with commercial development, but it would not be a wilderness area.

Those who are committed to commercial development of many of these land areas do not care for the proposed legislation that would require the approval of the President with the concurrence of Congress, to determine that their needs were greater than those of wilderness.

In our judgment, the present measure is long overdue because of the contracting resource base within the United States relative to our continuing increase in population.

The catch-as-catch-can system of development will no longer suffice and additional commitments of resources to development must be made more prudently and carefully. The present measure before this committee does not lock up any resource; it does not make impossible the exploitation or development of any of the resources within the wilderness system.

It does, however, place a serious burden of proof upon those who wish to develop a particular resource within a wilderness area to come forth with the reasons for that development and engage in discussion as to the merits of wilderness vis-a-vis the merits of economic or commercial development.

Upon that basis the country, through its elected officers and representatives in the executive branch and in the Congress, can make a determination.

That determination will slow down as a result of the passage of this act is without question. It is the purpose of this act to slow down such development, much of which in the past was not prudently

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accomplished and much of which in the past has been noteworthy for its destruction.

The amendments proposes but fortunately defeated in the Senate, were primarily aimed at establishing procedures that would require an act of Congress to place primitive areas, now considered and administered as wilderness, the wilderness system.

We hope that the purpose to "preserve" will be kept uppermost in the deliberation of all concerned and that procedures will not be adopted that would thwart this effort.

Madam Chairman, there seems to be little question that time is running out and if the people of the United States are to achieve any serious protection for areas not already intruded upon by the works of man, this is the golden opportunity to do so.

Madam Chairman, the gentleman from Pennsylvania mentioned one point this morning, the effect of the FPC amendment.

I do not think it was the intention of the Senate when they added the FPC amendment that it would apply to national parks or monuments. Yet from the best legislative counseling we are able to get at the present time, this seems to be somewhat of a moot point.

If the wilderness bill would pass with this amendment in it, this could conceivably place the national parks in greater jeopardy than they are now, relative to the National Parks Act of 1916.

I am almost convinced since this was not brought out on the Senate floor in the debate at the time this was adopted, it was not intended by those who adopted the amendment. Of course, we hope that the wisdom of this committee will strike this amendment from the bill, itself.

In the event they do not do that, it would be hoped that clarifying language could be put in to the effect that this in no way jeopardizes the protection the national parks and national monuments have under existing statutes.

The second question which causes us some concern is the procedure by which wilderness areas might come into the system under this act.

If some suggestions were followed which would leave the primitive areas of the wilderness system out and bring them in separately by acts of Congress, we are concerned as to what would happen to the wilderness areas in the interim.

We have a little bit of information relative to what has happened in the case of the open spaces bill. Many conservationists thought we were happy when we passed an open spaces bill and appropriated something like $30 million for it.

Our experiences to date have been somewhat harrowing. What has happened has been to cause a rush of development into areas, to get there in a hurry, before the governmental machinery could get into gear and declare them open spaces and have the localities pick them up.

In other instances, this has caused speculation, and some of the values of these areas, which the Government had presumably intended for a long period of time to acquire, have skyrocketed.

It would be our hope that in the event of any changes in procedure, that the areas now concerned in having had administrative protection would have some continuing protection until the legislative acts or Congress in and of itself gave it statutory protection.

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These are the essential two points that we have in addition to what I have presented in my original statement.

That will conclude my remarks, Madam Chairman.

Mrs. PFOST. Thank you.

Are there any questions?

Mr. ASPINALL. Madam Chairman.

Mr. Smith, I think you can appreciate that there are many on this committee who favor the idea but we are just not in any position to go all the way. Since this idea came into more or less a prominent position, I realize what you said about some of your fears, but if we should take those areas so that those particularly where the question is present and go ahead and place into legislative status the other areas where we do not have the question, do you not think you would be better off than you are at the present time where you have this situation where one can make or change or even deny or take away?

That is what is bothering me. This legislation, although it has universal support, also has universal opposition. I did not know there was as much opposition in some of the eastern areas as there is at the present time. But the letters that I have gotten as chairman of the committee would suggest to me that it is not a one-way street by any means.

I know it is pretty hard for those who look at the whole loaf to have to be satisfied with a part of it. But, after all, isn't that a better way than to leave it up in the air until that indeterminate time when we can reach some universal agreement on this thing?

Mr. SMITH. That is a very difficult question to ask.

Mr. ASPINALL. I know. I would not ask it of anybody but a friend.

Mr. SMITH. The most important thing I think we have to face and appreciate—and I understand the position of the chairman, representing his area, and I understand many of the people who come from the West, where much of their economic development depends on developing some of these resources.

But we find ourselves in the East saying to midwesterners saying, "Essentially we have ruined our part of the country and now we want to save you from repeating our mistakes."

Mr. ASPINALL. Very few of us feel that way. But I find that my friend from Pennsylvania is left by himself, as far as sponsorship on this bill is concerned, on this committee which has jurisdiction over these matters.

It is a necessary burden for him to have to carry this legislation. It is almost impossible. I realize his position. But we point to his State and his sponsorship, and the rest of us point to our positions.

If we do not get together and put something out of this committee, this is going to be even in a worse position than it was before we started.

Mr. SMITH. I can appreciate that. Mr. Zahniser mentioned one of the difficulties this morning. In regard to the Federal Power Commission, I do not know how many conceivable powersites there are available in the primitive areas.

We also found information from the Federal Power Commission sometime ago that their major concern in this was the primitive areas.

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Of course, powersites are relative and may change with times. But generally speaking, we know of two or three, and the possibility of others, and some of the other extensive uses that might be made of primitive areas, such as mining, in abundance of minerals, and so forth.

It would be my hope that these areas could be explored for this economic potential, and could be done at the time that we either classify in or out these primitive areas.

The problem that I see—and some of it would be unnecessary in my judgment—is that if you leave some of these primitive areas out and you try and bring them in—and when they are left out they are outside of the wilderness system, so to speak—then bring them in one by one, I think in many instances a lot of people would say, "Now is our chance. We have a chance before the Congress can act," in this kind of activity and that kind of activity.

Many would go for naught, so far as I know. But I am disturbed as to what interim damage might be done to the wilderness.

If there is some other kind of language that might be worked out where this procedure could give at least full consideration to the values that the chairman and the chairlady are indicating without divesting us of any protection in the interim for the wilderness values which now have some protection, I think this might be an area of some kind of comity.

Mr. ASPINALL. Would it be possible to blanket in those areas where there are no questions at the present time, and by provision in the bill we continue in present status all of those areas that are presently in the status of wilderness areas under the jurisdictions under which they find themselves, without any change in that status for those areas until Congress gives its consent one way or another?

Mr. SMITH. That sounds so good I am a little timid about embracing it. It is something I would have to think about.

I think it would depend upon how many areas would be involved, and where. It is difficult for me right now to get an inventory in my mind as to the number of areas in which these kinds of questions are involved.

Mr. ASPINALL. In the Colorado area, we have this map, which is part of the testimony of Mr. Zahniser.

If I am correct, so far as that map is concerned there is only one area which is seriously involved as far as present mining operations are concerned.

I am not so sure about future mining operations. We have to take those as we come to them. But most certainly, in that triangle around Ouray, those interested in that area are not about to see it blanketed into a wilderness area.

Where it is completely covered with mining claims at the present time, there is no way to get rid of them, except by voluminous operations of the Department of Interior.

We are just not about to run into that sort of difficulty.

Mr. SMITH. Are they operating mining claims at the present time?

Mr. ASPINALL. Yes.

Mr. SMITH. Of course, the bill as written would not preclude their operations.

Mr. ASPINALL. I know that, but what do you do for the future?

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Mr. SMITH. Let me see if I have the chairman's suggestion clearly in mind. I want to be sure I have it clearly first so I will be able to cogitate on it. It is the suggestion that of the primitive areas where there appears to be no serious question for alternative uses, that they blanketed in as they are, and these where there are some questions about economic development be allowed to come in on an act basis rather than be all embraced and then excluded.

Mr. ASPINALL. That is right, but held in their present status at the present time. On these inroads, as you speak of private businessmen who are for them, although we may be critical of some of their operations, nevertheless it is the heart of our economy, the way our business people act, as a rule, that they be left so that they cannot be despoiled until a determination by Congress.

Mr. SMITH. I would be reluctant to give an answer now, but I would like to think about it.

Mr. ASPINALL. You think it over, and remember that this has to do with the provision that S. 174 carries that conveys to the President and the executive department what we think is congressional policy and responsibility.

Thank you very much.

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. Madam Chairman.

First, Mr. Smith, I want to congratulate you on your statement and tell you that, as usual, you have pointed out the two real problems that exist in the legislation that is before us.

I might say to my colleague from Colorado, the chairman of the full committee, that having to carry the cross alone is something that is not unusual in this committee.

I have had it on several other occasions. I do not relish it at any time. It is always a great deal more pleasant to have the hearty cooperation of the chairman of the full committee.

It makes our work not only in this committee but on the floor a great deal easier. But sometimes there are some problems that are of such magnitude that some of us can look at them without the local interest.

Mr. ASPINALL. Especially, if my friend will permit me, when he has no interest involved whatsoever, so far as local interests are concerned.

Mr. SAYLOR. Maybe I have more interest than all of the local interest combined.

Mr. ASPINALL. That is not the way my friend operates on other matters that affects his people in his district.

Mr. SAYLOR. I certainly hope that something can be worked out because, as was indicated by the two Secretaries that were here yesterday, it is very evident that this is a part of the President's program, one which the chairman knows I support wholeheartedly.

I have no questions to ask.

Mrs. PFOST. The gentleman from Minnesota.

Mr. LANGEN. No questions.

Mrs. PFOST. The gentleman from Colorado, Mr. Dominick.

Mr. DOMINICK. I have no questions, Madam Chairman.

Mrs. PFOST. Thank you very much.

Mrs. SMITH. Thank you.

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Mrs. PFOST. Our next witness was to have been Mr. Burton W. Marston, chairman, Public Lands Committee, Izaak Walton League of America; immediate past-president, Wyoming division, IWLA.

He has submitted a statement for the record, and was listed as a witness this afternoon.

Without objection, the statement of Mr. Marston, the immediate past-president of the Wyoming division, IWLA, and chairman of the public lands committee, will be placed in the record at this point.

Is there objection?

Mr. ASPINALL. Madam Chairman, reserving the right to object, I would only ask that the staff make it in the form of a statement and not in the form of a letter, in which it is placed at the present time.

With that understanding, I withdraw my objection.

Mrs. PFOST. Is there objection?

Hearing none, it is so ordered.

(Statement of Burton W. Marston follows:)

STATEMENT OF BURTON W. MARSTON IN BEHALF OF WYOMING DIVISION, IZAAK WALTON LEAGUE OF AMERICA, INC.

Inasmuch as I submitted a statement on behalf of the Wyoming Division, IWLA, last October at the subcommittee field hearing at Montrose, Colo., which was subsequently printed in the report of that hearing, I shall submit no further statement on the items covered in my statement at that time. However, I should like to offer the following suggestions and information, on items which were not available to me at that time.

(1) Figures on the annual total visits to two of our Wyoming wilderness areas on a 10-year basis have been given to me recently by two of our national forest supervisors, which to me are quite significant. Opponents of the wilderness bill have often made the statement that these areas will become locked up and that only a few persons will be able to visit them. These figures indicate clearly that such is not and will not be the case.

In the 383,000-acre Bridger Wilderness Area of the Bridger National Forest in western Wyoming, a high rocky mountain country of unusual scenic attractions, the number of annual visits by sightseers, fishermen, hunters, campers, and other outdoor recreationists, all either by horseback or hiking, has increased from 6,400 in 1952 to 25,000 in 1961. This area was reclassified from a primitive area to a wilderness area by the Forest Service in 1959 and most of the increase has come since that change was made.

Also in the 93,000-acre Cloud Peak Primitive Area of the Big Horn National Forest in northern Wyoming, which is another high mountain area of unusual scenic attraction, the number of annual visits by hikers and horseback riders has increased from 2,800 in 1951 to 5,500 in 1961, nearly double.

(2) Regarding amendments to S. 174.

(*a*) We strongly urge against any amendment to section 3(f) which would provide that before any recommendation of the President made in accordance with that section shall take effect, Congress shall approve a concurrent resolution expressing itself in favor of such recommendation. This we believe is wholly unnecessary and would seriously hamstring the future additions to the wilderness system, such as many of the presently classified "primitive" areas of the national forests, which are of true wilderness character.

(*b*) The complicated section 3(b)(1) in regard to a primitive area recommendation "if Congress rejects a recommendation of the President and no revised recommendation is made to Congress with respect to that primitive area, the land shall cease to be a part of the wilderness system." This portion should be corrected so that the primitive area shall remain in status quo until a subsequent recommendation of the President or until Congress shall have determined otherwise by law.

(*c*) The parts in section 6(e)(8), authorizing prospecting for "water resources" and "the completely subsurface use" of the wilderness areas "if such activity is carried on in a manner which is not incompatible with the preservation of the wilderness environment", should be deleted. It is difficult to visualize any important "subsurface" use that would not involve surface

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changes also. This part is unnecessary as the President could authorize such development and so could Congress.

(*d*) The section pertaining to the Presidential Land Use Commission for Alaska is not necessary in this bill. It should be considered as separate legislation.

(3) I am confident there is a rapidly growing number of people, even right here in my own State, who are wanting a wilderness preservation system and policy set up by Congress. After all it only involves about 2 percent of our total land area, much of which is in Alaska. If we want to have some kind of democracy in our land we should give some attention to this wholesome desire on the part of such a large part of our civilian population. Our progress as a nation does not depend entirely on material resources, important as they are. Our inspirational, nonmaterial tendencies are also important, and are receiving greater attention everywhere. America took the lead in the work of establishing a national park system, and later the wilderness philosophy. This has been followed by other nations until now these concepts are worldwide in application. If we can act now to insure that these valued scenic and inspiring areas can be handed down to our children and to their children, in their near primitive form, I am sure they will be most grateful to us.

I will appreciate the earnest consideration of yourself and the members of your committee to these recommendations, on behalf of our Wyoming division, IWLA, and on behalf of our public lands committee on behalf of the national organization.

We hope the hearing is accomplished as planned and we shall be most interested in the outcome and the recommendations which your committee makes to the House.

Mrs. PROST. Our next witness is Mr. Clare Conley, managing editor, Field & Stream magazine, Nampa Rod & Gun Club.

STATEMENT OF CLARE CONLEY, MANAGING EDITOR, FIELD & STREAM MAGAZINE; NAMPA ROD & GUN CLUB

Mrs. PROST. We are happy to have you with us.

Mr. Conley hails from my hometown of Nampa, Idaho.

It is a real pleasure to see you again and have you appear before our committee this afternoon.

Mr. CONLEY. Thank you, Madam Chairman, for your kind remarks.

Mrs. PROST. You may proceed.

Mr. CONLEY. My name is Clare Conley, managing editor, Field & Stream magazine. I represent the magazine and the Nampa Rod & Gun Club.

Just three and a half centuries ago the British established their first permanent settlement in what was to become the first 48 of our 50 States. Those hearty pioneers came to a land consisting of 2 billion acres of virgin wilderness.

In the 350 years since them, man, working with the zeal of a fanatic and the power of a bulldozer, has reduced this unmarred wilderness to a few patches scattered throughout the States that total only about 45 million acres.

Today it is the historic duty of this subcommittee to decide whether it is more important for Americans that the last 2.3 percent of this huge country be preserved as virgin wilderness, or left half guarded to the ravages of commercialism.

Field & Stream magazine and the people of Idaho whom I represent (the members of the Nampa Rod & Gun Club) believe in perpetuating this last bit of wilderness by means of S. 174, the Wilderness Act, sponsored by Senator Clinton Anderson of New Mexico.

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The worst problem that the Wilderness Act has had to face is public ignorance of what the bill itself means, stands for, and does. Because of this lack of knowledge by the average person the opponents of the measure have found a fertile field in which to sow the seeds of doubt. They have exaggerated isolated cases of anticipated individual hardship into importance far exceeding reality. But worse than that, they have spread misunderstanding by out-of-text quotes from the act and the use of words heavy with connotation such as "denies rights of individuals," "locks up the forests," "Congress loses control of the land," "stops development of the West," and "blankets in lands."

S. 174 does none of these things, but thanks to propagandalike misunderstanding spread by opponents of the bill, vague misgivings and doubts have been planted in the minds of many people.

But S. 174 is a strong, worthwhile bill with very few, if any, faults. Because of this strength attacks against it would only be at this low level.

I ask the members of this subcommittee to consider those who oppose the Wilderness Act, first by what they stand for, and second by how many citizens they represent, and finally, ask yourselves if they are really interested in conservation or in just using up virgin resources because they are cheap.

The final judgment depends on what is the most good for the most people.

I lived all but the last year and a half of my life in Idaho, and although I worked in the woods during summers when still a student and camped in most of the Western States and western Canada, I never fully realized the value of wilderness lands. I took them for granted, as do many westerners.

I backpacked into high lakes to fish. I hunted big game in primitive areas. I even photographed most of the peaks in the Sawtooth Primitive Area from a low-flying plane.

I loved those mountains but they had always been there, majestic and awesome. It never occurred to me what it would be like not to have such public wildernesses available where I could sleep on the ground at 8,000 or 9,000 feet, out of sight and sound of all but my companions, where no chainsaws sputtered in the distance, where no cowbells or sheepbells disturbed the solitude, and where I could go and come without fear of trespassing on private land.

Then I moved east away from Idaho, with its 8 persons per square mile, to a State with 800 persons per square mile. I saw campgrounds where 1,800 persons crowded into a few square miles of State ground every day from July 4 to Labor Day.

I saw States trying to buy back into public ownership little parcels of land so that residents might have a place to get outdoors in the sunshine and fresh air. I went into a State forest preserve that looked huge on the map, but actually was a maddening checkerboard of public and private land that confused a person wanting to enjoy the forest about where he could and could not go.

I have driven through thousands of miles of woods, fields, swamps, and tidelands, every inch of which was really "locked up" by private ownership.

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From all this I learned two things. Nothing can replace true wilderness, federally protected and open to the public. And secondly; wilderness, once spoiled, can never be wilderness again.

Overcrowding now and more so in the future is reason enough to save our last wilderness areas. While man may be a gregarious animal, he cannot tolerate the sheeplike closeness of his fellow man indefinitely. Man needs to have space and solitude where he can relax—if only at intervals—where he is on his own and is his own master.

Recreation is another value of wilderness areas. Critics of the Wilderness Act claim that it is designed to help only those who can afford to hike the trails or pack in by horse. Quite the opposite is true.

I have spent many days on trails in wilderness areas and the people I have met have enlightened me about who uses wildernesses.

A man, a house painter by trade, and his wife, both in their fifties, told me as we started up a trail with backpacks, the names of many lakes they had visited in wilderness areas throughout Idaho.

The list was long. They hiked every weekend. An elderly man from California whose shorts revealed tanned legs with muscles like a distance runner said he spent his vacation every summer hiking to remote mountains of various States. It was inexpensive and stimulating.

But the most revealing experience of all occurred on the trail up Iron Creek to Alpine and Sawtooth Lakes in the Sawtooth Primitive Area. I was hunting goat at the time. Perched on a rocky ledge high above the trail I saw three dark figures proceeding up the valley floor. With my binoculars, I was surprised to discover they were Catholic nuns.

They had ahead of them a 5-mile climb of 1,300 feet in hot garments, but to them the scenic beauty alone was worth it. In short, people of all kinds use the wildernesses.

It goes without saying that fishing and hunting are two of the biggest reasons that persons go into the wildnerness, and S. 174 has provided that regulations governing these sports remain with the proper State authorities.

Camping is a third use and from the letters with questions about gear and camping areas that come to my desk every day from Field & Stream's more than 4 million readers, I can predict that camping will boom in the next decade just as boating did in the last.

Because the purpose of S. 174 is to keep the wilderness in its primeval state, campgrounds will not be built in the wilderness areas. But in actual use, camping is allowed anywhere in these primitive areas by anyone who cares to walk up a trail, no matter whether 500 yards or 5 miles.

What arrangement could provide more camping space? Also, it has already developed where large primitive areas exist that roads and highways around their borders are dotted with campgrounds from which campers make daily excursions into the wilderness.

Appreciation of the scenic beauty of the wilderness is yet another value that attracts persons. Many like to walk the trails with nothing more than a camera just to see the grandeur of the panorama unfold before them and to capture it on film.

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All of these uses to which wilderness areas are out represent a large segment of economic activity. Wilderness areas attract tourists, big-game hunters, fishermen, trail hikers, and travel in general.

These are all sources of State and national income. And all this is from a resource that is not being used up, burned out, or exploited.

During this decade our population will increase more than 3⅓ million persons per year, and with this growth our wilderness areas will attract ever-increasing numbers of persons.

It is inevitable that the States which have wilderness areas, if they do not already, will soon value them as one of their most productive, richest, and most rewarding resources.

In the face of this wide use and economic value of wilderness areas, some of the arguments of the opponents are absurd. The development of the West will be enhanced by wilderness areas.

We in the United States are now in a period when we have an exploding population of persons that have more free time to spend in recreation. The 25-hour workweek is a reality with electrical workers in New York City, and indications are that the steel union may soon shorten its workweek.

This is just the beginning.

It is interesting to note in relation to Idaho that no areas where timber is now being cut and no areas where mining is now going on will be affected by the Wilderness Act.

Grazing is equally undistributed. Most of the areas taken in by the Wilderness Act are not even economically feasible for these uses. They are high, alpine and subalpine areas where costs would be prohibitive for such industries.

We are not now in short supply of sawmill timber, but even so the solution for creating more trees to cut does not lie in logging off virgin timber.

The answer is reforestation and insect and disease protection of forests needing it. This will create more and lasting timber resources than will rest undisturbed in our last wilderness areas. But wilderness areas would not be "locked up" to any of these uses anyway.

S. 174 provides that any time the President and Congress deem it in the public interest, the ban can be removed.

In following the controversy over the Wilderness Act, it has long been a question in my mind on just what grounds the opposition based their complaints. Practically no industry is disturbed. Where logging is going on right now it will continue.

The same goes for mining and grazing. The only reason is obvious. Commercial interests have instituted their protests to perpetuate the age-old skimming technique of cropping off the cream of the virgin lands whenever the economy of the Nation makes it practical. This is wasteful.

Our wilderness resources are not limitless as we once thought they were when this Nation was young.

In 350 years, just 10 generations of man, we have gone from 2 billion acres of wilderness to about 45 million. This very ground on which we stand was once wilderness.

Of course, much of this land was developed and used because we were an expanding Nation with frontiers to conquer. Then the breadth and width of the country looked boundless, but now only 2.3 percent of that primeval ground remains.

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Must our vanishing wildnerness disappear completely from the face of this earth? Some persons question, "Why now? What's the urgency?"

The Wilderness Act has been 5 years in legislative consideration. It is unlikely that another bill with its strength and foresight will ever reach this far.

Right now we are at a turning point in its career. History awaits your decision either to save or leave unprotected the scraps that remain of America as it was before the white man came.

Is it too much to ask that this small fraction of our heritage be perpetuated?

Thank you, Madam Chairman.

Mrs. PFOST. Thank you very much, Mr. Conley.

Are there questions of Mr. Conley?

The gentleman from Pennsylvania.

Mr. SAYLOR. I would like to take this opportunity to thank you for a very excellent statement. I have enjoyed your presentation of it to the committee.

I was particularly impressed with a statement which I find at the bottom of the second paragraph on page 2: Nothing can replace true wilderness, federally protected and open to the public. Secondly, wilderness, once spoiled, can never be wilderness again.

I think this is a very true statement. It is one of the challenges which this committee and the Congress is faced with in this piece of legislation.

I am also delighted to note, Mr. Conley, that you appear here in two capacities, first, as the editor of Field & Stream magazine; and, second, as a representative of the Nampa, Idaho, Rod and Gun Club.

I had been under the impression that everybody in Idaho was opposed to this legislation. It is indeed gratifying to find out that at least one body over there, which you represent, favor this legislation.

Mr. CONLEY. I think you will find quite a few more in favor of this legislation in Idaho.

Mrs. PFOST. If the gentleman will yield, he only need look at the testimony at McCall, Idaho, to find a couple of others, at least, that share Mr. Conley's views.

Mr. SAYLOR. Mr. Conley, in the areas that are to be placed in wilderness under this bill in the State of Idaho, no timber is being harvested in any of those areas; is that correct?

Mr. CONLEY. To the best of my knowledge, no areas where timbering is now going on will be included in these primitive areas or the areas that will be reviewed and then placed under the wilderness system.

Mr. SAYLOR. Is this true also for mining?

Mr. CONLEY. Well, there is an exception in mining, of course, in the prospecting end of it. When I say mining, I want to define that, because by mining I mean the process of getting out of the ground and milling your ore.

I do not mean prospecting. Prospecting is another matter altogether. Prospecting will be affected. There is no way to get around this.

But prospecting is not necessarily of a nature to create a vast income in any country, in any State, even in Idaho which has these large areas of primitive lands.

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There are a few people that do it as individuals. There are, of course, companies that do it. But as I pointed out in my testimony, these companies have not made any great effort to go into these primitive areas right now because of the nature, the economic nature, of the country.

It is too high, too rough, too expensive to build roads, to bring ore out, and so forth.

Mr. SAYLOR. In other words, there is no company that is presently mining in any one of these areas that, if this bill were passed, would cause any community to lose its source of revenue?

Mr. CONLEY. Not to my knowledge. What these companies have anticipated, I cannot say. Nobody would know. I think it is fairly obvious that they are doing their best to keep this country, these primitive lands, available even as such, even as they are now, because they feel they are more available now than they will be later if this bill passes, and I agree.

Mr. SAYLOR. Mr. Conley, I want to say in response to the question you have asked in the last line of your statement on page 5 I cannot answer for the entire committee, but for myself the answer is, as you know, that it is not too much to ask, and I, for one, cannot believe that the mining interests of this country, the timber interests of this country, and the other businesses of this country, are so crass and so dollar-minded that they must put a dollar sign on every acre of land in America.

Mr. CONLEY. I heartily agree. It is very encouraging to hear you say these remarks.

Mr. SAYLOR. Thank you, Madam Chairman.

Mr. ASPINALL. Madam Chairman.

You know, the implication in that statement and its answer just does not hold water, because what has happened in the eastern part of this Nation, in my opinion, is the foundation for exactly what people will do any place, and to think after all of the wilderness area of the eastern part of the Nation has been developed by means and by procedures and by individuals following the private enterprise system, to which you now make reference as crassness, and craftiness, to me just does not hold water.

A person has a right, under our private enterprise system, to fight for the economic interests that he has been led to believe are his.

I think we ought to have an understanding here. They are not all westerners, but a great amount of this centers in your eastern centers of population, where you have financial centers, who point the finger of selfishness to them, when throughout the history of this Nation what has made us great to a great extent has been the drive to develop the natural resources of this country.

I, for one, like to have these great reserves, these beautiful places in which to go to refresh ourselves. But I am not about to point the finger of selfishness or criticism toward any individual who is fighting for his economic interest.

I do not think you are either if you will think that answer through.

Mr. CONLEY. I do not think I did. You said "crass". I did not say that word. Mr. Saylor did.

Mr. ASPINALL. No, but you responded very affirmatively to it.

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Mr. CONLEY. I would like to point out that what I said in my testimony I will stand by, that private lands, you will find in here my reference, private lands really lock up the country, and it is true, particularly in the East, to which you referred.

Mr. ASPINALL. They are all locked up, my friend. That is the trouble. That is the reason why there is such a great desire at the present time to come out to the West where we have not, because of lack of economic possibilities, have not locked them up.

I am for locking up some of these areas. Do not get me wrong. But just do not be too critical of the individuals who are going to protect their own, if they possibly can.

Mr. CONLEY. I will say this, too. When our country was young, it was necessary to use our resources as quickly and as best we could, which, in many cases, was not the most economical method.

But this country I do not think we can call a young country any more, from the viewpoint of our natural resources.

That is, of our virgin resources. Because of that, I think it is time that we slowed up in our uses of them and tried to save the last little parcels that we can.

Mr. ASPINALL. Do you know where the uranium came from that was responsible, largely, for the ending of World War II, when it ended?

Do you know the class of people to whom we at the present time owe the successful complex of the war at the time we ended it, and the protection of our democracy?

They were not the class of people that you apparently think they are. These were people that were out taking from nature some of the things that were just as necessary a short 16 years ago as like resources 200 years ago.

Mr. CONLEY. We have, of course, a provision in this measure that any time the national emergency required it, the President could allow prospecting and mining in these areas.

Mr. ASPINALL. But do you understand that uranium, as such, was discovered and prosecuted by prospectors, and it was found in place 30 years before it became the salvation of our war effort in 1941–45.

Mr. CONLEY. Nothing would stop prospecting in these areas.

Mr. ASPINALL. My friend, what is the use of prospecting unless you can go ahead to develop? No one is going out there running around with a Geiger counter in his hand, unless there is a prospect of a little bit of development.

Mr. CONLEY. I will reiterate that nothing would stop it. It is hard to anticipate what the need might be 30 years from now, or in the future crisis that we may have, what ore we will need, of course, not being known.

So how could they prospect for it now? Many of these areas have been prospected already.

Mr. ASPINALL. And they will keep on prospecting one way or another and we will owe them a great debt. The ore that we are to find, more than likely, from now on will be several feet below the surface of the ground. It will not be sticking out where you can see it any more.

Mrs. PROST. The gentleman from Minnesota?

The gentleman from Colorado, Mr. Dominick.

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Mr. DOMINICK. Madam Chairman, I want to associate myself with the remarks made by the chairman of this committee. I also want to ask Mr. Conley some questions.

First of all, Mr. Conley, I have been a subscriber to your magazine for a number of years. I have done a great deal of hunting, fishing, and exploring all over this country. I thoroughly enjoy it.

But I have also flown all over the western area by small airplanes. There are literally hundreds of miles of area where there is no way of getting in or out, which are not included, even now, within the primitive, wild, canoe, or wilderness area.

In the 16 years that I have been out there, I have not seen any appreciable decrease in ability to get through these areas and to enjoy them for hunting, fishing, recreation, and other uses you have talked about.

I have seen examples of mining in our Colorado mountains of many years ago. Some of these areas are now being considered as primitive or wilderness areas. You say in your statement that once you have a despoiling of the wilderness, you can never get it back again.

There is concrete proof that this is not true. Part of the reason that it is not true is because we have been unable to do anything about keeping our mining industry alive. It seems to me that this bill, as it is now worded, could complicate this problem rather than make it any better.

It also seems to me, and I do not know whether you have read these, but I have read the Lewis and Clark journals of their expeditions, that in many cases in this country now there is more fish and wildlife than there was at that time.

Part of this is true because the areas have been developed, they have been put into agriculture, where the wildlife, itself, has a better chance of surviving.

This is equally true in some of the forest lands in Colorado, where, by grazing practices and by reforestation and by putting in certain types of grasses we have provided more natural food for the game than there has been before and we are able to support more wildlife than we had before.

I would suggest to you that there is a good possibility that if we take all this vast area and throw it in right away, into a wilderness system, where you can do none of these things, that we may be acting adversely to wildlife rather than acting to promote it.

Have you any comment on that?

Mr. CONLEY. I cannot see that we would be acting adversely. In reference to your remarks about there being more game now in some areas than at the time of Lewis and Clark, that is quite true.

There are also areas where there is less game or no game where there was game during the time of Lewis and Clark.

I was thinking of the Silver City mining area, which Mrs. Pfost is familiar with. It was a rich strike. They had a great influx of miners. This was silver country. They mined and dug shafts all over, much as Colorado has been.

This area, at the same time, was very heavily populated with mountain sheep. Owyhee County does not have a single mountain sheep now. They were shot and used to feed the miners.

I am not saying it was wrong. In those days, those things were necessary. I am just showing that it has come and gone.

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Elk is another example. Originally they were considered a plains animal, generally flatlands. I should say foothills. They were on the margins of the timber country.

Now we consider them in the heart of the timber country simply because they have changed their habitat, of necessity. So these things make a difference in where animals will be found today compared to where they were found years ago.

I will say in some cases there have been restocking programs that have made nice populations of deer, where they were very thinly populated before, by introducing different types, mule deer as compared to whitetail.

I think as far as these primitive areas go, the best possible system is to include them and then review them with the idea of taking out what we do not want in.

Mr. DOMINICK. Why do you say that?

Mr. CONLEY. The reason is the same as the man before me said, it is a matter of protection. What will happen in these years? What will happen in the legislative procedures if we go the other way around? What will happen if we wait and ask for objections for every parcel?

Of course there will be objections to every parcel. So all these legislative procedures will go on for every single parcel.

Let us put them in where they are safe and then work out what we do not want in.

Mr. DOMINICK. I want to say for purposes of the record that I have read your statement and I listened to it, and the additional comments you were making on it, and I must say that I think you write well and speak well.

Mr. CONLEY. Thank you.

Mr. DOMINICK. I must also say that I think the emotional appeal which is contained in it is interesting, but that it completely disregards all the other interests which may be involved in this, not the least of which is the fact that the more land that you put aside this way the less people can enjoy it.

That is all, Madam Chairman.

Mr. CONLEY. As I said in my testimony, as time goes by we become more crowded. It is obvious we are. This land will be used more and more.

I also pointed out the bordering roads around primitive areas. We must remember that these are all parcels, spread out. They have a lot of margin. There are campgrounds around the edges, and these are used by people who go in on daily hikes. They may hike into a lake 5 miles in, to get some high mountain lake fishing.

That is not a hard thing to do. I am certain there is more activity in these primitive areas right now than we realize. I am certain as time goes by and camping particularly becomes more interesting to people, and particularly back-packing, you will see these areas blossom and be a real economic help to these States.

Tourism and travel are economic benefits not only to States but to the National Government, too.

Mrs. PFOST. Are there further questions of Mr. Conley?

Mr. DOMINICK. I would like to make one comment, Madam Chairman.

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Have you ever tried to put a camping ground around the edge of the Gore Range-Eagle Nest primitive area?

Mr. CONLEY. Of course I have not tried to.

Mr. DOMINICK. I would suggest to you that it is very difficult.

Mr. CONLEY. I do not doubt that it is. I was referring to some that I was familiar with, particularly the Sawtooth Range, which has a national highway along one side and some State roads on the others.

It can be approached from several angles, with people staying in the campgrounds with their cars.

Mrs. PFOST. Mr. Conley, I might say that I, too, have enjoyed reading your statement, and it is well written. The committee appreciates very much your appearance here.

Being a resident of Idaho, though you are now living in the State of New Jersey and working in New York, you had the thrilling experiences that you related in your statement, that of going back into some of the primitive areas of Idaho. Having been a resident of Idaho all of your life, with the exception of these recent years, would you not agree that we in this committee have a very serious responsibility of protecting the economic values that may become involved in the primitive areas of Idaho—that of mining, which was the backbone, originally, of our State, and our timber industry, which has certainly been on the toboggan the last several months, but which has been so very important to the economy of our State. Finally, do you not agree that we should be able, in an area as great as we have in Idaho, a primitive area of more than 3 million acres, to have our wilderness and also allow our industries to thrive too?

Mr. CONLEY. I know the intention of myself. I do not believe the intention of the bill was ever designed to keep our businesses from thriving. I believe we fail to recognize recreation as a business, too.

I have talked to people in the Fish and Game Department of Idaho whose one complaint was, "Here is a river being stopped, dammed, the flow of it," the Boise River, I am thinking of, which was fairly good fishing, "this is being stopped by a dam, and we can do nothing about it.

"The reason we can do nothing about it is that we cannot put a price tag on it. We cannot say that there is $50,000 spent per mile on this river every year. We can't put a price tag, a dollar sign, on this water. But it does have a value."

While we may talk about unforeseen values in mining, and that is really what they are so far, we do not know what we are going to need, we do see recreation and the money spent from recreation as a valuable resource.

The only fallacy with recreation is that it is hard to put a dollar sign on it.

Mrs. PFOST. I certainly agree with you some people may not recognize the value of recreation, but I believe that more and more, as our workweeks are shorter, people are beginning to realize that recreation is an important facet.

Certainly this committee recognized it when we set up the Outdoor Recreation Resources Review Commission to make a study of the problem, and to see what we could come up with.

I am still of the opinion, and I would feel that you probably share some of these thoughts—and if you do not you certainly can say so—

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that we can have wilderness areas in Idaho and the rest of the West, and still allow the industries to perform and not too stringently handicap them.

Mr. CONLEY. From what I gather what you mean is that we can have our wilderness and mine them, too.

Mrs. PFOST. Do you not agree, after having been in Idaho, that much of our wilderness is high country, and the timber is stunted and sparse generally.

Of course, some of our best future mines might become located there, depending upon the need for metals or what new discoveries may be made.

But certainly there would be very little value for timber cutting, up in our high country, as one of the previous witnesses testified.

Mr. CONLEY. Very little value because of the economic nature of getting the timber out. It is just too costly. There could be a low-graded gold ore at the top of the mountains and the people would not mine it because you could not get it down.

Mrs. PFOST. And a great deal of the timber is scrubby and not even of cutting size.

Mr. CONLEY. That is right.

Mrs. PFOST. But, of course, we cannot tell about the mining situation.

Mr. CONLEY. But we can tell about recreation. That is my point.

Mrs. PFOST. Yes, we can tell about recreation. Is it your opinion that we must set aside in Idaho the full 3 million acres in order to have a wilderness area in Idaho?

Mr. CONLEY. No. I would like to see us include the primitive areas in the wilderness system, as this act plans, and then review, as was foreseen, and take out these areas that are questionable, that do not fit the nature of what we have in mind with the wilderness.

Mr. ASPINALL. Is not that just like making a pie and then taking out the filling to see whether or not it has a right to be in the pie?

Mr. CONLEY. It is like putting money in the bank and then spending what you do not want to keep.

Mr. ASPINALL. Perhaps if you are a good businessman you would put it all out in investments.

Mr. CONLEY. Then I should say in stocks and spending the rest.

Mrs. PFOST. Again, thank you, Mr. Conley. You have been a good witness. We appreciate your appearance this afternoon.

Mr. CONLEY. Thank you very much. I appreciate testifying.

Mrs. PFOST. Without objection, our next witness will be called out of order. That will be Mr. O. L. Kaupanger, of the Minnesota Conservation Association, Mound, Minn.

Mr. Kaupanger could not wait over and, therefore, asked to be heard this afternoon.

For the benefit of the rest of you in the audience, Mr. Kaupanger will be our last witness this afternoon, and we will meet again tomorrow morning at 9:45.

This is for the benefit of those who might have other appointments.

USAV-00002255

STATEMENT OF O. L. KAUPANGER, MINNESOTA CONSERVATION ASSOCIATION, MOUND, MINN.

Mr. KAUPANGER. I am Olin L. Kaupanger, Minneapolis, Minn. I have been actively engaged in conservation activities for the past 40 years.

I am a present secretary of the Minnesota Emergency Conservation Committee, of which Mr. Charles L. Horn, president of the Olin Foundation, president of the Federal Cartridge Corp., is chairman.

For the edification of Mr. Horn, I would like to state that he has supplied the funds for conservation activities, for the 4–H Clubs, in 44 States since the year 1934.

I am here to represent the committee, to present a statement in support of the proposed wilderness bill, S. 174.

Our country, as we have known it, is in danger. Our free running streams, one after another, are being submerged. Rich bottom lands are being put under water. Roads and engineering structures to penetrate our park and wilderness areas are being planned.

Nothing is held sacred. In short, our human environment is being drastically altered on a huge scale. The pattern of our culture is being seriously affected. Our environment is changing.

Few of us realize how radically. One of these is the passing of our frontier life; destruction of our national heritage. The environment of the frontier, affording such abundant contact with nature, bred us sturdy, resourceful, self-reliant, God-fearing men from whom, in all times past, our business and professional ranks were largely recruited, and who have had much to do in molding our institutions and our culture.

Another great change is our increasing wealth and leisure. Never before has there been so much leisure, enforced and undesired as it may be. One need not be a prophet or born with a seventh veil to predict that in the near future we shall have as much leisure as gainful employment.

What shall we do with that increased leisure? With the drift of population from the country to the city, the influences of the city are becoming more and more dominant, alarmingly so.

In large urban areas, about the only aspect of nature afforded to the resident is the succession of light and darkness, accompanying day and night. Here we have a condition which nature seems never to have contemplated.

The aeronaut may live in the hostile environment of the stratosphere but to do so he imports with him his oxygen. If man survives in the hostile environment of modern city life, he must import with him the health and vigor gained by his contact with nature.

Aristotle says that nature does nothing in vain. If so, it would seem that there must have been a purpose in creating the beauty and charm of our forests, our lakes and streams, our mountains and hills, and the open air and sunshine, and the glory of heavens by night.

It must have been designed that their influence would enter into and form a part of the fabric of our lives and characters.

If in greater or lesser degree our lives or our characters are the aggregate response to environment, if they are in any measure the synthesis of environmental influences or the fabric into which those

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influences are interwoven, then surely there should be abundant contact with nature, abundant exposure to the free play of those influences to equip us for a well-rounded life.

Our Lord and Master in preparation for his matchless ministry to mankind sojourned for 40 days and 40 nights in the wilderness.

Nature has in all ages ministered to the body, mind, and soul of men. Fortunately, with our growing congestion in population and increasing wealth, and serving partly as our cause, we have improved means of transit. These means of transit, while they enable us to reach those centers of human congestion, also enable us to flee far from the maddening crowd, to the wide open spaces, to the wilderness.

The facilities for the enjoyment of nature have never been so widely distributed, and now we are faced with the prospect of enlarged leisure.

What shall we do with that leisure? Shall contact with unspoiled nature play a greater or a lesser part in our lives?

Our mission must be to enlarge our opportunity for contact with some of the wild areas of the country, yet untamed by highways, automobiles, and other devices of mechanical civilization. Contact with areas that have outstanding scenic values, areas typical of the Rockies, the Sierras, the Cascades, and other regions where people can enjoy unspoiled nature, areas like the unique lake land wilderness of the Superior National Forest in Minnesota.

This means conservation as set forth in this bill. It does not decry economic development. It does not mean to be unmindful of the practical side of life. It is a vision, but it is not visionary. It is a vision of the importance of our natural heritage and modern life.

It is a vision that along with the good things of this material world there should be a development and culture of the soul, and that the realm of the spirit far transcends the realm of the material; that material wealth should be our slave and not our master; that mankind should not be crucified upon a cross of gold.

Our frontier life was a life of hardship, but it furnished the Nation with a vast resource of honest and sturdy manhood. That frontier life is gone, and the soft way is of material wealth to menace our national welfare.

More than ever before we need that vigor bred only by contact with unspoiled nature.

We urge enactment of this legislation. It is vitally necessary if we are to preserve representative areas of our original wilderness.

Thank you.

Mrs. PROST. Thank you very much, Mr. Kaupanger.

Are there questions?

Mr. ASPINALL. Madam Chairman.

Mr. Kaupanger, I understand that you are pleading primarily for the national forest area located within Minnesota?

Mr. KAUPANGER. No. We already have that.

Mr. ASPINALL. I was wondering if you folks at home had taken care of a lot of your area by putting it into wilderness, primitive area, because as I look at the map you have just one item that is involved in this.

Now you have become so enthused in your great program, which is, of course, one of the fine programs of all times, that you wish to come

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out into the other areas where our economy is just as important to our people as the economy of your State is and blanket our areas with these great wilderness tracts.

Is that right?

Mr. KAUPANGER. No, that is not true. I would like to respond to you in this way: In order to save the cutless, roadless area of the lake land area between Ontario and Minnesota we came to Congress, and Congress, very decently, in the year 1930, passed the Shipstead-Newton-Knowland bill, setting aside this area as a wilderness, and then the State went further and gave like protection to the State-owned lands in that particular region.

I would also like to point out to you that in that particular area the Federal Government owns no mineral rights. At that particular time two States were not subject to Federal mining laws; namely, the State of Oregon and the State of Minnesota.

There are a great number of mineral rights that are owned by private individuals in this State. If you are looking for a little taxing revenue, I would suggest that they start paying taxes, because they have been holding those lands for about 100 years.

We are 100 years old now.

Mr. ASPINALL. Don't you folks tax your own properties?

Mr. KAUPANGER. Well, we do a pretty good job on taxing, but we have missed it on those who have mineral rights and do not control the surface rights.

Mr. ASPINALL. I think you have a right, if it is privately owned property, to put in some taxation.

Mr. KAUPANGER. The facts are that we are not doing it. We have so many mineral reservations owned by private entities in the State of Minnesota, and never have they been subjected to a tax.

I concur with you, sir, that we had better start doing a little something about it, but the Federal Government also has a lot of land up there that they are not collecting any taxes from, where the mineral rights are owned by the private parties.

So it is not only the State of Minnesota but Congress is also asleep on the proposition.

Mr. ASPINALL. I think we are doing a pretty fair job in the areas I am familiar with, where mineral values are known and developed, in seeing to it that the taxes are collected.

Mr. KAUPANGER. My dear sir, there is nobody in the State of Minnesota, outside of the iron companies, that knows how much iron ore we have. We even have a law in that State which forbids our State tax department to go in on property to ascertain how much ore there is.

They tried that once and they were brought into court for trespass and the mining companies won.

Mr. ASPINALL. I prefaced my first question to you, Mr. Kaupanger, by asking if you were speaking for your own national forests——

Mr. KAUPANGER. I am speaking for the wilderness areas of the United States of America.

Mr. ASPINALL. But you cannot even take care of the situation in Minnesota——

Mr. KAUPANGER. Have done a very good job as far as we can go. But we need this particular bill to make certain that it is going to remain a wilderness.

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Mr. ASPINALL. But that is not going to help your tax situation.

Mr. KAUPANGER. We are not getting any taxes from there now.

Mr. ASPINALL. No, but you were complaining about it.

Mr. KAUPANGER. I am not complaining about taxes at all.

Mr. ASPINALL. I do not know how you got started off on it, then.

Mr. KAUPANGER. I am just telling you this, that I am trying to show you, sir, that you have been discussing, discoursing, the better part of the day, people have here, on the matter of the wildcatting to determine whether or not there is ore, and I am trying to point out to you that in many of these areas controlled by the Federal Government the private interests own the mining rights or the mineral rights, and there is no tax exacted from those who own those mineral rights.

Mr. ASPINALL. If they are patented lands, of course they are.

Mr. KAUPANGER. But they do not own the surface lands. The Federal Government owns the surface lands and the private individuals own the ore rights.

Mr. ASPINALL. And if they are leasing them, they are paying their lease rentals.

Mr. KAUPANGER. Leasing does not enter into it at all. I acknowledge that. I am talking about the mineral rights owned by these people that are as yet unmined and are a great obstacle in the matter of continuing an area as a wilderness.

Mr. ASPINALL. I think I know your position as far as wilderness is concerned. I am sorry that we got off on this question of taxing minerals that are not yet discovered.

That is like taxing lambs that are as yet unconceived. You just cannot do that. It is just one of those things.

Mr. KAUPANGER. It would be interesting to find out if a man was taxed for mineral rights that he has held for anywhere from 10 to 50 years, whether or not he would continue to pay a tax on them.

Mr. ASPINALL. I think I begin to understand you. You are talking about these claims. I am with you 100 percent as far as mining claims are concerned.

Mr. KAUPANGER. That is what I am talking about.

Mr. ASPINALL. We had a hard time arriving at that.

Thank you.

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. I want to compliment Mr. Kaupanger on his fine statement, and thank him for coming here to give us the benefit of the views of his association.

I understand, sir, that your father is still living.

Mr. KAUPANGER. Yes, sir. My mother, too.

Mr. SAYLOR. I want to tell you, sir, that I do not know what they feed those folks out in Minnesota, but I want to find out what it is.

Were your parents homesteaders in Minnesota?

Mr. KAUPANGER. I am a fourth generation in this country, sir. My forebearers came here in 1842, not so long ago, but quite early for a Norwegian.

Mr. SAYLOR. Did they homestead in Minnesota?

Mr. KAUPANGER. They homesteaded in Wisconsin.

Mr. SAYLOR. Thank you, sir.

Mr. KAUPANGER. I would like to make one closing statement, and that is this: I am not going to argue pro or con as to what amendments may be made on any particular bill.

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I am going to be very frank and candid. I am anxious that we get some bill where we can get a foothold. I am of the absolute opinion that as time goes on, and not a long time, there will be a growing demand for wilderness legislation that will protect some of these areas that contain masterpieces which once destroyed can never be repainted.

Mrs. PFOST. The gentleman from Washington.

Mr. WESTLAND. Are you a poet?

Mr. KAUPANGER. No, sir.

Mr. WESTLAND. You are a very good writer. Did you write your statement yourself?

Mr. KAUPANGER. Yes, I did. I have written several books. I used to be a superintendent of schools—one who taught Latin.

Mr. WESTLAND. It is an excellent presentation. I listened very attentively. I thought perhaps you were a poet.

Mr. KAUPANGER. No, sir. I am a sentimentalist.

Mr. WESTLAND. I have a lot of Scandinavians out in my district, out in the State of Washington, that are loggers, and they are kind of the same way, too.

Mr. KAUPANGER. I agree with you.

Mr. WESTLAND. One of the things you mentioned was in this Lake Superior wilderness area that you came to Congress in 1930.

Mr. KAUPANGER. In 1928 we came.

Mr. WESTLAND. This is kind of what we want them to do now, to come to Congress, to come to this committee when they are going to establish these areas, and let us have something to say about it before the thing is done.

This is where we differ with some of the proponents of this legislation, Mr. Kaupanger.

As Mr. Conley testified before you, they want to do it first and then try to take some of it out afterwards.

What we would like to do, in representing our districts, representing our States, representing what we believe to be the best interests not only just of the district and the State but of the country as well, is to get, you might say, a first crack at this.

In other words, an opportunity to let our views be known in advance. As you said, you came to Congress in 1928 or 1930; if they would do that, if Members of Congress could first be approached on this, I think we could come up with a bill.

Mr. KAUPANGER. There is only this about it, Mr. Westland, and that is this: Time is growing short. I will show you how short it is. I came to Lake Minnetonka 30 years ago. We had 25,000 people. Today we have 350,000 people. There are more crowds out there than on Hennepin Avenue, which constitutes part of our hub in the city.

Mr. WESTLAND. Let us get this straight, Mr. Kaupanger. I mentioned earlier in the sessions of this Congress, that I know of no forester who is worth his salt who opposes wilderness area.

Mr. KAUPANGER. I concur with you.

Mr. WESTLAND. And we know that this country is going to have over 200 million people, perhaps 250 million people, in the not far distant future. If you think it is crowded now, it is going to be a lot more crowded later on.

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Did you hear the testimony of Ed Cliff, the Director of the Bureau of Forestry?

Mr. KAUPANGER. Yesterday?

Mr. WESTLAND. Yes.

Mr. KAUPANGER. I am sorry, I was not here.

Mr. WESTLAND. I am sorry you were not, too. He testified that in the last 22 years, 32 wilderness areas have been created by the Forest Service in that time.

This is the kind of thing you want, I believe.

Mr. KAUPANGER. And one of them is in Minnesota.

Mr. WESTLAND. Yes. One of them is in my district, and they are about to create another one out there, too, in the North Cascades, now a primitive area.

So I kind of think these things have been going along the way you propose.

Mr. KAUPANGER. But they have been going a little faster the other way.

Mr. WESTLAND. No, it has been the other way, Mr. Kaupanger. You will be honest on this, I know. Thirty-two new wilderness areas have been created in the past 20 years, and only one of them withdrawn because of, I understood, mineral acquisitions or something, and that perhaps even may be returned.

So the fact is that the Forest Service, and certainly the Park Service in creating parks, has been working on this particular area.

So far as I know, there has been no great objection to it by anyone.

But they have come, sometimes, at least, to the Congress, and if they will do as you suggested you did in 1930, come to Congress, we will go along right with you.

Mr. KAUPANGER. I hope it does not take too long, because I think it would be a tragedy in this country if there could not be at least one place where you could see a tree die of old age.

Mr. WESTLAND. My friend, you come out to the State of Washington and I will you show you a "jillion" of them.

Mrs. PFOST. The gentleman from Minnesota.

Mr. LANGEN. Madam Chairman, permit me at this moment to offer a personal welcome to Mr. Kaupanger, from Minnesota, who, over the years, has distinguished himself in the field of conservation.

I think that every conservation endeavor, whether for or against, has been aware of his ability in Minnesota for a long time.

The statement he has made here today is only a typical example of the manner by which he has very effectively and proficiently pursued this cause over the years.

I am pleased and happy to have him here today and to have had the further benefit of his observations on this afternoon.

I think both of us understand the situation in Minnesota, so we shall not explore that any further at this moment.

I am grateful for his patience in waiting. I know there is illness in his family. Consequently, he has been most patient in waiting, but this is only a further indication of his dedication.

Mr. KAUPANGER. I thank you very much, Congressman Langen.

Mrs. PFOST. Thank you very much.

We appreciate very much, Mr. Kaupanger, your contribution to this hearing today. We certainly hope the ailing members of your family will improve in health rapidly.

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Mr. KAUPANGER. Thank you very much.

Mrs. PFOST. We have two statements: The American Farm Bureau Federation, listed as No. 17 on the list of proponents, wishes to have their statement placed in the record.

Without objection, it will be placed in the record at this point.

Hearing no objection, it is so ordered.

(Statement of American Farm Bureau Federation follows:)

STATEMENT OF THE AMERICAN FARM BUREAU FEDERATION PRESENTED BY JOHN I. TAYLOR, ASSISTANT LEGISLATIVE DIRECTOR, MAY 7, 1962

The opportunity to present the views of the American Farm Bureau Federation, its 1,600,000 members in 49 States and Puerto Rico, on wilderness legislation, is deeply appreciated.

The cover on this statement shows the number and location of county farm bureaus throughout the land. Through these groups and the State farm bureaus, our policies are developed and finally approved by the elected voting delegates representing the State farm bureau membership.

Our interest in this legislation is also widespread. We are quite concerned about "locking up" vast potential wealth and income-producing resources forever. At the same time, however, we recognize there are recreational and scenic values in certain areas of the country which should be preserved.

We believe both of these values have merit—both are essential to the growth and development of our country—and both can be reconciled on a practical basis.

Our latest policy statement on this subject as passed by our voting delegates in Chicago last December is as follows:

"Public land should be administered to provide for maximum multipurpose use. Therefore, further designation of extensive portions of public lands as 'wilderness areas' in which normal development for other purposes is precluded, is not in the best public interest.

"However, we will support legislation establishing by act of Congress, areas now designated as 'wilderness,' 'wild,' and 'roadless' areas, not to exceed 6 million acres. This legislation should provide that other areas may be added only by specific act of Congress."

In view of this policy, we urgently recommend to the committee—

(1) That the inclusion and treatment of "primitive areas" as contained in section 3, (b)(1) be deleted and a new paragraph be inserted to handle primitive areas.

(2) that any additions to the wilderness system other than those now classified as "wilderness," "wild,' or "roadless," be made after due study and classification and then only by the positive action of the Congress. Section 3 (f) should be amended accordingly.

Our reasons supporting the above position are as follows:

(1) Primitive areas have not been classified—these consist of about eight million acres which have been temporarily set aside pending the determination of their character. Doubtless some parts of these areas are of wilderness character and should be included, but until these are surveyed, determined, and classified, they should not be included.

(Note.—The "primitive areas" are discussed in the analysis of the bill on p. 3 of the Senate hearing of Feb. 27 and 28, 1961. Also in the testimony of Mr. McArdle on pp. 43 and 44 of the same hearing.)

(2) We believe in the principle of multipurpose use. Wilderness and multipurpose use are not compatible—therefore, caution and commonsense should be used in the selection of other areas for wilderness. Areas more suitable to sound forestry, mining, hunting, grazing, farming, outdoor recreation, etc., should not be set aside.

(3) The areas now designated as wilderness, wild, and roadless are just as much a wilderness system now as they will be when this bill is passed—except—the Congress will have spoken.

"The Congress shall have the power to dispose of and make all needful rules and regulations respecting the territory of other property belonging to the United States;" we feel the Congress should exercise that authority in this case. To delegate the authority for management and operation is another matter, but we believe the determination of the status of the land is a function which should only be exercised by the Congress.

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One other point we would like to emphasize. Very few persons will ever be able to enjoy the beauties and the solitude of these areas. The preponderance of the traveling, vacationing, and sport-seeking public have other desires with respect to the use of land for recreational purposes. According to a survey by Gordon L. Bultena and Marvin J. Taves with financial assistance from the Quetico-Superior Wilderness Research Center, Lake States Forest Experiment Station, and the graduate school of the University of Minnesota as reported in the Journal of Foresty for March 1961—the great majority of people want campsites or campgrounds; first-aid stations; garbage disposal places; toilets, picnic tables; wells for drinking water; place to buy groceries, and many others. They are all interested in roads and accessibility.

Obviously, these conveniences will not be provided or allowed in the areas contained in this bill. A very small percentage of the people have the time, the money, or the inclination to use wilderness areas. We need recreation and sensible use of our land. We, therefore, urge care in the selection—the setting aside—and the use of this resource.

We have carefully reviewed the Outdoor Recreation Resources Review Commission's study report 3. This is an exhaustive study of wilderness and recreation. The commission is to be commended for assembling this vast amount of information.

However, we are firmly convinced that this study proves our contentions; that wilderness will not serve the recreational needs of the many; that the desires of the vacationing public will not be available in wilderness areas; that recreation needs cannot be satisfied in a true wilderness.

From this study we observe that the wilderness vacationer's desires differ sharply from other vacationers, and this difference should be recognized.

The reference to this survey and to the report 3 are not intended as an endorsement of an all-out Federal recreation program, and we hope it will not be construed as such.

We recommend that this subcommittee and the full committe report a sound wilderness bill. Our suggestions for amendment to reach this objective are attached hereto.

We appreciate this opportunity to present our views and will be happy to help in the development of sound proposals dealing with this important subject.

PROPOSED AMENDMENTS TO S. 174

1. On page 3, line 20—

(*a*) Strike the word "primitive."

(*b*) Add a new subtitle between lines 21 and 22, "National Forest Primitive Areas."

(*c*) On line 21—strike, "Provided, That"; begin a new paragraph as follows: "(2) The areas classified", etc.

2. On page 5, line 22—

(*a*) Change the "(2)" to "(3)".

3. On page 10, line 1, 2, and 3—

(*a*) Change to read as follows: "if prior to such adjournment the Congress shall have approved a concurrent resolution declaring itself in favor of such recommendation."

4. On page 15, line 12—

(*a*) Strike the words, "restrictions and".

(Note.—Should these proposals be adopted—minor conforming adjustments of language will be necessary in other portions of the bill.)

Mrs. PFOST. Is Mr. Devereux Butcher in the room?

Mr. BUTCHER. Yes.

Mrs. PFOST. Mr. Butcher, you previously asked for time to testify today.

Mr. BUTCHER. No, Madam Chairman, I would just like to submit a statement.

Mrs. PFOST. Then the Chair would ask unanimous consent that a one-page statement of Mr. Devereux Butcher be placed in the record at this point.

Is there objection?

Hearing none, it is so ordered.

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(Statement of Devereux Butcher follows:)

STATEMENT OF DEVEREUX BUTCHER, EDITOR, NATIONAL WILDLANDS NEWS

National Wildlands News is an independent newspaper with nationwide circulation, dedicated to the preservation of national parks, monuments, national wildlife refuges, and wilderness areas as nature sanctuaries.

We, the editors, support enactment of S. 174. We believe that every effort should be made now, while there still is time, to preserve wilderness wherever possible in our country.

The provision in S. 174, under "National Parks (c) (1)," which would give the Secretary of the Interior 10 years in which to decide which parks and monuments shall be included in the system or what parts of these areas shall be reserved for roads, motor trails, buildings, accommodations for visitors, and administrative buildings, we do not consider to be in the best interest of the purposes of the legislation or of the areas involved; namely, the national parks and monuments. The second part of the provision, which relates to the various facilities, could conceivably result in hastening construction projects and overdeveloping the sanctuaries. For this reason, we recommend that the 10-year provision be omitted insofar as it relates to the national parks and monuments.

It is the opinion of the editors that nothing in this act should negate or alter the prerogative of the National Park Service to establish rules and regulations for the protection of the areas in its care. Similarly, nothing in this act should supersede any provision in any existing law governing the establishment, protection, and administration of the national parks and national monuments.

We heartily endorse S. 174 as it relates to the wilderness, wild and primitive areas of the national forests. We consider enactment imperative to insure the establishment of fixed, adequate boundaries of these areas. We feel that S. 174 is important also to the protection of wilderness in the system of the national wildlife refuges. We feel less encouraged about the effect the act might have on the areas in the care of the National Park Service. We therefore urge that the committee use utmost care and consideration in the final drafting of the bill, with regard to these areas. We believe that 90 years of national park and monument establishment should not be hazarded; that the principles, policies, and legislation that have evolved during these past nine decades are serving well to protect these sanctuaries; and that such principles, policies, and laws should not be infringed. We recognize, however, a growing tendency by the Park Service to extend various kinds of development, as well as resort-type amusement facilities, into the parks. We hope that S. 174, when finally enacted, will bring a halt, insofar as possible, to such overdevelopment and misuse of the priceless areas; but that it will bring this about under the considerations expressed in paragraph 4 of this statement.

Mrs. PROST. We have an opinion from the Associate Solicitor, Division of Public Lands, directed to the Director of the Bureau of Land Management, relative to the application of the mining laws to the Death Valley National Monument.

Without objection, this opinion will be placed into the record with the testimony of the Secretary of the Interior concerning mining in certain portions of the national park system including Death Valley Monument. (See p. 1149.)

Is there objection?

Hearing none, it is so ordered.

It is now 4:35. The committee will stand adjourned until 9:45 tomorrow morning.

(Whereupon, at 4:35 p.m., the subcommittee recessed, to reconvene at 9:45 a.m., Wednesday, May 9, 1962.)

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WILDERNESS PRESERVATION SYSTEM

WEDNESDAY, MAY 9, 1962

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON PUBLIC LANDS OF THE
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C.

The subcommittee met, pursuant to adjournment, at 9:50 a.m., in the committe room, New House Office Building, the Honorable Gracie Pfost (chairman of the subcommittee) presiding.

Mrs. PFOST. The Subcommittee on Public Lands will now come to order for the further consideration of the Wilderness Preservation System bills.

Our first witness this morning is the Honorable Charles E. Bennett of Florida. Is Mr. Bennett here?

Apparently not.

Then our witness will be the Honorable Horace Seely-Brown, Jr., of Connecticut.

STATEMENT OF HON. HORACE SEELY-BROWN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CONNECTICUT

Mr. SEELY-BROWN. Thank you, Madam Chairman.

I am grateful for this oportunity to appear before your committee today to express my approval of and my hope for the report to and the passage by the House of Representatives of S. 174 as amended by the Senate committee and passed by the Senate.

I believe that the bill in the form in which it now is before you for consideration is clean, constructive, injurious to no one, and is legislation which is long overdue.

I appear before you today as the Representative in Congress of the 411,919 persons, officially accredited in the 1960 census, who live in the Second Congressional District of Connecticut

I appear also as the representative of one particular constituent, who has specifically asked me to appear: Constance L. Williams, who lives in Woodstock, a town which adjoins my own hometown of Pomfret. I am pleased, in her behalf, to submit her own statement in support of S. 174, and I ask that it may be printed in the appropriate place in the record, either next to my own statement or at such other place in the record as your committee may decide.

In expressing my support and approval of the Wilderness Act, which is the short title of S. 174, I would like to emphasize that I consider to be the great significance of the statement of policy con-

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tained in section 2 of the bill, and particularly that portion which says that—

> the Congress recognizes that an increasing population, accompanied by expanding settlement and growing mechanization, is destined to occupy and modify all areas within the United States and its possessions except those that are designated for preservation and protection in their natural condition.

The statement continues:

> It is accordingly declared to be the policy of the Congress of the United States to secure for the American people of the present and future generations the benefits of an enduring resource of wilderness. For this purpose there is hereby established a National Wilderness Preservation System to be composed of federally owned areas in the United States and its possessions to be administered for the use and enjoyment of the American people in such manner as well leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character, and for the gathering and dissemination of information concerning their use and enjoyment as wilderness.

I can speak with great feeling about this objective because I come from the State which has the fourth greatest density of population in our country, being exceeded in that respect only by New Jersey, Rhode Island, and Massachusetts in that order.

Connecticut has a population of more than 500 per square mile, as contrasted to most of the States in which the wilderness areas provided for in S. 174 are situated, which have a density of population of 20 persons or less to the square mile. Yes, in some of these States, the density of population has tripled in the last 40 years. This illustrates my point, that we are acting not a moment too soon when we pass this act.

I am proud to classify myself as a conservationist. During my entire service in Congress, I have taken the side of those who are for the conservation for present and future generations of our wildlife and our natural resources. I am sure that this is the side which the people of my district wish me to take.

Theodore Roosevelt never said anything with which I agreed with him more, than the few lines in his first state of the Union message to Congress on December 3, 1901, when he said:

> Some at least of the forest reserves should afford perpetual protection to the native fauna and flora, safe havens of refuge to our rapidly diminishing wild animals of the larger kinds, and free camping grounds for the ever-increasing numbers of the men and women who have learned to find rest, health, and recreation in the splendid forests and flower-clad meadows of our mountains.

Even before the Congress in 1916 established the National Park Service and the park system, a start had been made on establishing parks that would not just be, like city parks, patches of grass and trees, but beauty spots of nature, protected in their primeval state, not only from the litter of visitors but from destruction by reckless and wasteful commercial exploitation.

In 1864, President Lincoln signed an act of Congress which turned over to the State of California an area which included the present Yosemite National Park, for preservation as a wilderness area. Fifty years afterward, when the Nation had adopted the national park concept, this was returned to the Federal Government.

In 1872 Congress established Yellowstone National Park.

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In 1906, Congress adopted the National Mounments and Historic Sites Act, which authorized the President to set aside landmarks, historic and prehistoric structures and other objects of historic and scientific interest on Federal lands; in the years since then, many acts have been passed bringing to the Nation additional national parks.

The law establishing the National Park Service and the system it administers directs the conservation of "the scenery and the natural and historic objects and the wildlife."

It calls for the administering of the park system—

to provide for the enjoyment of these areas in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

In the succeeding years, the National Park Service has sought to establish a pattern of "preservation with reasonable access" which would accommodate the increasing flow of visitors, but preserve as much as possible the outstanding primitive wilderness values.

Approximately 22 million acres in 27 parks, 20 national monuments, and 1 seashore recreational area are regarded as suitable to be included in the proposed wilderness system.

The Forest Service administers 275 federally owned wildlife refuges and game ranges, and more than 22 million acres in 20 or so of these contain large areas of primeval lands suitable for saving as wilderness.

The Fish and Wildlife Service believes that—

the future of many species of wildlife and game resources generally is dependent in a large measure upon the wild lands in public ownership retaining their present character * * *. Some species of wildlife are dependent upon an undisturbed environment.

One of the valuable points of note in S. 174, Madam Chairman, is that the vagueness and the uncertainty as to just what should be regarded as wilderness is cleared up in the definition of wilderness in two ways: First, in an ideal concept of wilderness areas where the natural community of life is untrammeled by man, who visits but does not remain; and, second, as it is to be considered for the purposes of this act, areas where man's work is substantially unnoticeable, where there is outstanding opportunity for solitude or a primitive or unconfined type of recreation, which are of adequate size to make practicable preservation as wilderness, and which may have ecological, geological, or other scientific, educational, scenic, and historical values.

In my own small State, as I have told you, we have more than 500 persons per square mile, we enjoy and appreciate open spaces. We have provided 74 State parks, comprising almost 22,000 acres, and 27 State forests, consisting of 123,000 acres. These are tiny, of course, by any of the standards of the great Western States and in comparison to this vast Federal wilderness system now proposed.

In only two Eastern States, as a matter of fact—New Hampshire and North Carolina—are any of the wilderness-type areas in the national forests situated.

Yet the two-thirds or more of the population of our country who live east of the Mississippi River glory in the heritage of wilderness in our Federal lands which, at the right moment in our national life, is to be entailed for all time, if we pass this bill.

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There is particular appropriateness, even though it is just coincidence, that these hearings are taking place almost on the anniversary of the centennial of Henry Thoreau's death.

"We need the tonic of wilderness," said Thoreau—

We need to witness our own limits transgressed, and some life-pasturing freely where we never wander.

That we are providing for all men in this bill, a Walden Pond on a nationwide scale—what a monument to the providence of our generation.

There has been some vigorous opposition to this bill, and to the others to the same purpose which have preceded this one, but it would appear that scarcely any of this comes from the individual citizens who hope to enjoy the wilderness, now and in years to come, or their representatives.

Certain groups whose commercial interests are in grazing, mining, petroleum, and timber are opposing S. 174. With all due respect to them, it seems to me that their objections are not well founded.

The bill, as it has been amended, should meet all of their objections.

No grazing in areas in the national forests is reduced or terminated where the grazing of livestock was well established prior to enactment.

Under the bill, the President may authorize prospecting and mining in wilderness areas when he determines it will better serve the interests of the Nation and the people than will its denial.

The bill prohibits any commercial enterprise in the wilderness system, except for the continuation of grazing in some areas and mining as authorized above.

The Nation can have a wilderness system and an abundance of timber next year, and for many, many years ahead, with prudent management. There is no timber harvest today from the lands being considered for inclusion in the wilderness system under S. 174.

Wilderness system areas are not about to be "locked up" and the key thrown away.

Lands devoted to wilderness provide benefits beyond those identified as wilderness and are actually multiple-use lands.

They provide watershed protection and clear, pure water for users below them.

They provide game, which, if it could be produced at all, would cost tens of millions of dollars to maintain, propagate and produce in artificial facilities. Some species cannot exist at all except in wilderness.

Areas of the wilderness system will continue to supply forage for domestic livestock.

Recreational, scenic, scientific, educational, conservation, and historical use values are there for all of us under S. 174.

Some people may say these values are intangible, and unmeasurable, yet their worth to the Nation and to mankind is becoming more and more apparent, and can be estimated as the Nation attempts to reacquire title to lands necessary for outdoor recreation areas facilities, or for wetlands essential for fish and game, or to build museums in which evidences of natural history may be preserved.

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If we act promptly by the adoption of S. 174, we can preserve, without cost for the present and future generations, truly priceless areas.

If we do not, how shall we justify our neglect to future generations?

The people of Connecticut's neighbor, New York, took a bold step almost three-quarters of a century ago, when they wrote into their constitution an article directing the preservation of the Adirondack Preserve, an action which really was a trailblazer for what is proposed now in this bill, and which set aside nearly 2,500,000 acres against commercial exploitation. The people of that State many times have refused to permit invasion or release of that preserve or any of its parts.

This bill gives to Congress veto power over any changes at any time, in the wilderness areas. Changes which are proposed by the President may be blocked by majority vote in either the House of Representatives or the Senate.

It is apparent that we are in the fortunate position of being able to provide for the preservation of a reasonably constituted National Wilderness Preservation System without sacrifice.

I believe that the proposals as contained in S. 174 certainly are in the public interest.

With your permission, Madam Chairman, I would like to file a copy of a letter which I have received from my district urging support of this legislation.

Mrs. PROST. Thank you very much, Congressman. We are most happy to have your contribution.

Without objection, the letter submitted by Congressman Seely-Brown will be placed in the file with the other letters and handled under the procedure provided by the unanimous-consent request approved yesterday.

Are there any questions of Mr. Seely-Brown?

Thank you again.

Mr. SEELY-BROWN. Thank you very much.

Mrs. PROST. Our next witness is the Honorable Charles E. Bennett of Florida, who is author of H.R. 299. We are happy to have you with us, Mr. Bennett.

STATEMENT OF HON. CHARLES E. BENNETT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. BENNETT. Thank you very much, Madam Chairman:

I appreciate having this opportunity to testify in favor of S. 174 as well as my bill, H.R. 299, to establish for future generations a National Wilderness Preservation System. More people are beginning to realize that we must act now to prepare for the exploding future population with all the increased industrial activity and larger urban areas that they bring.

One of my most cherished memories is that of enjoying the open Florida wilderness of 25 or 30 years ago. This is fast disappearing every new month. As we know, the same is happening, even if at not so fast a pace, all over the country.

While there is present administrative protection for the lands involved in these bills, administrators change, and their ideas or the

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composition and values of wilderness differ, particularly where wilderness uses are secondary to other uses.

In addition, we are all aware of the tremendous pressures from various quarters to which administrators are subject. These pressures can only increase as they confront population growth. With enactment of one of these bills, the policy of Congress, representing all of the people, will have been set down for all future executive departments.

Mr. Chairman, there are several differences not of a major nature between my bill, H.R. 299, and the bill as recently passed by the Senate. In addition, S. 174 sets up a Land Use Commission for the State of Alaska. I am in agreement with that change and the other minor changes made.

S. 174 would generally give greater congressional review power in the years after the bill is enacted. The heads of the executive departments involved would have to report their findings to the President who must present them to Congress for review. The length of time given the departments varies in the two bills and I do not feel the differences in this field are important. I am glad to support S. 174, however, or, as a matter of fact, any proper wilderness legislation along these lines which has a chance of passage.

I sincerely believe that the hour is already late, and I want to highly commend the committee for their already very extensive and painstaking work on this proposed legislation. I feel that the extensive background gained in these and other hearings in different sections of the country together with the committee's close knowledge of the need, will insure an adequate as well as a fair final bill. It is a pleasure to add my support.

Thank you, Madam Chairman.

Mrs. PFOST. Thank you, Congressman Bennett.

Mr. BENNETT. I would like to say one other thing informally as I conclude, and that is that my own representation in Congress has been an indication of what is happening in the country, particularly in my own State.

When I came to Congress 14 years ago I represented 16 counties. A good deal of this area was relatively wilderness area. Now I represent only one county—the State of Florida has grown so phenomenally in this period of time. Beautiful hammock lands, a great deal of wildlife, and many of the beauties of nature have been utterly wiped out for all times. If it had not been for this committee and the leadership of some people in this committee, the Key deer in Florida would be extinct today, and this committee, with foresight, preserved these small species of deer in the State of Florida.

There are other things which are becoming increasingly hard to protect, because it is very hard to have a filling station across the street from a wildlife preserve. These animals are not used to it. They do not know how to adjust to it. If we do not watch out, we are going to have a country where our children and grandchildren will not have not only the beauties, but the understanding of God and nature and humankind in the way we have had the opportunity of understanding it.

I do hope your committee can come forth with this legislation. I realize there is some opposition to it. There is always opposition to

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things which disturb the pattern a little bit. But the bill, ultimately, when all of the dust settles, is not going to hurt anybody and will be of great benefit.

I congratulate the committee for the thorough work they have given to this and hope you can come forth with something that will pass the House.

Mrs. PFOST. Thank you very much, Mr. Bennett. We appreciate your testimony.

Are there questions?

The gentleman from Pennsylvania?

Mr. SAYLOR. Madam Chairman, I just want to congratulate my colleague from Florida, first, for introducing a piece of legislation on this important subject, and for coming before the committee and giving us the benefit of his views.

Mr. BENNETT. Thank you, Mr. Saylor.

Mrs. PFOST. The gentleman from Colorado?

Mr. ASPINALL. I was not going to say anything, Madam Chairman, but I wish to commend my colleague, and to have him remember it is his district that is being overpopulated. I do not believe he wants to keep mine entirely unpopulated.

Mr. BENNETT. There is a point there and I can see this. I believe a reasonable adjustment must be made in this, and if you keep areas from growing entirely, this is a bad thing. But in the State of Florida I feel there is not likely to be very much wilderness land here, but I hope the State will have some effort made—and they are making such an effort, as a matter of fact, largely from the inspiration of this committee. Efforts are being made on a smaller scale to preserve wilderness areas in the State of Florida in State lands in order that there may be an attractiveness in the area.

Believe me, I think if the State of Florida fills up to be a strip city, as it now seems destined to be, from the St. Marys River to the Keys of Florida, I do not know why anybody would want to go to Florida except for the temperature, because all of the beauty of it will be destroyed, and you can get macadam streets anywhere, you know, and you can get air conditioning almost anywhere.

Mr. ASPINALL. I can assure my friend that after 60 years in my district I will not be going to Florida to live, as far as that is concerned.

Mr. BENNETT. Well, I think you do have a beautiful area. I have visited it many times. I am glad it is there, and I am glad we in America can visit different areas. I congratulate you on the beauty and the wonder and the glory of your district, and I hope it will always be that way.

I do not think a wilderness bill necessarily involves keeping an area from growing. I think it does involve additional problems in this field, but I think actually it might enhance growth if properly handled.

Mrs. PFOST. Thank you again.

Our next witness is Mr. David Brower, executive director of the Sierra Club.

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STATEMENT OF DAVID BROWER, EXECUTIVE DIRECTOR, THE SIERRA CLUB, SAN FRANCISCO, CALIF.

Mr. BROWER. Madam Chairman, I am David Brower, of San Francisco. I am executive director of the Sierra Club and have come along with Bruce M. Kilgore, our editor, to represent the views of the 19,000 members of our 70-year-old organization.

Late yesterday afternoon a group of proponents saw the burden confronting the committee and the problem involved in hearing all of the witnesses. We were mindful of the request of the chairman of the full committee that all organizations, groups, and individuals, with a similar interest and position designate their one spokesman to speak for the group or groups concerned. We had no chance before this hearing to designate a spokesman this way.

Last evening, after yesterday's testimony, we felt that the conservation case had been made and wish to submit our statements for the record as if they had been read, and a number of us are available now for questions if the members of the committee wish to ask them.

We are sure the opponents are anxious to testify, and we are also sure you would not wish to continue this hearing beyond the time you have already scheduled for all witnesses.

Accordingly, Madam Chairman, I submit for the record several statements here of scheduled witnesses, and ask approval to submit others.

Mr. ASPINALL. Madam Chairman, I object to this proposal. The reason I object, Dave, is because I was told last week by a proponent of this legislation that this committee had made up its mind already as to what we were going to do. I took umbrage at that, because this committee writes a record, and if you do not believe it, or any of your friends do not believe it, you go back through the record of the last several years and you will find that we do not write up legislation until we have had the hearings analyzed, and that our legislation pretty much depends upon our interpretation of those hearings.

Now we are in no particular hurry to get this through and to deny to the people the right to be questioned. If they want to submit their statements individually, and in order, like we have asked them to do, or, if they have had to go home, and they cannot be here, then that is something else. But to have an omnibus request at this time, I object.

Mr. BROWER. The request, Mr. Aspinall, is something that we put together last night. Most of these people——

Mr. ASPINALL. You did not speak to the chairman of the full committee——

Mrs. PFOST. Nor to me.

Mr. ASPINALL. Nor to the chairman of the subcommittee. Let us keep this thing in order. We are running the committee and we will take care of the procedures. If you want to get your statement in here, that will be perfectly all right and we will question you.

Mr. BROWER. Very well.

Mr. SAYLOR. Madam Chairman, the request has been objected to, of course, but I ask to be recognized to merely say that the request was that the statements of the people who are proponents of this legislation whose names appear here as witnesses be presented, and that they are here for questioning. There is no attempt whatsoever in the

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request, as I heard it, to say the committee could not ask any one of the people who are here questions. I want to point out that all of these statements have been on file here with the committee in accordance with the request sent out.

Mr. ASPINALL. If my good friend will yield to me?

Mr. SAYLOR. Yes.

Mr. ASPINALL. My friend knows it only takes about 30 seconds for a man sitting down there to come up with his own statement and present himself before this committee, and if he sees fit to pass his statement in to us, he certainly can accept that little responsibility of presenting himself here and letting us look over his statement for a short time to see if we have any question. Let us be perfectly practical with this operation.

Mrs. PFOST. The request has been objected to and is denied.

Mr. Brower, do you wish to present your statement?

Mr. BROWER. I have a statement of my own.

Mrs. PFOST. You may proceed.

Mr. BROWER. As I said, I appear before this committee as representative of the 19,000 members of the Sierra Club, founded by John Muir 70 years ago to explore, enjoy, and protect the Nation's scenic resources. Our membership is nationwide. We are pleased to associate ourselves with the detailed statement of the Wilderness Society and the inspired leadership of Howard Zahniser. We are for the wilderness bill.

It is asserted by some that legislation is not really necessary to preserve wilderness. The chief land-managing agencies of the executive branch have testified otherwise. The topography that once provided much protection is no longer enough. Encroachment is now nearing the borders of the wilderness and the agencies need help to protect irreplaceable resources against future encroachment. It is not reassuring enough to know that excessive damage has not yet been done. You can't claim a dropping egg is safe merely because it hasn't broken yet. You try to catch it. We can measure the need for the wilderness bill by the very intensity of the effort to defeat it.

Outdoor recreation is one of the Sierra Club's major interests, but it is only one and not even a predominant value of wilderness identified in the recent special study No. 3 of the Outdoor Recreation Resources Review Commission (ORRRC). It has been noted that there are immense scientific values to be gained from wilderness areas, not to mention their importance as watersheds. The April 1962 bulletin of the American Institute of Biological Sciences, for an example, among many, carries a review of opportunities and challenges in the plant sciencies, prepared by the National Academy of Sciences. It makes an urgent plea for the preservation of wilderness areas:

> To preserve from extinction and to make available many of the higher and lower plants, many additional wilderness areas should be set aside in a number of climatic situations. Any serious delay may result in a complete loss of valuable species.

This statement does not even consider recreation—nor do I wish to dwell on it long. I would urge that the attempt to evaluate wilderness by counting the number of people who walk inside it is not an attempt that makes much sense. The very existence of wilderness adds quality to what surrounds it and to what people experience as

they merely look inside. It means quality in recreation even if wil' ness is just the backdrop for it. Wilderness adds quality in roadsi scenery. Wilderness lets a place have a beyond to it. Wilderne symbolizes the freedom to choose what kind of terrain you want look at, or hope some day to enter or to save for your children to ente Without it, the world's a cage. To paraphrase a friend of mine, the is as much difference between recreation with a wilderness setting a recreation without it as there is between the kiss of a bride and t kiss of a mother-in-law. America is big enough for both.

A major conflict between commercial resources and wilderne which the bill brings to a head is the conflict with timber. A here the special ORRRC study shows that the amount of timb standing in national forest wilderness, wild, and primitive areas equal to only 1 year's national production. The report notes th the allowable cut from national forests could be substantially creased from land already under management. The report not that no local community is presently dependent for its econom stability on timber in wilderness, wild, or primitive areas. T report notes that considerable expansion of the timber industry the West could come about through better management of lan already partly logged or allocated to logging. And finally the repo notes that land presently reserved in wilderness, wild, and primiti areas is of generally lower productivity and subsequent crops o timber would take much longer to grow—which means that on sustained-yield basis, this timber would be much less than a sing year's supply. The report concludes that timber values in reserve national forest wilderness are negligible from a national perspectiv All this is consistent with the conclusion reached 10 years ago i the President's Materials Policy Commission Report, Resources fo Freedom:

> Another long-range result of the widespread application of good forest man agement will be the possibility of confining harvesting operations pretty large to the more accessible lands, the better sites and the terrain that is easy log. This is so because, with intensive management of the more productiv lands, the Nation can grow all the timber it is likely to use without takin much from the poorest land or the land that is most difficult to operate. Th means a reversal of the spiral of increasing costs which has plagued the indus try as it has pushed the margin of available timber further and further bac into the mountains and into the regions which have been last to attrac development.

It might be pertinent at this point also to quote the remarks o Senator Wayne Morse, who said in the Congressional Record o March 1 this year that the timber industry of this Nation has system atically refused access across its land by the Government to 700 mil lion board feet of Federal timber. This is one-quarter again a much timber as in all national forest wilderness, wild, and primitiv areas. The private timber owners have been, in the Senator's words, "locking up more timber by their own policies than the wilderness bill could possibly lock up, * * *"

We are driving through our wilderness too fast. Some scouts, way out in front of us half a century ago, saw the brink ahead an the need for a sharp change in direction and speed. They put up some signs, like the National Park Act, which said "Go Slow, Sharp Turn." But we have hardly diminished the speed with which we rush through our inheritance.

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As recently as 1926, L. F. Kneipp, Assistant Chief of the U.S. Forest Service, prepared an inventory of wilderness in the national forests. His definition of wilderness was generous by today's standards: an area greater than 360 square miles without roads. He found 74 separate tracts with a total area of 55 million acres. In subsequent years, the Forest Service classified some of this land in primitive areas and later in wilderness and wild areas. A small portion of the acreage was transferred to the National Park Service. But by far the largest part was logged, mined, penetrated by roads, grazed, inundated by reservoirs, and so forth. In 1961, a comparable study by the Wildland Research Center of the University of California found the number of areas satisfying Kneipp's definition reduced from 74 to 19, the total acreage reduced from 55 to 17 million. And the size of individual areas was reduced also. The largest unit in Mr. Kneipp's inventory contained 7 million acres. The largest unit in the 1961 study contained 1.8 million.

That's hardly a generation's time. In it we spared essentially all the big national park wilderness, but we drove over or otherwise dismembered 38 million acres of big national forest wilderness. Our speed was slightly in excess of a million acres cut up per year. And we aren't slowing down for the turn. We are accelerating.

So in the story of our 300 years of America's conquest of its birthplace, most of the action is taking place in the last chapter, and we are still clearcutting a swath on the last page.

The friends of wilderness—the public at large—need this legislation. We in our time are losing a great deal because we have been slow to understand the real meaning of wilderness. The future will lose enormously unless we protect the future's rights today—one of those rights being the right to know wilderness.

We urge the wilderness bill even though it may make more difficult the dedication of new wilderness areas. Good things cost something and it is important that the Congress itself be involved in what happens to our most fragile natural resource and one of the scarcest—wilderness. As the hearing proceeds, we are listening hard. This is our children's last chance too. So much has been used in our short past; so little is left for the long future. Our ability to keep wilderness alive in our days will be the measure of what we have learned from the history of man's abuse of the land—and as our children appraise the history we are writing, no harm will come from our decision to be generous in saving their wilderness.

Mrs. PFOST. Thank you. Are there questions?

Mr. ASPINALL. Madam Chairman, I wish to welcome Mr. Brower before the committee and to also tell him I consider his statement to be a very fine statement as one of the supporters of this legislation.

How long have you been interested in wilderness areas, Mr. Brower?

Mr. BROWER. I have been interested in wilderness areas since 1930 when I first went into one.

Mr. ASPINALL. How old were you at that time?

Mr. BROWER. Now you are asking me to give my age away.

Mr. ASPINALL. All right. But you were a young man?

Mr. BROWER. I was 18 at the time.

Mr. ASPINALL. Since that time you have not only been visiting these wilderness areas yourself, but you have also been interested in seeing that other people get to visit the areas. Is that not right?

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Mr. BROWER. Yes.

Mr. ASPINALL. Has this been done as a profit or nonprofit operation?

Mr. BROWER. This has been done as a nonprofit operation.

Mr. ASPINALL. That is all. Thank you.

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. Mr. Brower, I want to commend you for your statement and tell you that I appreciate the interest that you and your organization have shown in this legislation.

Do you feel that the prohibitions with regard to mining that were placed in the bill on the Senate floor should be eliminated from consideration by this committee?

Mr. BROWER. Do I understand, Mr. Saylor, this is the provision providing for prospecting without damage to the wilderness itself?

Mr. SAYLOR. Yes.

Mr. BROWER. We like the way the bill went in in the first place better, but we realize that adjustments are made in these things, and that seems to us an equitable adjustment.

Mr. SAYLOR. I was interested in your quoting to us Senator Morse's statement. Have you seen anywhere in any publication any challenge of the correctness of the statement which Senator Morse made respecting the timber interests?

Mr. BROWER. I have not seen that yet, Mr. Saylor. I think there is probably an error, however, on page 6 where it says 700 million board feet, and that figure must be checked back. That does not sound like very much lumber. My statement should have said a 700-million-board-foot annual allowable cut; 55 billion board feet is "locked up."

A VOICE FROM THE AUDIENCE: Could the witness talk louder? We cannot hear him back here.

Mr. SAYLOR. I have no further questions.

Mrs. PFOST. The gentleman from Nevada.

Mr. BARING. No questions.

Mrs. PFOST. The gentleman from Alaska.

Mr. RIVERS. No questions.

Mrs. PFOST. The gentleman from California.

Mr. JOHNSON. No questions.

Mrs. PFOST. Mr. Brower, what is your opinion of the provision of the Senate bill, as passed, which allows grazing in the areas that have been established previously?

Mr. BROWER. We have alined ourselves with the views of Howard Zahniser and the Wilderness Society on this, and concur in that provision to protect existing rights or privileges.

Mrs. PFOST. What is your opinion regarding water conservation in these areas?

For instance, let me draw an illustration. Near the Selway-Bitterroot Primitive Area in Idaho the Army Engineers have recommended a dam for flood control purposes. This dam would flood several miles on the Selway and Lochsa Rivers inside the primitive area which is scheduled to be included in the wilderness area. Do you feel that before this area is actually taken into a wilderness that the area encompassing storage waters should provide for river regulation and necessary flood control be deleted from the primitive area; or do you feel that we must hold to the original boundaries and envelop these areas in the wilderness and fight that battle later on?

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Mr. BROWER. That is a difficult question, Mrs. Pfost. I have been quite interested in the water development problems in the whole Columbia Basin, and our detailed views on that have been published. I think that we would be willing to let this be considered in the normal reconsideration that is provided for in the equivalent language of S. 174 in the course of the reclassification of the primitive area, to wilderness.

Mrs. PFOST. In other words, you would not make a hard and fast rule. You are saying that if it is necessary to develop these projects for flood control and river regulation, or for water conservation, you would recognize that this may be a priority use, and therefore you would be willing to accept the decision then and not put up the type of a fuss we have had in some areas when water development became necessary?

Mr. BROWER. That is a difficult one, too, Mrs. Pfost. The question, as you put it, would probably define the word "necessary," and we might wish to argue a bit about that, but we would want to be reasonable.

Mrs. PFOST. I can understand there might be a different interpretation by people of the word "necessary." But some of these areas like Idaho and other Northwest States do find that there must be some development of these natural resources if we are to continue to grow and prosper. Also where flood control projects are involved, it is a matter in some instances of saving lives. Therefore, one project has been designated by the Army Engineers as a very necessary project from that standpoint. I did want your views on it. Thank you very much.

There is one other question I would like to ask and this is prompted also by your many years of experience. I recognize your dedication to your work and to the wildlife groups. I am wondering what your opinion is regarding these airfields that we have in various primitive and possible wilderness areas. I can speak of Idaho from personal experience. We have several airfields in the primitive area that will be encompassed in the wilderness later. Do you see any real objection to those remaining in where they are already established, Mr. Brower?

Mr. BROWER. Yes, I understand.

Mrs. PFOST. I am not speaking of new ones.

Mr. BROWER. We understand that, and we approve the accommodation of that kind of use that exists, as in S. 174, at this time.

Mrs. PFOST. If we find transmission lines need to cross the wilderness and it would save hundreds of miles of lines that would otherwise be required to go around the boundaries of the wilderness area, and the longer lines mean a greater loss of electricity, too, what are your views on this? I asked this question yesterday of Mr. Zahniser.

Mr. BROWER. Again our views are alined very closely with those of Howard Zahniser. We would not want it done, possibly, just because it was expedient. We would say, if it was essential, bearing in mind that you are losing something that is irreplaceable. If you can spend a little bit more money and find an alternate route, that possibly would be a better choice, a little more expenditure in order to keep what cannot be replaced.

Mrs. PFOST. I have one other question, and that is that the Forest Service gave us the mileage of roads in primitive areas within three

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of the States, Idaho, Colorado, and California. In Idaho there are 192 miles of roads that penetrate into the primitive areas; some of them, we will say, 28 or 30 miles deep, and another one possibly only 11 or 12 miles deep. There has been great debate out there, and I have discussed it with quite a few people in the wildlife and conservation groups, and having inquired of them what their opinion would be, or what their recommendation would be on these roads, whether we must, out at the edge of the primitive area encompass this in the wilderness, or would they be willing for the boundaries to drop back to the end of the road and meander around so that the established road that is being used at the present time may remain, in other words, just shrink the boundaries that much. What would be your recommendation, Mr. Brower?

Mr. BROWER. Inasmuch as the boundaries cannot unshrink once shrunk, we would rather have that kind of road encompassed within the boundaries as a nonconforming use to provide better protection of the roadside.

Mrs. PFOST. Then would you recommend that those roads be blocked at the edge of the primitive areas so that no traffic could be on them?

Mr. BROWER. Depending on the situation and the terrain, which we used to say in the army, we would hope that this eventually might happen, but we would not know now. It has happened successfully from time to time in our primitive areas in California.

Mrs. PFOST. I happen to be getting older all the time, and I am a little bit gray over my temples. My husband and I used to like to drive to the end of these short roads, and then we would hike with our cooking equipment and possibly a bedroll up to some lake and fish. And those were glorious days and nights spent around the lake. But, if I had to hike that 25 or even 10 extra miles from where the road now happens to be, on top of hiking in from the end of that road to the lake, I probably would not have either the time or the physical strength to hike into some of the areas that I should like to frequent.

So, I can see some real problems arising when you block a road off out at the boundary of an area like this. Many people who are either hunting or fishing have over the years established practices of driving in on the same road and then establishing a camp from there and going out.

Do you still feel that the road should be blocked out at the edge of the boundary?

Mr. BROWER. Time is doing the same thing to me, Mrs. Pfost, but it has not yet done it to my children, and I would like to have a few places that they can walk to.

Mrs. PFOST. Do you think, though, if they can ride in on the road and then hike from there in to the high country or in to the lakes, that that is any particular detriment? It gets them deeper into these primitive areas, and out where the road happens to be constructed, it is generally a rolling type of area, probably the timber is rather sparse in comparison to what it is in the deeper areas.

Mr. BROWER. I am lucky. My children can do it either way. If the road happens to have a chain across, which one in the High Sierra Primitive Area does, they are perfectly willing to walk and this is one of my happiest achievements.

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Mrs. PFOST. Even though the road is 27 miles deep, plus the 13 miles into the lake, you will elect to walk 40 miles rather than riding 27 and hiking 13? That is your decision, is it?

Mr. BROWER. If that is necessary to keep some adequate primitive area for the future. I am not saying that should be done tomorrow, but I am saying that is something we should look forward to on less than major, paved access roads.

Mrs. PFOST. One group in Idaho told me they were perfectly willing for us to meander the boundaries at the ends of the roads which penetrate the area. However, another one suggested that we bring the boundary around the road, go out to the end of the road and come back, and simply zag the edge of the boundary to accommodate the roads.

Do you think we can have roads in this area and simply draft by metes and bounds a description to exclude just the road from the primitive area? Do you think that is a practical way to do it?

Mr. BROWER. This is pushing me a little hard about country I do not really know. I can talk about the High Sierra Primitive Area because I have been there and know what has happened when roads are closed. I have not, unfortunately, been in your area yet. I hope to, and hope I have a chance to get there.

Mrs. PFOST. You do see what I mean?

Mr. BROWER. I do. It is a difficult question and I know that the people interested in wilderness have been of two minds on exactly whether you include or do not include a road, and it is a very hard one to solve. I would gladly try to write a little piece on that sometime and send it to you.

Mrs. PFOST. It is one of the things that is troubling the committee, and we will have to make a decision on it. There are roads in many of the primitive areas that have to be taken into consideration. We have the mileage for three States and the Secretary of Agriculture will furnish the mileage for other States having primitive areas.

(COMMITTEE NOTE.—See p. 1226.)

Now what do you think is a practical sized wilderness? What would you say would be a minimum size that should go into a wilderness area?

Mr. BROWER. I do not know that I would set a minimum below that which is encompassed in the bill now, the 5,000 for the wild areas and for the roadless parts within the national parks and from there on to as big a unit as you can get that has its integrity respected in the various zones. This can vary quite a bit. There is no fixed rule except an arbitary one that you may need for administrative purposes.

Mrs. PFOST. You would accept the measure as written, then, 5,000 acres?

Mr. BROWER. Yes.

Mrs. PFOST. Thank you very much.

Are there further questions of Mr. Brower?

We appreciate very much your cooperation, Mr. Brower.

Mr. BROWER. Thank you, Madam Chairman.

Mrs. PFOST. Our next witness is Mr. Ernest M. Dickerman, in behalf of the Smoky Mountains Hiking Club, Knoxville, Tenn., the Carolina Mountain Club, Asheville, N.C., and the Georgia Appalachian Trail Club, Atlanta, Ga.

You may proceed.

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STATEMENT OF ERNEST M. DICKERMAN, IN BEHALF OF THE SMOKY MOUNTAINS HIKING CLUB, KNOXVILLE, TENN., THE CAROLINA MOUNTAIN CLUB, ASHEVILLE, N.C., AND THE GEORGIA APPALACHIAN TRAIL CLUB, ATLANTA, GA.

Mr. DICKERMAN. Madam Chairman and members of the committee: My name is Ernest M. Dickerman of Knoxville, Tenn., and I am appearing on behalf of the Smoky Mountains Hiking Club of Knoxville, Tenn., the Carolina Mountain Club of Asheville, N.C., the Georgia Appalachian Trail Club of Atlanta, Ga., and the Tennessee Eastman Hiking Club of Kingsport, Tenn.

The current drive to establish under law a Federal policy of preserving wilderness as such has been going on continuously for some 6 years. Actually, certain Federal agencies have had in effect for many years active wilderness preservation policies.

The protection of wilderness by the Federal Government is thus no new idea nor even a new practice. Nearly everyone claims to be in favor of wilderness, yet the attempt to give these existing wilderness areas direct legal status as compared with simple administrative recognition has aroused prolonged argument.

The Smoky Mountains Hiking Club, Knoxville, Tenn., the Carolina Mountain Club, Asheville, N.C., the Georgia Appalachian Trail Club, Atlanta, Ga., and the Tennessee Eastman Hiking Club, Kingsport, Tenn., all located in the southern Appalachian Mountains region and having a combined paid membership of some 621 individuals, are heartily in favor of preserving as much as possible of the last bits of wilderness remaining in this country.

These groups have gone to the expense of sending representatives to testify at these hearings because we believe in the values of wilderness.

GREAT HERITAGE

Wilderness and the experience to be had in it are among the great heritages of our Nation. For years wilderness shaped our destiny and to an important degree forged the character of our people. Most of us alive today were told about and read of the American wilderness, of its greatness, its strength, and its beauty for many years before actually seeing any with our own eyes or before entering into it on foot or on horseback.

Little enough is left today. It is right and proper that we preserve for ourselves and for future generations whatever we can of the primeval wilderness that once was the common environment of our people.

SCIENTIFIC VALUES

The potential scientific values of wilderness have been touched upon only lightly in the course of the debate over how much and what wilderness shall be preserved under Federal law.

Yet it is entirely possible that the sort of scientific study which can be conducted only in wilderness—that is, only in an extensive land area where the forces of nature have operated continuously over hundreds and thousands of years without disturbance by the work of man—will yield knowledge concerning the laws of nature that will become one of the greatest values derived from wilderness.

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Thus, biological investigation will involve the study of fundamental ecological relationships, of biotic sequences, of the evolution of species, of the extent to, and the manner in which, plant and animal life recover from large-scale natural disasters as fire, glaciation, and extreme drought, and of the history and effect of microscopic organisms acting in the soil through endless, uninterrupted ages of time.

EDUCATIONAL PURPOSES

Man has progressed as he has gained understanding of the laws of nature—of how things grow, of what factors influence plant and animal life, of the sources of life and energy. In wilderness these studies can be carried on most reliably and effectively because of the continuous, unbroken record of nature which prevails there.

Only in wilderness areas can we find true norms for use in measuring our own influences on nature. Wilderness is the original home of mankind. Although early man is gone, his environment continues virtually unchanged today in wilderness. Here can be studied directly factors which historically shaped man's development.

To be able to carry on these studies and by the fruits of such studies to continue man's progress, the wilderness must be preserved. It will be preserved for the future only as we positively act to keep it.

A CONSERVATION INSTRUMENT

Wilderness serves importantly as a conservation instrument. A fundamental function of wilderness is to conserve water, through its natural process of storage and by slowing the rate of run-off. Well-forested land is essential to the effective performance of this function.

Wilderness serves as a habitat for a wide variety of wildlife. Indeed, for certain species, as the grizzly bear, only the extensive wild areas of wilderness are adequate. By virtue of the large size of wilderness areas it is possible for a normally balanced variety and population of wildlife to live—thus to be a part of human living and to contribute to the pleasure of man in various ways.

Wilderness provides uncluttered space, space where a man or woman can go and be free of the petty, confining restrictions of his normal life, space where a man can stretch, and space where the horizon is limited solely by one's own efforts rather than by the interferences of other men.

As a nation we are not in the position today of needing to destroy the nonrenewable, the irrestorable values of wilderness just to get at the minerals and timber which may be there. And, importantly, the preservation of wilderness today reserves to us a choice in the future: the choice of continuing to have wilderness.

RECREATION

Recreation looms large as an important reason for the preservation of wilderness.

Increasingly people are turning to the outdoors for recreation. At the same time land available for outdoor recreation is diminishing.

Our constantly spreading cities and towns are ever changing what

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was open country into residential subdivisions and industrial developments. Simultaneously the rapidly expanding population is increasing the density of recreational use of the open country areas still available.

In our own lifetimes as individuals we have all seen treasured spots where we used to fish and hunt and camp and hike changed into populated urban areas or taken over by super highways.

The accumulated effect of these pressures extends to the wilderness. Only as we deliberately set aside particular areas to be kept free of development will we succeed in preserving our wilderness for outdoor recreation.

Wilderness is the finest and scarcest type of outdoor country.

In wilderness the opportunities to enjoy nature are the best: whether to just look, to hunt, to camp, to roam, to make a pack trip by horse or afoot, to observe plant life or animal life, to get away from it all, or whatever the pleasure one seeks from nature.

The value of wilderness to human beings is both active and passive. The physical and esthetic benefits of wilderness are usually keener to those who actually enter the wilderness and come in direct contact with its beauty, its restfulness, its inspiration. Yet to the many who view it from without and see a great sweep of wilderness before them untouched by the hand of man there comes deep pleasure and gratification that such a place exists, that such beauty is in this world.

Likewise, for the men and women who have penetrated into the wilderness and have known its rewards firsthand but now are back in the cities making their daily living, there is the joy of knowing that the wilderness continues and the refreshing hope that they will return to it again.

OUTDOOR RECREATION COMMISSION

We call attention to the fact that the nonpartisan Outdoor Recreation Resources Review Commission has unequivocally endorsed wilderness as a vital recreation resource.

Referring to wilderness areas, the Commission's report states on page 86:

> They are the best remnant of primitive America, virtually unchanged by the hand of man. They have inspirational, esthetic, scientific, and cultural values of the highest order that must be preserved.

Discussing the management of primitive areas or class V areas—the Commission's terms for wilderness areas—the Commission in its report declares on page 113:

> Once an area has been placed in class V, it should be managed so as to preserve the primitive condition and the isolation that qualified it for inclusion. There should be no development of public roads, permanent habitations, or recreation facilities of any sort. Their avoidance is the keystone of management. Mechanized equipment of any kind should be allowed in the area only as needed to assure protection from fire, insects, and disease. Any economic use of the area, such as the grazing of livestock, that may exist at the time of its establishment should be discontinued as soon as practicable and equitable, and no further commercial utilization of the resources should be allowed.

The Outdoor Recreation Resources Review Commission flatly endorses Federal legislation to preserve wilderness.

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On pages 131–132 of its report the Commission recommends:

Congress should enact legislation providing for the establishment and management of certain primitive areas (class V) as wilderness areas!

For our part we are heartily in favor of the stand taken by the ORRRC on wilderness and strongly urge that Federal legislation be enacted accordingly.

MULTIPLE USE

Some opponents of wilderness preservation have sought to give the impression that wilderness use of land is single use, in contrast to the Forest Service multiple-use scheme.

Wilderness use is multiple use, as a review of the uses of wilderness will show.

We have discussed in this statement some of the ways which wilderness serves man: Conservation of water resources by natural processes; as a habitat for wildlife (which wildlife man uses for his own purposes); scientific study of basic ecological concepts (which can be successfully undertaken only on land where the progression of nature has not been interrupted by the activities of man); educational purposes; and recreation.

It is true that consuming uses, uses which would destroy the wilderness by altering its character, are excluded.

If such consuming uses as logging, mining, highway construction, and damming of rivers were to be permitted we would end up destroying the very wilderness we intended to preserve and use for its wilderness qualities.

While the consuming types of uses are not permissible in wilderness, the fact that several other uses—nonconforming types—can all be carried on simultaneously, plainly gives wilderness the designation of multiple use.

URGENCY OF LEGISLATION

We believe it is urgent for wilderness preservation legislation to be enacted now.

That remnants of wilderness have persisted in our country to date is no argument that they will continue to exist indefinitely in the absence of special legislative protection. During most of the history of this Nation the now remaining bits of wilderness remained largely untouched by man because they were severely isolated by geography and topography.

Developments in mechanical transport, improvements in the techniques of logging, mining, and construction, and the relentless pressure of expanding population have all combined in recent years to make these areas increasingly desirable for commercial exploitation.

The weight of these forces toward the invasion of wilderness will continue building up yearly.

The time to protect our wilderness, to set it out of bounds for uses which would consume it, is before these forces have seriously begun their inroads upon our remaining wilderness.

That the hour is already late is shown by the amount of commercial opposition aroused against giving the protection of law to wilderness.

The wilderness areas currently being considered for protection are all on Government land, land which belongs to all of the people.

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As a nation we have the choice today of preserving our last bits of a once far-flung wilderness by expressing that choice through the will of Congress. Let us exercise that choice affirmatively by enacting an effective wilderness preservation law at this session of the Congress.

COMMENTS ON S. 174

Referring to the text of S. 174, the Wilderness Act as passed by the Senate on September 6, 1961, and which is now before the House Subcommittee on Public Lands for consideration, we wish to make the following comments.

In our opinion the positive provisions of S. 174 defining and establishing a national wilderness system are excellent. These provisions are strong and clearly drawn and would provide for genuine wilderness, for the permanent preservation of great tracts of primitive country free from the works of man and in an unaltered natural condition.

Where the trouble with S. 174 arises is with respect to the exceptions to the preservation of wilderness which have been inserted into the bill. Certain of these provisions have the potential to significantly nullify the positive portions of the bill which create the wilderness system.

Specifically, these objectionable exceptions include the following sections of S. 174.

MINING, PROSPECTING, AND OTHER EXCEPTIONS

A. Section 6(c) (2) and (8). These sections would permit activities incompatible with the concept of wilderness as defined in S. 174 and would physically destroy anywhere within the general vicinity of their operations the very wilderness we are seeking to preserve by this legislation.

The activities which section 6(c)(2) would permit as exceptions include mining, well drilling, the building of dams and reservoirs, and other facilities needed in the public interest.

Please note that last exception: "* * * and other facilities needed in the public interest." Is there any form of manmade construction, including highways, which could not be erected within the wilderness under this sort of phrasing, qualified only by a Presidential authorization that it "will better serve the interests of the United States and the people thereof than will its denial"?

Section 6(c)(8) would permit prospecting and "completely subsurface use" in wilderness areas without any special authorization being required at all. Is prospecting to cover the setting up and operating of drilling rigs and the engaging in mining and excavating activities under the guise of pilot or test operations? And does subsurface use allow the removal of the trees and digging up of the ground surface in order to lay a pipeline beneath? To too many people these actions might not seem incompatible with the preservation of the wilderness environment—which is the only qualification required to permit these exceptions to wilderness preservation.

Mineral prospecting performed only with hand tools and scientific measuring instruments need not be destructive of the wilderness environment. Subsurface use in the form of a completely subter-

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ranean water diversion tunnel which commences outside the boundaries of a wilderness area and which terminates outside could be consistent with a policy of wilderness preservation. Let us be sure that any permitted prospecting and any subterranean use are restricted by clear standards which assure compatibility with wilderness.

In our view, both sections 6(c)(2) and (8) as written would provide for the carrying on of activities within wilderness which are entirely contrary to the objectives of wilderness preservation and therefore have no proper place in a wilderness preservation law.

If at any future date it appears essential that mining for some particular mineral, drilling for oil or gas, or building a particular dam and reservoir should take place within a designated wilderness area, the Congress would always have the right and power to pass legislation authorizing the specific needed activity at a particular location.

To write into the wilderness bill severe exceptions of the sort contained in section 6(c) (2) and (8) does not contribute to effective wilderness preservation.

Opposed as we are to the exceptions above discussed, may we say that if there must be one or two limited, specific exceptions provided for in the legislation, their exercise should be surrounded with adequate safeguards, including (1) public hearings before any such exception may be authorized; (2) Presidential authorization required for each exception granted; (3) a showing not merely that the exercise of such exception is in the public interest, but rather by a showing that the exercise of the exception is necessitated by a vital and present need for purposes of national defense; and (4) clear evidence that no effective alternative is available outside the wilderness system.

COMMERCIAL SERVICES

B. Section 6(c)(4) pertains to the performing of commercial services within the wilderness system. Limited commercial services such as the guiding of parties, providing horses and related packer's activities, and other similar personal assistance for hire are certainly in order.

The wording of this section, however, is loose; only the indefinite term "proper" sets any limit. We suggest that to the single sentence now composing this section there be appended the clause:

* * * subject to the specific prohibitions contained in section 6(b) and to compatibility with the definitions of wilderness in section 2(b).

FEDERAL POWER COMMISSION

C. Section 11. This section declares that the Federal Power Commission need give no recognition to the national wilderness system but can proceed to authorize the construction of dams, reservoirs, transmission lines, and related works anywhere within any wilderness just as if there were no Federal policy to preserve such wilderness in its unaltered natural state.

Either it is our intention as a nation to preserve certain portions of our last remaining wilderness or it is not.

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If it is, then there is no reason why any branch of our Government should have complete administrative freedom to violate that wilderness.

Section 11 should be stricken entirely.

PROCEDURE REGARDING PRIMITIVE AREAS

There is one other provision of S. 174 on which we wish to comment. It is not an exception, but concerns the procedure to be followed in establishing the wilderness system. Section 3(b)(1) prescribes the method for establishing the permanent wilderness status of any Forest Service primitive area. As now written, in the event that a Presidential recommendation to the Congress proposes the elimination of a primitive area, or portion thereof from the wilderness system, but the Congress, wishing to retain such primitive area or portion thereof, rejects the Presidential recommendation, the effective result could be that if no new recommendation were submitted to the Congress within 2 years such area would by default be removed from the wilderness system—despite Congress's expressed desire to the contrary.

To assure that the intention of Congress is not thus thwarted, this section needs to be revised.

One solution to this anomaly would be the removal in cases of congressional rejection of a Presidental recommendation for elimination of the 2-year maximum period for submission of a new recommendation and the retention within the wilderness system of such area until a new recommendation has been submitted.

ENACTMENT URGED

In conclusion, we reaffirm our advocacy of the enactment at this session of the Congress of an effective wilderness preservation bill.

We have cited herein national and individual values which we believe are gained by preserving wilderness and using it as such. These values are both utilitarian and esthetic. They contribute both to man's body and to his spirit.

In America we have pretty well solved the problem of supplying the material things of life. Yet we are inclined as a nation to be reluctant to provide for the spiritual needs of man.

Wilderness is one of those needs.

We still have some wilderness. Furthermore, it stands on land owned by all the people, on public land.

To conserve that wilderness all we need do is declare through the Congress by passing at this session a genuine wilderness bill, free of evasive exceptions, and so assure to ourselves and to our children the choice of knowing the joy of wilderness and of reaping the knowledge to be gained only in wilderness.

TENNESSEE–NORTH CAROLINA EXPERIENCE

Madam Chairman, if I may add, some people have suggested that there is no urgency about the passage of wilderness preservation legislation, and have suggested that we still have the wilderness and that because of its difficulty of access, the deepness of the mountain country, it may be, or for other reasons, that it will continue to exist without additional strong protection.

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I would like to cite our experience in Tennessee–North Carolina in connection with the formation of the Great Smoky Mountains National Park.

That park was created entirely from privately owned land by means of voluntary contribution, a large contribution by the Rockefellers, and by appropriations from the North Carolina and the Tennessee Legislatures. In that way the money was rounded up to buy back these lands, and then they were given to the Government. The Government took them over as a national park.

During the twenties when the Great Smoky Park was being created, people said, "Why spend your money trying to set that place aside? It is too wild and rugged, nothing will ever happen to it anyway. It has been logged, and everything else has been done all around it, but nobody has touched the major part of the Smoky Mountain area."

Even as this action was going on to create the park, the technical advances had occurred in logging techniques, and motorized transportation to make it possible to log the area in part of the Smoky Mountains. We are able to buy considerable areas that were virgin wilderness. Other areas it was impossible to acquire even under court action until after those regions had been logged.

In consequence, in spite of people saying, "Sure, it will always be there," at the very time the park was being created, the forces were at work which destroyed the wilderness the park was intended to preserve.

I would suggest the encroaching forces today on the wilderness are probably not identical with those which occurred in the Smokies, but I suggest they are very real and are at work, are increasing annually, and that unless we take the wilderness while it still exists and before those encroaching forces become irresistible, we will not get it. So that the time to take it is now.

Thank you for this opportunity to express our ardent support for a strong wilderness bill to insure the preservation of wilderness in America.

Mrs. PFOST. Thank you very much, Mr. Dickerman.

Are there questions of Mr. Dickerman?

Mr. SAYLOR. Madam Chairman?

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. Mr. Dickerman, as one who has been through the national park in your area, one who is cognizant of the problems that you faced when the land was being acquired, I appreciate your coming here and testifying as to the experience that occurred in the acquisition of the lands in creating the Great Smokies National Park.

Mr. DICKERMAN. Thank you, Mr. Saylor.

Mrs. PFOST. The gentleman from Alaska?

Mr. RIVERS. Madam Chairman, I want to compliment you, Mr. Dickerman, on a very able statement.

Mr. DICKERMAN. Thank you, sir.

Mr. RIVERS. I think one of the things this committee will consider is the question whether we should automatically include all primitive areas in wilderness with the passage of the bill, but subject to a review to determine whether any part should be excluded for a higher use, or whether this should remain in primitive acreage until such time as the review has been completed, and then decide what part of the primitive areas to put into wilderness.

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Could I have an expression from you as to that?

Mr. DICKERMAN. The way the present bill, which is one of severa under review by this committee, reads, it seems like a reasonabl proposition that the primitive areas should have further considera- tion and study before they are finally and permanently incorporated into the system. So that we do not find any real objection to that position with respect to the Forest Service primitive areas, which, I assume, are the particular ones you are referring to.

Mr. RIVERS. Yes, I am. Thank you. That is all, Madam Chairman.

Mrs. PFOST. Are there further questions of Mr. Dickerman?

Thank you, Mr. Dickerman. We appreciate your testimony.

Mr. DICKERMAN. Thank you, Madam Chairman.

Mrs. PFOST. Our next witness is Mrs. Pauline Dyer of Belmont, Mass.

You may proceed. We are very happy to have you with us.

STATEMENT OF MRS. PAULINE DYER, BELMONT, MASS.

Mrs. DYER. Thank you, Mrs. Pfost. I am delighted to be here.

Mrs. PFOST. We are proud to have a woman testify before this committee on this controversial legislation.

Mrs. DYER. Madam Chairman and gentlemen:

I am Mrs. Pauline Dyer, 114 Payson Road, Belmont, Mass., appearing before you today in my own behalf. It has been just about a year since we moved to the metropolitan Boston region for a short while, having lived in and known the West and Alaska during the 20 years before. I moved originally from the east coast to Alaska and then lived in the State of Washington for the balance of the time. I have found the contrast of great interest, especially with respect to enforcing my conviction that we need to retain wildlands forever wild; to retain them wherever they now exist and doubly so because of their paucity in our altered East.

Congressional authorization for perpetuating wilderness in the United States is essential as the only guarantee to leave any of this heritage for future Americans to know. In another 15 years we will be celebrating the 200th birthday of an independence resulting in a form of government that has become a paramount example of respect for the individual. During these years it has, of course, been necessary to use natural resources of soil, water, ore, and wood that were in seemingly unlimited abundance when the Pilgrim fathers arrived on the Atlantic coast and the Spaniards were discovering the bounty along the southwest coast of the Pacific. Two hundred years is a relatively short time in the annals of primeval land history. Yet, in the time since our forebears first arrived in quest of new lives in a different land we have managed to reduce by more than 95 percent the natural life forces with which the Indians had been living in harmony for thousands of years. Many of us today feel a sense of shame at man's audacity of moving in and taking over where nature, other homo sapiens, and the indigenous wildlife had been getting along quite well as partners. Today's descendants of the first European settlers try to atone to the Indian's descendants for their displacement by including them in the democratic concept of rights for individuals.

This generally innate considerateness of Americans for the individual and other peoples (as I heard Robert Frost conceive our national

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image a few weeks ago) should certainly be broad enough to allow considerateness for other forms of life; to consciously provide that some part of our Nation should be allowed to live as it had been doing for a millenium, where forests, grasses, and other plant life, here wildlife and birds unable to adapt to a man-oriented civilization have a right to be born, to grow old naturally, and in dying to give way to new generations of their varieties by nurturing the earth from which they were sustained.

I would like to think that we had enough left where this could occur. The United States no longer has even 10 percent of its area in unaltered primeval country. If it had it seems to me that, in the same manner as many people tithe 10 percent of their income to their churches to maintain this source of spiritual and social benefit, we as a Nation should have been able to tithe 10 percent of its wilderness lands as just compensation and appreciation for our utilization of the remainder.

We can't leave that much untouched; we don't have it. But under the Wilderness Act we can bequeath approximately 21 percent as a measure of our country's appreciation for the good life it has derived from using the balance. It is recognized that some of this small amount is not in absolute wilderness condition uninfluenced by man's activities and that when those developed portions now in that figure are eliminated from the final allocation to a wilderness preservation system under the act, it will be less than 21 percent. Of this, the some 7 million acres in primitive areas is subject to further reduction prior to final inclusion in the wilderness system. And, not considered here in the act are the 8 million acres of undesignated wilderness in the contiguous United States that report No. 3 on Wilderness and Recreation to the Outdoor Recreation Resources Review Commission found to exist and which is already subject to conversion into commodity products, nor does it include Alaskan wilderness lands outside the National Park System and wildlife refuges and ranges.

Should the generations succeeding us want to cut down the minute part of perpetual wilderness that could be incorporated in the wilderness system or should they find it desirable to add to their legally sanctioned wilderness inheritance some fraction of the above-mentioned unreserved 8 million acres or additional areas in Alaska and Hawaii, the act provides for careful review by the pertinent Government agency administering the area, by the President of the United States, and by the people through you in Congress where the final decision would be reached as to whether or not there should be more or less wilderness for America's tomorrow's.

Aside from an obligation I believe we have to allow some wild lands and their wildlife to exist unmolested by the human species, solely from a respect for other forms of life, primeval places benefit people in ways other than improving their material welfare and pocketbooks through conversion to board-feet or finished metals or pounds of beef.

Wilderness imparts to many of us an inner well being, greatest when we are actually in it and can marvel at the magnificence of what nature designs without our help. We find beauty in an original art, one often recorded on canvas and film for display on the walls of indoor art museums and homes. It would seem to be axiomatic that wilderness museums have a place in our society along with the buildings protecting their painted or filmed portrayals.

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But it does more. For many its impact is greatest when they are absorbing in peaceful solitude the voices of wind rustling the needles or leaves in a forest or whipping it during a storm, or listening to symphonies composed by rivers and creeks, birds or frogs, with the added possibility of a note from a bugling elk. These are the sounds of the wilderness' aliveness; these are the sounds that become stilled or drowned out when invading motors compete.

For many, contemplating the time when they can be in wilderness is important. They know it is there waiting. And, in any given period, whether the number of Americans who see wilderness' re-creativeness of themselves is 1 percent or 25 percent, 75 percent or one hundred percent, this is not the criterion on which such areas should be assured. There is a basic consideration in our Constitution for the rights of individuals; there is a thoughtfulness in our Bill of Rights guaranteeing them the pursuit of life, liberty, and happiness as well as freedom for religious choice. When it is asserted by opponents of a wilderness act that it is not necessary to maintain wilderness for the few the opponents like to think are interested in wilderness, it seems to me that a respect for the individual's right to pursue happiness in wilderness should be a prime reason for Congress to assure that this right is not impaired.

In wilderness some people find affirmed a belief that something greater than man or the solar system dominates this universe; others who are dubious about this often find their skepticism reversed. In the primeval places of our world they find their church; wilderness can truly be considered their religion. Doesn't Congress have an obligation to insure that freedom to find spiritual solace in wilderness? Only Congress can guarantee that such untrammeled retreats are not obliterated. Subsequent to preparing this I found in a perusal of the ORRRC Report No. 3 on Wilderness that their survey reveals aesthetic-religious experiences leading all other factors of an individual's need for and response to wilderness. Yet, repeatedly the opponents of guaranteeing wilderness through legislation decry the emotionalism of wilderness devotees; timbermen, miners, and other motivated by commodity and dollar-return utilization insist that such emotions should not receive consideration by you. But, emotions—the spirit, the mind, the heart—are the recipients of the benefits of such re-creation found in wilderness. Report No. 3, page 28, says that:

> Of the many experiences open to people, apparently the most highly valued are those rooted deeply in emotion. There are many opportunities for spiritual and esthetic experience in the landscape.

These are but a few of the reasons why wilderness has value beyond price tagging. Some other of its assets include ecological and scientific purposes, also beyond computation in dollars. Nevertheless, by being a source of knowledge for what nature does so well for adapting to areas where man has managed so badly, wilderness can contribute to turning more dollars on nonwilderness lands. That man has badly managed in the past is apparent, not only from the Forest Service's Timber Resources Review, but now in the ORRRC Report No. 3 on Wilderness the review's figures have been statistically compared with wilderness in revealing that all of the cutover and poorly stocked forest lands surpass in quantity what remains of the Nation's virgin lands. You can see this not only in the report but firsthand during travels around the country.

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I urge you to report favorably on the Wilderness Act, S. 174, to the House and recommend some changes to strengthen protection of the approximately 2 percent of remaining American wilderness. With reference to section 3 as it now stands, the Forest Service could refrain from making revised recommendations for any primitive area endorsed by the President but rejected by Congress until expiration of a given date, at which time these wilderness remnants would automatically be committed to the logging guillotine. In light of the ORRRC Report No. 3, the fragments of this scarce commodity of wilderness should have a better chance than ultimate commitment to nonwilderness status within 14 years should recommendations not become effective in that time from enactment of the wilderness preservation system. The ORRRC report stresses this scarce supply of wilderness and advocates a go-slow procedure in condemning it to irreversible decimation. Rather than provide in section 3 that any primitive area recommendations not acted on "shall cease to be a part of the wilderness system," this should provide that they "shall become a part of the wilderness system."

To briefly mention other areas for suggested improvement, section 11 should be deleted. Sufficient power to allow reservoirs and other water impoundment appurtenances lies with the President in section 6(c)(2) should he determine these are needed in the public interest. The blank check to the Federal Power Commission in section 11 would constitute a gross injustice to this minority of land and those who seek wilderness' special intangible rewards.

I regard section 6(c)(3) permitting prospecting for water as well as ore to be incompatible with wilderness' qualities and another blank check. This is already adequately taken care of if essential to the Nation's best interest by authorization of the President (sec. 6(c)(2)(A)).

As a former, 7-year resident of Alaska (during Senator Gruening's administration as Governor), I see no place for section 9, Land Use Commissions, in this Wilderness Act and suggest its consideration should be in a separate bill studied on its own merits.

Again, I do urge you of the Public Lands Subcommittee to recommend the legalization of remnants of our original United States of America's land inheritance for an expected long life under our democracy, one where all can find opportunities to pursue their particular needs for happiness in their lives.

Thank you.

Mrs. PROST. Thank you very much, Mrs. Dyer.

Are there questions?

The gentleman from Alaska.

Mr. RIVERS. Am I correct in assuming, Mrs. Dyer, you had a rewarding experience in Alaska?

Mrs. DYER. That is where I discovered that one could have a very rewarding experience. I had not known, having been raised on the East coast, that there is any country that had not been subjected. I had never thought about it until I got there, and I hope Alaska can hang on to some of it.

Yes, I had a very deep experience in Alaska that has been the basis of my whole life since.

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Mr. RIVERS. I am glad such a fine interest was implanted while you were up there. I have grown up in that country and appreciate it also. And I am giving very careful consideration to this bill. I think there should be some sort of a statutory sanction of existing wilderness areas, but I am not committed as to just what slight amendatory changes might be made.

That is all, Madam Chairman.

Mrs. PROST. Are there further questions of Mrs. Dyer?

Thank you very much for a very constructive statement.

Mrs. DYER. Thank you.

Mrs. PROST. Our next witness is Thomas L. Kimball, executive director, National Wildlife Federation.

You may proceed, Mr. Kimball.

STATEMENT OF THOMAS L. KIMBALL, EXECUTIVE DIRECTOR, NATIONAL WILDLIFE FEDERATION, WASHINGTON, D.C.

Mr. KIMBALL. Madam Chairman, and members of the committee, I represent the National Wildlife Federation, a private organization dedicated to the attainment of conservation goals through educational means. All States and the District of Columbia are represented among the 51 independent affiliates of the National Wildlife Federation. These affiliates are constituted of local groups and individuals who, together with other supporters of the National Wildlife Federation, number an estimated 2 million persons.

The National Wildlife Federation long has endorsed the principle of wilderness preservation. In March of this year, during the annual convention held in Denver, Colo., our organization reaffirmed this position by adoption of the following policy:

"The National Wildlife Federation believes the public interest is such that significant portions of suitable Federal lands should be preserved and maintained as inviolate wilderness. Areas so designated and set aside should be given the full protection of law which cannot be changed by decisions solely within the executive branch of government."

In short, Madam Chairman, we believe S. 174 has undergone the necessary refinement and now merits the approval of the Congress.

The National Wildlife Federation has endorsed in principle the multiple use concept of land management for national forests. This concept is not inconsistent with wilderness preservation. It is readily apparent that some individual areas, or portions of them, are not suited for all types of purposes. Determination of the optimum, or best, use of some particular areas must be made and we are convinced that the optimum use of appropriate areas of unique scenic, esthetic, scientific, and educational value is as wilderness. Lands preserved as wilderness, of course, admirably protect watersheds and the important production of water in addition to serving functions to provide recreation and esthetic enjoyment.

Madam, Chairman, natural living areas for endangered and depleted wildlife populations are provided by many of the areas designated for inclusion in the wilderness preservation system. Among the larger forms of wildlife which benefit from wilderness environments are the grizzly bear, big horn sheep, mountain goat, and whooping

crane. As one outstanding example of an endangered species which is restricted to wild and undeveloped areas, the grizzly bear today may be found in the United States only within wilderness portions of national forests and parks. Given protection under provisions of S. 174, these and other wilderness lands would serve as refuges or havens for depleted populations of wildlife, particularly those types which cannot coexist with humans.

Important recreational uses, including hunting and fishing, of national forests are consistent with multiple use provisions of S. 174. We believe this does not impair the present jurisdictional pattern for management of fish and game resources by State wildlife agencies, which historically have been charged with these responsibilities on national forests. State agencies, in other words, would continue to establish regulations for the management and protection of resident species of fish and wildlife on wilderness portions of national forests.

We do not believe the establishment of wilderness areas seriously handicaps wildlife management. Many wilderness areas of the West, for example, are located at higher altitudes from which big game animals are driven each fall by weather conditions before hunting seasons are opened. It is true that production and harvest of wildlife might be increased somewhat by forest cutting and the establishment of access roads, but we do not believe these advantages should be created at the expense of wilderness because of the relatively small percentage of public land area classed as wilderness.

As before, the Fish and Wildlife Service would continue to manage national wildlife refuges and ranges for their present purposes and incorporation into the wilderness system should have no appreciable effect. Similarly, the Park Service would continue to manage national parks essentially as wildlife sanctuaries, meeting those recreational needs which they have satisfied historically.

Sportsmen and members of the public who are outdoorminded have special interests in wilderness areas to be given protection under S. 174. New interstate highways bring these areas nearer to more and more people each year. We believe an important segment of the public wants these lands preserved as wilderness for their use and enjoyment and for future generations. We believe there also is great value in having untouched areas available for scientific study and educational work.

It has been suggested by some that Congress specifically approve each area to be classed as wilderness. I am sure the committee is aware that the lands within the wilderness system as proposed in S. 174 are now federally owned and administered by the Secretaries of Agriculture and Interior under congressional mandate. Presently designated wilderness areas in the national forests can be completely eliminated by a stroke of the Secretary of Agriculture's pen.

Madam Chairman, the National Wildlife Federation believes wilderness areas always have been an important part of the American scene, a valued portion of the national heritage. The longer action is delayed the more difficult wilderness preservation becomes. As our population increases the more intense the competition will become for the many and varied uses of public lands. The comparatively few areas still remaining are worth preserving. This can be accomplished best through orderly procedures, including congressional review. We,

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therefore, hope the subcommittee can give early favorable consideration to S. 174 in order that it may be an accomplishment of the 87th Congress.

Thank you for the invitation and oportunity of expressing these views.

Mrs. PFOST. Thank you very much, Mr. Kimball.

Mr. Kimball, you mentioned in your statement that the National Wildlife Federation has endorsed in principle the multiple-use concept of land management for national forests and that this concept is not inconsistent, you say, with wilderness preservation.

In my State of Idaho, there are several inholdings or privately owned lands within forest areas, including primitive areas. There are people who, in some instances, have homesteaded, and the descendants are living on the property today. Others, of course, have purchased lands that were homesteaded in early days. If this committee sees fit to allow these people who have these homes and acreages, within the boundaries of what is now the primitive area which may later be the wilderness area—what is your opinion of our allowing those people to retain title to these lands?

Mr. KIMBALL. Madam Chairman, if we are to have a wilderness system, and that means a roadless system, it would be mighty difficult to grant that privilege without provisions also being made to have access to those private inholdings within the area, which would mean roads, which again, in essence, would mean destroying a part of the wilderness area. At least, in my opinion.

Mrs. PFOST. At the present time none of these lands that I speak of have roads into them. They use small planes or helicopters for bringing in the heavier materials and have airfields that serve them, or they come over the trails. In the early days they used the trails with pack strings to carry in whatever type of equipment or furniture was necessary for their homes and their little farms. This remains the same today. I do not know of any of them that have roads into them.

Therefore, roads would not be an ultimate necessity. In fact, it would be pretty expensive, and I would not think they could afford to build roads into them.

Mr. KIMBALL. I am wondering, Madam Chairman, though, if there are private holdings within the area, whether or not access could not be requested and whether or not it would have to be granted in the event they would want to build a road.

Mrs. PFOST. I should think that, again, if this legislation as finally passed precludes the building of roads, they would have to come back to the Congress in order to build roads. So you would have that protection.

Mr. KIMBALL. It is extremely difficult to have any set rule. I feel that the bill provides, particularly in the primitive areas, in this review by the Forest Service of possible other uses and exclusions—that this might be considered in that light. And in the wisdom of the Forest Service, if this is desirable, then they could be excluded and not included in the wilderness system.

Mrs. PFOST. In other words, then, you would leave it up to the review?

Mr. KIMBALL. Yes.

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Mrs. PFOST. Rather than making a hard and fast statement at this time upon it?

Mr. KIMBALL. Yes.

Mrs. PFOST. Were you here to hear the questions I propounded to Mr. Brower regarding the roads that penetrate in what are now the primitive areas?

Mr. KIMBALL. Yes, ma'am.

Mrs. PFOST. What is your opinion of what would be the better procedure to handle these roads?

Mr. KIMBALL. Again, Madam Chairman, I assume that most of these roads, if they are existing, are in the primitive areas.

Mrs. PFOST. Yes.

Mr. KIMBALL. And the bill again provides for this review. And without again setting any hard-and-fast rule, it would be my opinion that, if in the wisdom of the Forest Service the roads should remain, that they should be excluded from the wilderness system rather than included in it with a road. I think one of the principal reasons for creating the wilderness system is to make it a roadless area. I think we would set a very undesirable precedent if it was left within the wilderness system.

Mrs. PFOST. Let me pose a possible solution. Again I will use a familiar area—Idaho—where we have a little over 3 million acres in primitive areas. If all of these areas were to be reclassified as "wilderness" how would you feel about meandering the boundary lines to eliminate roads and thereby reduce the areas by maybe 300,000 acres of land?

Mr. KIMBALL. Not being intimately familiar with all of the wilderness or primitive areas in Idaho, it would be very difficult for me to say. But again, I have the utmost confidence in the provision in the bill that makes these areas subject to review, and I am confident that when they are reviewed that what is actually in the public interest will be decided upon, and those areas which should not be included, I assume the Forest Service will recommend that they not be.

Mrs. PFOST. You would not object, then, if under review it was found it was probably the better course of action to meander the boundary lines to exclude the roads from the area?

Mr. KIMBALL. Under the provisions of S. 174, if that is decided upon, I would have no objection.

Mrs. PFOST. Thank you very much.

Are there further questions?

Mr. RIVERS. Madam Chairman?

Mrs. PFOST. The gentleman from Alaska.

Mr. RIVERS. I will ask Mr. Kimball, do you think this review of the primitive areas should occur after they have been put into the wilderness, the review for the purpose of defining what should be excluded, or should the review occur before you decide how much to add to the wilderness?

Mr. KIMBALL. Being for the wilderness proposal, we favor the provisions of S. 174 which would include them subject to the review and then exclude any areas that were not compatible, rather than the reverse.

Mr. RIVERS. That is all, Madam Chairman. Thank you.

Mrs. PFOST. Are there further questions?

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Mr. DOMINICK. Madam Chairman?

Mrs. PFOST. The gentleman from Colorado.

Mr. DOMINICK. I am sorry I was late, Mr. Kimball. I want to take this opportunity to welcome you before the committee. Mr. Kimball served very long and very diligently in Colorado for a number of years, and we appreciate all of the work he did.

I did not hear whether you were asked this question before, but I have been exploring the possibility in the feeling of the proponents of the wilderness bill, which feeling I share, I want to say, as to whether or not it would be more feasible or as feasible to exclude the primitive areas in the wilderness system as the bill is passed, and bring them in after further study and classification of area by area as they prove out to be areas which should have been included.

What is your feeling on this?

Mr. KIMBALL. Mr. Dominick, I would prefer to leave them in as in the present provisions of S. 174.

Mr. DOMINICK. I realize that, but I want to know how you think it would affect the bill, if any way.

Mr. KIMBALL. Well, I feel that the primitive areas form pretty much the heart of the wilderness system.

Mr. DOMINICK. Why do you say that?

Mr. KIMBALL. Take Colorado, for example. A number of the primitive areas which are not yet designated as wilderness I think should be, at least the major portion of them, in the wilderness system. To require individual acts to place them in I think would be extremely more difficult, that is, to incorporate them into a wilderness system, than to put them in and to take out those areas which are not compatible with the wilderness proposal.

Mr. DOMINICK. If you took a period of a year and examined these areas, say, in Colorado as an example, and then at the end of a year came in and said—

> Areas A, B, C, D, and E, we think should be classified as wilderness and put within the wilderness system. But the other portions of the area which we have examined have substantial amounts of mining claims, or they are subject to very strong potential use for timbering, something of this kind.

Would you see any objection to that really?

Mr. KIMBALL. Possibly not any objection, but I think it is a matter of preference, and, again, being a wilderness supporter, I would prefer to have it and take those incompatible areas out.

Mr. DOMINICK. Just to be specific, in the White National Forest——

Mr. KIMBALL. White River.

Mr. DOMINICK. The White River area. You remember very clearly, I am sure, the spruce beetle trouble we had in that area. And a number of firms were contacted, I gather, with the idea of both commercial advantage and also for purposes of preservation of the area in preventing the spread of this blight any further, to see if they could not go in and put a pulp mill in and use a part of this dead spruce. A part of that area, as I understand this, would be within this system. It seems to me that maybe part of that area ought to be excluded. Would we not do better by looking at it first rather than putting it in and then taking it out so that nothing could be done with it until it was taken out?

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Mr. KIMBALL. It is a very good case in point. As I recall, there is about 4 billion board feet of spruce timber that is beetle-killed in that area and probably should be removed. This is one of the areas which, of course, in the review would have to be very closely looked at from that standpoint. But again I see no problem in reviewing it under the provisions of S. 174 and attempting to arrive at some satisfactory conclusion as to what is in the public interest in that area. I am sure the Forest Service, for example, who has the responsibility for the Department of Agriculture of reviewing these under the provisions of the bill, would most certainly consider that aspect of it.

Mr. DOMINICK. Let me ask you one specific question on this point. What harm would there be in doing it the other way?

Mr. KIMBALL. In order to harvest the timber, that entire Flat Top area would have to be crisscrossed with roads.

Mr. DOMINICK. It pretty much is now.

Mr. KIMBALL. Well, not official roads. People have been using them illegally, but they have been able to get in there. But to harvest the timber would call for improved roads and many more than are currently there. Of course, once that has happened, I think the value for wilderness would no longer be there.

Mr. DOMINICK. Maybe you misunderstood my question. What specific harm would there be in leaving the primitive areas out, with a provision that upon classification and recommendation, the Secretary of the Interior would come in and say, "The ones we have now reviewed should be included," and ask for an act of Congress to include them?

Mr. KIMBALL. Only the time-consuming difficulties of getting them back in. If Congress were required to act on it, why, that certainly would be more time-consuming than leaving them in the bill now and taking out those portions.

Mr. ASPINALL. Will my colleague yield?

Mr. DOMINICK. Yes.

Mr. ASPINALL. What if we would place in the legislation that all of those areas now designated as wilderness, wild, canoe, what have you, would remain in the present status until final determination by Congress? Then what?

Mr. KIMBALL. Again, Mr. Aspinall, I think it would delay decisions on it for a considerable length of time, and it is my feeling that the longer time that it takes to arrive at these conclusions, the less chance there will be to have these areas included in the wilderness, because the competition on land use is becoming much more keen as time goes by and much more demanding on our resources and so on, which would make it, I think, quite important that we attempt to resolve these problems as quickly as we can and include in the wilderness system those areas that are desirable.

Mr. ASPINALL. Thank you, Mr. Dominick.

Mr. SAYLOR. Will the gentleman yield to me?

Mr. DOMINICK. I will be glad to yield.

Mr. SAYLOR. I just wonder whether or not the people who are proposing this to you, Mr. Kimball, would be willing to put a provision in the act that no gold mining claims could be filed or no timbering rights acquired, so that they would actually be frozen, so the things which we are afraid of would not happen. Would this change your position?

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Mr. KIMBALL. It would certainly improve it.

Mr. SAYLOR. Of course, the thing that you are afraid of is what has happened in the past, that when people have seen that there is an opportunity for setting an area aside, they have gone in and overrun the place with claims, and attempted to move in with commercial operations and this is what you want to prevent.

Mr. KIMBALL. Well, at least, if it was not included in the wilderness and there was an indication that it might be at some future date, this would focus the attention of all user interests onto this particular piece of land, and there would be a definite action on their part to try to determine whether there was any user interests available.

Mr. DOMINICK. Mr. Kimball, do you know of any specific area where this type of approach as outlined by Mr. Saylor has occurred. Where, because of the fact that an area might be considered as primitive or might be classified from primitive into wilderness, that a whole group of people have come in and clamored immediately to do something?

Mr. KIMBALL. No, I do not.

Mr. DOMINICK. That is all, Madam Chairman.

Mrs. PFOST. Are there further questions?

Mr. RIVERS. Madam Chairman?

Mrs. PFOST. The Chair recognizes the gentleman from Alaska.

Mr. RIVERS. I wish to direct the question to the gentleman from Pennsylvania. Are not the uses available under the primitive classification extremely limited? So what kind of a rush could there be?

Mr. SAYLOR. One of the things I think we are forgetting is that the first one of these areas that was designated was the primitive area. And the Secretary set aside the best in the primitive areas. Now, starting out with the 1929 regulation these areas that were best adapted for preservation were the ones chosen first, and I think this is one of the things that is in the background of the reason that the Secretaries of both Agriculture and Interior are anxious to have these areas included in the wilderness classification, and then, if they are not now suitable, to be taken out.

Mr. RIVERS. That does not answer my question.

Mr. SAYLOR. I will attempt to.

Mr. RIVERS. All right. I asked what uses are available in these primitive areas where this great land rush could occur that might cause the trouble you speak about?

Mr. SAYLOR. The uses that are possible, of course, are mining, timbering, grazing.

Mr. RIVERS. In the primitive areas?

Mr. SAYLOR. In the primitive areas.

Mr. RIVER. You mean legally it is possible, but practically, impossible.

Mr. SAYLOR. It is legally possible.

Mr. RIVERS. Thank you, Mr. Saylor.

Mrs. PFOST. Are there further questions of Mr. Kimball?

Thank you very much, Mr. Kimball.

Mr. KIMBALL. Thank you.

Mrs. PFOST. The next witness is John C. Davies, publications editor, Defenders of Wildlife, Inc.

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STATEMENT OF JOHN C. DAVIES, PUBLICATIONS EDITOR, DEFENDERS OF WILDLIFE

Mr. DAVIES. Madame Chairman, at the outset, let me say that Defenders of Wildlife, a national organization dedicated to the preservation of wild animal life in the United States, is in favor of this legislation and urges its support and passage.

This Congress—the 87th—has a great opportunity to draw a final line around the American wilderness, or what's left of it. It has a great opportunity to write into law the protection of our remaining natural beauty and wildlife, saving it from further encroachment from both commercial and amateur interests.

Volumes of testimony have been written and given for passage of this measure. Nothing has been left unsaid. For us to repeat these many valid arguments would only contribute to unneeded repetitious testimony.

It is enough, we think, for our several thousand members to go on record as favoring an early passage of S. 174.

Thank you.

Mrs. PROST. Our next witness is Mr. Sigurd F. Olson, Ely, Minn., for President's Quetico-Superior Committee.

Mr. Olson, you may proceed.

STATEMENT OF SIGURD F. OLSON, ELY, MINN., FOR PRESIDENT'S QUETICO-SUPERIOR COMMITTEE

Mr. OLSON. Madam Chairman, and members of the committee:

My name is Sigurd F. Olson. My home is in Ely, Minn., where I have lived for some 40 years. This is in the heart of the Superior National Forest.

I am a biologist by profession, or an ecologist, whichever you will. I am also a writer and conservationist.

My major work during my adult years has been the preservation and interpretation of wilderness regions all over the continent. I have done this by exploring these regions on foot, with a horse, and by canoe. I am primarily a canoe man.

I have written books about wilderness, most having to do with the Quetico-Superior country where I live, but also with all of the Canadian Shield country of Northwest Territory running from the Canadian border up to the Arctic coast, the Yukon and Alaska. I have written many articles about other regions.

My work has been largely to build up public appreciation and to help preserve these areas.

Because of my interest and what little knowledge I have gathered, I am privileged to serve the public in a number of capacities. I am consultant on wilderness to the Izaak Walton League of America, consultant to the Secretary of the Interior, to the Director of the National Park Service. I am a member of the Wilderness Society Council. Since 1934, I have been a consultant to the President's Quetico-Superior Committee which deals with the international border country where I live, in Minnesota and Ontario.

I want to enumerate briefly some of the things this Committee has done and accomplished over the years, the nature of the Committee,

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and how it applies itself to this whole general problem of wilderness preservation.

The Committee was appointed by President Roosevelt in 1934. It has been reappointed by four different administrations. It is nonpartisan in character. It has worked with Government agencies ever since its inception. Its major goal has been to preserve the wilderness character of the boundary waters canoe area, which is a third of the Superior National Forest, better than a million acres, and develop sound policies of resource administration in cooperation with Canada, which has another million-acre preserve on the other side of the border, the two of them making an international wilderness canoe region of better than 2 million acres, buffered by considerable semiwilderness regions around them.

Enumerating very briefly what has happened in 40 years since the establishment of the Superior National Forest and Quetico Provincial Park, in the early 1920's roads were stopped by order of the Secretary of Agriculture.

In 1925 a great attempt was made to build a series of dams along the border which would have raised the water levels of that beautiful lake country some 80 feet, flooding beaches, islands, portages, shorelines.

The International Joint Commission took that problem, worked on it for 9 years. In 1934 they rendered a decision that this country was predominantly of importance because of its recreational value and its beauty, and advised both Governments, Canada and the United States, to preserve this country as a wilderness forever.

In 1931 the Shipstead-Knowland bill was passed, which was mentioned yesterday by a previous speaker which protected the shorelines and protected further raising of water levels anywhere in a huge area surrounding the wilderness.

In 1949 President Truman issued an Executive order, and for the first time in the history of the world there was created an air space reservation over this area for the protection of wilderness values. To my knowledge, there is no other air space any place in the world of that type.

In the last 10 or 15 years, the Government has embarked upon an acquisition program to buy up the last of the private ownings in this area. It is close to completion. There are now 98 percent of the lands within Government ownership of various kinds, and it looks as though it will be finished within a very few years.

From this recitation of accomplishments you can say to yourself, and rightly, why does the President's Committee, which has cooperated closely with its counterpart in Canada—and I might mention that Canada has invoked the same regulations on its side of the border, so it becomes an international wilderness in a sense—why is the President's Committee interested in the wilderness bill when so many fine regulations have been developed over 40 years?

The answer is this: In spite of the fine regulations, in spite of the splendid administrative practices that have been invoked to protect this area, we still feel that we need the stability and recognition of Congress, a mandate from Congress which says, "The wilderness is sacred, it must be protected for all of the people for all time."

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Why do we feel that we need it now? We feel we need it now because of the urgency of the present situation. As the bill states in its preamble, with our increasing population and our industrial expansion, inevitably all parts of America will be occupied or used unless they have specific designations as wilderness or for some other purpose.

I think time is running out. I have said time and again in writing and in speeches that we have no more than 10 years to acquire what recreational land we need now. Ten years may be too late. We must give protection to the wilderness now if we are going to save it at all.

The question was asked yesterday: Why should not economics, timber, and minerals, play an important part? That is a valid question. Those things have been considered here, and they have been rightfully relegated to their proper place. But in the last analysis in this area the wilderness values have been the overriding consideration, and I believe now that we have not time to go through with 40 years of trial and error.

Time is running out. It is a matter of urgency. We must act now if we are going to save this wilderness for the American people and give the people the kind of recreational resources that they deserve.

Thank you.

(Mr. Olson's prepared statement follows:)

STATEMENT OF SIGURD F. OLSON, OF ELY, MINN.

My name is Sigurd F. Olson, my home is in Ely, Minn. A biologist and writer by profession, I have spent most of my life interpreting wilderness through books, articles, and lectures in an attempt to develop public appreciation of its values and to preserve it. I have lived in wilderness regions all over the continent, particularly the region of my home—the Quetico-Superior extending from northern Minnesota's Superior National Forest into and beyond Quetico Provincial Park of Ontario. I have also explored by canoe a great deal of the vast area extending from the international border as far as the Arctic coast.

Because of my interests, studies, and writings, I am privileged to serve in a consulting capacity to various organizations interested in the preservation of wilderness; namely, the Izaak Walton League of America, the Wilderness Society, the Department of the Interior, and the President's Quetico-Superior Committee. For 5 years I served as president of the National Parks Association. However, inasmuch as most of the organizations mentioned have adequate representation here, I wish to represent only the President's Quetico-Superior Committee at this time.

This Committee established by Executive order in 1934 has been reappointed by each succeeding administration. It has worked steadily toward a goal of sound resource management in cooperation with Canada and has as it major premise the preservation of the wilderness character of the lake and river country lying across the international border. This region has been the subject of much controversy over the years and has been a proving ground for many wilderness regulations now in effect in other forest areas. Numerous laws, administrative regulations, and Executive orders have come into effect since the establishment of the Superior National Forest in 1901. They are all significant because they have contributed to wilderness protection.

Permanent roads were ruled out of the wilderness, water levels maintained, an airspace reservation created, shoreline cutting and logging prohibited on both State and Federal lands, moneys appropriated by Congress for the purpose of Federal acquisition of private lands. So well has the acquisition program one that should this Congress make a final appropriation under the authorization of last year, it should be completed.

It would seem from all this progress in one area that enough protection had been accorded so there would be no need for a wilderness bill. However this is not true. The inclusion of this long-fought-over area in a national wilderness preservation system is absolutely necessary in order that it can have stability

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and permanence. While good regulations are in effect, there is no guarantee that future administrations subjected to the enormous and growing pressure of population, industrial expansion, and recreational use will be able to protect the wilderness. The successful passage of this bill in the form of S. 174 means above all else recognition by the Congress of the United States that wilderness is a governmental purpose. Only with that assurance can the threats of the future be met successfully.

What applies to the Quetico-Superior Area applies to all areas of wilderness in the United States. No matter what protective devices have been set up for any area, without an orderly program for the management and creation of additional areas in the future, with the safeguards set up as only Congress can do will there be any guarantee for the future. Without a congressional mandate and recognition the cause of wilderness preservation in the United States is lost.

In my early days, I was fortunate in being a guide to wilderness canoe parties in the Quetico-Superior country. In that capacity I traveled many thousands of miles by canoe and came to know how people felt about wild country. Since then I have lived in wilderness all over the continent and each year spend considerable time on expeditions of various kinds exploring new areas. I now look at wilderness as a necessity to the people of America, an opportunity to find something that normal urban living lacks. I have also come to the conclusion that while expeditions may be the ideal way to experience wilderness, there are many millions who get their experience from overlooks in national parks and forests or from their automobiles and that even though affording merely a glimpse, this nevertheless fulfills a hunger and need and is as genuine as the other. Wilderness and the primeval are the magnet that draws millions to our superlative reservations. While people may think they come for the scenery or to view outstanding natural phenomena, in the last analysis, it is contact with the primeval they want. Without its presence the significance of these areas is gone. It is wilderness that gives these areas character and quality.

When the historian Trevelyan said, "We are children of the earth and removed from her our spirits wither," he spoke the truth. People need to renew their ancient ties with the earth. How they do it is up to the individual but without the opportunity, life would be different indeed. Wild country, the unchanged scene of wilderness, is a spiritual necessity to the people of America and, as time goes on, becomes increasingly so.

I feel that the passage of the wilderness bill is one of the most important pieces of conservation legislation Congress has ever considered, for inherent in it is a basic decision whether or not we recognize certain intangible and cultural values or devote ourselves entirely to a materialistic philosophy. We must provide opportunities for our people today and in the future to return to the simplicities and beauties of unchanged nature if they are to retain their perspective in a swiftly changing world becoming more and more removed from the out of doors. The passage of the wilderness bill will give us this guarantee.

Mrs. PFOST. Thank you very much, Mr. Olson. It is always a pleasure for this committee to have the advantage of your knowledge and your fine testimony, and, as usual, you gave us a very excellent presentation. Our appreciation is extended to you.

Are there questions of Mr. Olson?

Mr. ASPINALL. Madam Chairman, I have no questions. It is a good statement, and I just wish the record to show, and those who are here in the room to know, that Secretary Udall has on May 2, 1962, appointed Mr. Olson as consultant to the Secretary and the Director of the National Park Service in the major problems in the field of wilderness.

Congratulations.

Mr. OLSON. Thank you.

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. Mr. Olson, it is a pleasure to welcome you before the committee. It is one of the great joys of my life to have met you and to have known you and to have had the benefit of your counsel over the years.

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I want to say, as an adviser to the Outdoor Recreation Resources Review Commission, you contributed immeasurably to the work of that Commission. I think that many people do not realize how you went out of your way to make sure that not only the members of the Commission, but the other members of the Advisory Council knew of all of the problems that had been presented, not only in the Quetico-Superior area, but in the other wilderness areas.

I certainly hope that we will be able to get a bill out of this committee which will meet with your approval and will give you the kind of backing that you have requested.

Mr. OLSON. It is very encouraging, John, very encouraging.

Mrs. PFOST. Are there further questions?

Mr. LANGEN. Madam Chairman?

Mrs. PFOST. The gentleman from Minnesota.

Mr. LANGEN. I have no questions.

Permit me only to express a personal gratitude and pleasure at having Mr. Olson before us this morning. As fellow Minnesotans I think we share a concern in the conservation problems that confront Minnesota. Mr. Olson has been prominent in this field; his dedication and proficient efforts are in evidence all throughout Minnesota, I can assure the members of the committee. It is good to have you here.

Mr. OLSON. Thank you.

Mrs. PFOST. The gentleman from Colorado?

Mr. DOMINICK. Mr. Olson, as one who has done a great deal of exploring in this field, I share your feelings. I would like to ask a question which is a little bit like saying, "How long is a string?" This question is, How big is a wilderness?

Mr. OLSON. How big is a wilderness?

Mr. DOMINICK. Yes.

Mr. OLSON. That is a very difficult, almost a philosophical question. What is wilderness for me and for the men I have been with all over the continent and that I go on expeditions with constantly are huge areas that may take weeks or months to traverse. That is my kind of wilderness.

I like to travel several thousand miles, perhaps by canoe, on expeditions. I was on one last summer where we, oh, traveled pretty close to a thousand miles down the Churchill River, and as a canoeman you know what that means.

But the point you brought up is very interesting. I am glad you brought it up. Some people do not need that big a wilderness. The 80-some million people who visited the national parks last year, most of whom never get in the back country at all—the term 2 percent has been mentioned. It may be that or maybe a little more or less. I think it is immaterial. But these 80 million people who get their only wilderness experience from standing on a lookout above Yellowstone Falls or above Yosemite or Glacier, or just step out of their automobiles for a swift look at clinging vines—they may not even stop—they get as genuine a wilderness experience as I do, because the wilderness background of those national parks or national forests, wherever they may be, give character to the country, and even though they do not set foot in it, it is the magnet that draws them to these areas. It is not just purely the scenery. It is other things.

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Without the background of wilderness and these great reservations—and I am speaking both of parks and forests and wildlife refuges—they would be nothing but tourist resorts. You would lose that indefinable something which gives them a wilderness experience and which all people in this rapidly mechanized age and growing urbanization need and will increasingly need, say, by the turn of the century, when another 150 million people are here.

A woman told me once that—this was in Paris. We were talking about wilderness. I talk about wilderness wherever I am. We were on the left bank and she had a little apartment, and she said, "You see that vine crawling up past my window. That vine represents wilderness to me. In that vine is all vegetation. There is the power of growing; there is the covering of the earth. I will never be able to do what you do, but I can envisage in that little vine all of the intangible values that mean wilderness to you. That vine means wilderness to me."

Mr. DOMINICK. In legislative form we have in here a restriction to 5,000 acres, and the Outdoor Recreation Committee recommended 100,000 acres.

Mr. OLSON. Yes.

Mr. DOMINICK. What is your feeling on this as far as a limitation is concerned?

Mr. OLSON. Five thousand refers to the national parks largely?

Mr. DOMINICK. Yes.

Mr. OLSON. I think that is fair enough. I think in order to provide the kind of wilderness that the average American feels is wilderness, you cannot go beyond 5,000 acres. I would prefer a larger figure, but you must have enough area so that it can exist as an ecological island, you might so, surrounded by these others, be large enough to retain its identity in character. If it is too small, the outside invades it, it is changed, and it does not fulfill its real purpose as a wilderness.

Mr. DOMINICK. Thank you.

That is all, Madam Chairman.

Mrs. PROST. Are there further questions?

Thank you very much, Mr. Olson. We do appreciate your appearance here this morning.

Mr. OLSON. Thank you, Madam Chairman, and I thank the committee.

Mrs. PROST. Our next witness is Miss Carmelita Lowry, of St. Louis, Mo.

STATEMENT OF MISS CARMELITA LOWRY, ST. LOUIS, MO.

Miss LOWRY. Madam Chairman, and members of the committee.

The recreational values of wilderness lands constitute the basis for the more popular arguments for wilderness preservation. It is certainly true that our rapidly increasing population is creating a serious need for expansion of recreational facilities of all kinds and it is most decidedly true that wilderness lands are among the recreational facilities required by the American people. I am personally devoted to the refreshing and relaxing aspects of wilderness recreation in this hectic age and I consider the recreational argument a strong one.

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However, I feel that more emphasis should be placed on certain other arguments lest we find ourselves viewing our public lands solely in terms of how to accommodate the maximum number of vacationers while still harvesting the maximum feasible amount of timber and grazing the maximum number of livestock. The scientific and educational values of wilderness lands must not be overlooked in assessing the need to protect these lands.

We are justifiably proud of our scientific and technological achievements, some of which literally stagger the imagination. But although we have probed the atom and have begun to probe outer space we must remember, with some degree of humility, that we still have much to learn about our immediate environment. We speak rather too glibly, for example, about soil analysis and about watersheds and about biological communities, forgetting that a total analysis of all of the components of soil is not yet feasible, forgetting that the complexities of our sources of water supply are still somewhat of a mystery, forgetting that we know so little of biological communities that we do not yet even suspect the existence of some of their members.

It is all very well to have faith that our scientists will continue to make great strides in their various fields, but it would be the greatest folly to destroy such potentially great laboratories as our unspoiled wilderness lands. For here are the base lines or controls for much of our future research.

And, in practical everyday terms, this research is required if we are to solve the serious problems of future food and water supply for a rapidly expanding population. Clearly, the need to preserve some of our wilderness lands cannot be measured only in terms of their recreational value.

I would like to elaborate to the extent of saying in connection with this practical aspect of scientific research in wilderness, I am afraid I am neither a biologist nor a hydrologist, and I do not understand the problems too well first hand, but may I quote a paragraph from an article on the subject of falling water tables?

Mrs. PFOST. Yes, you may.

Miss LOWRY. This is written by Dr. Leopold of the Water Resource Division of the U.S. Geologic Survey:

> Ground water levels are constantly changing owing to natural conditions because the slow and often damp response change due to natural causes usually cannot be computed with any degree of accuracy. This being so, it is often nearly impossible to segregate clearly the changes in water levels due to natural causes from those due to man's activities. Among man's activities we well understand we must include not only pumping but the effects of land use changes in ecological association, changes in soil properties, and areas and other kind of effects.

In view of the rapidly expanding population and the well-recognized fact that our water supply is going to become an increasingly serious problem, I would say, in addition to the recreational aspects of wilderness preservation, we should keep in mind the fact the wilderness as a laboratory may prove to very important for our country in the future.

How should these lands be protected? The best answer to that question is to enact the wilderness bill into legislation and to do so without any crippling or weakening amendments. Without strong legal protection our wilderness will continue to disappear as it is disappearing right now.

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The present concept of wilderness preservation, as shown by the arbitrary policies of our Forest Service, is decidedly inadequate. This legislation is needed now. Tomorow may be too late.

Mrs. PFOST. Thank you. Are there questions of Miss Lowry?

Mr. SAYLOR. Madam Chairman?

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. Miss Lowry, I want to congratulate you on a very fine statement. I notice that you do not appear as representative of any organization. Do you come here, Miss Lowry, just as a citizen who is interested in this matter?

Miss LOWRY. That is correct.

Mr. SAYLOR. As a Member of Congress, let me take this opportunity to congratulate you for having the courage to come here as a citizen and to give us the benefit of your views. It is my earnest belief that the more we have our citizenry inform, not only this committee, but the other Members of Congress, of their personal views—they have no organization in back of them, but just their thoughts as citizens—the better we can legislate. I want to thank you.

Mr. RIVERS. Madam Chairman?

Mrs. PFOST. The gentleman from Alaska.

Mr. RIVERS. I join in welcoming Miss Lowry and subscribe to the words of my colleague from Pennsylvania.

Mrs. PFOST. Are there further questions of Miss Lowry?

Thank you, Miss Lowry. The committee does appreciate your appearance.

Miss LOWRY. Thank you.

Mrs. PFOST. The next witness is Mr. Tom Carvey, Jr., president of the California Democratic Council.

STATEMENT OF TOM CARVEY, JR., PRESIDENT, CALIFORNIA DEMOCRATIC COUNCIL, PALOS VERDES ESTATES, LOS ANGELES COUNTY, CALIF.

Mr. CARVEY. Madam Chairman and members of the committee, my name is Tom Carvey, Jr. I reside at 2717 Via Elevado, Palos Verdes Estates, Los Angeles County, Calif. I am president of and appear on behalf of the California Democratic Council. The council is a statewide organization having about 75,000 members. These are citizens from all over California who participate in political activity at all levels of government. They are volunteers who represent all shades of opinion of Democrats in California.

At our 10th annual State convention in 1962, held at Fresno, Calif., in January 1962, the 3,300 elected delegates adopted a resolution (resolution No. 7 concerning natural resources) which contained the following language:

> We favor immediate passage of the Wilderness bill now before Congress * * *

This action represents the most recent reaffirmation by our membership of the concept that the United States of America must soon take affirmative action to preserve its wilderness.

It is unnecessary here, to repeat the testimony before this subcommittee at Sacramento in November 1961 of Mr. Warne, director of the State's national resources agency. Others of the State administration

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were heard representing Governor Brown's support of the bill. He is personally on record in support of the bill.

I would like to call to the subcommittee's attention the fact that the California State Lands Commission has considered S. 174 and has unanimously endorsed this bill. This action was taken by the commission on Thursday, April 26, in Sacramento by its members, Lt. Gov. Glenn Anderson, State Controller Alan Cranston, and State Director of Finance Hale Champion. To the best of my knowledge, this represents the first such action taken by one of the western land commissions and means that the bill now before this subcommittee, meets the test of a sound land policy for the State of California.

We urge that S. 174 be enacted without amendment. We believe the bill is sound, for it provides the highest level, Presidential and congressional policy control of definition and incorporation of wilderness areas into a wilderness preservation system.

Another reason we support the bill is founded in one all-important, self-evident-but-still-hardly-recognized fact of life in California. It is this: California will shortly be the most heavily populated State in the Union. As you know, as a result of the 1960 census, California gained eight additional congressional seats. The eight seats provide representation in the House of Representatives for the vastly increased concentration of population in the urban areas occurring during the last decade.

For the same reasons there are currently under consideration in California various reapportionment plans for increasing the representation of the uban areas in the State Senate which is traditionally and essentially a county system.

These political facts of life in California are introduced here solely for the purpose of pointing up as sharply as I can that the land of sunshine and wide open spaces is becoming urban at a staggering pace.

Urban, suburban, and rural planning have all become a necessity. Governor Brown and the State legislature and the people of California have undertaken tremendous programs for school and water development. They have taken the responsibility for balancing the State's needs within the State's capabilities. A part of our overall efforts to provide for the needs of the people of California is to help to fulfill the urgent requirement for largely increase outdoor recreational facilities. A bond act has been enacted, which will go on the June primary ballot, for $150 million for park and beach acquisition and development. I am confident it will pass—because the people of California know it must have these facilities.

Seventy-five percent of the moneys of the bond issue will be used for land acquisition.

Imagine this situation, one of the great western land States now spending well over $100 million for acquisition of land for parks. A State with Yosemite, Sequoia, and Kings Canyon Parks within its boundaries; with Grand Canyon a short distance away, a State with vast forest reserves administered for all of the people by the Forest Service, now buying recreational land.

Lake Mead and the Colorado River, the water storage reservoirs, along with the hundreds of miles of beaches provide water sports facilities. It has an outstanding State park and beach system now, but it is suited for yesteday's population.

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The Outdoor Recreation Resources Review Commission in its recent report to the President and Congress has best stated, I think, the basic reason for the need for wilderness recreation areas. At page 131, it states:

> Primitive areas satisfy a deep-seated human need occasionally to get far away from the works of man. Prompt and effective action to preserve their unique inspirational, scientific, and cultural values on an adequate scale is essential, since once destroyed they can never be restored.

It is well to remember that the primitive or wilderness areas are entirely within present federally owned parks and forests. We also note that in California the enactment of S. 174 would mean that by 1970, about two-tenths of an acre would be reserved as wilderness for each citizen. If all of the citizens of California and its four neighboring States regard their total wilderness resources together the wilderness acreage reservation will amount to three-tenths of an acre per person. Not all of us use all of each type of recreational area available but a balanced program of areas and facilities puts this bill in perspective and renders the arguments of the private cattle, lumbering, and mining industries somewhat ridiculous. When for instance, you consider that in California there are 19 million acres of suitable grazing land in federally owned areas and that wilderness area suitable for grazing amounts to only three tenths of 1 percent of that total.

I have mentioned the tremendous growth of the urban areas in California with the resulting need for staggering investments in schools, water supply systems and other facilities and services. All must be a part of a thoughtful, balanced program.

We have had to find room in this program, considering its already large areas for recreation, acquisition funds for more recreational areas and facilities. We believe an adequate outdoor recreational program requires this action of the State.

We recognize the needs of the cattle, timber, and mining industries for use of public lands, State or Federal, tidelands or forest areas—but not all of the lands.

It is our firm belief that a sound and well balanced outdoor recreational program must supply city parks, State parks and beaches, developed camping areas and most important now, the preservation of wilderness areas.

Accordingly, the California Democratic Council respectfully urges that the subcommittee favorably report on the bill in its present form to the full committee.

Thank you very much.

Mrs. PFOST. Thank you very much, Mr. Carvey.

Are there questions of Mr. Carvey?

Mr. SAYLOR. Madam Chairman?

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. I would like to congratulate Mr. Carvey on his statement. While he happens to represent an organization the counterpart of which in my State opposes me continuously, I still respect the fine views that he has represented here.

In view of the fact you mentioned the urgency, I want to tell you you have pointed up one of the very important reasons why Congress should act, and act now, and in this connection I want to show something that has come to my attention.

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As you know, we have considered in this committee a bill to create the Point Reyes National Seashore, and it has been rather controversial. Lo and behold, I have had handed to me an advertisement which comes from the San Rafael Independent Journal a publication that appeared on April 14, 1962, and this is what it says:

> Congress near adjournment: Option now. Option your Great Bay lot. Now you can put a home on a fabulous Great Bay homesite until you are sure it will remain private property. Despite years of threats and thunderous publicity, and Point Reyes National Seashore bill has not yet passed and Congress adjourns in not too many weeks.
>
> Great Bay Unit No. 2 just recorded. The dramatic view lots overlooking the bay and the beautiful white cliffs of Point Reyes. The find of a lifetime. Be safe. Option your lot now. Complete your purchase after the national seashore washes away. From $500. Attractive terms.
>
> GREAT BAY ESTATES, INC.

This ad appeared in your California papers, and it is one of the reasons President Kennedy has asked this committee to pass the bill, because we want to preserve for California and the people of the country the valuable assets in Point Reyes National Seashore.

You have pointed out that the people of your State are cognizant of the growing pressures on the wilderness areas and they are trying to bring about the same thing.

I appreciate your coming before us and presenting the views of what is now very evidently a large segment of the State of California.

Thank you.

Mrs. PFOST. Are there other question or observations?

Mr. RIVERS. Madam Chairman?

Mrs. PFOST. The gentleman from Alaska.

Mr. RIVERS. I would like to ask you, Mr. Carvey, do you think that California needs Point Reyes for what we might call a mass recreation outlet, as well as all the wilderness you indicate?

Mr. CARVEY. I certainly do. We have taken a very strong stand in favor of Point Reyes as a national seashore, and, of course, my statement takes recognition of the fact that California is blessed with Yosemite, Great Sequoia, and a great national park system, but with the growing pressure that we have—we have some 16 million people now, or will have by the end of this year, and expect some 20 million by the end of this decade—I think the pressure is ever increasing on these areas so that proposals are now made, perhaps speculative, but are now made to put highways through the top of the Sierras, if you will, and I think there is an urgency associated with the enactment of this wilderness bill.

Mr. RIVERS. Yesterday it was brought out that some of these routes might be continued by tunnel under a forest, or something like that, to avoid a road in a forest. Would you object to a tunnel underneath the wilderness?

Mr. CARVEY. I think the wilderness areas we have in mind might be rather large and the tunnel might be rather long.

Mr. RIVERS. It might be only a portion of the wilderness area which might have to be encroached upon by going under with a tunnel. In any event, you would rather have a tunnel under it than a highway cut through it?

Mr. CARVEY. There is no question about that.

Mr. RIVERS. That is all.

Mrs. PFOST. The gentleman from California.

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Mr. JOHNSON. Madam Chairman, I would like to welcome Mr. Carvey here before this committee today. I have known Mr. Carvey for some time, and he does head up California's Democratic Council I think the organization has done a fine job in the past in the fiel it was set up to handle, and that was our political dilemma that the Democratic Party found itself in in California.

I want to say that I have received the support of your organization and many of your clubs. We welcome you here before the committee.

Mr. CARVEY. Thank you very much. We certainly hope to supply that support in full measure this coming fall.

Mrs. PFOST. The gentleman from Colorado.

Mr. DOMINICK. Mr. Carvey, the Senate report on S. 147 indicates that a rather large share of California appears to be in Federal hands. Do you know how much that is?

Mr. CARVEY. I do not know specifically without the number in front of me.

Mr. DOMINICK. The Senate report indicates that 44.9 percent of all the land in California is now owned by the Federal Government. I would suggest to you that perhaps this is partially the reason why California is now in the process of buying up this acreage for recreational purposes that you referred to in your statement.

Also, I would like to get your view on how you correlate your statement on the need for new recreational areas for the urban population with a wilderness area into which most of them cannot get.

Mr. CARVEY. Most of them, I think, however, do get out of the urban areas, and those that are not able to have the freedom of knowing that they perhaps can get to it. If you will come visit our State in the height of our vacation season, I think you will feel the pressure in the areas which neighbor the wilderness, and if you really wish to obtain a close communion with nature in an undisturbed form, you must go to a wilderness area because the other areas are heavily populated. The camps in the national forests which can only be reached by hiking are heavily populated and require advance reservations in the summertime—if we are going to be able to handle our recreational requirements, and it is going to get worse without doubt with our increasing population.

I must recognize I have taken a somewhat provincial view of California, and I would indeed suggest that California is also one of the great resources of the entire United States as well.

Mr. DOMINICK. A good many of those resources arrive in Colorado during the summer, and we welcome them.

Mrs. PFOST. Are there further questions?

Thank you very much, Mr. Carvey.

Mr. CARVEY. Thank you.

Mrs. PFOST. Our next witness is Dr. William R. Halliday, chairman, Seattle Physicians' Committee for a North Cascades National Park.

You may proceed.

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STATEMENT OF DR. WILLIAM R. HALLIDAY, CHAIRMAN, SEATTLE PHYSICIANS' COMMITTEE FOR A NORTH CASCADES NATIONAL PARK

Dr. HALLIDAY. I am Dr. William R. Halliday, a chest surgeon in Seattle and, incidentally, a consultant at hospitals in the legislative districts of two members of this committee. I am appearing here as an individual rather than as representative of any of the Northwest outdoor and conservation organizations of which I am a member. In the interest of saving time, I would like to refer only in passing to the extremely favorable hearing on an earlier version of this bill a couple of years ago. After this hearing, there was no longer any doubt about the strong sentiment for this bill in the Northwest.

In view of the somewhat partisan approach of the last gentleman to speak as a witness, it might also be well to mention at this point the great ovation which Howard Zahniser of the Wilderness Society received at a meeting of around 700 or 800 members of the King County Republican Central Committee about a year ago at which I had the pleasure of introducing him. And I should also mention that he received similar ovations at the Democratic organization meetings at which he spoke in Seattle.

In our area, there has been an almost incredible increase in interest in and use of wilderness areas. Earlier in this hearing, Representative Westland referred to Olympic National Park as a "great attraction". It certainly is. The visitor statistics for that park's great wilderness core are particularly significant. In 1960, as many persons visited the back-country wilderness of that part as visited the entire Olympic National Forest during the year preceding creation of the national park—56,000.

Most Northwestern conservationists would not agree with the statement made earlier that the National Park Service and the Forest Service have been doing an excellent job of management of the areas which would receive the added protection of the wilderness bill in the Northwest. They have been trying to do so. But being human, they have yielded to undue pressures—which will become greater, not lesser in the future.

Earlier in this hearing, Representative Westland asked for a specific example of invasion of these areas. Such a example occurred within the supposedly sacrosanct North Cascades Primitive Area, on Goodell Creek near Newhalem during World War II where, under the pressure of war hysteria, extensive clear-cutting of timber took place, and similar pressures were almost successful in Olympic National Park. About one-third of the Three Sisters Primitive Area in Oregon—an area of great recreational importance—was excluded when that area was reclassified to wilderness area status, and we have been led to expect a similar result for the North Cascade Primitive Area, now undergoing declassification.

Under the wilderness bill, other valleys like that of Goodell Creek will be protected. The great attraction—the wilderness—of Olympic National Park will be preserved. And, a generation hence, a single Forest Service official no longer will be able to declassify wilderness and wild areas by calling them something else and permitting exploitation of still further areas which should be preserved for all time—as is now happening to our primitive areas.

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Congress, not a single Government employee, should be in charge of such decisions. In view of the moratorium announced Monday, the primitive areas should be treated like any other Forest Service wild or wilderness area until the Forest Service brings to Congress a declassification plan which is sufficiently acceptable to Congress to obtain enactment of specific declassification legislation.

In our State, we also have seen that the Federal Power Commission does not always stick to the principles it outlined yesterday. Initiative 25, forbidding operation of two dams authorized by the FPC in the heart of our long-standing Lower Columbia River salmon sanctuary, recently was enacted by the voters of our State, and is in the courts at this time.

I hope that your committee will urge prompt enactment of the wilderness bill, with strengthening amendments pertaining to primitive areas and to exclusion of the Federal Power Commission's authority.

Thank you very much, Madam Chairman and members of the committee. If I can answer any questions, it will be a pleasure.

Mrs. PFOST. Thank you very much, Dr. Halliday.

Are there any questions?

Mr. WESTLAND. Madam Chairman?

Mrs. PFOST. The gentleman from Washington.

Mr. WESTLAND. This is my first opportunity to meet Dr. Halliday—oh, did we meet before?

Dr. HALLIDAY. Yes, sir.

Mr. WESTLAND. I apologize. I did not recall it.

I am real interested in the comments you have made. You say that in 1960 as many persons visited the back country wilderness of the Olympic National Park as visited the Olympic National Forests. Could you compare the visits to the back country—and that is a pretty big word. I have been in it myself, and that back country is certainly a big area. Comparing the number of people that got into the back area of this park, for example, I think there probably would be 20 times as many visited the park.

Incidentally, I think the figures they use on visitation of that park are not always correct. As you know, if you are driving out there to Tatoosh or out to Pysht, or Neah Bay, or some of those areas, you have got to go through the park and they are counted as visits to the park.

It is my opinion, at any rate, that for any 1 person that goes into the back area, 20 visit the park itself. Let us say Hurricane Ridge. Deer Park, some of that area.

Would you agree with that?

Dr. HALLIDAY. Yes. I think this is very close to what the National Park Service has announced. The point is that the same ratio applies to visitors to Pysht and the other areas you mention who must pass through the park enroute. These people are counted in the number who visited the national forest.

Mr. WESTLAND. That is true. What is your opinion of the provision in this bill that would make any contiguous range of 5,000 acres in a national park a wilderness?

Dr. HALLIDAY. These are the de facto wildernesses of the national park system, which makes the national park so attractive to the tourist. Hurricane Ridge, for example. This will give thm more of

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what we can term a de jure wilderness status which is presently de facto.

Mr. WESTLAND. I happen to have graduated from law school myself, and I recognize the terms de facto and de jure, and other Latin phrases. But let us just say right in English.

In other words, you would support the proposition that out of the 890,000 acres in the Olympic National Park that 800,000 acres of it should be a wilderness area, approximately?

Dr. HALLIDAY. With the reservation, based upon whatever studies I would want to make later on, I would prefer to leave this judgment to the discretion of the National Park Service under the present terms of the wilderness bill.

Mr. WESTLAND. It does not so much leave it to their discretion, Doctor. The Secretary of the Interior and I had a little debate on that matter earlier. And the fact is that the first sentence of that particular paragraph—I cannot recall which one it was—said it would become a wilderness area.

Dr. HALLIDAY. Subject to the fine print down below.

Mr. WESTLAND. There is some fine print, all right. But first get it in there and try to get some of it out. And there is no question but what a great part of the Olympic National Park is a wilderness area at the present time. God made it that way, whether we call it that or not. Is that not true?

Dr. HALLIDAY. This is right.

Mr. WESTLAND. I kind of believe that the people in the Olympic Peninsula and many visitors would like to have an opportunity to see some of that area without having to put a pack on their back and go back into the hills. Don't you?

Dr. HALLIDAY. I think that the problem somewhat boils down to this: A great attraction of the Olympic National Park at this time is the wilderness status, and people who visit, more than 1 million visitors last year and the year before, if you will accept these figures——

Mr. WESTLAND. Sure.

Dr. HALLIDAY. Primarily go there because of its wilderness nature. The vistas which they can see from Hurricane Ridge looking out there. If they knew beyond was the same setting we see elsewhere, they would not be going——

Mr. WESTLAND. May I interrupt you there, Doctor. Of course I have been to Hurricane Ridge many times and, as a matter of fact, got the appropriation to build a road up to it, which many wilderness advocates would oppose. But the fact that they can see that area is because there is a road up to Hurricane Ridge so that they can get there.

Dr. HALLIDAY. Is it your feeling this bill requires it to be locked up?

Mr. WESTLAND. If you had no Whisky Bend Road to get up there, you would not find a tenth as many people seeing this beautiful scenery, would you?

Dr. HALLIDAY. I am not so sure of that. You find people in the back country in the darndest places in the most remarkable quantities.

Mr. WESTLAND. You know it is a fact as well as I do. I have a painting of Hurricane Ridge in my office. I think it is one of the most beautiful spots I have ever seen. But one of the reasons people

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go there is because there is a way of getting there, a paved road to get up there so they can see it.

Now my premise is that if they had to put a pack on their back and hike up those hills, they would have a dickens of a time doing it, and you would not have one one-hundredth of the people who would enjoy it.

Do not misunderstand me for one minute. I do not believe in cutting up the Olympic National Park or the Glacier Peak Wilderness Area with a bunch of roads. I believe that great portions of the Glacier Peak Wilderness Area should be reserved the way it is. But the Olympic National Park, if it is going to be the great attraction that it should be, if it is going to lend itself to the economy of the Olympic Peninsula—and you will find people who will testify because of the establishment of the Olympic National Park the economy of the peninsula has gone down—then it must be accessible, it must be so that people can see the place.

I, for example, want to build a road from Ozettf to Lapush so that there can be a loop. Now I do not say it has to be along the seashore at all. But I would like to make this beautiful area available and accessible to people and still provide hundreds of thousands of acres for people to put a pack on their back and get back up to the hills.

Is this reasonable at all, Doctor?

Dr. HALLIDAY. My feeling is the National Park Service has been delegated the authority by the National Parks Act of 1916 to make decisions of this type, and that when they are free of undue pressure they can be relied upon to do this. This bill will merely strengthen their hand and avoid these undue pressures.

Mr. WESTLAND. If they have that right now to make that decision, and they have not made the decision to make the specific area we are talking about, Olympic National Park, a wilderness, the legislation that is before us, if I read it correctly, would automatically do that, and I do not think that is right.

That is all.

Mrs. PFOST. Are there questions on this side?

Mr. RIVERS. Madam Chairman?

Mrs. PFOST. The gentleman from Alaska.

Mr. RIVERS. I will ask, Dr. Halliday, are you familiar with the language in the bill, the Senate bill, that during a national emergency the Executive may ask for an alleviation of the restrictions for national defense purposes?

Dr. HALLIDAY. I am not familiar with the general language of it. There have been so many versions over so many years I must confess I am starting to get a little confused by it by now.

Mr. RIVERS. You recognize during an emergency it might be necessary to cut some timber perhaps and encroach upon forests, for national security purposes.

Do you have any quarrel with that?

Dr. HALLIDAY. No, sir; but I feel that the decision in these matters should rest with the President rather than with an official at a lower echelon.

Mr. RIVERS. It would be an Executive order, and it would clear through the President.

Dr. HALLIDAY. Our experience with the Goodell Creek area during World War II has made us very distrustful of this.

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Mr. RIVERS. I see. Now then, a portion of the wilderness or primitive area might be regarded as ideal for training troops if comparable to the country they are going to invade. Would you object to such a use as that for security purposes?

Dr. HALLIDAY. I can see no problem in this. The Army normally clears up any problems which it creates.

Mr. RIVERS. In other words, you recognize this cannot be completely hidebound, but it must have some flexibility in the national interest in times of emergency?

Dr. HALLIDAY. Yes, and I would stand with Howard Zahniser in the belief the language in this bill provides for this.

Mr. RIVERS. Thank you.

Mrs. PFOST. Are there other questions?

Thank you very much, Dr. Halliday.

Our next witness is Mr. Anthony Wayne Smith of Washington, D.C.

You may proceed.

STATEMENT OF ANTHONY WAYNE SMITH, EXECUTIVE SECRETARY AND GENERAL COUNSEL, NATIONAL PARKS ASSOCIATION, WASHINGTON, D.C.

Mr. SMITH. Madam Chairman, and members of the committee, my name is Anthony Wayne Smith. I am the executive secretary and general counsel of the National Parks Association, with offices at 1300 New Hampshire Avenue NW., Washington, D.C. I am admitted to the practice of law in New York, the District of Columbia, and appellate courts. I am a specialist in natural resources management. I appreciate the invitation to submit my recommendations regarding S. 174, the wilderness bill.

The National Parks Association is a private, nonprofit, public service, educational, and scientific organization established in 1919 by Stephen T. Mather, the first Director of the National Park Service. It has membership of more than 22,000 persons all over America who receive its monthly national parks magazine.

Among the major purposes of the association is the protection of the national parks and monuments, the national forests, and nature preserves generally for esthetic, scientific, educational and recreational purposes.

There has been much testimony on the wilderness bill. I shall not attempt to add greatly to the voluminous record. The purposes of the bill are admirable and its enactment is of great importance to the perpetuation of the American way of life. That way of life has always involved the accessibility of great open spaces on this continent for the enjoyment and the freedom of the American people.

The established wilderness and wild areas in the national forests, taken all together, are so small, comparatively speaking, that the real question is why anyone should have any objection to their being established permanently under congressional legislative protection as areas in which there shall be no cutting of timber and no roads.

There might be considerable room to tighten up this legislation as it comes from the Senate, to make sure that all the wild and wilderness areas are automatically protected permanently against the cutting of

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timber, the opening of roads, mining and prospecting for minerals, grazing, dams, or water-storage projects of any kind whatsoever. But at the very least, the bill should not be weakened in these respects.

And the primitive areas are just as important as the established wilderness areas. In my opinion, the American people want to see these primitive areas protected as fully as the wilderness areas are protected.

The long series of hurdles over which the primitive areas have to pass before they get stable protection in the Senate version might well be eliminated, and the areas retained automatically in the wilderness system. Until recently, it was widely supposed that they were a part of that system. In any case, it is to be hoped that you will not tolerate any weakening of the bill in this respect.

With respect to the national parks, the clause providing for the permanent protection of natural conditions embodied 90 years ago in the Yellowstone Park legislation, set an early precedent, the clauses in the National Parks Act of 1916 providing for the conservation of scenic and wildlife resources and for the preservation unimpaired for future generations confirmed that principle. For this reason, it is correct to say that the wilderness bill does not enlarge, but merely confirms and safeguards, the existence of a wilderness system within the great national parks and monuments.

The important thing to watch is that in the very commendable effort to provide supplemental or confirmatory protection for wilderness in the parks by this bill, you should not by chance weaken any of the protection already accorded by law and established administrative policy. There is some room for perfection of the language of the national parks section of the Senate version of the bill in this respect. I would recommend that your legal and other experts reexamine these sections very carefully to make certain that the measure accomplishes the purposes which I am sure we all have in mind.

The high standard of living this country has enjoyed is based on many things in addition to its ability to produce tangible commodities. One of these essential elements in the American standard of living is the availability of open spaces, running all the way from good city parks through our State park and forest systems, through our national forests producing timber and other commodities, and through our wildlife refuges, with their important primary wildlife purpose, to our wild, wilderness, and primitive areas in the national forests, and our scenic and wilderness regions in our national parks. If we are to retain our American way of life as our forefathers and we ourselves have known it, we must protect these great open spaces for present-day enjoyment and as the birthright of coming generations.

Mrs. PFOST. Thank you, Mr. Smith. Are there questions of Mr. Smith?

Mr. SAYLOR. Madam Chairman?

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. Tony, it is a pleasure to welcome you before the committee. I think your statement is a good one.

Let me ask you, the provision that is in the bill with regard to the matter of 5,000 acres of contiguous land in the national parks, that, of course, is the area of this bill in which you find your greatest interest. Do you feel this is a good provision?

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Mr. SMITH. I think the language needs to be improved, Congressman. I think it ought to be made clear that Congressman Westland's interpretation of this portion of the bill is correct; namely, that all areas, 5,000 acres or more are automatically included in the wilderness system.

Mr. SAYLOR. That they are automatically included?

Mr. SMITH. Automatically included in the wilderness system.

Mr. SAYLOR. We will keep that in mind when we come to marking up the bill.

Mr. SMITH. I think that would be very important, Congressman.

Mr. SAYLOR. That is all, Madam Chairman.

Mrs. PFOST. Are there further questions or observations?

Mr. WESTLAND. I can only say, Mr. Smith, that we disagree.

Mr. SMITH. I surmise that we do, sir.

Mrs. PFOST. Thank you very much, Mr. Smith.

The time of the committee has expired. The House has before it for consideration this afternoon two measures which were passed by the full Committee on Interior and Insular Affairs. Therefore, the subcommittee cannot meet this afternoon, but the committee will meet here again in the morning at 9:45.

The subcommittee stands adjourned.

(Whereupon, at 11:45 a.m., the subcommittee adjourned, to reconvene at 9:45 a.m., the following day, May 10, 1962.)

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WILDERNESS PRESERVATION SYSTEM

THURSDAY, MAY 10, 1962

House of Representatives,
Subcommittee on Public Lands of the
Committee on Territories and Insular Affairs,
Washington, D.C.

The subcommittee met, pursuant to adjournment, at 9:55 a.m., in the committee room, New House Office Building, the Honorable Gracie Pfost (chairman of the subcommittee) presiding.

Mrs. Pfost. The Subcommittee on Public Lands will now come to order for the further consideration of the wilderness preservation system.

Our first witness this morning is the Honorable Clifford Davis of Tennessee. Judge Davis, it is a real pleasure to have you before our committee and we welcome you here. It is very seldom that we have the opportunity to benefit from your sage advice.

STATEMENT OF HON. CLIFFORD DAVIS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TENNESSEE

Mr. Davis. Thank you so much, Madam Chairman. As you know, the Subcommittee on Flood Control is meeting in 5 minutes and I must preside over that committee, and then I have been asked to preside over the full committee immediately thereafter.

I would call to the attention of the Chair and my colleague, Biz Johnson, that both of you are members of my important committee and you should be there instead of here, but I recognize that your affection leans more to this committee than it does to the Committee on Public Works. I hope that you are not acting under the whiplash of my dear friend, the chairman of the full committee, the Honorable Mr. Aspinall.

Mrs. Pfost. He wields a firm hand.

Mr. Davis I recognize that.

If you will pardon me, I will not take over a few minutes.

In my years up here I have recognized the futility of trying to be an expert on every matter of legislation, but I do express to you and to this committee my deep appreciation for your courtesy in hearing me before your committee.

I may say that I represent the Memphis district which is the Ninth Congressional District of Tennessee, far removed from the Smoky Mountains, which is a famous park in the country and certainly in Tennessee, some 540 miles away.

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But my people are intensely interested in recreation and in improvement of park facilities. And locally and with State aid they have many accomplishments behind them.

I know that some of the opponents of this legislation have stated that wilderness areas have been well protected under the system that has been in effect these many years. But I think that the overwhelming desires of the people require the Congress to extend a more permanent form of protection for these wilderness areas whether they be designated today as primitive, wild, or wilderness or whether they be portions of national parks that have been established by Congress.

We in the State of Tennessee are proud of the great Smoky Mountains National Park part of which is also in the State of North Carolina. We have in this national park what the Park Service has termed the loftiest range east of the Black Hills and one of the oldest uplands on earth. While we want the national park to be used for intensive recreational purposes, I think that it is only right that portions of the national park should be forever preserved as wilderness in their primitive state.

These are the basic reasons why I endorse in principle legislation of the type that you are here considering. I am gratified that people in my district have been interested in this subject and have indicated to me their general support of this legislation.

Now I know that there are many details in putting together legislation of such wide application. I know that it is difficult to get universal agreement on those details. However, I trust in the wisdom and judgment of this committee to weigh the arguments for and against the provisions of the various bills that you have before you and to arrive at a constructive solution that will permit all of us truly interested in the protection of wilderness areas to preserve them for generations to come.

And I thank you again very much.

Mrs. PFOST. Thank you very much, Judge Davis. You have done a wonderful job during these 22 years, in serving the people of Tennessee in your own congressional district.

Mr. DAVIS. Thank you so much.

Mr. ASPINALL. Madam Chairman, may I thank Congressman Davis for coming before the committee and giving us a statement. It has been my privilege to be in the Smoky Mountains National Park on many occasions; I think especially on the east and west side of that great range of mountains, you have some of the finest wilderness areas there are, and a person can get lost there in a very few minutes.

I am not going to detain you further because I would hate to see you tardy to your first meeting over there today.

Mr. DAVIS. Thank you very much.

Mr. SAYLOR. Judge, I want to join with the chairman of the subcommittee and the chairman of the full committee and thank you for the testimony, particularly on my behalf, in support of this legislation.

Mr. DAVIS. Thank you very much. I can assure you that when you finally bring the bill to the floor you will find me supporting it in every way possible in my humble way.

Thank all of you very much.

Mrs. PFOST. Thank you, Judge Davis.

Our next witness is Congressman Harris B. McDowell, Jr., of Delaware. We are glad to have you here.

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STATEMENT OF HON. HARRIS B. McDOWELL, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF DELAWARE

Mr. McDowell. Madam Chairman and members of the committee, I wish to support the bill, S. 174, to establish a wilderness preservation system.

Delawareans are generally favorable to the preservation of our natural resources of beaches and shores. They have seen these disappear under the impact of great storms, as happened to the Delaware southern coastline early last March.

Many Delawareans have written to me urging that our wilderness areas be preserved.

At the same time, much of our country's shoreline has been bought up by private interests, and the public is denied access to it.

People from America's great metropolitan centers are coming to Delaware in great numbers, determined to escape the monotony and routine of asphalt streets and manmade canyons of brick, stone, and concrete from which so much beauty has been excluded or has fled.

Delawareans have seen the extreme care which States like Maine, Massachusetts, and New York lavish upon their wilderness areas.

The fine, wild areas of the Adirondacks with birds and other forms of wildlife are a constant source of pleasure, recreation, and amazement to children who have been brought up in the great asphalt jungles of the great cities of our country.

As our population grows and our cities expand, the wilderness areas which remain are in a losing battle against the commercial aspects of our industrialized society.

One has only to look at the care given the great forests of Europe to realize that our States which have wilderness areas are fortunate indeed.

America at one time was rich in wilderness areas beyond calculation.

However, in one way or another these areas have been depleted. Until, and unless, significant steps are taken, such as establishing a wilderness preservation system, our golden opportunity to retain the few remaining wilderness areas of our country for ourselves and our children will slip through our hands forever.

The alternative to ample and natural beach areas such as those in Delaware is, in too many cases, honky-tonk beaches.

The alternative to unspoiled wilderness areas is the commercialized spun candy fun and amusement parks which do little to teach eternal truths, instill wonder in the minds of our young people, or reveal the mysteries of the universe.

The poet, Joyce Kilmer, said that only God can make a tree. However, it is up to man to preserve them. God left them in our care. Only God can create a natural wilderness area where one can commune with nature, as Thoreau did at Walden Pond.

If we are to retain a measure of sanity in this increasingly complex world, with such manmade horrors as atomic and nuclear missiles, poison gases, and other weapons for mass destruction, we are simply going to have to protect and preserve those wilderness areas that act as safety valves for our civilization.

Thank you very much.

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Mrs. PROST. Thank you, Congressman McDowell.

Our next witness is the Honorable John V. Lindsay of New York. You may proceed.

STATEMENT OF HON. JOHN V. LINDSAY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. LINDSAY. Madam Chairman, and members of the committee, I appear before this committee to speak in support of S. 174, the wilderness bill, which has been the subject of study and research for over 10 years.

It is an excellent bill and it reflects the time and effort that has been put into it. Although the congressional district which I have the honor to represent does not include any areas that could possibly be called wilderness—unless anyone feels this term can be stretched to include Central Park—it is nonetheless a matter of concern to me and, I am glad to say, to many of my constituents.

It is unlikely that the passage of this bill will directly affect more than a very small number of people in New York City, but it has become a matter of interest for all Americans who want to preserve one of our greatest national assets, not only for our own lifetime, but also for the lifetimes of our future generations.

All of us would like to think of our streams, our forests, our rivers, our mountains and our wildlife as being unlimited, but it has become apparent that something must be done now to preserve what we have.

Since 1926 we have lost 38 million acres of wilderness. Once we cut down our forests, drive our bulldozers through and over the mountains, once we construct bridges over our rivers, once we frighten our birds and animals away, we are opening the way for further exploitation and when this occurs we have lost our wilderness forever. We can do nothing to bring it back.

I congratulate the authors of this bill for the fine way in which they have sought to preserve our wilderness without encroaching on the rights of public and private ownership which now exist and I urge favorable consideration of this legislation in the interest of all public-spirited Americans.

Thank you.

Mrs. PROST. Thank you, Congressman Lindsay.

Our next witness is William Zimmerman, Jr., Washington representative, Trustees for Conservation.

You may proceed, Mr. Zimmerman.

STATEMENT OF WILLIAM ZIMMERMAN, JR., SAN FRANCISCO, CALIF., WASHINGTON REPRESENTATIVE, TRUSTEE FOR CONSERVATION

Mr. ZIMMERMAN. Madam Chairman and members of the committee, my name is William Zimmerman. I am Washington representative of Trustees for Conservation, with an office at 2144 P Street NW. Our home office is at 251 Kearny Street, San Francisco. I work under the direction of the board of trustees, which holds an annual meeting, and of the executive committee, comprising the officers, who meet at the call of the president. Trustees for Con-

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servation is a nonprofit organization, supported entirely by contributions from its members and the public.

Madam, frankly, I am a little embarrassed about the character of my statement. After all of the eloquence and the wit and the poetry of yesterday's witnesses, I feel a litle bit like the man who brought a ham sandwich to the banquet.

My testimony is largely in the nature of what I would call correcting amendments. I am not making any general statements.

Mr. ASPINALL. Madam Chairman, Mr. Zimmerman should not apologize for that, because this is the most effective kind of testimony we can have.

Mr. ZIMMERMAN. Your committee has already heard much testimony on the need for wilderness protection through legislation. I shall not add to that record, except to quote the recommendations of the Outdoor Recreation Resources Review Commission:

> There is a widespread feeling, which the commission shares, that the Congress should take action to assure the permanent reservation of these and similar suitable areas in national forests, national parks, wildlife refuges, and other lands in Federal ownership. The objective in the management of all class V areas, irrespective of size and ownership, is the same—to preserve primitive conditions. The purpose of legislation to designate outstanding areas in this class in Federal ownership as wilderness areas is to give the increased assurance of attaining this objective that action by the Congress will provide (p. 132).

I quote also two sentences from the recommendation in the commission's study report 3, on wilderness and recreation, page 14:

> Congressional legislation which specifically authorizes establishment of wilderness areas within Federal agency jurisdictions, and management activities to perpetuate wilderness conditions. This should include restrictions on mineral entry, mining, and water development limiting these activities to those clearly in the national interest.

With this much foreword, I shall now limit my comments to five provisions of S. 174 which I believe should be amended or stricken.

First, I call to your attention the two provisos beginning at line 17, page 4, and ending on line 6, page 5. These might have unfortunate results. The Congress might reject a recommendation of the President because the area proposed was too large or too small. The 2-year period in which the President might make a resubmission seems to me too short, particularly if there should occur a change of administration during that term. My suggestion is that the President should be permitted to make one resubmission at any time within the 10-year period provided in the second sentence of this paragraph.

My second amendment concerns section 3(j) on page 12. The paragraph provides that when State-owned land is completely surrounded by lands in the wilderness system, the State and its successors in interests shall have adequate access, or shall be given Federal land in exchange. It is my understanding that this paragraph merely reenacts existing law.

It would be much better, however, if the Congress appreciated the management complications which arise from these inholdings, as they are called, and would express the intent of Congress that these should be eliminated by exchange, purchase or otherwise.

In the 15 major parks and monuments there are about 100,000 acres of privately held lands, held by more that 75 individuals,

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corporations, or States. In the reserved portions of the national forests there are over 200,000 acres of non-Federal lands, held by more than 200 owners. Rather than have language which seems to imply that these non-Federal holders may remain indefinitely, I should like to see language asserting the intent of the Congress that such inholdings should be eliminated as rapidly as possible.

I come now to the "Special Provisions," page 14. Admittedly paragraphs 1, 2, and 8 are controversial. First as to aircraft and motor boats, it is clear that their use is incompatible in wilderness areas. The mere fact that they have been used does not give their owners legal standing. In a number of instances the President of the United States has forbidden airplane travel over military installations, and in at least one case, the Quetico-Superior canoe area in Minnesota, he forbade airplane travel over a restricted area in a national forest. That order was upheld in the Federal courts.

Under the provisions of S. 174, as it is now before your committee, any wilderness areas established in the future will be subject to congressional review. The time to consider the rights, if any, of airplane and motorboat owners, is prior to the establishment of these areas, in public hearings as provided in this bill. It may well be that the responsible Secretary and the President would decide to modify proposed boundaries, rather than perpetuate nonconforming uses in a wilderness area.

Next, as to prospecting and mining, I concede that the problem is more complicated, but not more difficult. So, too, in the matter of establishment of reservoirs and water conservation works. It is my belief that once the Congress has approved the establishment of a wilderness area, no nonconforming use should be approved except with congressional approval. S. 174 now provides that changes in boundaries must be submitted to the Congress. The introduction of nonconforming uses may be more disastrous to a wilderness area than a minor modification in boundaries. As to these nonconforming uses it is hard to see how any emergency could arise which would be so urgent that the Congress would not act promptly in the national interest. Modern mines and public works are not built in a day.

With regard to grazing in the national parks and forests, the clamor raised by the sheep and cattlemen is all out of proportion to the possible damage or loss they might suffer.

It is true, of course, that most permittees consider that they have a moral right, if not a legal one, to the continuing use of lands which they may have used for many years. Yet, seen from the national viewpoint, or even from that of the various States, only a few people are involved.

According to the ORRRC Report 3 (p. 7), the grasslands in the national parks and in the reserved areas in the forests constitute one-half of 1 percent of all grazing lands in the 11 Western States, and about 5 percent of the acreage in wilderness tracts. Current permits provide for part-time grazing by 35,376 cattle and 174,000 sheep, less than 1 percent of these animals in the West.

A total of 583 permittees are operating on national forest or park lands. It is to protect these persons that point (B) on page 15 is included. It is my opinion that the respective Secretaries should have authority to terminate grazing, in whole or in part, after hearings

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and after reasonable notice, if they deem termination to be in the public interest or necessary to the protection of wilderness status.

Now section 6(c)(8), page 17. I suspect that this paragraph would be ineffective, for I find it difficult to believe that the activities contemplated could be carried on in a manner not incompatible with the preservation of the wilderness environment. By implication either departmental Secretary would make the determination of compatibility, but it would be better to say so.

I come now to my last comment, on section 11. I urge that this section be eliminated. The construction of projects such as are within the jurisdiction of the Federal Power Commission is surely incompatible with the preservation of wilderness. If the language remains, it might be construed by the Commission as authority to ignore, or repudiate, the limitation which presently exists on its discretion. Under existing law the Commission may not issue licenses in national parks. The bill before you seeks to give equal protection to wilderness areas, whether in the parks or in the national forests. The language in section 11 would deny such protection. The Federal Power Act (16 U.S.C., sec. 797(e)), which governs the Commission's operations, reads as follows:

> Provided that licenses shall be issued within any reservation only after a finding by the Commission that the license will not interfere or be inconsistent with the purpose for which such reservation was created or acquired, and shall be subject to and contain such conditions as the Secretary of the department under whose supervision such reservation falls shall deem necessary for the adequate protection and utilization of such reservation.

It seems to me unthinkable, in the face of this provision, that the Federal Power Commission would issue a license for a project within a defined wilderness area approved by the Congress. Yet the possibility is there.

Under the provisions of this act, as it now stands, the Federal Power Commission, or any applicant before it, could make known its views at public hearings. The appropriate Secretary and the President would consider these views before submitting a recommendation to the Congress. If the Congress approved or withheld its disapproval of any wilderness area, then the Federal Power Commission, in my opinion, should not have the authority, at a later date, to issue a license for a project within that area. If the decision of the Congress is to be reviewed, it should be by the Congress, not by a freewheeling, independent commission.

It must be clear to the members of the committee that my suggestions have for their purpose the strengthening of the statutory protection for wilderness. If a wilderness area is peppered with nonconforming activities, it will cease to be a wilderness. To quote again from ORRRC Report 3:

> Once a decision to forgo wilderness status for an area has been carried out, it cannot be reversed—the wilderness will have been destroyed.

Madam Chairman, I would like to take 2 or 3 minutes to speak to a point which has not been mentioned, if I remember rightly, by any previous witnesses.

I have one major objection to the Senate bill as it appears before you.

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One of the purposes of the proponents of this legislation was to put the wilderness areas under the control of Congress. The bill, as it stands before you, provides for changes in boundaries to be submitted to the Congress. It does not, however, give Congress the control of future changes in use.

It seems to me that the provision which returns to the executive branch the power to permit nonconforming uses is a power that should not be placed there, but should be reserved to the Congress.

The President has various powers, very broad powers of delegation. I think it is quite conceivable that he might delegate powers conveyed to him in this bill back to the respective Secretaries, and if that should happen, then those Secretaries in turn could redelegate the power to their subordinates.

I frankly think that once these areas are established and once these various conditions which plague your committee in these discussions, the water rights and the possible use of transmission lines, and such things, it seems to me those points ought largely to be solved before the area is established.

In other words, I am saying that if nonconforming uses are more important than the wilderness preservation, then I would prefer to see the nonconforming uses that require a change in the boundaries taken care of before the area is established, not afterward. And after the area is established, it seems to me the proper place for the authority is within the Congress. It seems to me that is a basic point in this legislation. I may be alone in my view, but I did want to present it to you.

Mrs. PFOST. We thank you very much, Mr. Zimmerman, and the committee is most appreciative of having the benefit of your views.

The Chair recognizes the gentleman from Colorado.

Mr. ASPINALL. I want to assure Mr. Zimmerman, Madam Chairman, that we do appreciate his statement. As I get your statement, Mr. Zimmerman, it is to the effect that you would like to have S. 174 strengthened even more than what it provides at the present time for the establishment of wilderness.

Mr. ZIMMERMAN. That is right, Mr. Aspinall, that is my view.

Mr. ASPINALL. That is all. Thank you.

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. Mr. Zimmerman, I too would like to commend you on your statement. I particularly appreciate the second amendment which you have referred to on in-holdings.

These, as you know, are a major problem not only in our national forests but also in our national parks. I believe that your calling this to our attention, to the attention of the committee, is a very excellent contribution. I certainly feel that this is another phase that should be taken care of when the final bill is written.

Mr. ZIMMERMAN. Thank you, Mr. Saylor.

Mrs. PFOST. Are there further questions?

Thank you very much, Mr. Zimmerman.

Mr. ZIMMERMAN. Thank you, Madam Chairman.

Mrs. PFOST. Our next witness is Mr. Fred D. Carl, vice president, American Camping Association, and he will be accompanied by J. Robert Regan, Jr., and George Hammond.

Mr. CARL. Mr. Regan is not here.

Mrs. PFOST. You may proceed in your own manner.

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STATEMENT OF FRED D. CARL, VICE PRESIDENT, AMERICAN CAMPING ASSOCIATION, ACCOMPANIED BY GEORGE HAMMOND

Mr. CARL. Madam Chairman and members of the committee:

I am Fred D. Carl, vice president of the American Camping Association. I wish to express my appreciation and the appreciation of our organization for the opportunity of making a brief statement to you.

Before I read our prepared statement, I would like to say that the American Camping Association has long been interested in conservation and the preservation of the wilderness. We believe there is a close relationship to the great spiritual heritage of our country which we need to preserve for tomorrow's children.

The American Camping Association was formed in 1910 and has been dedicated to furthering the interests and welfare of children and youth through the educative and recreational experiences that are offered through camping.

Our national board and our committee on conservation has studied the bill and we would like to submit this statement for the record.

As a national professional organization representing the camping movements in America, the American Camping Association wishes to go on record as strongly supporting the wilderness bill, S. 174.

Such support is consistent with the association's membership comprising agency, private and public camping involving youth, adults, and family constituents.

An estimated 21,500,000 people will participate in some form of camping this year. The need for wilderness areas will become more important with each passing year. The American people want to have some of their original heritage preserved unspoiled. we believe.

Organized camping in America is interested in the development of the understanding, appreciation and wise use of the out-of-doors. Many campers, including organized groups, families, and others today make trips into wilderness areas for the expressed purpose of seeing and being a part of unspoiled America. The demand for such use will increase tremendously in coming years and unless efforts are made now to preserve the wilderness we will not have it.

Wilderness is important—not only for those who use it but for the rest of our people as well. Part of the American character has come out of our westward expansion and the experiences of the wilderness. We need to continue to cultivate in the minds of the American people the understanding of the values inherent in the wilderness setting and the need for it to be available forever.

We commend the work of this committee, Madam Chairman.

Thank you very much.

Mrs. PFOST. Thank you very much.

Are there questions of Mr. Carl?

Mr. Aspinall?

Mr. ASPINALL. Madam Chairman, Mr. Carl, you know as I do, of course, that campers can violate the wilderness just as much as anybody else, and that perhaps one of the most degrading sights that one can see in wilderness areas is to come upon a camp of a hunting outfit or a horseback group or any other group, maybe just one or two individuals, and see the refuse and rubbish that has been scattered about a camp site. Is that not correct?

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Mr. CARL. There is some of that and we are concerned about it.

Mr. ASPINALL. No, my friend, there is not just some of it, there is a lot of it. It is disgraceful enough to even have to go so far as to have a program called "Don't Be a Litterbug," not only in the national park areas, in your forest areas and wilderness areas, but right in your towns. That is a fact, and you know it just as well as I do. It is terrible to see a whole case of beer cans lying out around or even whisky bottles lying out around some camping site.

In order to take care of this situation, we have to police it, do we not?

Mr. CARL. Yes, sir.

Mr. ASPINALL. How much trouble do you think it is going to be to police these great large areas against that kind of an infraction?

Mr. CARL. First, let me say we are attempting through our organized campers to help train youth not to do this, and through existing family camping associations and training courses that are being conducted in a number of parts of the country we are helping families to understand the vital necessity of not leaving trash and to leave their campsites in better condition than they found them.

I admit this is a problem and I think our association is doing what it can. I would also like to point out—I think the Forest and Park people will verify this—that you will find much more of what you are describing in picnic groups than you do from camping groups. Picnic areas are left in much worse shape. And that is a real problem and we want to do our part in taking care of it.

Mr. ASPINALL. I wish to congratulate you for what your organization is doing. And I would suggest that by and large where you have organized tours conducted by wilderness people that what you say is correct. But I will not go along with you on the implication that you believe otherwise, because it is not only picnicking groups and it is not only kids. Young people are a whole lot better in taking care of camps as a rule than adults are. I might just as well admit it. So the people you want to train are the adults.

It so happens that it is often people who profess to be very, very conscious and public minded in these things, and then you slip up on them and find out they do not practice what they preach. That is all.

Mrs. PFOST. Are there further questions or comments?

Mr. WESTLAND. Madam Chairman?

Mrs. PFOST. The gentleman from Washington.

Mr. WESTLAND. I see your estimate of 21½ million people, that that many people will participate in some form of camping, and from what I have seen as I have driven around the country I think that is probably a modest estimate.

Mr. CARL. I suspect it is. The best estimate we know of, 5½ million will be camping in organized camps, children and some adults, and 16 million plus will be camping as individuals and family groups in the summer.

Mr. WESTLAND. That is kind of what I want to ask you. Out of the 21½ million, do you have any estimate as to how many of them would be putting a pack on their back and going into the wilderness?

Mr. CARL. I do not.

Mr. WESTLAND. Most of them that I have seen have been sort of as you describe, I mean in the national forests where they have driven up with their automobile in a camping area, something of that nature,

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or perhaps they have hiked out in a national forest to some place that a ranger has set up where there have been some kind of facilities for them. At least that has been my experience.

I am not much of a one for a pack on my back at my age now; perhaps that is the reason I have not run into them. But it seems to me that the great majority of them are doing that sort of thing. Do you agree with me on that?

Mr. CARL. Yes, sir. We also believe that more and more are interested in getting away from the established campsites and enjoy the wilderness.

Mr. WESTLAND. I have been after the Park Service and the Forest Service for many years, as long as I have been in Congress, to provide more accommodations, more adequate facilities, in the areas already established just for these campers. It seems to me that is one of the real needs we have. I think—well, I know—that the Congress has appropriated many times the amounts of money that they have previously for these purposes and I am sure you would agree with that sort of development program. Is that correct?

Mr. CARL. Yes, sir. I believe national forests and parks, through Operation Outdoors and Mission 66, through those programs, are to be particularly commended. I think there are more and more private groups establishing areas for campers also today.

Mr. WESTLAND. Thank you.

Mrs. PFOST. Are there further questions?

Thank you very much, Mr. Carl.

Mr. CARL. Thank you, Madam Chairman.

Mr. SAYLOR. Madam Chairman?

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. Before the testimony is concluded by the proponents and after their testimony, I would like to ask unanimous consent to place in the record a memorandum to the chairman of the full committee by our consultant, Mr. Pearl, which gives the first regulations of the Department of Agriculture, promulgated in 1929, together with the regulations which are in force today, together with a memorandum of a release by the Secretary of Agriculture dated January 27, 1961.

Mrs. PFOST. Without objection, the material will be placed in the record at this point.

Is there objection. Hearing none, it is so ordered.

I would like to call this to the attention of the gentleman from Alaska because this clears up the relationship of the various designations of wilderness, wild, canoe, and primitive areas, and indicates the permitted uses in each type area, about which the gentleman was questioning yesterday.

Mr. RIVERS. Thank you.

Mr. SAYLOR. I would add to my unanimous-consent request permission to place in the record a copy of the Department of Agriculture policies on wilderness, wild, and primitive areas, and the boundary waters canoe area, dated April 27, 1961.

Mrs. PFOST. Without objection, it is so ordered.

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(The material follows:)

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
HOUSE OF REPRESENTATIVES,
Washington, D.C., May 8, 1962.

Memorandum to: Hon. Wayne N. Aspinall, chairman.
From: Milton A. Pearl, consultant on public lands.
Subject: Department of Agriculture regulations re establishment of wilderness-type areas:

The first regulation (L-20) was promulgated in 1929 and provided, among other things, for the establishment of primitive areas. This regulation was revoked in 1939 and replaced by the more restrictive regulations referred to below providing for the establishment of "wilderness" and "wild" areas; areas established under regulation L-20 remain in full force and effect except that the Secretary of Agriculture by memorandum dated April 27, 1961, directed a continuing restudy of primitive areas, to be completed within 15 years for the purpose of reclassifying such primitive areas as either "wilderness" or "wild" or to eliminate portions thereof from reserved status.

The new regulations (U-1 and U-2) were issued September 19, 1939, governing the establishment of "wilderness" and "wild" areas respectively. These regulations are now contained in section 251.20 and section 251.21 of title 36, Code of Federal Regulations.

Copies of the respective regulations and the Secretary of Agriculture's memorandum of April 27, 1961, are attached.

PRIMITIVE AREAS

Reg. L-20. The Chief of the Forest Service shall determine, define, and permanently record a series of areas of national forest land to be known as experimental forests sufficient in number and extent adequately to provide for the experimental work necessary as a basis for forest production or forest and range production in each forest region, these areas to be dedicated to and used for research; also where necessary a supplemental series of areas for range investigations to be known as experimental ranges; and a series to be known as natural areas sufficient in number and extent adequately to illustrate or typify virgin conditions of forest or range growth in each forest or range region, to be retained in a virgin or unmodified condition for the purposes of science, research, and education; and a series of areas to be known as primitive areas, and within which will be maintained primitive conditions of environment, transportation, habitation, and subsistence, with a view to conserving the value of such areas for purposes of public education and recreation. Within any areas so designated, except for permanent improvements needed in experimental forests and ranges, no occupancy under special use permit shall be allowed, or the construction of permanent improvements by any public agency be permitted, except as authorized by the Chief of the Forest Service or the Secretary.

(L-20 revoked 1939.)

REGULATIONS OF THE U.S. DEPARTMENT OF AGRICULTURE, FOREST SERVICE, WASHINGTON

WILDERNESS AREAS [1]

Reg. U-1. (a) Upon recommendation of the Chief, Forest Service, national forest lands in single tracts of not less than 100,000 acres may be designated by the Secretary as "wilderness areas," within which there shall be no roads or other provision for motorized transportation, no commercial timber cutting, and no occupancy under special use permit for hotels, stores, resorts, summer homes, organization camps, hunting and fishing lodges, or similar uses; *Provided*, That roads over national forest lands reserved from the public domain and necessary for ingress and egress to or from privately owned property shall be allowed under appropriate conditions determined by the forest supervisor, and upon allowance of such roads the boundary of the wilderness area may be modified without prior notice or public hearing to exclude the portion affected by the roads.

[1] Title 36, Code of Federal Regulations, sec. 251.20 (19 F.R. 8140).

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(b) Grazing of domestic livestock, development of water storage projects which do not involve road construction, and improvements necessary for the protection of the forest may be permitted subject to such restrictions as the Chief deems desirable. Within such designated wilderness when the use is for other than administrative needs and emergencies the landing of airplanes and the use of motorboats are prohibited on national forest land or water unless such use by airplanes or motorboats has already become well established and the use of motor vehicles is prohibited unless the use is in accordance with a statutory right of ingress and egress.

(c) Wilderness areas will not be modified or eliminated except by order of the Secretary. Except as provided in paragraph (a) of this section, notice of every proposed establishment, modification, or elimination will be published or publicly posted by the Forest Service for a period of at least 90 days prior to the approval of the contemplated order and if there is any demand for a public hearing, the regional forester shall hold such hearing and make full report thereon to the Chief of the Forest Service, who will submit it with his recommendations to the Secretary.

WILD AREAS [2]

Reg. U–2. Suitable areas of national forest land in single tracts of less than 100,000 acres but not less than 5,000 acres may be designated by the Chief, Forest Service, as "wild areas," which shall be administered in the same manner as wilderness areas, with the same restrictions upon their use. The procedure for establishment, modification, or elimination of wild areas shall be as for wilderness areas, except that final action in each case will be by the Chief.

NOTE. Reg. U–1 and Reg. U–2 were established September 19, 1939; Reg. U–1 was modified Nov. 4, 1955 (20 F.R. 8422, Nov. 10, 1955).

DEPARTMENT OF AGRICULTURE POLICY ON WILDERNESS, WILD, AND PRIMITIVE AREAS AND THE BOUNDARY WATERS CANOE AREA

1. National-forest wilderness and wild areas and the boundary waters canoe area are integral parts of the National-Forest Wilderness System. They have been established after careful study and a determination that they are predominantly valuable for wilderness. This determination was made with the full realization that these areas included some valuable resources other than wilderness, which must be foregone so that the wilderness resource may be managed and protected. It was also made in recognition of the fact that wilderness is a relatively scarce resource and that an appropriate amount of it must be preserved in the national forests for the enjoyment of present and future generations. Wilderness is not a resource which can be provided on private lands. The Nation's wilderness needs must be furnished in Federal and State lands.

This Department will not look with favor on any attempts to invade established wilderness and wild areas or on the boundary waters canoa area, unless there is overwhelming evidence that the general public interest requires it and that the gain surely overbalances the loss of wilderness.

2. National-forest primitive areas are potential parts of the National-Forest Wilderness System, although it is evident that some adjustments in boundaries and area are desirable before these areas or portions of them are given wilderness or wild status. A large part of the almost 8 million acres of primitive areas will be needed as wilderness if the national forests are to provide their proper share of the future wilderness needs of the United States.

The Chief of the Forest Service is directed to continue to restudy and evaluate the 40 existing primitive areas and to determine their wilderness character and value. He is directed to complete this job in 15 years. These primitive areas or parts of areas determined to be predominantly valuable for wilderness will be classified under Regulation U–1 or U–2. These portions not found to be predominantly valuable for wilderness will be eliminated.

In making this determination the overall national need for wilderness and the potential availability of suitable wilderness area will be carefully weighed against all other resource values and public needs.

This Department believes that the systematic study and evaluation of primitive areas as a whole are necessary to an adequate decision. It does not favor the

[2] Title 36, Code of Federal Regulations, sec. 251.21.

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piecemeal elimination of portions of any primitive area prior to the study of the whole area. Hence this Department will endeavor to protect and preserve existing primitive areas and will resist attempts to invade them for nonwilderness uses until they are studied and a decision as to the predominant value has been made.

Approved:

ORVILLE L. FREEMAN,
Secretary of Agriculture.

APRIL 27, 1961.

Mrs. PFOST. According to our slate of witnesses, this concludes the proponent witnesses. If there is anyone here who wishes to have his or her statement placed in the record, please make your wishes known at this time.

Apparently, then, this concludes the testimony of the proponents.

Without objection, subject to approval by the ranking minority member and myself, there will be included at this point in the record statements that have been submitted by proponents of the wilderness legislation substantially in the form as passed by the Senate.

(The statements referred to follow:)

STATEMENT OF KENNETH R. ANDERSON, ROSEVILLE, CALIF.

I must take this opportunity to add my strong written appeal to my verbal testimony at the Sacramento hearing, November 6, 1961, favoring the wilderness bill (Senate bill 174). I wish to compliment you on your fine leadership in accomplishing needed reservation of valuable wilderness areas for the people of our country.

Over the past 4 years, in discussing our vanishing wilderness with neighbors and business associates, it is certain that the vast majority of American citizens strongly favor the preservation of wilderness areas as provided in the wilderness bill. Unfortunately, very few people know about this bill. Most citizens assume that our legislators have already provided for this necessity.

In the hearings, a wide range of strong and compelling reasons for enactment of this bill have been heard. They include practical, scientific values for our own and future generations; recreation and inspirational values for all people; proper respect and concern for the lives and welfare of many plant and animal species that are now becoming extinct because of man's activities; economic values that result from recreation spending, and many other sound arguments.

In 1958 I was in Europe discussing park and recreation developments with various leaders in many countries. The universal comment on the American park and forest systems was admiration of our foresight in preserving areas in their natural state. Europeans have failed to do this, and now they all, with one accord, regret this great lack of planning for the future. Today many new nations are beginning to carve out their destinies. The U.S. national park system and national forests are recognized as an American contribution that has inspired the actions of many nations to establish similar systems. An equally great American contribution will be this action to establish adequate and permanent wilderness areas. This progressive and farsighted program will set another outstanding example for the leaders of all countries to follow. Many European and Asian leaders have expressed concern that the United States seems to be losing its greatness as a leader of world action. It is certain that we cannot maintain our leadership or be admired or emulated by other peoples of the world unless we can continue to provide examples of foresight and leadership.

The enactment of the wilderness bill is an absolute necessity. This action would affirm our national protection of basic human values and the American way of life. This action will help maintain our world leadership in preserving wilderness open spaces.

I urge you to actively support this measure which has the strong support of the American people.

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STATEMENT OF ARIZONA GAME AND FISH DEPARTMENT, PRESENTED BY R. J. SMITH, DIRECTOR

We wish this to be considered a statement of the Arizona Game and Fish Commission, and our department, relative to the wilderness bill, S. 174, before the public hearings of your subcommittee in the near future.

It is our hope, and that of the sportsmen's clubs of the State of Arizona, that S. 174, as passed by the Senate with an almost unanimous vote, will be approved by your subcommittee and that it will be passed by the House during this session of Congress without crippling amendments. It is our firm conviction that S. 174 protects all existing and established rights and uses, and that opposition to the bill cannot present valid claims against it unless they are primarily in the interest of personal gain that is not in the best interest of the public, now and in the future. Certainly the provision wherein the President can authorize certain developments within wilderness areas wherever it is determined that they are in the public interest will leave the door open for such utilization of wilderness areas as may be determined advisable and practical.

The attached statement on the wilderness bill by Arizona's Representative Morris K. Udall, as printed in the Arizona Republic January 21, 1962, presents an excellent analyzation of this proposed legislation. It may be that this statement has been presented to your committee for inclusion in the record of the hearings. If not we would like to ask that it be so included.

May we express our appreciation for the interest you and your committee have shown in this and other matters affecting lands under Federal jurisdiction.

(COMMITTEE NOTE.—The attached newspaper article referred to in statement, in accordance with committee policy, may be found in the committee file.)

STATEMENT OF AUDUBON NATURALIST SOCIETY OF THE CENTRAL ATLANTIC STATES, INC., PRESENTED BY FRANCIS T. CHRISTY, JR., CHAIRMAN, CONSERVATION COUNCIL

The Audubon Naturalist Society of the Central Atlantic States, with 1,500 members in and around the District of Columbia, fully endorses the wilderness bill and respectfully urges passage of this bill without any weakening amendments.

Our society strongly believes that the present value of future benefits from wilderness areas is of immense importance to our civilization and culture, and that such benefits far outweigh any costs that might be incurred in preserving these areas in their natural state. Any decision that is made for the commercial development of such areas is irrevocable. It represents a commitment to the future use of these resources that cannot be changed. Furthermore, there are no substitutes for wilderness. The functions provided by wilderness cannot possibly be provided by any other means.

For these reasons, we feel that wilderness areas should be given the fullest possible protection, and we feel that the legislation now being considered is a major step in this direction.

STATEMENT BY ELLIOTT S. BARKER, SANTA FE, N. MEX.

It seems to me that everything that can be said for and against the wilderness preservation bill, S. 174, has been said and repeated over and over again, and that it is now high time to bring the bill out of committee and give the House of Representatives a chance to vote on it. Let's not let a few opponents, representing the interests who would sacrifice and exploit the few remaining true wilderness areas for selfish motives, hold it in committee contrary to the best interests of the public.

That very thing was done in the Senate for some 4 years, then, when the bill was finally cleared by the committee by a vote of 9 to 8, it passed the Senate by a vote of 78 to 8. Despite 2 full days of debate on the Senate floor the committee opponents were unable to win one single vote to their side. Is not that convincing proof of the public popularity of the bill?

There is one additional argument for the bill, and it is a powerful one, too. It is the firm stand taken in the Outdoor Recreation Resources Review Commission's report. If we are to place any reliance at all upon that report then there can be no doubt that this wilderness legislation is overdue. Not only is

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there one entire volume of the report devoted to preservation of wilderness but the general report gives it prominent consideration. It repeatedly recommends enactment of legislation to insure perpetuation of wilderness areas for the benefit of present and future generations.

Because of the importance of wilderness experiences to a lot of people the ORRRC report recommends the setting aside or establishment of "quasi-wilderness" areas in the East and South where no true wilderness exists. Is not this alone sufficient argument for preserving, by appropriate legislation such as S. 174, a good and adequate system of wilderness areas in the West while there still are some to preserve?

The accusation of the opponents of the wilderness bill that wilderness preservation is not justified because, as they claim, "only the very rich and the exceptionally hardy people can use them," is utter poppycock. I have been on 21 of the American Forestry Association's 11-day wilderness trail rides. I've been their representative in charge of 15 of them in 5 different States and I know of my own personal experience and knowledge that such charges are ridiculous and diametrically contrary to the facts.

Any person in just reasonably good health can take one of these trips or any one of a dozen other types of wilderness trips. I have had them from 13 to 80 years. I've had grandmothers and great-grandmothers. I've had overweights and underweights, 90 to 260 pounds. I've had a victim of polio who had to wear heavy leg braces. I've had many who had never been on a horse before. All of these made the trips in tiptop shape.

The wilderness trail riders are from all stations of life and all occupations and professions. The largest group of a kind is the one made up of those who list themselves as "housewives." For the most part they are not rich men's wives either. There are typists, stenographers, secretaries, doctors, nurses, schoolteachers, scientists, etc.

There are some rich people who go on these trips, and some well to do, but the average income (from 30 questionaires I had filled out for the ORRRC) showed the average income less than $7,000 annually. Some were as low as $3,500.

Now the cost of these 11-day, deluxe wilderness trips is only $235, or about $21 per day. My hotel bill in Washington, D.C., last year when I was there to testify for the wilderness bill was more than that and I wasn't furnished a horse either.

But there are many other ways one may have an entirely satisfactory wilderness trip for much less than that. I assure this committee that those who persistently claim that only the rich and the very hardy people can enjoy the incomparable charms of a wilderness experience are either woefully ignorant or they are willfully misrepresenting well-established facts because they have no valid argument to present.

The oft-heard claim that wilderness is a single-use contrary to the multiple-use principle under which the U.S. Forest Service has long operated is equally erroneous. Wilderness preservation is inherently a multiple use. Watershed protection is high in the scale, then there is wildlife, hunting and fishing, scientific, scenic, regulated livestock grazing, and a very special and high type of recreation. Wilderness areas are veritable outdoor museums worth saving.

I believe there is no one today in his right mind who would advocate abolition of the national forests. Yet when I entered the U.S. Forest Service in 1909 the opposition to the creation of the national forests was as bitter then as the opposition of those very same selfish interests is today against the wilderness preservation bill.

The opposition of stockmen, miners, lumbermen, and some of the settlers was so intense that on my first assignment as forest ranger a fellow ranger and I were given these instructions: "Never ride alone anywhere at any time. Keep a good lookout behind as well as in front. Never step outside your door without your sidearms on and at the ready, etc."

There were times when we were mighty glad we had our trusty .45 Colts on, too. I would wager my life that 50, yes, 25 years from now the wilderness system as contemplated and provided for in S. 174 will be meeting just as universal approval as the national forests are today. Posterity will hold us in utter contempt if we fail now to insure the perpetuation of an adequate system of wilderness areas.

For the benefit of those who have not had the opportunity to study the general Outdoor Recreation Resources Review Commission's report I have summarized

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the references to preservation, use, and values of primitive or wilderness areas and attach the same hereto as an integral part of this statement for the record.

Many opponents of the bill have insisited that legislation was premature until this report should be available. Well, it is now available and they will find little consolation or support for their opposition in it. Let them hark to what the report says.

SUMMARY OF STATEMENTS AND RECOMMENDATIONS ON OUR PRIMITIVE OR WILDERNESS AREAS IN OUTDOOR RECREATION RESOURCES REVIEW COMMISSION'S REPORT TO CONGRESS

In this report the term "primitive area" is used in reference to those areas of primitive quality which have been set aside as "Wilderness and Wild Areas" or which qualify to be so designated. There are 10 references to primitive areas summarized as follows:

Page 1.—This statement occurs: "The Commission carried out special studies to probe particular problems such as those connected with wilderness, water recreation, hunting and fishing, the densly populated East and sparcely populated Alaska."

Page 6.—Under the heading "National Outdoor Recreation Policy" it says "The Role of the Government should be: No. 1. Preservation of scenic areas, natural wonders, primitive areas, and historic sites of national significance."

Page 7.—Primitive areas are listed as one of six major classes of recreation areas. The six classes are:

Class I. High-Density Recreation Areas. (Intensive mass use.)
Class II. General Outdoor Recreation Areas. (Developed for wide use.)
Class III. Natural Environment Areas. (Various types (with other uses).)
Class IV. Unique Natural Areas. (Scenic wonders or scientific.)
Class V. Primitive Areas. (Undisturbed roadless areas characterized by natural, wild conditions, including "wilderness areas.")
Class VI. Historic and cultural sites. (Major significance areas.)

Page 8.—No. 9 of 29 recommendations under general heading "Planning, Acquisition, Protection and Access" it say, "Congress should enact legislation to provide for the establishment and preservation of certain primitive areas as 'wilderness areas.' "

Pabes 70 and 71.—Here is found a 260-word discussion of primitive and wilderness areas. It recognizes the problem of providing them due to limited supply and the delicate balance required. It mentions the controversies but leaves no doubt as to their desirability and importance. It even suggests the establishment of "quasi-wilderness" areas in the East and South, where no true wilderness exists, to provide a form of "wilderness experience" to serve many who seek it.

Page 97.—Here is found a double page chart to illustrate the six classes of outdoor recreation areas listed above from page 7. Primitive areas are given equal space and recognition with the other five.

Page 113.—Here a full page is devoted to primitive areas, definitions, purpose, quality, etc. This statement is made: "Areas in this class are inspirational, esthetic, scientific, and cultural assets of the highest value. They and they alone satisfy the longing to leave behind for a time all contact with civilization." Under recommendations we find this: "Primitive areas (class V) should be carefully selected and should be managed for the sole and unequivocal purpose of maintaining their primitive characteristics." It says there should be no development of roads, permanent habitations, or recreational facilities of any kind. Mechanized equipment should be allowed only as needed to insure protection from fire, insects and disease. The report goes further than most of us have when it says: "Any economic use of the area, such as grazing of livestock that may exist at the time of its establishment should be discontinued as soon as practicable and equitable, and no further commercial utilization of the resources should be allowed."

Page 117.—Here the difference between class III (natural environment areas) and class V (primitive areas) is discussed. The former permits wider recreational use and other uses. The latter preserves truly primitive conditions. The former is to be given preference where such need is urgent. Otherwise class V is to be given preference, "Since once primitive conditions have been destroyed their restoration is virtually impossible." It repeats, "Primitive areas, class V, are open only to such developments and such uses as will not interfere with their indisturbed and primitive character."

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Page 120.—Here availability of the several classes of areas for different kinds of recreational uses is discussed. For instance, camping is possible in I, II, III, and V, although rarely in I. Hunting and camping is a typical activity in class III and V.

Pages 131 and 132.—Here again it recommends that "Congress should meet legislation providing for the establishment and management of certain primitive areas (class V) as "wilderness areas." It goes on to say, "Primitive areas satisfy a deep-seated human need occasionally to get far away from the works of man. Prompt and effective action to preserve their unique, inspirational, scientific, and cultural values on an adequate scale is essential, since once destroyed they can never be restored." There follows a kind of summary statement quoted below:

"Portions of national forests, parks, monuments, wildlife refuges, and the unreserved public domain meet the basic criteria of primitive areas. The natural environment has been undisturbed by commercial utilization, and they are without roads. Some of these areas are managed for the purpose of wilderness preservation under broad statutory authority. Class V areas of more than 100,000 acres in national forests have been already set aside by the Secretary of Agriculture as 'Wilderness Areas'. Others between 5,000 and 100,000 acres have been set aside by the Chief of the Forest Service as 'Wild Areas'."

There is widespread feeling, which this Commission shares, that the Congress should take action to assure the permanent reservation of these and similar suitable areas in national forests, parks, wildlife refuges, and other lands in Federal ownership. The objective in the management of all class V areas is the same—to preserve primitive conditions. The purpose of legislation to designate areas in this class in Federal ownership as 'wilderness areas' is to give the increased assurance of attaining this objective that action by Congress will provide."

In his message to Congress on March 1 President Kennedy said, "We must protect and preserve our Nation's remaining wilderness areas. This key element of our conservation program should have priority attention."

Opponents who insisted we wait on ORRRC's report before enacting any laws will find little consolation in its unequivocal recommendations, or those of the President, for prompt wilderness preservation legislation.

STATEMENT OF ETHEL M. BARKER, SANTA FE, N. MEX.

I submit the following statement for the record in the wilderness preservation bill hearings to be held by your committee May 7–9, 1962.

I packed in to the wilderness more than 50 years ago with my husband, and have managed to do so practically every year since then—often more than once each year. I have 10 grandchildren and three great-grandchildren. It has been one of the great pleasures of my life to make those trips, first with my children, then with my grandchildren, to camp and fish and ride in the wonderful, unspoiled wilderness.

Now I am looking forward to taking my great-grandchildren with me within the next few years. It is for their sake and the millions of other youngsters just like them that I want an adequate number of good big wilderness areas preserved. I want positive insurance that they will be preserved against exploitation by commercial interests who would spoil every one of them for the sake of personal gain.

Yes, I know many of the opponents of wilderness legislation such as S. 174, say they are in favor of wilderness preservation but they want it done by administrative order, not by law. Why? It is simply because they know they would have a better chance to whittle away the boundaries and invade and exploit the areas under the administrative procedure than they will have if the wilderness areas are backed up by law and unchangeable except by act of Congress.

We want and must have something more than an administrative order which can be wiped out by the signature of one secretary. Would you accept an insurance policy on the revocable word of some agent? No, of course not. You and I would insist upon a legal, detailed policy, properly executed by the Insurance Company. Very well, in this case Senate bill 174 is the wilderness insurance policy, the United States is the insurance company and Congress is authorized to execute it. Let's get on with this legislation and insure wilderness

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preservation for our children, grandchildren and great-grandchildren and their descendants after them. They should be guaranteed the privilege of enjoying God's pristine country that has meant so much to so many of us.

If the Outdoor Recreation Resources Review Commission's conclusions mean anything at all they certainly mean that the Commission felt very strongly that this legislation is sorely needed. If we are not going to heed its recommendations then why did Congress set it up and authorize it to spend millions of our dollars in its studies? Let's heed its recommendations and pass S. 174 at once in the public interest.

STATEMENT OF LUCILE E. BURCH, JR., MEMPHIS, TENN.

I wish to make a statement as a proponent of the so-called wilderness bill.

Many who appear before your committee will undoubtedly call to your attention the vast expansion of our human population that can already be predicted with certainty and the consequent greater demands upon our wilderness area which, in relationship to population, are becoming relatively less and less. Also, I am sure that the necessity for preservation of all sources of esthetic and spiritual requirements will be fully presented. "Had I but two shillings, one I would spend for bread and the other for a hyacinth to feed my soul" are words which convey a concept of enormous importance to very many people.

There is another aspect of the matter which I respectfully wish the subcommittee to consider. In industry there exist gages that are known as Johansson blocks. These are pieces of metal machined and finished so perfectly that two will cling together when brought in contact by the force of molecular attraction. These are basic units of measurement by which the micrometers are checked and are the sources of reference which delimit the tolerances of the complicated mechanisms that may exist in a plant employing 30,000 workmen. The wilderness areas of the forests, of the lake and littoral, are the Johansson blocks of human existence. They contain the mother stuff from which we are made and the other animate species which furnish our sustenance and those whose adversity of fang and claw wrought and tempered the intelligence and courage, which has brought us along throughout the immense journey to this point, which is not terminal but only a place along the way of the journey ahead. Our only guide to the future is the prelude of the past and the few remaining areas which truly remain as in the earliest days should be preserved for all of those who wish to gage themselves and their values occasionally by reference to the fundamental state from which we are come.

I trust that these considerations will be weighed by the subcommittee.

STATEMENT OF J. M. CLEVELAND, RICHLAND, WASH.

There is very little true wilderness remaining in our country today, and once it is destroyed it can never be replaced. The wilderness bill would provide an effective means for preserving the few last remnants of wilderness for future generations.

The objections to the bill are not based on sound economics. The total forest acreage that would be protected is less than 5 percent of national forest lands, hardly a significant fraction of the total. If a serious lumber shortage should develop in the future (at present there is no shortage), the loss of this land to lumbering could be more than offset by more efficient growing and harvesting techniques on the other 95-plus percent of national forest land and on the many privately owned forests.

The objections raised by the mining industry are likewise invalid. Because mining involves the handling, transportation, and processing of large quantities of ore, the economic feasibility of mining operations is very much dependent on transportation and labor costs. Most wilderness is located in isolated, remote areas far removed from smelters, markets, and labor pools, thus often rendering commercial exploitation of their mineral resources uneconomical. A significant, but by no means unique, case in point is the Holden Mine, in Washington State, which ceased operations several years ago primarily because of prohibitive labor costs.

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On the other hand, the arguments in favor of the wilderness bill make much more economic sense. The important point is that all uses of wilderness areas under the wilderness bill would be nondestructive. Many people would come into these areas for such purposes as fishing, hunting, camping, scientific studies, etc., and would make an important contribution to the local economies on a steady, year-by-year basis. Contrast this to the nonrecurring, one-time-only financial gains to be realized for logging such areas. Growing seasons are very short in the mountain areas where most wilderness is located, so that many years pass before another timber crop can be grown. And during this time, the logged-over lands are of very limited value for any purpose. The lumber company advertisements in national magazines always feature idealized, unrealistic paintings of logged-over areas in an attempt to show that logging does not deface the landscape, cause erosion, and restrict wildlife. The fact that such advertisements never use actual photographs of cutover areas furnishes mute testimony to the untruth of their message.

The writer is in no sense of the word a bird watcher; in truth, I don't know one bird from another. Those who are categorically opposed to lumbering under any circumstances are too far removed from reality to be taken seriously. Certainly enlightened logging and mining operations are vital to the welfare of our Nation. But it is equally foolish to contend that just because logging and mining are necessary we should open every acre of land to such uses, regardless of the economic and esthetic factors involved. Frequently practical and esthetic considerations conflict; fortunately, in the case of the wilderness bill, they reinforce one another. Because of the more favorable long-term economics, and because of the scenic and recreational attractions of the areas involved, I strongly recommend that the wilderness bill be passed in its present form.

STATEMENT OF THE TRAILSMEN SUBMITTED BY GEORGE THOMPSON, DIRECTOR, MAY 1, 1962

MRS. GRACE PFOST,
Chairman, Public Lands Subcommittee,
New House Office Building, Washington, D.C.

DEAR MRS. PFOST: As a national organization of people who use the wilderness of the United States for recreational and educational purposes, we wish to urge your committee's favorable report on the Wilderness Act, S. 174, without crippling amendments. As trail campers, canoe voyagers, mountain climbers and cavers we can only endorse and attest to the excellent and practical reasons for passage of this measure as advanced by the Wilderness Society, the Wildlife Management Institute, the Trustees for Conservation, and similar groups whose objectives are to work in the interests of wilderness outdoorsmen like ourselves in securing the essential facility, in land and atmosphere, for the pursuit of a rapidly growing and deeply cultivating use of America's expanding leisure time.

As a group whose primary work is helping our members with wilderness-camping techniques, development of new techniques and equipment, and the setting of standards for the recreational use of wilderness, we are in a position to offer one specific observation on an argument against the passage of S. 174. It has been claimed that, because of the expense of wilderness recreation, the act will benefit only a wealthy small portion of our population. We would like to observe that this claim is based upon a serious misconception of the expense of wilderness travel. Although it is certainly true that the outdoorsman who rents his equipment, hires a guide, uses pack animals provided by the outfitter, and expects the outfitter to furnish such services as food planning, procurement, packing, and routing will pay roughly $25.00 to $35.00 per day for a 10-day to 2-week trip, in all fairness we must keep in mind that the summer-vacation bill for many Americans for lodging, meals, and entertainment—including much less specialized services and skills—amounts to the same figures. Aside from that, however, it is not necessary that such expenses be incurred in connection with a wilderness experience, and for the majority of those who use the wilderness they are not. Except for canoe areas, where canoe rental at low rates is the common practice (amounting to $1 to $2 per canoeist per day in nearly all situations) by far the greater number of wilderness outdoorsmen either own or borrow from fellow campers the equipment that they use. Although, once again, one can find ways to spend large sums on camping equipment, the research of this organization—portions of which have been published in national outdoors and

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crafts magazines—has produced instructions by which a camper can provide himself for wilderness camping anywhere in midcontinent North America in the summer for under $35 and under $50 for any time of the year.

Further, the number of trailsmen who hire guides is in the minority. More and more people, through the efforts of youth groups, summer camps, and adult outing societies, are learning their way around our wilderness tracts and the skills of living there in a wilderness situation. Although there is often an initial expense in this training, most of it, once again, does not amount to more than many Americans pay for a summer vacation. As volunteer leaders of youth programs, or as paid summer staff members, many more Americans are acquiring these skills not at their expense, but as their role in that rapidly growing and increasingly vital aspect of our economy, the professional guidance to wiser and educationally meaningful use of leisure time. The many camps, schools, youth programs, and recreation agencies who belong to such organizations as the American Camping Association, the National Recreation Association and others are going to experience increasing demands for this leadership, and they will need secured for them the facilities necessary to carrying it out.

We trust that these comments will add some perspective on the more realistic considerations involved in the question of the expense to individuals of wilderness recreation. They are submitted for whatever use they may be to your committee and with the request that they be included in the record of the hearings.

STATEMENT OF FEDERATION OF WESTERN OUTDOOR CLUBS SUBMITTED BY CARL E. BAUER, UTAH VICE PRESIDENT, FWOC

The enactment of the Wilderness Act, S. 174, even without the safeguards demanded by an implacable opposition, would be little more than a token of remorse for the folly tolerated during our national adolescence, a period from which we are apparently still very reluctant to emerge. Approaching maturity will be manifest only when real protection, and such restoration as is possible, are extended to vastly greater areas than are contemplated in this legislation.

With the gradual awakening of the national conscience, there remains for soulless industry little recourse other than multiple use. Doubtless the fervor of the chorused "devotion" for this concept is based on an assumption of business as usual.

Multiple use in essence is the use, or combination of uses, best serving the public interest. The livestock industry, in noxious contradiction, must not only answer for the ruination of vast areas of once verdant western land, but for its continuing virulent opposition to programs for arresting deterioration of vital watershed.

Mining, while handicapped in terms of acreage, has demonstrated even greater facility in localized desecration. Through a common practice of the leasing of grazing rights, mining has also become an equally despicable partner in the pollution of the culinary water of the populations of our central valleys.

With the rapidly approaching dearth of water resources, toleration of livestock grazing on important watershed is a form of unmitigated insanity, and destruction of vegetation and plant sustaining capability of large areas less susceptible to erosion differs only in degree.

The uninhibited result, a desolation beyond the capability of any recognized foe, is also wilderness, but of a type affording little reason for pride in an enlightened era.

I would appreciate inclusion of the foregoing in the record.

STATEMENT OF FRIENDS OF THE WILDERNESS PRESENTED BY WILLIAM H. MAGIE, EXECUTIVE SECRETARY

Friends of the Wilderness, with headquarters in Duluth, Minn., wishes respectfully to express its complete, emphatic and urgent support of the Wilderness Act, S. 174, which is before your committee.

Friends of the Wilderness is a voluntary nonsalaried organization of many thousands of members residing in all the States of the Union. It was organized in 1949 to come to the support of the wilderness canoe country in Superior National Forest in northeastern Minnesota when a major crisis threatened to destroy it as a wilderness area. We have continued in existence because the

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crises have never ceased. Our supporters come from all walks of life. Contrary to statements you are sure to hear at this hearing, the overwhelming majority of our supporters are the so-called average people. Most of them are young. The bulk of our contributions are in the amount of $1. We have no salaries and no office expense. I write as executive secretary, which office I have held from the beginning, and for which I have never received one cent of pay.

Friends of the Wilderness has studied the Wilderness Act thoroughly, and we wish to emphasize as strongly as we can the very great, the very urgent need for this kind of legislation.

We say this because of our bitter experience in trying to protect and preserve our incomparable Minnesota canoe country wilderness, now called officially the Boundary Waters Canoe Area, over the last 35 years. The fight to preserve the unique wilderness canoe country is by far the oldest and the longest of the wilderness battles. No other choice wilderness area has ever been under such pressures for exploitation as this one. We have been a laboratory of what a wilderness area needs to survive when because of accessibility and character the rewards of exploitation are great.

Since 1926 we have been in an almost constant struggle to try to preserve minimum wilderness values in our superb canoe country. It was one of the first, perhaps the first, of the wilderness area of the U.S. Forest Service. The first reservation, as a roadless area, was made in 1926. The reservation came just in time to stave off a network of roads—but not all of them.

Then industrialists—an older generation of some of the people who are among the fiercest and most uncompromising enemies of the Wilderness Act—discovered that if they flooded the region it would provide oceans of cheap power. It was a barefaced cynical robber-baron grab. But it took the direct intervention of Congress—in the Shipstead-Newton-Nolan Act of 1930—to halt it.

Either one of these great threats if successful would have destroyed the canoe country. But this was only a preview. The attacks, in one form or another, have never ceased. There probably has not been a time since before the roadless reservation when the region has not been under major attack—by unceasing road pressures, by airplane pressures, by development pressures of many kinds. After War II, float fishing planes, in direct violation of the spirit of the roadless reservation swarmed over the area. Then resorts were established deep in the wilderness, serviced entirely by float plane. They were built on small pieces of strategic private land the Forest Service had not been able to acquire. But they made unblushing use of the principality of choice public wilderness that surrounded them.

Much of the canoe country went down the road to ruin. The roadless reservation was a travesty. But the Forest Service was completely helpless. Finally the tragedy was gradually halted by an Executive order by President Truman.

The wilderness-exploitation issues in the Minnesota wilderness canoe country have been before the highest courts over the years. Several times the issues have been before the Federal district court—the appeal court—once to the Supreme Court—in bitter struggles. And always the canoe wilderness has been upheld. The State legislature, the Governors, also have backed the canoe country. In recent years the Congress has again expressed its favorable interest in protecting this canoe wilderness. Three times since 1948 it has authorized funds to consolidate the region by purchase of the remaining private land.

But all these overwhelming official acts in favor, and the constant defeats of the opponents, have not halted the attacks on the canoe country.

The point I make is that today no choice accessible wilderness area can withstand the forces of determined, aggressive exploitation without strong basic statutory protection.

Without the strong help of the Congress, the executive branch, and the courts, we could not have saved the canoe country. Neither can any other similar wilderness area be saved. Many of us have grown old and gray in the struggle for the canoe wilderness. But still it continues.

Gentlemen and ladies of this committee, we need to have a clear congressional mandate of wilderness preservation. We need to have it stated in the national law that it is the policy of the Congress that our choice wilderness areas must be preserved, for the welfare of all the people.

We must do this now, or for many of our most accessible and choice pieces of wilderness it will be too late. A wilderness once destroyed cannot soon be restored. But if it is preserved now while there is still time, it can always be used in the future for a higher purpose, if it be so determined.

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Saving the Minnesota canoe wilderness has been worthwhile. Enough time has now passed since the early days of the struggle so that we can make that statement without fear of contradiction.

Even many of our bitterest enemies over the years have come over to our side today, conceding they were wrong. The great majority of the people of our region are strongly on our side, and the great majority of the people of our State, and our supporters are legion all across the country.

The canoe country has became a magnet for young people from all over the Nation. They go there in the tens of thousands. They go there on strenuous canoe trips, both girls and boys. They want the wilderness, that is why they are there. They go deep into the wilderness, in twos and fours, in small groups and in large groups. They are magnificent young people. They all gain something from the country. They are good kids when they go there. But they are better kids when they come back. You have only to observe them in order to know this and to understand.

The canoe wilderness is a superlative experience for young people. Almost all of them paddle. They will have nothing to do with motors. They want to be on their own. They take pride in their prowess on the portages. They are remarkably clean campers. They do not seem to provoke the main litter and sanitation problem. This is worst in the gateway areas reached by the adult weekend fishermen. There are also many elderly canoe travelers. Some who introduced their children to the region are now introducing their grandchildren.

For all there are the rewards of self-reliance and bodybuilding in an environment where one must depend on one's own resources. But there are unusual ethical and spiritual values too, which are most likely even greater than the physical ones. But these things are much more intangible and harder to define. One must see these wonderful young people—and the fine older people, too—in order really to understand these things. Only one thing is sure. They are there.

One thing I have left for the last, and that is also an intangible, namely, the great citizenship values. There is something about a region like this—something wonderful—that the sensitive young people feel very quickly. I mean, almost all young people have a special sensitivity for it. A region like this tends to impart an important link with our country's past, and a perception and understanding of it that otherwise might be much slower in developing, if indeed it develops at all. There seems to grow in the youngster something like a great pride in his country, a country that cares enough, and is sensitive enough, and generous enough, to set aside such a wonderful natural area, and permit one complete freedom to range in it to one's heart's content, to feel this freedom, to live in it, and to do it at such very little cost. The average youngster is naturally fairly inarticulate about these things. But there springs a new pride in and an awareness of his American citizenship.

Other wildernesses have pretty much the same physical, ethical, spiritual, and citizenship values that the Canoe Wilderness has.

True multiple use is also demonstrated by the Minnesota Canoe Wilderness. It comprises less than a third of the Superior National Forest. It lies along the international boundary adjacent to the comparable Quetico Provincial Park in Ontario. It is the finest canoe country in the United States, the equal of anything in the world. So this relatively small area is managed by the Forest Service exclusively for canoe use.

Next to it to the south is an intermediate zone of also about a third. This is also canoe country, but timber cutting is permitted except for a strip along the the shorelines, also temporary roads. The third and largest zone is the all-purpose zone, where all harmonious uses are not only permitted but encouraged.

The cry for multiple use on each and every acre is unrealistic and often highly insincere. True multiple use can be only an area use, each portion devoted to its highest purpose, as in the Superior National Forest.

Thank you.

STATEMENT OF GEORGE D. HOLTON, HELENA, MONT.

As a private citizen I am much in favor of S. 174, the Wilderness Act.

There are some 1904 million acres of land in continental United States. Most of this was wilderness 200 years ago. In only 200 years the wilderness has shrunk to 43 million acres or only 2.3 percent of the total land area. This includes wilderness in all categories such as that in national forests, national parks, national wildlife refuges, Indian reservations, and State parks.

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This remaining virgin wilderness is in peril. Once gone it is gone forever.

The American wilderness is important in a very real sense. It is a pioneer heritage. The remaining wilderness and its wildlife are remnants of the American scene as it was when white man first set foot on the continent. This is important esthetically and also from the standpoint of science and education. Many plants and animals would become extinct without wilderness areas. Biological communities in their natural state are an utmost necessity in studying and improving plant and animal communities modified by man.

Recreation, in contrast to amusement, is sorely needed in this age of tensions and pressures. Wilderness areas provide recreation of the highest type. They are among the few areas of escape from the hustle and din of power-driven lawn mowers, outboard motors, and diesel trucks. I believe our people need and want this type recreation. These areas will become increasingly important to future generations. Even those who cannot actually visit them derive a measure of satisfaction from knowing they are there.

As for the law, it should be pointed out that in itself it will create no wilderness areas that do not now exist. Its purpose is to legislatively classify as wilderness, areas which have already been administratively classified as such. They will not be exclusively set aside but can be used for any purpose that will not interfere with their primary purpose of wilderness preservation. Grazing would be continued in national forest wilderness areas where now permitted. Thus, wilderness areas will be multiple-use areas. Then too, they are mostly in high and steep mountainous country where grazing, logging and mining must be restricted to protect the watershed. The areas designated would not be inflexibly committed to wilderness forever since Congress could at any time pass a law changing or abolishing a wilderness area.

Safeguards are the main purpose of the law. As things stand now, decisions as to what will become of wilderness areas are made by the heads of agencies administering the land. With the law, the general public, through representatives in Congress, will have a voice in determining what becomes of them.

I request this statement be included with the records of the hearing at Washington, D.C., on May 7–9, 1962.

STATEMENT OF IZAAK WALTON LEAGUE OF AMERICA, INC., HIBBING, MINN., CHAPTER, PRESENTED BY HARRY A. WOLD, CHAIRMAN

It is requested that this communication be given due consideration and be included in the record of the committee hearings as testimony in favor of House passage of the Wilderness Act, S. 174, as passed by the Senate.

The officers and members of the Hibbing (Minn.) Chapter of the Izaak Walton League have closely followed the life and growth of this important bit of legislation for several years, and speaking for ourselves and our many conservation-minded friends, we urge that your committee take prompt and decisive action in giving your approval and aiding passage of the Wilderness Act, S. 174, as passed by the Senate.

We consider ourselves extremely fortunate in having one of the areas included in the act in our State.; i.e., the Boundary Waters Canoe Area, a part of the Superior National Forest. As individuals, family and organizational groups, we have made considerable use of this wonderful area and have grown to know and love it to its very depths. We have always been very active in the near-constant battle to preserve our "canoe country" (as it is locally known) in its most natural state, and have frequently rendered support in the preservation efforts directed toward other wilderness areas in the country. Thus, we feel that we do not speak out merely as just another group called upon to give an opinion that has been previously formulated by others, but instead we base our favoring passage of the Wilderness Act on a foundation of experience and association with wilderness areas.

We believe that passage of the Wilderness Act will accomplish two main purposes aside from the pure conservation aspects of the act; First, it will set aside and preserve recreational areas for our use and for the use of our rapidly growing population in years to come. Our society is becoming more aware of the need for recreation by its peoples, but is delinquent in providing and reserving recreational areas for present and future needs. Secondly, passage of the act will preserve from exploitation a reserve of mineral water and timber resources, and agricultural and grazing lands, to be available in the event of need dictated by national emergency or domestic need in the public interest. At this time we can state that no such needs exist.

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It has been noted that in other hearings concerning wilderness preservation that the antiwilderness forces have been mustered in force through propaganda and devious means such as half-truths, misleading statements, and occasional false information. Lower echelon individuals of industrial organizations are opposed to wilderness because they are asked or told to take such a stand by their superiors.

Consequently, it has been most outstandingly noted that only an extremely small percentage of wilderness opponents have ever visited or used any of our Nation's wilderness areas. It would be of great interest to determine what percent of the opponents of the Wilderness Act have visited or used a wilderness area.

In speaking out for the many conservationists and wilderness lovers that we represent, men and women of all social and income levels, we most respectfully ask for your committee's endorsement of the Wilderness Act and the continued active support of the committee members in bringing about the final passage of the Wilderness Act on the floor of the House of Representatives.

STATEMENT OF KATHRYN KERSHAW AND ISABELLE LYNN, DOUBLE K MOUNTAIN RANCH, GOOSE PRAIRIE

For the past several years, while the pro and con factions have worked over the wilderness bill, an interesting change in attitudes has come about: Even those who are most violently against the legislation have been forced to review their stand that wilderness is simply a huge outdoor playground with trees. Need for fighting fire (natural phenomena in wilderness), need (though none has been demonstrated) for commercial exploitation, and the virtuousness of making these areas available to the aged, the lame, and the halt are now some of the noble reasons advanced for destroying the remaining wilderness. The most regrettable thing about the length of time it has taken the Congress to hear all sides, to examine, and to amend the bill is the amount of de facto wilderness that has been consumed in the process.

That wilderness is a playground is simply a byproduct of its existence, and this is no way derogates its function as such, for it is an extremely important byproduct in this age of speed, noise, and gadgets. Man cannot divorce himself from his biological heritage without unknowable results, which thinking beings would rather not experiment with.

Wilderness is a scientific laboratory and a museum. Everything in it is important, and will continue to be important both for study and enjoyment. Until all plant and animal relationships in the universe are clear—from the pill millipede to the grizzly—we must keep these pristine parts of the earth for study. By the time these relationships have been established, it is to be hoped that man will have progressed far enough intellectually so that any question of wilderness destruction is merely ridiculous. In the meantime, wilderness is the first of our natural resources to be in real danger of total disappearance, and neither this nor any generation has a legal or moral right to destroy what is irreplaceable.

While those who oppose the bill at the hearings have outnumbered its proponents, the important fact is that the number of pro-wilderness witnesses who have written letters and statements and sent telegrams for the record considerably outnumber the bill's opponents. This is understandable: Those who are against the bill are opposed for commercial reasons. (We shall hazard a guess here that their witnesses and lobbies are tax-deductible expenses.) Those who favor the bill, rich and privileged though they are, according to the bill's opponents, simply cannot afford the money or the time for personal appearances at hearings. Their letters, statements, and telegrams should count no less than a personal appearance.

Such a point of view may be difficult for some Congressmen who have large logging interests within their constituencies, but under the circumstances of the expressed will of the people, the House has no alternative but to vote a resounding and statesmanlike "Yes" on S. 174.

STATEMENT OF LEMHI COUNTY SPORTSMEN'S ASSOCIATION, SALMON, IDAHO, SUBMITTED BY F. S. KIMBALL, PRESIDENT

1. This association, consisting of 101 members, has overwhelmingly voted their approval of the wilderness bill at a regular club meeting.
2. It is requested that this be made a part of the record of hearings concerning this bill.

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STATEMENT OF MRS. JUSTIS D. DUVEL ON BEHALF ON THE NATIONAL COUNCIL OF STATE GARDEN CLUBS, INC.

The approximately one-half million members of the national Council of State Garden Clubs, Inc., representing 47 States, have authorized the following statement in behalf of the wilderness bill:

The National Council of State Garden Clubs, Inc., an organization dedicated to the conservation of our natural resources, and to the importance of preserving America's remnants of wilderness for watershed protection, clear pure water, and the protection of wild game, firmly believe, after careful study of the matter at hand, that the Wilderness Act, S. 174 properly directs emphasis in future management of the wilderness system, and we urge the subcommittee to report S.174 with the following weakening amendments removed:

(1) That amendment which would permit the Federal Power Commission to authorize dams in wilderness areas. (Allott amendment)

(2) The amendment having to do with the procedure in primitive areas, which would permit the Secretary of Agriculture to remove a primitive area entirely from the wilderness area without a fear or reversal by the Congress. (Section 3(b) (1).)

(3) Two additions in section 6(c) (8) authorizing prospecting for water resources and the completely subsurface use of wilderness areas.

STATEMENT OF NEW MEXICO WILDLIFE AND CONSERVATION ASSOCIATION, INC., PRESENTED BY DOC H. BURNETT, PRESIDENT

This statement is filed with you for the record in the wilderness preservation hearings May 7–9 on behalf of the New Mexico Wildlife and Conservation Association, Inc. and affiliates throughout the State.

This will confirm once again the firm stand this organization has taken from the beginning on wilderness preservation that we are unalterably in favor of it. We endorse S. 174 as a good, sound measure to accomplish the desired end in complete fairness to all. Not only is this organization strongly supporting the wilderness preservation proposals but every other organization in the State concerned with outdoor recreation, and many others as well are in accord with our position.

We feel strongly that we owe it to posterity as well as to ourselves to save some of these unspoiled areas. They are becoming more useful and important every day. To be sure there are selfish, commercial interests who can't see the soul-satisfying, esthetic, recreational, and scientific, educational, and watershed values. They are blinded by the dollar sign which they imagine exploitation would bring. But the fact is they have no vested rights there at all. These areas belong to the great American public. We want them saved for the public forever.

The opponents have been pleading that we wait until the Outdoor Recreation Resources Review Commission's report became available before passing any legislation. The implication has been all along that they would abide by the findings of the Commission in this regard. So now the report is available and strongly recommends just what we have been recommending all along—that wilderness preservation legislation to enacted without delay. So Mr. Chairman we urge you and your committee to get on with the job of passing the bill which passed the honorable Senate 78 to 8.

Let us not wait as we so neglectfully done with our seashore recreation areas. We saved only a few hundred miles out of many thousands and now that we need them badly they must be bought back at astronomical prices, a million dollars or more a mile.

Please remember that once a wilderness area is destroyed it is practically impossible to restore it. Let's not wait until it is too late. The part of wisdom is to save enough now. Whether future needed changes are accomplished by positive or negative act of Congress is completely inconsequential compared to the basic need for wilderness preservation. Who was it fiddled while Rome burned?

The claim by many opponents of the legislation for preservation of our most valuable wilderness areas that only a few very hard and very rich people can use these areas is utterly ridiculous. They can be used by the average American man or woman. They can and are used at very low costs for hiking, backpacking, horseback riding, camping, fishing, and hunting. Even the deluxe

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wilderness trail ride trips sponsored by the American Forestry Association and Wilderness Society where everything is furnished but one's bedroll (even a medical officer to take care of any possible sickness or accidents) cost only about $21 per day. That is less than it costs to stay at a good hotel in any large city.

As to light use, that is a myth too. Right here in New Mexico there were last year, according to reliable statistics of the U.S. Forest Service and Department of Game and Fish, over 8,000 users of the 165,000-acre Pecos wilderness area. People who make such claims as to light use by very hardy and rich people only simply do not know what they are talking about.

Finally I wish to call attention to the fact that practically every wildlife and conservation organization in the country favor wilderness preservation by statute along the lines of S. 174. The President has strongly endorsed it. The Secretaries of Interior and Agriculture and the U.S. Forest Service have done likewise. And now the Outdoor Recreation Resources Review Commission has come out unequivocally for it. The Senate passed the bill S. 174, 78 to 8. What more endorsement is needed to get it out of committee and through the House of Representatives?

STATEMENT OF QUETICO-SUPERIOR COUNCIL, SUBMITTED BY ERNEST C. OBERHOLTZER, PRESIDENT

May I ask your indulgence for the filing of this statement for the printed record of the hearings to be held on the wilderness bill, S. 174, on May 10 and 11? I only wish it might have been filed at least 50 years ago, when credit could have been taken for foresight instead of hindsight.

It is the understanding of the Quetico-Superior Council of Minneapolis that the wilderness bill withdraws nothing, appropriates nothing, sets up no new agency, but contains a deadly declaration by Congress that wilderness is something to cherish in the public interest. We have been for that from the beginning and long before any move was made in Congress. There must be some point in administrative policy where wilderness is recognized by Congress for its deep and expanding significance to the Nation as a natural resource. Otherwise, the results are controversy and vacillation costly to all concerned. Our own experience in consolidating Superior National Forest shows clearly how much could have been saved both in priceless resources and in the actual expenditures by Congress if a clear course could have been steered from the beginning.

When someone like myself who has lived close to wilderness for most of his lifetime looks back for 50 years to what has happened to wilderness and its creatures and then projects his view 50 years ahead, it is difficult to believe that anything of the true wilderness such as our pioneers knew will remain. The ratio between the vanishing wilderness and the swarming, mechanized population is truly alarming. The hope lies in unequivocal action by Congress.

STATEMENT OF THE SPORT FISHING INSTITUTE, INC., WASHINGTON, D.C.

The Sport Fishing Institute, Washington, D.C., a nonprofit scientific and educational fish conservation organization dedicated to the improvement of sport fishing, and supported by fishermen and industry, supports the objectives of the wilderness bill (S. 174), introduced by Senator Clinton P. Anderson and passed by the Senate September 6, 1961.

The amount of lands involved, taking into account the overall national perspective, does not appear excessive to us. We believe that every effort possible should be made to preserve this small vestige of the primeval in order that future generations of Americans may have an opportunity to know and appreciate this aspect of their heritage in some small degree. We are convinced, too, that consideration must be given to a full variety of outdoor environmental experiences within the framework of meeting the growing demands for outdoor recreation, the needs for which were recently documented by the Outdoor Recreation Resources Review Commission. Demands on back-country primitive areas by anglers are also increasing, especially by those desiring the unique fishing opportunities offered only in wilderness situations. Such fishing opportunities would disappear almost overnight, if not safeguarded by legislation similar to that proposed in S. 174.

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There is much current concern regarding increasing water pollution in our streams and lakes. Protection of the headwaters in wilderness areas could help to assure the American people that there will always be some uncontaminated supplies of clean, clear water above all sources of pollution. Water quality in these watersheds within wilderness areas could be preserved in its natural state of purity, providing external tangible yardsticks for measuring effectiveness of water pollution control programs.

One of the major determinations made in the ORRRC Study Report 3, "Wilderness and Recreation, a Report on Resources, Values, and Problems," was that 75 percent of those penetrating the boundaries of wilderness areas planned fishing as one of their major activities. Those fishermen desiring to exert themselves can have as a goal practically virgin waters in which to fish—an incomparable fishing experience that could become entirely impossible to attain unless such areas are protected from possible future administrative policy changes that could eliminate management under wilderness concepts.

The Sport Fishing Institute generally concurs in the principles to which S. 174 addresses itself, to protect by statute—subject to change only through deliberative process—those areas now designated administratively, or regarded generally, as wilderness or related purpose areas. With statutory protection, there would be a National Wilderness Preservation System for the permanent good of the whole people. We feel that this approach provides for public uses and benefits that are of overriding value to America. For these reasons, Sport Fishing Institute urges approval of S. 174 by your committee as a means to that end, and respectfully requests that this be made a part of the official record of hearings.

STATEMENT OF JOHN B. THUNE, MORAGA, CALIF.

In the course of my work as general secretary of the Young Men's Christian Association of Oakland, Calif., I have the opportunity to rub shoulders with urban young people.

For many years I have made it a point to visit some of America's great wilderness areas. A good number of city-bred boys and girls have always accompanied me on these adventures. These experiences have led me to believe that the natural world offers one of the finest places for finding many of the answers we are looking for today. The natural world has always been the place where I have seen the finest leadership qualities develop.

In this day of increasing urbanization and mechanization we must find the way to preserve wilderness as one of the tools for serving youth if we expect to develop a nation of wholesome and intelligent persons. Nature is a great teacher.

Wilderness is a resource that belongs to all the people. It is a resource that belongs to all generations to come. These wildlands are great storehouses of nature. They must be preserved as part of a balanced conservation program for educational, recreational, inspirational and scientific use.

Our country is still relatively young. The neuclear age is just beginning. In our midst we still have some priceless wilderness areas; however, each year we find reasons to reduce them. We have found through bitter experience that once they are gone, they cannot be restored to their original highest use.

A Wilderness Act is a much needed piece of protection. Such an act would represent the work of men and women of vision. It would serve as a great monument to the sense of values of this generation.

America needs the safeguards to prevent the exploitation of every corner of this country. I urge the adoption of a strong wilderness bill,

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STATEMENT OF MORTON R. BRIGHAM, LEWISTON, IDAHO

I would like to enter a statement contained in this letter in support of the wilderness bill and request that it be made part of the record.

Two 8 by 10 enlargements of pictures taken in April 1962 near Lewiston are enclosed. One shows a sizable stream of water running down a road. This was taken on the PFI road leading onto Craig Mountain and shows water from melting snow carrying countless tons of mud into the Lewiston Orchards water system. Culverts on this road have never been adequate, plug up or overflow every year, and the result is muddy water and severe erosion.

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The other photo shows the aftermath of winter logging in Webb Creek. Snow is removed from the frozen earth in winter to drive vehicles in logging operations. When the spring thaws come, the roads are soon bare and the soft mud is subject to the worst kind of erosion as shown in the photo.

Multiple use enthusiasts claim logging improves the yield of high quality water. I ask you to look at these pictures and you will see how the whole country would look if it is all logged, and how much truth there is to their claim.

Also enclosed is further evidence I would like to call to your attention. The enclosed map is taken from page 6 of a Forest Service brochure showing their plans for the Selway Bitterroot Wilderness. As indicated on the map, they intend to chop off several huge pieces of the existing wilderness, including over 310,000 acres in the upper Selway drainage. If this plan goes through, the Selway River is virtually doomed as a fishing stream and this unsurpassed wildlife and scenic area will look like the enclosed photos in due time. Here is a case where an existing Federal agency is proposing the elimination of vast areas, and only Federal legislation can stop this trend. Those people who say nothing is wrong with the way agencies are handling wilderness matters at the present time cannot explain away the existence of this map. The plain fact is that if the wilderness bill is not passed, the Selway will become one more place with stumps and muddy water.

I urge favorable action on this bill.

(Committee Note: The attached map and photographs may be found in committee files.)

STATEMENT OF ILLINOIS AUDUBON SOCIETY, SUBMITTED BY RAY MOSTEK, VICE PRESIDENT

The Illinois Audubon Society has been in favor of the wilderness bill ever since it was first introduced into Congress by Senator Hubert Humphrey. We favor its passage now.

We are greatly disturbed that only now has the House Interior Subcommittee decided to hold hearings on the subject. We trust that this does not mean that it intends to delay an early report of this act to the floor of the House. We feel that it is urgent that no more delays be encountered or tolerated.

The Illinois Audubon Society has long recognized that unless large areas of this country are preserved in wilderness, there is little hope for saving some of our wildlife. Small areas, cut up by roads offer little or no refuge to many of our large game and birdlife. This is very true in the case of the grizzly bear and the condor.

We are disturbed by the knowledge that some of the wilderness areas of our country could be now destroyed by a mere Executive order, well-meaning though it might be. We feel that our large areas in our national parks, our national forests, and our national wildlife refuges should be under the full protection of the U.S. Congress.

Though we are concerned that the present wilderness bill is much weaker than the one originally introduced, and though it lacks some features we should like to have been retained, we are ready to accept this bill. We trust it will not meet with any further weakening amendments.

The Illinois Audubon Society is grateful for the overwhelming vote that S. 174 received in the Senate, 78 to 8. We trust that it will receive the same huge margin of victory in the House.

The wilderness bill has been called the most important conservation bill in Congress in the last decade. It has been discussed for 5 years. It is time to make it law.

STATEMENT OF THE IZAAK WALTON LEAGUE OF AMERICA, INC., COLORADO DIVISION, SUBMITTED BY EDNA H. HILL, SECRETARY

Colorado Division of the Izaak Walton League of America went on record in support of S. 174 for the following reasons:

(1) Establishes a national policy for wilderness preservation and a program to carry it out.

(2) Gives statutory protection to wilderness areas in national parks and monuments, national forests, and national wildlife refuges and ranges. (It provides that these lands shall continue to serve their present park, forest and refuge purposes but shall be so handled as to continue to preserve their wilderness character also.)

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(3) Provides for reviews of all these lands, except wilderness and wild areas that already have been reviewed, and provides orderly procedures for any necessary changes.

(4) Makes special provisions to respect all private rights, to protect established practices, such as grazing, for example, and to permit economic uses that may become needed in the national interest, such as mining, for example. (No areas now open to lumbering are involved.)

(5) Recognizes that "increasing population, accompanied by expanding settlement and growing mechanization, is destined to occupy and modify all areas except those that are designated for preservation"—and, for this reason, establishes a congressional policy and program "to secure for the American people of present and future generations the benefits of an enduring resource of wilderness."

STATEMENT OF R. CECIL LOVEL, MOSCOW, IDAHO

It is with deep conviction and utmost pleasure that I speak on the wilderness bill. The clarification of this important legislation has been its best defense against the ill-advised attacks of certain industrial repesentatives and that desperate group of professional politicians who are attempting to drive a wedge between the people of the State of Idaho and our brilliant junior Senator, Frank Church.

The antagonistic arguments advanced by these special interest groups, the mining industry, the timber corporations, and a few livestock representatives, as well as the aspirants for Senator Church's senatorial seat, have many times and in many places been so well refuted by that courageous statesman, Senator Church himself, that I am not going to dwell upon these biased attacks, and their refutation, but I am going to explain to you what may be the most important of all, the philosophical reason.

Now I know when we speak of philosophical things we immediately feel that we are talking about something that is completely intangible, something that we can neither see nor feel—something that has neither size nor shape—something that cannot be measured in dollars and cents. And this is true. We cannot measure philosophical things by the conventional standards of measurement, but I do believe that I can make you understand the philosophical reason so that it will not be easy to forget. I am just as sure of this as I am that you believe in a Divine Creator, and that you have great love for your children.

In this frantic struggle to maintain a place in this modern society of ours, we are apt to lose sight of the irrefutable fact that we are on this earth but a few short years. We come here as naked babes, with nothing but the right to live in a God-given world—a world that for millions of years has been shaped and reformed by His hands; into innumerable areas of vast rolling prairies, flanked by the majesty of awe-inspiring mountains, from which bubbling waters form sparkling streams that go leaping and frothing their boisterous way to mighty rivers—rivers that relentlessly, but quietly, surge onward to the beckoning sea. This is our beautiful world. We come to this world with nothing and we leave without possessions for the great beyond. But, when we leave this earth we must go, secure in the knowledge that our children, our grandchildren, our great grandchildren, and all the generations that follow, will also have the right to enjoy the hospitality of Mother Nature, during their brief sojourn here. For we must recognize—that we are but overnight guests in this Garden of Eden. And we must shamefacedly admit that we have ravaged this garden—we have lain waste to innumerable areas—without thought for future generations—we have pillaged and plundered with a savagery unbecoming to creatures moulded in God's image—and we should bow our heads with shame.

But it isn't too late to make some small measure of retribution. It isn't too late to set aside some sections of the country that we can use and enjoy—in such a manner so that our children and their posterity can also use and enjoy.

Just imagine, the hospitality of the mountain streams—the inviting comfort of the wilderness solitude—the profound inspiration of the mountain crags, pictured against a background of cumulus clouds on a deep blue sky—these are things we can enjoy—but we cannot take them with us—and we have not the right to destroy them for future generations. So my friends, while it is yet time, let us set aside some of these small wilderness areas—and as good custodians of our Creator's trust—preserve in perpetuity—that which is a birthright of all mankind.

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STATEMENT OF NATIONAL COUNCIL OF STATE GARDEN CLUBS, INC., SUBMITTED BY MRS. JUSTUS D. DUVÉ, CHAIRMAN OF LEGISLATION

The approximately one-half million members of the National Council of State Garden Clubs, Inc., representing 47 States, have authorized the following statement in behalf of the wilderness bill:

"The National Council of State Garden Clubs, Inc., an organization dedicated to the conservation of our natural resources, and to the importance of preserving America's remnants of wilderness for watershed protection, clear pure water, and the protection of wild game—firmly believe, after careful study of the matter at hand, that the Wilderness Act, S. 174, properly directs emphasis in future management of the wilderness system, and we urge the subcommittee to report S. 174 with the following weakening amendments removed:

"(1) That amendment which would permit the Federal Power Commission to authorize dams in wilderness areas (Allott amendment).

"(2) The amendment having to do with the procedure in primitive areas, which would permit the Secretary of Agriculture to remove a primitive area entirely from the wilderness area without fear of reversal by the Congress (sec. 3(b)(1)).

"(3) Two additions in section 6(c)(8) authorizing prospecting for water resources and the completely subsurface use of wilderness areas."

TELEGRAPHIC STATEMENT FROM ROBERT P. KOENIG, PRESIDENT, CERRO CORP., NEW YORK, N.Y.

Cerro Corp. wishes to record its support of an amendment to wilderness bill S. 174 which will fully preserve the rights under existing statutes of individuals and corporations to prospect, explore, locate mining claims, develop, and exploit mineral deposits. We consider that S. 174 without such an amendment is unwieldy and would deprive citizens of their liberties and rights to exploit our mineral resources, and will result in the locking up of resources for our future needs in the wilderness areas.

STATEMENT OF STUDENTS' COMMITTEE FOR WILDERNESS, PORTLAND, OREG.

When the first European emigrants came to settle in North America they faced a huge wilderness. They were challengers. They tried to beat the wilderness back far enough that they could grow crops, pasture domestic animals, and build houses where they would be safe from the creatures of the forest. It was like chipping at the Rock of Gibraltar with a hammer and chisel, but instead of a chisel the pioneers had ax and plow, and instead of a hammer they had the will to make a home, a new life. They kept cutting and plowing, continually chipping away more wilderness, making more land livable.

When something threatened their peace they left the plow and the ax, spit on their hands, and said, "We've won our lives from the wilderness. No man can take this from us." They won independence; they had built a Nation from raw wilderness.

In those days there was room for all. In the western wilderness were more rich lands, and people went there to settle, first along the Ohio River, later in California and the Oregon country. Wherever they went, the pioneers were resolved to push back the edge of wilderness. Some kept cutting into the eastern frontier, while others made a hard journey through the wilds to take up the fight on the far side. Wherever they fought, each side suffered: the pioneers won land, but wilderness took lives. The contest was long and hard, but the challengers won. They made our modern American life possible.

At first wilderness was an adversary to be conquered, an enemy blocking the way to life in the new-found land. The wilderness was large; man was small. By hard work and the will to win a place for himself man subdued his enemy. It was this fight that gave man the American individualism and spirit of democracy. All were equal against the wilderness.

Now we have the upper hand. Man has got bigger while wilderness has got smaller. We have a few remnants left to dispose of as we wish, like a patch of small flowers: shall we step on them in our hurry to get somewhere else, or shall we keep them alive to remind us of our great journey? Where else but in

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wilderness can we be part of history and find land as it was when the first explorers and settlers came?

The U.S. Forest Service, the National Park Service, and the Bureau of Sport Fisheries and Wildlife have done well to preserve some of these remnants. The initiative and the decisions have been theirs ever since people first realized what could happen to this tangible part of our history. We ask now that the Congress take a hand in this and make wilderness preservation a program of all the people, a national trust, instead of a policy of a few Government executives. Let us proclaim that wilderness is the business of every citizen. The wilderness bill, S. 174, should be enacted.

STATEMENT OF ROSS WILLIAMS, DEAN, SCHOOL OF FORESTRY, MONTANA STATE UNIVERSITY

I would appreciate having you file this statement pertaining to the Wilderness Act, S. 174, for which you will be holding hearings on May 7, 8, and 9.

As dean of the School of Forestry at Montana State University, I am in a position where I find it possible to view the many phases of the wilderness controversy in an unbiased manner and at what I consider sufficient distance to permit me to see the entire picture.

I feel quite certain that those who are interested in the preservation of our wilderness and who are in favor of the wilderness bill are overwhelmingly in favor of having the wilderness administered by the U.S. Forest Service. On the other hand, we are all concerned with the lack of congressional authority for this agency when it comes to handling the many-sided features of the administration of these areas. Their authority should be greatly strengthened and be provided with guidelines to assist them in their administration. I feel that the wilderness bill adequately takes care of these factors.

I must confess that I am somewhat puzzled and, in fact, worried, about some of the administrative decisions that some regional foresters in the Forest Service have made in recent months. They are indicative of what can happen, when pressure is placed upon them. A good example is the Waldo Lake wild area decision. Apparently the regional forester in this instance yielded to the influence of the lumbering interests in making decisions contrary to the best interests of the public. I am satisfied that the success of the lumber industries in this instance has increased their confidence in acquiring a greater voice in such decisions. This is exemplified in the editorial and an accompanying article which appeared in a recent issue of the Weyerhaeuser News, copies of which I am enclosing. This and other incidents have been a matter of considerable concern to many individuals, including Chief Justice Douglas, as recorded in the minutes of the 1961 Wilderness Conference.

I feel there is a distinct need for the passage of Senate bill S. 174.

(COMMITTEE NOTE.—Attachments made a part of the file.)

Mrs. PROST. The committee then will turn to those witnesses who oppose the Wilderness Act as passed by the Senate or would amend its major substantive provisions.

Our first witness is Mr. Alex Deutsch, of Los Angeles, Calif., in behalf of the Far West Ski Association and the Ski Writers Association.

Mr. Deutsch, we appreciate your patience in waiting until we have been able to reach your name. I understand you came early before our hearings even started and felt you were a little crowded for time.

STATEMENT OF ALEX DEUTSCH, LOS ANGELES, CALIF., IN BEHALF OF THE FAR WEST SKI ASSOCIATION AND THE SKI WRITERS ASSOCIATION

Mr. DEUTSCH. Madam Chairman, I had a date with Congressman Saund of our State and I did not know he was in the hospital. I had a date to meet with him Friday and, unfortunately, he could not see me.

I would like to clarify one thing. I am not an opponent of the bill. I seek an amendment.

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Madam Chairman, and members of the committee; I am Alex Deutsch of Los Angeles and I appear before this committee as a representative of the Far West Ski Association, Southern Council, and the Ski Writers Association of Southern California. (Exhibits A and B.) Our request is for an amendment to the wilderness bill, S. 174, which will make it possible for the millions of residents in southern California to use a small portion of what is known as the San Gorgonio-San Bernardino Wild Area for winter recreation. The wilderness bill, as presently written, would make it impossible to change the San Gorgonio area, when the bill is passed.

Permit me to quote from a letter I received from Edward R. Cliff, Chief of the Forest Service (exhibit C):

> There is no specific provision in the bill (S. 174) under which a major modification or adjustment of the boundary of the San Gorgonio area could be accomplished. Therefore, to effect a major modification or adjustment of the boundaries of that area under the provisions of the bill as it passed the Senate, an act of Congress would be necessary.

Before presenting our amendment, I would like to outline briefly for this committee, two important and compelling reasons for its inclusion.

First, is the importance of San Gorgonio as a winter recreation area to approximately 10 million people living in southern California.

Second, the very nature of the area is a perfect example of the type recommended for general recreation by the Outdoor Recreation Resources Review Commission. With your permission, I shall be quoting from the book "Outdoor Recreation of America" published by this Commission.

San Gorgonio is less than a 100-mile drive, 88 miles, to be as close as I can determine, over fine highways, from downtown Los Angeles and within a 2-hour drive for more than 5 million people in southern California.

The peak of Mount San Gorgonio is 11,502 feet above sea level. It is the highest mountain in southern California. It is part of a high range, starting at San Bernardino Peak in the west and extending approximately 7 miles in an easterly direction.

This entire 7-mile range is above the 10,500 foot level, except for a few hundred yards at one spot. The entire range has a northern exposure, which is necessary for skiing. Not only is this range high enough to assure adequate snow every year but its slopes are of such nature as to provide some of the finest skiing in the United States. There are slopes on San Gorgonio for the expert skier, the intermediate skier, and the beginner. Most important of all, every year, from December through April, there is adequate and dependable snow for winter recreation and skiing.

In the opinion of most ski authorities in southern California the winter snow line in this area begins at 8,500 feet. All of the present ski areas operating in southern California are below 8,500 feet and most of them are even below 8,000 feet. Consequently, in winters like 1960–61, there was not one single day of snow skiing in any southern California ski resort, having ski lift facilities. The only place where skiing would have been possible, during the entire winter, was in the San Gorgonio area.

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May I quote from the letter of the Ski Writers Association of Southern California (exhibit B) which states in a paragraph the essence of this problem?

There has been a tremendous outburst of enthusiasm in southern California for snow sports, particularly since the end of World War II. The torrential influx of population is widely known, and many of these people have brought their love for snow sports with them. Yet, season after season, they must leave from virtually the base of a snowcapped area and undergo a highway round-trip of as much as 700 miles on a weekend to find skiable snow. That snowcapped area, only 2 hours from Los Angeles, has been sealed off to them by an uncompromising Government policy which has provided inadequate substitute.

In 1947, 15 years ago, the Forestry Service held a hearing on the advisability of opening a small section of San Gorgonio for winter recreation. The Forestry Service recommended against opening the area. On February 1, 1962, Senator Engle and Senator Kuchel requested by letter (exhibit D) that the Chief Forester call for another hearing on the San Gorgonio-San Bernardino Mountain Area, on behalf of their constituents.

On February 7, 1962, Mr. Chandler North, president, Far West Ski Association, Southern Council, wrote to the forest supervisor of the San Bernardino National Forest (exhibit A-3) also requesting that a public hearing be called. This request was not for a specific area, but for any portion of the area within the 7-mile range I previously mentioned. All the skiers requested was that an area between the 8,500- and 10,500-foot levels be selected. It is true, if the entire areas was made available, it would unquestionably become the finest ski area in the United States and probably one of the most popular areas in the world today.

Most of us, who have skied in Europe and in many areas of the United States, know the San Gorgonio-San Bernardino area offers as much as any winter sports area we have ever visited.

In addition, it offers something no other area can claim, namely, the area is within a 100-mile radius of at least 5 million people. This leads to the subject I would like to discuss briefly, the book "Outdoor Recreation for America." I am sure most of you are familiar with its contents. If not, may I read a few highlights.

The President of the United States has said that recreation (particularly outdoor recreation) is important to the people of America. Today, the fastest growing outdoor recreation in America is skiing. Ski areas are scarce. There are many of them in Alaska. There are many in areas where access is impossible. An area like the San Gorgonio area providing daily recreation, and I repeat—daily recreation—for several million people is rare.

I would like to quote out of context from "Outdoor Recreation of America," page 174:

The usefulness of outdoor recreation hinges on three factors: (1) Proximity of population; (2) physical and legal accessibility; and (3) suitability for recreation purposes.

Under (1), proximity: No other ski area, or other winter recreation area in the United States is as close to as large a population center as is San Gorgonio.

Under (2), physical accessibility: Physical accessibility is here—legal accessibility is in the hands of Congress.

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Under (3), suitability for recreation purposes: I can only say this is probably the greatest winter recreation area in the United States, if made available and properly developed.

On page 3, it states:

Outdoor opportunities are most urgently needed near metropolitan areas. Three-quarters of the people will live in metropolitan areas by the turn of the century. They will have the greatest need for outdoor recreation, and their need will be most difficult to satisfy, as urban centers have the fewest facilities and the sharpest competition for land use. Over a quarter billion acres are public designated outdoor recreation areas. However, either the location of the land, or restrictive management policies, or both, greatly reduce the effectiveness of the land for recreation use by the bulk of the population. Much of the West and virtually all of Alaska are of little use to most Americans looking for a place in the sun for their families on a weekend, when the demand is overwhelming. At regional and State levels, most of the land is where people are not. Few places are near enough to metropolitan centers for a Sunday outing. The problem is not one of total area but of effective area.

On page 81, again I quote out of context:

The first task is to provide recreation for the metropolitan regions. We are not running out of land, we are failing to use it effectively. The physical supply of land for recreation is bountiful. For reasons of ownership, management or location, access to it is not.

On page 87, it is further stated:

Instead of straining limited budgets to meet peakload conditions, management should apply them to overall recreation development. It should, for example, do as much as possible to promote use of areas throughout the year. Often the season of use can be extended. In some cases, development of winter sports facilities would encourage year-around use of areas now used only in warm weather.

I visited San Gorgonio one month ago. Six of us hiked in with skins on our skis. We spread out in three different directions and, in the entire San Gorgonio area that we covered, we found only six other people. They were all on skis. It would have been impossible on that date for anyone to enter the area without skis, unless they were a most rugged type individual.

On page 117, under "Résumé of Class Characteristics," I quote:

Because of the localized nature of the activities, class II areas (which is skiing area) may often occur as enclaves in class III, which is general forest, occasionally (with very simple facilities) in class V, which is wilderness, and very rarely in class IV, which is national monuments.

I would like to have this committee consider for a minute what enclaves are. They are acres that are set aside within larger areas for uses of different types. It is inconceivable to me that an enclave for skiing, within the San Gorgonio area, would do anything but permit many hundreds of thousands of people to enjoy this area with no injury to the remaining acres. For these reasons we would like to make the following recommendation as an amendment to wilderness bill, S. 174.

This is my amendment:

In any wilderness area, where within a radius of 100 miles there exists a population of more than 1 million people, the appropriate secretary shall at his discretion permit the use of enclaves within the wilderness area for winter recreation, including ski lifts and service facilities.

In the event that the best judgment of this committee should rule against an amendment such as we have proposed, we would urge that the San Gorgonio wilderness area be excepted from inclusion in the

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wilderness system identified in S. 174 and such area revert back to ordinary forest land, to be subject to review by the Bureau of Outdoor Recreation, Department of the Interior, for further study and revaluation as to its best use which might well be for general recreation, and winter recreation in particular.

If this is not done, the Wilderness Act in its present form can only be changed by legislation, by legislative action, of both House and Senate. You will agree, I am sure, that is tantamount to a freezing of these areas and the San Gorgonio area will never be put to its most effective use.

Skiers are just as happy skiing as golfers are golfing, as hikers are hiking. They too have right to the pursuit of this happiness. Skiers are not desecrators, they do not kill, they do not collect, they do not pick or destroy. The very nature of the sport makes it a drive amid natural beauty.

(Exhibits furnished by Mr. Deutsch follow:)

SOUTHERN COUNCIL OF THE FAR WEST SKI ASSOCIATION,
February 28, 1962.

Mr. ALEX DEUTSCH,
Beverly Hills, Calif.

DEAR MR. DEUTSCH: The Southern Council of the Far West Ski Association hereby delegates authority to you to act on behalf of all its member clubs as their representative at congressional hearings in Washington, D.C., on S. 174, known as the Wilderness Act.

Sincerely yours,

CHANDLER NORTH, *President.*

FAR WEST SKI ASSOCIATION AFFILIATED CLUBS

Aerojet Ski-Jets, Lyle Waters, 2027 Marconi Ave., No. 70, Sacramento.
Alameda Ski Club, Dee Dulec, 1220 Peru St., Alamenda, 1st and 3d Wednesdays.
*Ski Club Alpine, William Roth, 212 E. Road, Covina, 2d and 4th Tues., Buckingham Palace.
Alpineer Club, Herb Ridout, 44 Page St., San Francisco, Tuesday 7:30 p.m. Druids Hall.
Arizona Snow Bowl, Van Greemen, Box 1120, Flagstaff, Ariz.
Auburn Ski Club, H. S. Clegg, P.O. Box 387, Auburn.
*Ski Club Avalanche, Eber Slaght, 615 N. San Fernado Rd., Burbank; meets every 3d Thursday, Valley Vista Women's Club.
*Bakersfield Ski Club, Stan Henry, 113 Griffith St., Bakersfield.
*Balboa Ski Club, Dave Woods, Box 155, Balboa Island; 1st and 3d Mon., Hurley Bell Restaurant.
*Beach Cities Ski Club, J. Ray "Fuzz" Schulz, 432 Rosecrons Apt. C, Manhattan Beach; meets 2d and 4th Tuesdays, Clark Auditorium.
*Beckman Ski Club, Blair E. Howe, 211 Volecite Rd., La Puente; meets 1st and 3d Thursday, Beckman Plant, 2500 Harbor Blvd., Fullerton.
*Belvedere Ski Club, Robert Bagnall, 30 Madrona, Belvedere.
Berg & Tal, P.O. Box 65, San Bernardino, Rex Gilbert, 25636 Sun Ave., Loma Linda; 1st and 3d Thursdays, Rancho Del Valle, 895 W. 42d, San Bernardino.
Berkeley Ski Club, P.O. Box 498, Berkeley, Frank Okerbeck; 1st and 3d Tuesdays, Oct.–May, 8 p.m., Live Oak Community Center.
Big Bear Winter Club, Tommi Tyndall, Box 77, Snow Summit, Big Bear Lake.
*Big Pines Ski Club, Rex McLean, 11509 S. Groveland, Whittier.
*Bruin Ski Club, Lee Ann Johnson, 402 Westwood Blvd., Los Angeles.
Cal Poly Ski Club, Cal Poly ASB Office, San Luis Obispo.
Camber Ski Club, P.O. Box 195, Salinas, Calif.; Betty Gularte, 1st and 3d Wednesdays, 8 p.m.
Carmel Ski Club, P.O. Box 4675, Carmel, Calif. Bill Romeser, Thursday 8:00 p.m., Maxey's.
China Peak Ski Club—Bill Baker, 1805 Harrison Ave., Fresno 5.
Cinema Ski Club, Jules Salkin, 8051 Fareholm Dr., Los Angeles.

*100 percent Far West clubs.

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Convair (Antelope Valley), Tom Johnson, Box 128, Palmdale.
*Convair (San Diego), Joe Harris, 3622 35th St., San Diego 4.
D'Argent Ski Club, Dick Ziegler, 9918 Tecum Rd., Downey; meets 1st and 3d Wednesdays at various members' homes.
Diablo Valley College Ski Club, Golf Links Rd., Concord, Jim Hunter, 20 Sunrise Hill, Orinda.
Dodge Ridge Ski Club, Wilbur Twining, Pinecrest Chalet, Pinecrest.
Don Diego Ski Club, James Corbin, 4868 Narragansett Dr., San Diego.
*Edelweiss-Redhornet Ski Club, Frances Subich, in care of The Edelweiss, Twin Bridges, Kyburz.
*Edelweiss Ski Club, Al Hartman, 3942 Stevely Ave., Los Angeles; Tuesday, Beverly Caverns.
Far Western Medical Assn. Ski Club, Wm. C. Casey, M.D., 2414 Torrance Blvd., Torrance.
*Far World, Dr. Sutter Kunkel, Suite 524, 110 Pine Ave., Long Beach.
Foothill Ski Club, Maurice Ryan, 5123 N. Rosemead, San Gabriel; Thursdays 8:30 p.m., Monrovia Elks Club.
*Fresno Ski Club, Bill Baker, P.O. Box 581, Fresno; 1st and 3d Thursdays, 8:00 p.m., Holmes Playground.
General Dynamics Ski Club (Pomona)—Jim Rodriguez, 4220 La Junta Dr., Claremont; 2d and 4th Thursday, CRA Bldg.
Glendale Ski Club, Bill Holmes, 1848 Linda Rose Ave., Los Angeles 41, CL 5-0421; meets 1st and 3d Mondays, 8:00 p.m., Eagle Rock Playground, 1100 Eagle Vista Dr., LA.
*Green Valley Lake Ski Club, Bob Wood, General Delivery, Green Valley Lake.
*Grindelwald Ski Club, George Shahinian, 110 Eximeno Ave., Long Beach; 1st and 3d Thursdays, Danish Kitchen, 5623 Hollywood Blvd.
*Heavenly Valley (S. Tahoe), Alynne Hickey, Box 127, Bijou; 1st and 3d Sundays, Heavenly Valley Lodge.
Helter Skelter Club, Dr. Ralph Murano, 821 S. Claudina, Anaheim.
Hochgebirg Skiers, Don Cady, 14535 Hartland, Apt. 5, Van Nuys.
*Hollywood Ski Club, Cloyde Howard, 3226 Foust Ave., Long Beach; meets Wednesdays, 8:30 p.m., Cafe de Paris.
Hughes Ski Club, John Hoskin, EX 8-2711, Ext. 6233 (Bus.).
Ski Club Inyo, Stuart K. Rosenberg, 3100 Maple Ave., Manhattan Beach.
June Mountain Ski Club, June Lake, Gordon Oxley, Box 122, June Lake.
*California Kandahar Ski Club, Bob Foster, 4700 Joaquin Way, Sacramento.
Kaleva Ski Club, Gwen Maillnon, 837 Paloma Ave., Oakland; meets 4th Thursday.
*Lake Tahoe Ski Club, Box 626, Tahoe City, Herb Kahn, Box 91, Tahoe City.
Langlaufers (North American Aviation Inc.), Recreation Center, Room 1, 12145 Woodruff Ave., Downey, Rusty Harder, 10392 Imperial Ave., Garden Grove.
Lerc Ski Club, Box 504, Sunnyvale, John Petric, 1990 Latham St., Mt. View; meets 1st and 3d Wednesdays, 8:00 p.m., Pete's Chicago Club, Sunnyvale.
Long Beach Ski Club, Walt Ruffner, 5603 East 2d St., Long Beach, GE 9-9410; meets 1st and 3d Thursdays, Whaley Park Club House.
*Los Angeles City Schools (Wintersports Patrol Club), H. D. Fuerst, 3034 Castle Heights.
Los Padres Ski Club (reactivated club), Mark Shipman, 6004 Sutter Ave., Ventura.
Malibu Ski Club, Gilbert Platt, 1142 Las Pulgas Rd., Pacific Pallisades; 2d Wednesday.
*Mammoth Mt. Ski Club, Dave McCoy, Box 24, Monmmoth Lakes.
Marin Ski Club, Box 334, San Rafael. Danil Shillinger, 2d and 4th Wednesdays, College of Marin, Library Room 2, Kentfield.
Mercury Ski Club, Jo Tyndall, 431 West 7th St., Los Angeles.
Modesto Ski Club, J. D. Gravkin, P.O. Box 1751, Modesto.
Mt. Baldy Ski Club, Jane Leffler, Mt. Baldy.
Mt. Diablo Ski Club, P.O. Box 512, Concord. Frank Sellers; meets 1st and 3d Mondays.
*Mt. Shasta Snowmen Ski Club, Irene Murdoch, Box 676, Mt. Shasta.
*Mt. Waterman Ski Club, Wm. Bendal, 200 South El Molino, Pasadena; meets 3d Thursdays.
Napa Ski Club, Lou Risley, P.O. Box 411, Napa; meets 1st and 3d Thursdays, 8:00 p.m.; Dave's Place, 825 Third St., Napa.

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Nature Friends, Inc., Robert A. Wyler, 516 Ellington Ave., San Francisco.
*Northrop Ski Club, 222 North Prairie Ave., Hawthorne. Ralph W. Drong, Manhattan Beach.
Nots Ski Club, B. G. De Haas, 109 Q. Blandy, China Lake.
Oakland Ski Club, Box 1281, Oakland. Dean Colvin, 3341 North Lucille Lane, Lafayette; meets 1st Thursday, 8:00 p.m., Park Blvd. Club House, Oakland.
Olympic Club, John G. Halkett, 524 Post St., San Francisco.
*Pasadena Ski Club, Hays Schlundt, 2946 Kansas Ave., Santa Monica.
*Peer Gynt, Ken Belgen, 1006 Bradshaw, Monterey Park.
Peninsula Ski Club, Box 305, San Mateo; Archie Steinbach; Wednesdays 8:30 p.m., San Mateo City Council Chambers.
*Phoenix Ski Club, Box 1025, Phoenix, Gene Gage, 749 West Oakland, Chandler, Ariz.
*Porterville Ski Club, Gordon L. Jackson, P.O. Box 1132, Porterville.
Prudential Ski Club (Prudential Insurance Co.), P.O. Box 2051, Terminal Annex, Los Angeles.
Redding Ski Club, John Johannsen, 2687 Shasta, Summit City.
*Reno Ski Club, P.O. Box 214, Palo Alto, Hugo Taskovich, 751 Gallen Ave.
*Reul Ski Club, Ralph Peyton, 14936 Roxton Ave., Gardena.
Rubiyat Ski Club, Cecil Romage, 255 Brock Rd., Auburn.
Rwea Ski Club, Bonny Steele, Purch. Bldg. 10, Box 45564, Airport Station.
San Diego Ski Club, Joe W. LeVine, 433 San Elijo St., San Diego 6; meets 2d Wednesday, 8:00 p.m., Museum of Natural History Auditorium, Balboa Park, San Diego.
San Francisco Viking Ski Club, Forest Lodge, 266 Laguna Honda Blvd., San Francisco; Bob King, 3344 Taraval St., San Francisco; meets 2d Wednesday 8:30 p. m.
San Gorgonio Ski Club, Gordon Wade, 4100 Stone Canyon Ave., Sherman Oaks; meets 4th Wednesday 7:30 p.m., Pucci's Restaurant, Encino.
San Jose City College, Raylene Gray, 1928 Harmil Way, San Jose.
*Santa Barbara Ski Club, Frank Greer, 1577 Miramar Lane, Santa Barbara; meets 1st and 3d Wednesdays, All Saints by the Sea Parish Hall.
Santa Monica Ski Club, Fred Payne, 8422 Rindge Ave., Playa del Rey; 2d Thursday.
Scandia Norsemen Ski Club, 5623 Hollywood Blvd., Hollywood; Otto Boe, 2533 Creston, Hollywood; meets each Tuesday, Danish Kitchen.
Sequoia Ski Club, Jeanne Engel, Box 1103, Visalia.
Sierra Club, Dr. Edgar Wayburn, 30 Seaview Terrace, San Francisco.
Single Ski Club, Eddy Schonauer, 4422 Burns Ave., Los Angeles 29; meets 1st and 3d Wednesdays, 8:30 p.m., Blarney Castle, Western Ave., North of Wilshire.
*Ski and Skoal, Kenny Teague, 775 West 4th St., San Pedro.
*Ski Guins, Bud Hivner, 3977 Beechwood, Lynwood; 1st and 3d Thursdays, South Gate Civic Auditorium.
Ski Patrol, Jacques Bushman, 8009 Vista del Rosa, Downey.
Ski Mos, Elliott Popel, 729 Albee St., Montebello.
Skoalers Ski Club, Douglas Daniels, 2514 Gaynor, Richmond.
Skrid Finnen Ski Club, Andy Bryson, 3103 Stevely Ave., Long Beach.
Sons of Norway Ski Club, Jane N. Nore, 6725 Colbath Ave., Van Nuys.
South Bay Ski Club, P.O. Box 1091, San Jose; Chuck Cantoni, 2040 California St., Mountain View; meets 1st and 3d Tuesdays, Hawaiian Gardens.
*South Bay Wallers, Gerald Howe, 2082 General St., San Pedro; meets 2d and 4th Thursdays, Caprino's Restaurant, Torrence.
*Southern Skis, Kenneth Sharpe, 1224 Wall St., Los Angeles 15.
Squaw Valley Ski Club, Bill Leutwyler, Squaw Valley Lodge, Olympic Valley.
Stanford Ski Club, ASSU Office, Stanford U., Palo Alto.
*Stockton Ski Club, Box 16, Stockton. Bob Heath, Box 16, Stockton.
Stover Mt. Ski Club, Dick Boone, Chester; meets Elementary School, Chester, 2d Wednesday.
*Sugar Bowl Ski Club, Robert Arthur, 420 Market St., San Francisco.
*System Development Ski Club, Erwin Haegele, 2500 Colorado Ave., Santa Monico; meets every other Thursday at noon at SDC.
*Table Mt. Ski Club, Vernon Carter, 1304 Hillside Dr., Pomona.
Tamarack, James Jackson, P.O. Box 1446, Sacramento; meets Turnverein Hall, Sacramento.
Trojan Ski Club (U. of Southern Calif.), Bob Polis, 16214 Pacific Coast Highway, Surfside.

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*Tyrolean Ski Club, Harry Holmgren, 6926 Bellingham Ave., North Hollywood.
U. of Calif. Ski Club, Paul Duncan, 2315 Dwight Way, Berkeley 14.
*Vallejo Ski Club, Joan Rasler, 524 Starr Ave., Vallejo.
Vorlage Ski Club, Elbert Brock, 513 4th St., Davis; meets Thursday, Oct. to May, Turnverein, 33d and Jay St., Sacramento, 8:15 p.m.
Westwood Ski Club, Mark Seyer, 646 S. Barrington, Los Angeles.
*Whittier Ski Club, P.O. Box 941, Whittier. Roy Weideman, 841 Vacino, La Habra.
Yosemite Winter Club, Henry Berrey, Yosemite National Park.
Yuba Sutter Ski Club, Merle Russell, 604 Hughes Ave., Yuba City.
Far West Ski Assn., Lee Klein, Executive Dir., Box 2431, San Francisco; Byron Nishkian, Pres., 312 Howard St., San Francisco.
Southern Council, Chandler North, 2123 Midvale Ave., Los Angeles; Sidney Cornwall, 4126 Normal Ave., Los Angeles 29.
Bay Area Council, Katherine Hardie, 1159 Clay St., San Francisco; Henry Mockel, Secretary, 5531 Kales Ave., Oakland 18.
Far West Ski Instructors Assoc., Ray Patton, Box 1186, Pinecrest.
FWSA Charter Flights, Dr. Sutter Kunkel; Lee Willette, P.O. Box 64, Long Beach.
Ski Writers of Southern Cal., Bill Keene, KNXT, 1313 N. Vine St., Hollywood; Bill Kotoff, 1511 Dorland St., Whittier.
Winter Sports Writers Association of Northern California and Nevada, Robert Hughes, Pres., San Francisco Chronicle; Henry Mockel, Exec. Sec., 5531 Kales Ave., Oakland 18.

SOUTHERN COUNCIL OF THE FAR WEST SKI ASSOCIATION,
February 7, 1962.

Mr. DONALD R. BAUER,
Forest Supervisor, San Bernardino National Forest,
San Bernardino, Calif.

DEAR MR. BAUER: It has come to my attention that no official request has been placed with your office to develop an area for winter sports in the San Gorgonio-San Bernardino Mountain Range.

The Southern Council of the Far West Ski Association hereby requests that an area for winter sports be developed in the San Bernardino-San Gorgonio Mountain Range. This area to have a minimum altitude of 8,500 feet and extend to approximately 10,500 feet. The location and development of this proposed winter sports area to be determined by the U.S. Forest Service.

It is further requested that the U.S. Forest Service serve notice and make necessary arrangements to hold a public hearing on the foregoing request.

This request is submitted in behalf of 68 ski clubs in Southern California and in behalf of the many thousand skiers who are not affiliated with skiing organizations.

The Southern Council will cooperate fully with the desires of the U.S. Forest Service and will gladly talk to any organizations who oppose this request in order that we may fully understand each other.

We will greatly appreciate rapid handling of this request so that it may reach Chief Forester McArdle as soon as possible.

Respectfully,

CHANDLER P. NORTH, *President.*

SKI WRITERS ASSOCIATION OF SOUTHERN CALIFORNIA,
Los Angeles, Calif., February 14, 1962.

Mr. ALEX DEUTSCH,
Beverly Hills, Calif.

DEAR MR. DEUTSCH: It has been brought to our attention that there is critical need of a representative voice in Washington to present the views of hundreds of thousands of winter sports enthusiasts in this area.

No professional group in Southern California is more acutely aware of these views than the many newspaper, television, magazine, and radio editors and reporters assigned to this field.

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We have seen the winter recreational needs of this swiftly growing population outstrip the present facilities.

We have seen recreationists disappointed week after winter week because Forest Service lands set aside for their use had no snow, while areas at higher elevations, and thus adequately covered with snow, stood isolated behind a paper curtain built by unenlightened Government officials and selfish interests.

A few years ago, skiing—to specify just one winter sports activity—was a relatively new sport. But as you well know, it has become one of the fastest growing participant sports in the Nation. It now is a vital, healthy segment of America's recreation world, contributing in excellent manner toward the physical fitness program. The 1960 Winter Olympic Games in California did much to increase the interest both here and throughout the country.

There has been a tremendous outburst of enthusiasm in southern California for snow sports, particularly since the end of World War II. The torrential influx of population is widely known, and many of these people brought their love of snow sports with them. Yet, season after season, they must leave from virtually the base of a snow-capped area and undergo a highway roundtrip of as much as 700 miles on a weekend to find skiable snow. That snow-capped area, only two hours from Los Angeles, has been sealed off to them by an uncompromising Government policy which has provided inadequate substitute.

It is not our wish to see anyone deprived of reasonable opportunity to pursue his recreational pastime, be it hiking, hunting, fishing, rock collecting, or bird watching. Neither do we wish to see the great number of skiers and followers of other winter sports deprived of their reasonable rights.

To the cry of the alarmists that the Nation's wilderness areas are being depleted, let it be clearly answered that the reclassification program of the U.S. Forest Service has already added to the total wilderness area. This in the face of a rightful and steadily increasing necessity for recreational areas not so stringently limited.

Would these heralds of calamity lock up every piece and parcel of this winter wonderland for their sole spring and summer use? Skiers are just as happy skiing as fishermen are fishing, as hikers are hiking. They, too, have a right to the pursuit of this happiness.

Skiers are not desecrators. They do not kill, they do not collect, they do not pick or destroy. The very nature of the sport makes it thrive amid natural beauty. Nor do skiers look to seal off public lands from anyone else.

The media which we represent reach several million readers, viewers, and listeners. We have sampled this audience well. We are attuned to it. An objective appraisal finds that the multiple-use concept of public lands can be applied no more equitably than in seeing that the vast population center of southern California is provided adequate opportunity for winter sports. That adequate opportunity does not now exist. And it may be lost completely if S. 174, the Wilderness Act, is passed without an exception which would provide for the recreational needs of the skier and his family, and his winter sports friends.

That is why we, by unanimous vote, are asking you to speak in behalf of hundreds of thousands of winter sports participants. That is why we ask you to carry their heartfelt views to the congressional hearings and other meetings relative to S. 174.

Sincerely,

BILL KEENE,
CBS–Television President.

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D.C., April 26, 1962.

Mr. ALEX DEUTSCH,
Los Angeles, Calif.

DEAR MR. DEUTSCH: We have received your letter of April 11, 1962, concerning the application of the provisions of the wilderness bill S. 174, as it passed the Senate, to the San Gorgonio wild area.

Subsection (e) of section 3 on page 9 would permit minor modifications or adjustments of boundaries to be recommended by the Secretary to the President and by the President to the Congress. The President's recommendation would

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take effect if not disapproved by either the Senate or the House of Representatives as provided in subsection (f) of section 3.

It is our understanding that any proposed modification or adjustment of the boundaries of any area in the wilderness system other than a minor one could be made only if specifically provided for under other provisions of the bill, such as in connection with the review of primitive areas, or by an act of Congress. There is no specific provision in the bill under which a major modification or adjustment of the boundary of the San Gorgonio area could be accomplished. Therefore, to effect a major modification or adjustment of the boundaries of that area under the provisions of the bill as it passed the Senate, an act of Congress would be necessary.

The adjustment in the boundaries of the San Gorgonio area, which would be necessary if the proposed development were to be made, would have such effects as to require that it be considered major.

Sincerely yours,

EDWARD P. CLIFF, *Chief.*
By CLARE HENDEE.

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
February 1, 1962.

Dr. RICHARD E. MCARDLE,
Chief, Forest Service
Department of Agriculture
Washington, D.C.

DEAR DR. MCARDLE: Some of our constituents have filed a petition with you asking for a hearing on the question of providing additional facilities for winter sports enthusiasts near the Los Angeles metropolitan area.

We are advised that their position looks toward development of skiing slopes on Mount San Gorgonio in San Bernadino County. They have not heard from you whether a hearing will be held.

This area lies within the present San Gorgonio wild area, under a decision of your Department, and is not, therefore, available as a recreational area. We make no comment on the merits of that decision. But we do believe that orderly procedure indicates that a hearing should be held on the petition and that all individuals and groups interested in various aspects of the matter should have a full opportunity to present their views. We strongly urge that such a hearing be held.

With kind regards,

Sincerely yours,

CLAIR ENGLE, *U.S. Senator.*
THOMAS H. KUCHEL, *U.S. Senator.*

UNIVERSITY OF CALIFORNIA,
BRUIN SKI CLUB,
Los Angeles, Calif., May 2, 1962.

Hon. GRACIE PFOST,
Congresswoman from Idaho,
House Office Building, Washington, D.C.

DEAR CONGRESSWOMAN PFOST: My name is Chandler P. North. I am faculty sponsor of the Bruin Ski Club (student ski club) of the University of California at Los Angeles. I have asked Mr. Alex Deutsch to give this testimony from me to your committee.

My primary concern as sponsor of the ski club is safety of the students. The greatest concern comes when students have skied all day and are driving home. Two hundred miles (round trip), 70 miles of it through city and on freeways to really good skiing at San Gorgonio, is much safer than 700 miles (round trip) to Mammoth Mountain for equivalent skiing. I and many of the students prefer a trip to Mammoth Mountain, 8,900 ft., because of the very much superior snow conditions compared to the low altitude snow, under 8,000 feet, at the presently developed local areas. During 1960 and 1961 it was drive to Mammoth Mountain or not ski at all.

I do not want to scrap the Wilderness Act, S. 174. I do strongly recommend that provisions be made in the act to give authority to the Secretary concerned

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to establish enclaves for winter sports inside wilderness boundaries when it will not excessively damage the overall wilderness character of the surrounding region or obliterate flora or fauna that is not duplicated near by.

My professional training includes a B.A. degree in vertebrate zoology and B.S. and M.S. degrees in horticultural science, all from the University of California. My present occupation is research in plant nutrition and plant physiology. My biological training includes ornithology, mammalogy, systematic botany, forest and economic entomology, plant pathology, and ecology.

For the following reasons I can not see real incongruity if winter sports enclaves are established in selected wilderness areas.

I have visited many primitive and wilderness areas in the summer season and have found their summer use very similar to that in the San Gorgonio wild area. Here, summer recreation is almost entirely trail hiking from the road end or from campsites in the Thousand Springs Meadow campground. This information is indicated by the campsites and by wear of footpaths through the region.

Trails are along or above creeks to a particular mountain peak or to a small lake or pond. There is very little or no use of the areas off the trails and if a person leaves the trails for a few hundred feet that person is completely alone. This holds true even if the trail starts from a paved public road.

Many thousands of acres in the wild area have no water during the summer and have no particular flora or fauna to lure visitors so these areas are not used at all. The areas most desirable for recreation are along creeks when there is water present. These areas are mainly below 8,500 feet. Above 8,200 feet it is very rocky with many dense low stands of ñmnzanita and chinquapin that make cross-country hiking difficult.

To the best of my knowledge there are no flora or fauna in any part of the wild area that are not duplicated several times along the mountain range. There are no plant, animal, or bird species whose existence would be jeopardized by the development of an area for winter sports and this includes the desert mountain sheep native to the region.

The Mount Baldy ski area, 60 miles from Los Angeles, is an example of a winter sports enclave in an essentially primitive region. Summer visitors to it have not disturbed the primitive character of the land outside the immediate skiing area. There is a trail from the Mount Baldy service buildings to the top of Mount San Antonio (Mount Baldy) approximately 3 miles away. Many persons walk this trail but they do not leave it to any great extent as indicated by the primitive character of the forest on both sides of the trail.

Respectfully yours,

CHANDLER P. NORTH,
Sponsor, Bruin Ski Club.

TABLE MOUNTAIN,
Wrightwood, Calif., May 2, 1962.

Re wilderness bill, S. 174.

Hon. GRACIE BOWERS PFOST,
Chairman, Public Lands Committee, House of Representatives, Room 1324 New House Office Building, Washington, D.C.

MY DEAR MRS. PFOST: The writer is the lessee and operator of the captioned ski area which is located approximately 85 miles from downtown Los Angeles in the Angeles National Forest. The writer has run this area for more than 18 years. I have been skiing for more than 35 years and have watched this sport grow from a "toe strap" and "barrel stave" operation for the neighborhood kids into a national recreational pastime. The writer has been involved in skiing in Colorado, New England, Pennsylvania, as well as the west coast.

Los Angeles has currently more than a dozen ski areas and undoubtedly has more ski lifts and tows within 100 miles than any city in the United States. On the other hand, as the writer knows from sad personal experience, skiing on currently available areas in southern California is a very undependable proposition. It is dryland farming in reverse. Some years we have no skiing at all—some years it is reasonably good; but we can never be sure that we are not going to be rained out of business in the next storm. All of the presently developed areas in southern California are in an elevation between 7,000 feet, and, perhaps, 8,500 feet as a top. This is just not high enough for dependable snow conditions. There is terrain in southern California at higher elevations but, unhappily, Mother Nature has not provided this terrain with an area which

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is practicable for major skiing development—that is, with the exception of one large basin on the slopes of San Gorgonio.

This basin in remarkable. It is safe to say that it contains as much good skiable terrain as all of the presently developed southern California ski areas put together. What is more important, the skiing begins in this area at about 8,800 feet and extends up to almost 11,000 feet—a critical difference in elevation. This elevation makes the difference between rain and snow. What is more important, there seems to be a peculiar set of climatic conditions which favor this basin on San Gorgonio with more precipitation and thermal conditions which cause the snow to hold in quantity and far longer than any other southern California area.

The area in question is well known. It is bounded roughly by Dry Lake, a defile known as the Big Draw, another valley known as the Little Draw, Charlton Mountain, Dollar Lake, and Christmas Tree Hill. It consists, all told, of perhaps 3,000 or 4,000 acres, or about 10 percent of the present San Gorgonio wilderness. It is set off by natural ridges, etc., from the rest of the wilderness.

It is worth mentioning that this acreage could easily be replaced with present unused Government land not included in the San Gorgonio wilderness, because it lies below 7,000 feet elevation, which elevation was the original determining criteria describing which land would constitute the wilderness area. Much of the land not included in the present primitive area is at least as rugged, remote, and beautiful as the land which is needed for ski development.

In some ways the San Gorgonio ski terrain mentioned above is similar to Tuckerman's Ravine on the side of Mount Washington in New England. The difference, however, is that there is alternate good ski terrain nearby in New England. This is not the case in southern California.

To get conditions like those on San Gorgonio, one must travel 250 miles each way to the High Sierras, which is far beyond a 1-day, practicable recreation range. San Gorgonio is less than 100 miles from 5 million people and not over 150 miles from more than 10 million people. The basin in question could easily accommodate 10,000 people on any given day, if there was an adequate access road. One of the beauties of this area is that there is plenty of terrain for parking. What is more, there is skiing for all classes, from beginner to expert, and plenty of room left over for people who simply want to play in the snow, or otherwise enjoy wonderful winter recreation.

In spite of an unusually good skiing season in southern California this year, all southern California ski areas were out of business by April 10. The writer has hiked to San Gorgonio twice since April 10 and, as of May 1, there is still many feet of snow on hundreds of acres of wonderful ski terrain on San Gorgonio.

I have been to San Gorgonio many times in years past, for there is good skiing there when there is none elsewhere in southern California. For instance, on January 1, 1961, the writer and his son visited San Gorgonio and had very good skiing. As a matter of fact, we skied a couple of miles, on one downhill course, at a time when there was no skiing anywhere else in southern California. We spent the weekend in the area and saw only two other people.

It is virtually impossible to overemphasize the difference between presently available ski terrain in southern California and the terrain on San Gorgonio. San Gorgonio is more like Mammoth Mountain, Squaw Valley, or one of the major dependable ski areas, and it is positively the only such area in southern California.

Because there are getting to be so many more skiers and people interested in winter recreation, the development of San Gorgonio is currently the subject of widespread interest here. However, many have been interested in the development of this remarkable area for 20 years or more—for the area in question is unique and is a "one and only" situation so far as winter recreation in southern California is concerned.

San Gorgonio has a long and dependable season, as compared to an unpredictable and undependable season at any area presently developed or capable of development on a major basis in southern California.

There will be no question of adequate available private financing for San Gorgonio. For instance, the writer is currently involved with a group which can come up with the first million on virtually an overnight basis.

San Gorgonio could cause a problem to existing ski areas in southern California during the first year or two. On the other hand, with the number of people in southern California and the growing demand for ski recreation, it could only

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help our business in the long run, for it would give us one dependable area. When the present areas have snow, there is no particular problem drawing customers and this would undoubtedly continue to be the case. I am willing to risk the several hundred thousand dollars I have invested in Table Mountain on my judgment in this matter.

The writer sincerely hopes that appropriate governmental action, either via the Forest Service, the Department of Agriculture, or by Congress, if necessary, can be taken to make this area available for winter recreation.

Sincerely,

HOWARD V. MORE, *Lessee.*

MOUNT BALDY SKI LIFTS, INC.,
Mount Baldy, Calif., May 2, 1962.

Re S. 174, proposed amendment to include ski facilities.

Hon. GRACIE BOWERS PFOST,
House of Representatives, Washington, D.C.

DEAR MRS. PFOST: In connection with the proposed hearings on S. 174 by your Public Lands Subcommittee, I take this opportunity to address you as the chairman of the board and the principal shareholder, of Mount Baldy Ski Lifts, Inc., the largest ski-lift operator in southern California.

We hope the hearings on the bill will consider, among other things, the possibility of amending this bill so as to permit the opening of the famous San Gorgonio area here for ski-lift development. Without question, this San Gorgonio area, with its miles of potential ski runs with elevations from 8,000 to 11,500 feet in the San Bernardino National Forest, less than 100 miles from the Los Angeles City Hall, is a winter sports area of unparalleled potentiality for southern California residents.

What we are talking about is a self-contained area of about 3,500 acres, out of a total of 35,000 acres, only 10 percent of the total area; and this acreage could be made up by additions to the wild area on the south side. Located in the midst of a population of almost 10 million people, and within a maximum driving time of 2½ hours from any one of the major cities in this area, such as Los Angeles, Long Beach, Pasadena, Santa Ana, San Diego, San Bernardino, and Redlands, the San Gorgonio area is, without a doubt, the best possible area for future skiing development in southern California. As such, it has had and deserves the attention and interest of those of us who are already in the ski-lift business.

For the past 10 years I have been vitally interested in the largest present ski-lift operations in southern California and I am naturally interested in the possibility of a major development in San Gorgonio. To my knowledge, several other southern California ski-lift operators are also interested. From the studies which my associates and I have made of this San Gorgonio area, I can say that it presents an interesting investment potential.

In fact, if the area is opened to such development, my associates and I are interested and can, and would, raise up to $2.5 million for investment in the proper kind of major construction, and development of ski lifts and attendant facilities, which this area deserves; provided, of course, fair and equitable lease terms can be worked out with the Forest Service.

Under the multiple-use policy of the Forest Service, and its principle of "the greatest good for the greatest number in the long run," this San Gorgonio area should be open for the broadest enjoyment by the public that can only be accomplished by a major ski-lift development.

It is therefore requested that you give favorable consideration to the possibility of an amendment to S. 174, to recognize the tremendous growth of skiing and that this fine outdoor sport for thousands can only be enjoyed in some regions like southern California in the higher mountain elevations which can be made truly accessible to the average person only by adequate ski-lift facilities.

Even the Mount Baldy area, in which we have over $1 million invested on Forest Service land, suffers by comparison with the ski area which might be developed at San Gorgonio. The closest ski terrain which is, or could be, comparable to San Gorgonio, is at Mammoth, Calif.—6 hours from Los Angeles and 9 hours from San Diego. These distances make it virtually impossible for the weekend skier to enjoy his favorite outdoor sport without an exhausting 12-hour or 18-hour round trip by car, unless the lower elevations of southern California, such as Mount Baldy, are blessed with unusual snowfalls of a magni-

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ture greater than the average experience of the last 10 years leads us to believe are normal.

Your courtesy in, and attention to, this will be very much appreciated not only by the undersigned but by over 100,000 skiers in southern California.

Yours respectfully,

MORGAN ADAMS, Jr.

Mrs. PFOST. Thank you very much, Mr. Deutsch.

The Chair has a question or two.

What is the size of the San Gorgonio-San Bernardino Wilderness Area?

Mr. DEUTSCH. Approximately 35,000 acres, but on the outside there is more forest land they could add to it. Nobody goes into the south area.

Mrs. PFOST. How many acres do you require for your ski area?

Mr. DEUTSCH. Madam Chairman, we would accept a hundred; we would also accept 10,000, anything.

Mrs. PFOST. What do you really require for an effective and workable ski area, plus parking space and services areas?

Mr. DEUTSCH. To make it a great area, a real great area comparable to your Sun Valley, I would say 3,500 acres would do this.

Mrs. PFOST. You state that every year from December through April there is sufficient snow for skiing? Does that mean that all of these months, December, January, February, March, and April you have sufficient snow for skiing?

Mr. DEUTSCH. There was not a single day of skiing last year.

Mrs. PFOST. Last year was an exceptional year, was it not, Mr. Deutsch?

Mr. DEUTSCH. No; it was not exceptional. It was the worst year we had. This year was the best in 10 years. But Mr. Morgan Adams, of the Mount Baldy ski area, has stated he had 2 profitable years out of 10. If you will give me the time I would support this in writing, but I can just tell you that it is not. The snow level is higher than 8,500 feet. Even this year, although it has been a great year, the skiing in southern California had some good days, but whenever there is a rain we are washed out and the snow becomes mushy and unsatisfactory for skiing.

In 1960-61 there was ample snow. Even as late as April 15 I went into the area with four boys. We found 2 or 3 feet of snow in the draws, and this was the worst year I think in 65 years. On January 1 of that year Mr. Morgan Adams, who operates Table Mountain, which was closed, hiked up on top of Charlatan Peak, which is this peak here [indicating] and had wonderful skiing and skied down with his son. The answer is it is not an exception.

We have an area 350 miles away where you have to go to positively assure yourself of skiable snow. We travel 350 miles times 2, which is 700 miles, for dependable skiing. The local areas are just too low for dependable snow. When the snow is fresh—I am sure you are familiar with the snow, and when the snow is fresh the local mountains are great, but the minute the sun hits it, it melts and then if it is below 32° at night it freezes and it is ice, and we immediately have what we call spring snow. If we are lucky we can use it, but if too slushy, we cannot use it. We can only ski between the time the ice is melting and it becomes slushy and you have to lay off until it

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starts freezing again and between the melt and the freeze we hav a little skiing. That is very undependenable, as far as we are cor cerned, and unnecessary.

I would like to go back to a question you asked.

Table Mountain has 9 acres leased——

Mrs. PFOST. Where is Table Mountain?

Mr. DEUTSCH. It is in the Big Pine area of southern California It is very rarely used. This year it was used.

Mrs. PFOST. How many miles is it from the area you are speakin of?

Mr. DEUTSCH. As an airplane would fly, maybe 20 miles. But b automobile it is probably 40 miles—35 or 40. But what I would lik to point out, Madam Chairman, is that when I said 3,500 acres the Forest Service does not have to grant that; it could grant 50 acres and we can use the wilderness; we want to use the wilderness But I am saying 3,500 would encompass an area bordered by mountains and the hikers could go in there.

We are not going to do anything to the area. We are just going t ski on it. I am trying to set up a difference between—like Tabl Mountain has leased 9 acres from the Forest Service. The 9 acre is simply the lift, and then they come down and they ski on what is not under lease. When I say 3,500 acres, Madam Chairman, I shoul just say 300 acres or 200 acres, because we will not disturb the area. We will leave it alone in most cases. And maybe a few scrub tree that have to be removed.

Mrs. PFOST. Of course, where you have a ski area, at least in Idaho, you have ski lifts and a warming place; and you have your parking space, and it does take up a considerable area. There is no question about that. We are very happy to have our skiers. It is a tremendous sport and we would not want to deprive California of something providing the request you are making is compatible with the other needs of the area.

Let me ask you another question, however. How far is Palm Springs from Los Angeles?

Mr. DEUTSCH. Palm Springs is approximately a little over a hundred miles from Los Angeles.

Mrs. PFOST. When members of this subcommittee were in California in connection with hearings last fall it seems that we were told there are some ski slopes being developed and a lift being put in near Palm Springs.

How will these facilities affect the pressing need for ski areas near Los Angeles?

Mr. DEUTSCH. May I have permission to correct them? I have read the prospectus. People get confused on San Jacinto and they think it is San Gorgonio. The prospectus does not say. And this is not a ski area.

To answer your question, I have letters, and I would like to submit these for the record—the Jacinto tramway is being put up for the purpose of sightseers. I am thoroughly familiar with this. The base of the desert is approximately 400 feet. They are putting a road into approximately 2,500 feet for parking areas. From 2,500 feet to, I think, 4,500 feet they are going to take you by bus. The bus will go to approximately 8,500 feet, which is below the southern California

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snow belt, but beyond that the tramway is being put in for sightseers. It goes quite a distance from San Jacinto. The San Jacinto Mountain is not a ski area. You need a north slope for skiing. I have a picture here which was taken which I can submit if you would like me to. The north slope is too precipitous for the intermediate or even the expert skiers.

The prospectus states that there may be minor rope tows, which will not even compare. You are speaking of comparing a mouse and an elephant when you speak of this area in comparison with San Gorgonio. My son took pictures and mailed them to me because he thought this might come up, and I have the pictures here comparing the snow 3 days ago or 4 days ago at San Gorgonio and Jacinto. Jacinto is not a ski area. If you will look in the prospectus it states rope tows. If they put in a ski lift they will have to get on top of the mountain which is overlooking the desert over here and go to possible ski areas which would not be bad, but the total drop is 500 feet maximum. We are seeking a drop of 2,000 feet. We want to train Olympic skiers. I guarantee you if you give us this area, 10 years from now California will produce Olympic caliber skiers; and we will win the Olympics, because we are at least in southern California. Let there not be any mistake about this and we have 10 million people to choose from.

I will unqualifiedly make this statement: I am for the tramway. There will be approximately a 30-degree drop between the desert and the high portion. People will enjoy it very much, but it does not go anywhere near a skiing area.

Mrs. PFOST. When this committee was out there early last November I recall that there was quite a bit of snow back on the high elevation slopes; they looked like rather rugged mountains to me.

Thank you very much for your comments.

Are there any questions?

Mr. ASPINALL. I wish to compliment Mr. Deutsch for being a very hardened advocate in his own behalf. But does this not point up, Mr. Deutsch, the different interests involved in this whole program? You are interested in skiing; others are interested in their operations as well. I wonder if you thought through your suggested amendment as to what it might mean in an area where skiing comes naturally; let us put it that way. In my State we do not have to front up too much in order to get skiing for about as long as it can be done in the United States as far as that is concerned. But there are a minimum of 16 ski areas developed or will be totally developed within the next year or two in Colorado. And of these, 10 of them are outside the area of limitation that you place in your proposed amendment. Are you going to deny those people the right to develop natural skiing places simply because they do not happen to be within a hundred miles of 1 million citizens of a contiguous area?

Mr. DEUTSCH. Congressman Aspinall, first, I have skied Colorado. It is a wonderful place to ski.

Mr. ASPINALL. You beat me. I have been there longer than you have, but I have never had the nerve yet.

Mr. DEUTSCH. It is a wonderful ski area. I spent days at Winter Park. I skied at Loveland, and we loved it. It is a little to far for us to go.

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Within a hundred miles of the ski area, I am told, the population is about 8 million people, not 5 as I stated in my testimony. I dropped my amendment to 1 million people. I realize right now that San Gorgonio is probably the only area that fits even a million people. But we have 11 million people in southern California. The Forest Service has made a mistake in the selection of areas that are too low for skiing. We want a ski area. I made this amendment for southern California, which is my primary interest. If this committee chooses to change it, I would have no objection. I feel that in the future, with our population growth, there may be other areas on a similar basis.

Mr. ASPINALL. You are willing to make it uniform so you do not deny the people.

Mr. DEUTSCH. Just give us San Gorgonio. We do not care.

Mr. ASPINALL. I was afraid of that. You are like some of my cattlemen.

That is all.

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. Mr. Deutsch, I take this opportunity to congratulate you on your statement.

From the amendment which you have proposed on page 7, in addition to your population limitation, you asked for the use of an enclave within a wilderness area for winter recreation, including the ski lifts and service facilities. And in response to questions from the gentlewoman from Idaho, you suggested that the Department of Agriculture might cut out this whole area, and, if they wanted to keep a wild area, they could go over on the other side of the mountain.

If this is true, then you would not have an enclave, you would just have an area within a national forest.

Mr. DEUTSCH. I am using a terminology that the Outdoor Recreation Review Commission has used. They use, as you know, six classifications, and they state, as I said, on page 117, under "Résumé of Class Characteristics":

> Because of the localized nature of the activities, class II areas—which is skiing area—may often occur as enclaves in class III, which is general forest, occasionally—with very simply facilities—in class V, which is wilderness, and very rarely in class IV, which is national monuments.

I am using their terminology. I agree with you and I do not care if they take it out and make it a class II area within class V.

Mr. SAYLOR. Just to show you, Mr. Deutsch, that this committee is faced with a number of problems which we will have to resolve, the chairman has handed me a letter dated May 1 from Campfire Girls, Inc., of Long Beach, Calif. Without reading the entire letter, sir, I will just quote a part of it:

> The advanced campers have opportunities to take longer hikes in the San Gorgonio wild area now threatened by commercial ski lifts, and climb southern California's highest mountains.

It goes on to say that—

> As one who must live in commercial metropolitan areas like this, in order to appreciate the true values of wilderness for recreation in its highest sense, we urge that you save this true wilderness area, one of the true wilderness areas which remain in the country.

So what this committee is faced with is one of the things—we are either going to make the skiers or the Campfire Girls mad.

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Mr. DEUTSCH. I do not agree, Congressman. Like our Chairlady asked me, how many acres for a good area, not the greatest—10,000 acres would make this, in my opinion, would move Switzerland to the United States, to California, and I am not joking about this. We had eight jet DC-8 loads of people that went to Switzerland to ski this year from California. You give us the proper area here with the proper development, and they will be coming from all over the world to ski in California.

But in answer to this little Campfire Girl——

Mr. SAYLOR. This is the council. This is not a Campfire Girl.

Mr. DEUTSCH. I would like to point out that 43 years ago my family used to go into a forest home which is in the western entrance of this area and I used to hike into this area when we were not going anywhere near—if we take 10 percent or 3,500 acres, it is going to leave 31,500 acres unused, mostly, at the present time, where they can go.

The skiers are not antihiking. I would like to point out that one of the most enjoyable days I ever had, 4 days I ever spent in my life, was going down the Middle Fork of the Salmon River in a rubber raft. There was nothing more beautiful and more enjoyable.

Mrs. PFOST. The Salmon River is in Idaho.

Mr. DEUTSCH. You are so right. And the Middle Fork is the equivalent of Yosemite Valley—for 4 days down the rapids. I might add that to get into the area we had to be dropped by airplane.

Mr. SAYLOR. Now, Mr. Deutsch, you were in the room, I noticed the other day, when our hearing started and on Monday afternoon we had the Secretary of Agriculture here as a witness.

The Chairlady asked the Secretary of Agriculture this question:

I would like to ask the Secretary or Mr. Cliff whether they have considered that skiing would be incompatible with wilderness areas.

The Secretary, Secretary Freeman, answered:

"Yes, generally speaking, it is."

Do you have a comment? And to quote a little further to give you the full benefit, Mrs. Pfost asked the question:

"Is that because it would require access?"

Secretary Freeman answered:

It would require not only access, but ski tows, lodges, a good amount of equipment and roads and other things that are incompatible with the standards.

Now in light of the Secretary's testimony, how can you say that skiing is compatible with wilderness?

Mr. DEUTSCH. Would you mind repeating the first part of what you just said? I lost the thought here.

Mr. SAYLOR (reading):

I would like to ask the Secretary or Mr. Cliff whether they have considered that skiing would be incompatible with wilderness.

The answer was:

"Yes, generally speaking, it is."

Mr. DEUTSCH. I would like to answer that this way, and also continue answering what Congressman Aspinall said about population: Time magazine, right or wrong, printed just before Washington's Birthday weekend that two million people would go on skis into the

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New England States. There are 10 million people in southern California that need a ski area. The Secretary has been in violation, in the opinion of us skiers, of the multiple-use law that Congress has established. We did not have any skiing area in southern California in 1960–61. They owe us, according to the multiple-use law, a ski area.

Now in further answer to that question, the Secretary and Mr. Cliff are completely wrong, there isn't any equivocation about it—they are wrong. If they give us areas within here, we can come in from the road. We will be bordered by mountains. No skiers will trespass on the so-called wilderness area because it is awfully difficult to go in and ski. If you do not think so, you come to southern California—the snow has disappeared in the bottom areas enough now we are hiking in and here we are going to have a ski race on May 13. Most of the areas are dry. We still have snow there.

They can take an enclave here and I would challenge anybody to say that this is going, anybody that examines it, to say that this is going to interfere with the other 30,000 or 31,000, or 31,500 acres.

They could also give us a thousand acres or 500 acres and put us into a pocket. We could build our own road to it. You can see [showing picture] this is the artist's conception. I had this drawn. It does not represent a true picture, but you can see if you got one little area they could not see it from any other area. These are not foothills, these are high mountains, 11,500 feet.

I challenge anyone who comes in from the east road to see what is on the side of a 11,500-foot mountain and down the 6,000 feet. And most of the people, talking about those that go into San Gorgonio, into that area, they claim they have about—I will exaggerate, make it large, say 25,000 people a year that go in there, which I do not believe. Fifty percent of these people go to the end of the road and will walk in on a path with a full suit on. They will go into what we call slushy meadows and they will go back out. There are two little lakes that have water in them in early spring and they are usually dry by the end of summer.

Maybe another 25 persons will branch off in these two little lakes. What I am trying to say is that 80 percent of the people that go into this area right now do not use a thousand acres.

I am one of the few people that has gone in from the south end. I would challenge that in the history of California a thousand people have gone in from the south end. And the reason they do not use it, they do not have any road to get in there. I went with the Banning Power Co. man and the man had to open seven gates which were fenced in to get in there. We went on a jeep. It would probably have been a 3-day hike otherwise. It is beautiful country; you have the south slope, it is full of berries, full of flowers, full of vegetation. We saw bears, we saw deer. You do not get this in this area.

The Secretary, I am sorry to say—I may hurt myself by saying this—they are just not presenting the case as it really is. I would like to have someone prove to me that an enclave is going to do any damage to 800,000 acres. This is the most ridiculous thing I ever heard.

(Discussion off the record.)

Mr. DEUTSCH. That is all, Madam Chairman.

Mrs. PROST. Are there further questions?

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Mr. Johnson?

Mr. JOHNSON. Madam Chairman. Mr. Deutsch, I would like to ask you as to how many people you figure to accommodate in the development such as you speak of within the wilderness area, being suitable to serve the needs of southern california.

Mr. DEUTSCH. If the entire area within the 7-mile stretch, from 8,500 to 10,500 feet, 7 miles, if we would say that 5 miles of that area would be made available for skiing facilities, I estimate we could accommodate 20,000 people a day.

Mr. JOHNSON. That would take about five lifts?

Mr. DEUTSCH. I would say that would take about 12 lifts, if you do not want people waiting like they do now when we have snow. They wait an hour in line or half hour now. I think 15 or 20 minutes is long enough to wait in line to get on a ski lift.

Mr. JOHNSON. Sometimes the economics of the thing forces you to a fewer number of lifts, because they really cost money.

Mr. DEUTSCH. I think this is more important than money, this is recreation.

Mr. JOHNSON. In this development here, do you figure the bill, as it is now written on page 16, item No. 4, it says here:

> Commercial services may be performed within the wilderness system to the extent necessary for activities which are proper for realizing the recreational or other purposes of the system as established in this act.

I presume if you amend this act under this particular language here you could build the necessary commercial facilities to serve your needs.

Mr. DEUTSCH. I wish I were able to answer this question. I think this is a legal matter, as I understand your question.

Mr. JOHNSON. I think it has to be further spelled out than you anticipate in your amendment, if you are going to be able to utilize the wilderness areas as ski development areas.

Mr. DEUTSCH. If transportation is considered as commercial, such a ski lift, because it is necessary to go up to the top of the mountain for downhill skiing, if this is considered commercial, then they would have to be amended, I believe. Or, no, it would not have to be. I am sorry. You are right. I think my amendment would be covered by this.

Mr. OLSEN. Will the gentleman yield?

Mr. JOHNSON. Yes.

Mr. OLSEN. Have you specifically proposed an amendment?

Mr. DEUTSCH. Yes.

Mr. OLSEN. What page is that on?

Mr. DEUTSCH. Page 7.

Maybe I do not understand your question.

Mr. JOHNSON. In order to develop the ski area where you have to drive a hundred miles, you have to have parking facilities, to have access to ski lifts.

Mr. DEUTSCH. Right.

Mr. JOHNSON. And a certain amount of sanitary facilities and a certain amount of feeding facilities and whether or not you have night accommodations, that is dependent upon the type of development.

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But in most of these areas if you were allowed to place a winte resort in a national forest, you would have to meet all those require ments. And certainly it would take buildings and facilities as we as the access.

Mr. DEUTSCH. Right.

Mrs. PFOST. Will the gentleman yield?

Mr. JOHNSON. Yes.

Mrs. PFOST. Is this area right on the edge of the wilderness area or is it in the heart or center of it?

Mr. JOHNSON. Here is the area you are speaking about, an actua' photo. It is certainly in the center.

Mrs. PFOST. And it does not reach down to the very edge of the boundary then?

Mr. DEUTSCH. I would like to refresh my memory with a map so that I do not make any mistake.

One portion where most people go into, the parking area now goes right to the edge of the wild area.

Mrs. PFOST. The parking area is on the edge of the wild area?

Mr. DEUTSCH. Right within a hundred or 200 feet of the area, or right to the edge.

Looking at this now, I would say that we would start from somewhere along the northern border and extend into, up to from the northern border to the middle, not in the middle, but from the northern border to the middle.

Mrs. PFOST. Approximately how many miles would that be from the border?

Mr. DEUTSCH. I can tell you exactly. I am going to give you—you want the farthermost point that we would travel?

Mrs. PFOST. Yes.

Mr. DEUTSCH. From the border approximately a mile and a half, and at that point the width of the area, I would say, is 5 miles.

Mr. OLSEN. Would you describe that by section and range, your destination?

Mr. DEUTSCH. The full range—I do not know if you heard my comment, Congressman Olsen. We are not being piggish, we will accept any part of this. We will accept one lift because it will give us a chance to develop Olympic skiers.

Mr. OLSEN. Do not misunderstand me. I say from the map you can tell us the section and range, can you not?

Mr. DEUTSCH. The section is 640 acres and the full range would be, 7 sections, by approximately 1½ sections deep.

Mr. OLSEN. Identify them so we will have it in the record.

Mr. DEUTSCH. I am going to do that, but I want to tell you that on this map the section numbers repeat themselves. I do not know why it does, but it does. But I will give you the sections: 29, 32, 28, 33. I had better correct that; half of 32, part of 28, a quarter of 33, three-quarters of 27, half of 43, one-eighth of 26, all of 35, all of 2, approximately a third of 11.

Mr. OLSEN. Two different townships now?

Mr. DEUTSCH. Yes. It is all chopped up.

Mr. OLSEN. Will you name the townships and the range?

Mr. DEUTSCH. I wish I were prepared to do that.

May I study this and submit it to you?

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Mr. OLSEN. Thank you. That will be fine.

Madam Chairman, I ask unanimous consent that the witness be permitted to provide at a later date the section numbers, township, and range to identify the description of the land he wants excepted, and that that description he provides be inserted in the record at this point.

Mrs. PROST. Without objection it is so ordered.

(The material requested follows:)

MAY 18, 1962.

1. For the total 7-mile area between 8,500 and 10,500 feet, including parking area and road facilities:
   R. 1 W., T. 1 N., Secs. 25, 26, 36.
   R. 1 E., T. 1 N., Secs. 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36.
   R. 2 E., T. 1 N., Secs. 30, 31.
   R. 1 E., T. 1 S., Secs. 1, 2, 12.
   R. 2 E., T. 1 S., Secs. 6, 7.
2. The 3,500-acre choice area requested:
   R. 1 E., T. 1 N., San Bernardino base meridian, Secs. 23, 24, 25, 26, 36, and portions of
   R. 1 E., T. 1 N., Secs. 34, 35, 36.
   R. 1 E., T. 1 S., Secs. 1, 2, 11, 12.
   R. 1 E., T. 1 S., Sec. 6.
   R. 1 E., T. 1 N., San Bernardino base meridian, Sec. 31.

Mr. DEUTSCH. I will give you this map. The island here in red is over 10,500 feet. The red line here is 8,500 feet. We want any skiable areas in between.

Mrs. PROST. And without objection it will be made a part of the file. I certainly thank the gentleman from California for yielding.

Mr. JOHNSON. Getting back to your development, what I am thinking of, what I am trying to find out, you will locate your upper tours at about the 10,500-foot level and that takes you almost to the top of the mountain.

Mr. DEUTSCH. The top of the mountain at the highest point is 11,502 feet.

Mr. JOHNSON. The anchors of your lifts would be about 10,500 feet?

Mr. DEUTSCH. Yes. What we have scheduled is an area between 8,500 and 10,500, anywhere in the total area.

Mr. JOHNSON. Do you anticipate all of your auxiliary facilities will be located at the present parking area, such as the parking space that is necessary, plus the facilities in the way of sanitation?

Mr. DEUTSCH. May I explain this? I have no commercial or financial interest and I am not going to have in this area. I am strictly representing the skiers. And we asked the Forest Service for permission to go in with a helicopter and study the area. We could not get in by ski, and permission was not granted.

The first thing we have to do is to study the area and determine where these facilities and things should be. I do not know where they should be. All I do know, I was up there 5 weeks ago and I skied in the area. We went in on skis.

Mr. JOHNSON. What I am trying to say here, you are trying to locate a winter resort within a present wilderness area and there is a lot of doing if you are ever going to get one in there. It is only correct to say that you figure to anchor these lifts on the top of this mountain; is that a fair statement?

Mr. DEUTSCH. Absolutely. They have to be.

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Mr. JOHNSON. And your other facilities, they would force you to put in would be the sanitary facilities and necessary parking and necessary feeding to take care of these people that go in there if you open this thing up.

Mr. DEUTSCH. That is right.

Mr. JOHNSON. We have many areas now developed on Forest Service land where they have met these requirements. In the early days they did not make them so strict and the requirements were not strict, but today they are making a very careful study before they let you go into one of these areas.

Mr. DEUTSCH. Yes.

Mr. JOHNSON. And build according to their specifications.

Mr. DEUTSCH. Yes.

Mr. JOHNSON. And to meet that it takes a lot of development and a lot of capital.

Mr. DEUTSCH. A lot.

Mr. JOHNSON. If you are talking about 12 lifts, you are talking about a lot of money and you are talking about a lot of people if you are going to make a successful operation. There is no question about having the people in there and no question about it, about having the snow there in the area on the north slope. Probably one of the greatest—I will not say the greatest. We have some pretty good areas too, farther up.

Mr. DEUTSCH. I have skied them. I would like to say this: We do not want to go to the top of any mountain. We want to leave the top open. That is why I picked out the figure of 10,500. On the map, which you will receive, it will show you an island where the area is above 10,500. We want to be shielded from the wind, which has been a mistake made by past skiing areas, of getting right on top and let that strong gale blow against them. We want to be shielded. We will not go to the top of any area.

Mr. JOHNSON. But you would penetrate almost to the middle of the area.

Mr. DEUTSCH. We would go up to the middle of the area, up to the middle from one end. There are many areas that could be pockets that could be put in which would be natural barriers from the rest of the area, if it were so desired.

Mr. JOHNSON. That is all the questions I have.

Mrs. PFOST. Are there further questions?

Thank you very much, Mr. Deutsch.

Mr. DEUTSCH. I did not finish my full 10 minutes. May I make a statement?

Mr. ASPINALL. Sometimes when a person has been treated fairly nicely he loses all——

Mr. DEUTSCH. I understand.

Mrs. PFOST. Our next witness will be Mr. Floyd Beach of Delta County, Colo., in behalf of the Western Colorado Cattlemen's Committee.

Mr. ASPINALL. Madam Chairman, Mr. Beach happens to come from my district, close to my home community. He is a livestock operator and conservationist of note, and he is known throughout his area as having been one of those responsible for building up the food values of the ranges in which he has been interested by those with whom he works.

USAV-00002372

STATEMENT OF FLOYD BEACH, DELTA COUNTY, COLO., CHAIRMAN, WESTERN COLORADO CATTLEMEN'S COMMITTEE

Mr. BEACH. Madam Chairman and members of the committee——

Mrs. PFOST. Mr. Beach, we are very happy to have you with us.

Mr. BEACH. My name is Floyd Beach and I am before you people with this statement.

Mrs. PFOST. You may be seated, if you wish.

Mr. BEACH. Thank you.

We have a situation that is coming up in S. 174 that we know we will have to live with and that is our reason for being here with these amendments.

With your permission, I will read my statement and would like to have it entered in the printed record.

My name is Floyd Beach. My home is Delta County, Colo. I have been in the livestock business in Colorado for more than 40 years. I am speaking as chairman of the Western Colorado Cattlemen's Committee consisting of the presidents of various local livestock associations. I am also authorized to speak for the Colorado Cattlemen's Association, consisting of 4,284 members.

In the event the Congress is determined to pass S. 174 or some form of wilderness legislation we respectfully submit that some amendment to S. 174 as passed by the Senate is in order.

1. Section 6(c)(2)(B) should be amended by deleting the word "well" so as to preserve livestock grazing in wilderness areas where established prior to the effective date of the act.

The use of the word "well" creates a problem of interpretation, particularly when read in conjunction with the next succeeding section 6(c)(3), which provides—

> that nothing in this act shall preclude the continuance within the area of any already established use of motorboats.

A use is either established or it is not established and to require proof that a use is "well" established as the act presently requires as to grazing, but not as to the use of motorboats will give rise to confusion. The grazing of livestock is completely compatible with the basic purpose of the act which is to preserve the affected area in its natural state.

2. Section 6(c)(2)(A) should be amended so as to provide a more feasible method of permitting important conservation practices and multiple use of the national forest and public domain areas included in the wilderness system. In its present form the bill empowers the President to permit the establishment and maintenance of facilities such as water conservation works and other uses designed to achieve multiple use upon his determination that such use or uses in the specific area will better serve the public interest than will its denial.

The President would not be able to make this required determination in each specific area when a few small reservoirs and retaining ponds at the headwaters of streams would play such an important part in the conservation of soil and water.

The provision is self-defeating as to prospecting for and mining of oil, gas, and other minerals because the President could not make the required determination that such prospecting would best serve the public interest until after prospecting had been performed and the

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results of this prospecting were utilized as the basis for his determination. Section 6(c)(8) does not effectively meet this objection because the permitted activity is limited to that which is not incompatible with the preservation of the wilderness environment. The act defines this environment in such broad terms as to preclude prospecting in a realistic sense.

The act should be amended so that the Congress does not follow and accelerate the alarming trend of abdicating its responsibilities and delegating its authority to the executive branch. The negative approach of Congress in the matter of increasing the area to be included in a wilderness area is tantamount to an abandonment of congressional authority over the supervision of public lands. From the practical standpoint this important matter would not be subject to judicial review. We therefore find ourselves in the untenable position of adding further impetus to the alarming trend of making the executive branch of the Government dominant over the legislative and judicial branches. If the Congress is not willing to assume this important responsibility, it should not delegate its legislative authority to the executive branch but should delegate that important legislative authority to the legislatures of the State in which the land under consideration is located.

I respectfully submit this recommendation and that is my business before you people this morning.

Mrs. PROST. Thank you very much, Mr. Beach, for your well-written statement.

The Chair recognizes the gentleman from Colorado, Mr. Aspinall.

Mr. ASPINALL. Madam Chairman, as I understand the statement, Floyd, this is a statement in answer not only to the request that I made of the cattlemen's association some 3 years ago relative to proposing something rather than just forming an absolute block against this kind of legislation, but also was made in conformity with the knowledge gained at the hearing held at Montrose, Colo., last fall; is that right?

Mr. BEACH. That is right.

Mr. ASPINALL. Thank you very much. It is a good statement. It is constructive in its purposes. We appreciate it.

Mrs. PROST. The gentleman from Pennsylvania.

Mr. SAYLOR. Madam Chairman, I would like to join with the chairman of the full committee, Mr. Aspinall, in congratulating Mr. Beach on his statement.

Mr. BEACH. Thank you.

Mr. SAYLOR. The first amendment which you have proposed calls our attention to an apparent inconsistency and one that should be resolved so that both outfits are treated correctly. This is the purpose of your amendment, is it not?

Mr. BEACH. That is right.

Mr. SAYLOR. As to the second amendment which you have proposed, you say it should be amended so as to provide a more feasible method of permitting important conservation practices. Then you comment on the manner in which the bill now empowers the President to act.

Mr. Beach, what would you recommend to this committee as far as changes that should be made?

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Mr. BEACH. My recommendation is that we keep the powers, the right to change, in the hands of the legislative branch rather than have it in the hands of the executive.

Mr. SAYLOR. Very frankly, some of us who have introduced this legislation thought we were trying to place once again in the hands of the legislative the right which, for many, many years we have not had. Frankly, the Secretary of Agriculture and the Secretary of the Interior have had and have exercised these rights without any requirement that they come to Congress for any approval at all. If this legislation, as it passed the Senate, becomes effective, those areas that have now been designated by the respective Secretaries, after review by the Secretary and approval by the President, are submitted to Congress for final approval, which heretofore has not been the case. From then on any change must be made by an act of Congress. This is not a surrender of any congressional authority, this is a regaining of congressional authority.

Mr. BEACH. I am glad to know that.

Mr. ASPINALL. If my colleague will yield to me.

Mr. SAYLOR. Yes.

Mr. ASPINALL. So Mr. Beach is not caught out on a limb, I understand that, but, of course, the way things are at the present time, Mr. Beach, these administrators or heads of Departments make changes one way or the other to protect the present users; is that not correct?

Mr. BEACH. They have from time to time.

Mr. ASPINALL. Of course, if we, by legislative enactment, freeze these areas into a status from which we cannot make any changes except by legislative enactment, that might make it more difficult for some of the livestock people to improve some of the ranges that are involved and to see to it that the wilderness area is protected for the use in which they are interested. Is that not correct?

Mr. BEACH. That could be.

Mr. ASPINALL. You have spent thousands of dollars of your own money to build up the ranges which belong to Uncle Sam; is that not correct?

Mr. BEACH. Yes, that is right.

Mr. ASPINALL. And these ranges today are more near what we would like to see as wilderness areas, although your particular areas are not in the wilderness area, than they might otherwise have been? And I think that is what the cattlemen fear as far as their use is concerned, because this bill supposedly, as it comes from the Senate, would provide for the continuation of the use of those who graze their livestock in wilderness areas. And to have them graze without proper attention being paid to the range would, of course, defeat the purpose.

Mr. BEACH. That is correct.

Mr. ASPINALL. That is what you are after?

Mr. BEACH. That is exactly right; that is our purpose. And the true livestock operator realizes that it is necessary to improve and leave that range better than he found it, otherwise he had better be on old-age pension or something, and he would be less a menace to society. And we have done a fair job.

Mr. SAYLOR. I can say to you, Mr. Beach, in all sincerity, in that case you have got some livestock men that better retire because some of them have not been true to that principle.

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Mr. BEACH. You are right; you are right.

Mr. SAYLOR. Some of them have desecrated the rights that were given to them.

Mr. BEACH. That is right.

Mr. SAYLOR. I also want to say it has been my pleasure to see some range that prudent and farsighted cattlemen have used, and they have improved the range with their grazing.

Mr. BEACH. That is right.

Mr. SAYLOR. That is all, Madam Chairman.

Mrs. PFOST. Are there further questions of Mr. Beach?

Thank you very much, Mr. Beach. We appreciate your appearance here this morning.

Mr. BEACH. I thank the committee kindly.

Mrs. PFOST. Next, on behalf of the U.S. Chamber of Commerce, we have Mr. Curtis M. Hutchins, president, St. Croix Paper Co., Bangor, Maine, who will be accompanied by Paul Jessup, Kennecott Copper Co., New York, and Jarvis Davenport, president, Sturgis Water Works Co., Sturgis, S. Dak.

The Chair would like to say that we welcome all of you before the committee, and we particularly welcome Mr. Jessup as a former resident of the State of Idaho. We hope you have only gone over to New York temporarily and that you will be back in Idaho again one of these days.

Mr. JESSUP. I am afraid it will be temporarily when I am back in Idaho.

Mrs. PFOST. Then you are one westerner that is displaced in the East?

Mr. JESSUP. That is right. I find more people in the East who are displaced westerners than you find easterners.

Mr. HUTCHINS. Madam Chairman, Mr. Davenport was unable to appear. Will you note his absence and accept his regrets.

Mrs. PFOST. We are sorry Mr. Davenport could not appear. You may proceed, Mr. Hutchins.

STATEMENT OF CURTIS M. HUTCHINS, PRESIDENT, ST. CROIX PAPER CO., BANGOR, MAINE; ACCOMPANIED BY PAUL JESSUP, KENNECOTT COPPER CO., NEW YORK, APPEARING ON BEHALF OF THE U.S. CHAMBER OF COMMERCE

Mr. HUTCHINS. I am Curtis Hutchins, president, St. Croix Paper Co., of Bangor, Maine. I am here to represent the Chamber of Commerce of the United States of America, of which my company is a member. I serve on its natural resources committee. With me is Paul B. Jessup, secretary, Kennecott Copper Corp., New York, also a member of the chamber's natural resources committee. Mr. Jessup is thoroughly familiar with the field of mineral resources and will answer any specific questions you may have concerning resource management as related to wilderness preservation.

We are here to present the national chamber's views on the wilderness preservation legislation—S. 174 as passed by the Senate, H.R. 766, and related bills.

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The purpose of S. 174 is to provide for the statutory preservation, through the establishment of a national wilderness preservation system, of the wilderness character of certain areas in the national forest, the national parks and monuments, and the wildlife refuges and game ranges, already being managed as wilderness under regulations of the Departments of Agriculture and Interior; to set statutory restrictions on the uses of these areas; and to establish methods for modifying their boundaries and adding new areas.

The national chamber urges your subcommittee to make an unfavorable report on these bills for the following reasons:

1. The legislation is not needed to preserve outstanding areas of wilderness lands to satisfy national needs and desires. Such areas are already being adequately protected for these purposes by the present land-administering agencies.

2. The legislation would make proper administration and protection of these lands difficult. Without the necessary access roads they cannot be adequately protected from fire, insects, and disease, and certain provisions of the bill are too restrictive for flexible management under changing conditions.

3. The legislation does not protect the national interest in terms of our needs for outdoor recreation or future imperative demands for natural resources.

I would like to further elaborate on these objections to the wilderness bills.

1. Legislation unnecessary: The national chamber believes in the preservation of carefully selected outstanding examples of wilderness lands if clearly more valuable as wilderness than for other uses, and we have so testified before this subcommittee and the corresponding subcommittee of the Senate. We believe that the wilderness, wild, canoe, and primitive areas in the national forests, the wilderness-type national parks and monuments, and the wilderness-type game ranges and wildlife refuges are all being adequately protected under their present management.

The Forest Service of the Department of Agriculture first recognized the need for preservation of primeval wilderness in 1924. Since that time, the Forest Service system of wilderness, wild, and canoe areas has grown to 45 areas with a total of 6,822,400 acres. An additional 38 primitive areas totaling 7,852,958 acres are similarly managed as wilderness pending their thorough examination and adjustment of boundaries before final reclassification as wilderness. This totals 83 areas in 14 States, and includes 14,675,358 acres of national forest lands now restricted to wilderness uses.

All of this has been done under departmental regulations and after public hearings are held in the area involved with ample opportunity for all people to make their views known. In addition, the 86th Congress enacted Public Law 86-517, the National Forest Multiple Use Act, which affirms as a national policy the designation and use of national forest lands for wilderness purposes.

Because they are set aside to preserve their wilderness values, no access roads have been built into the Forest Service's wilderness, wild, and canoe areas. No cutting of timber has been allowed. Mining claims and patents are allowed. Mineral or oil and gas leasing are

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discretionary with the Secretary of Agriculture but are seldom allowed. Existing grazing is allowed to continue for the life of the permittee and then stopped. In other words, the Forest Service has been diligent in its duties of protecting the wilderness values of these areas.

The wilderness character of the large national parks and monuments has been preserved over the years, beginning in 1872 when Yellowstone National Park was withdrawn from the unappropriated, unreserved public domain.

National parks are established by Congress and national monuments by Executive order to protect and preserve for all time the unique or outstanding areas of natural phenomena, landscape, flora, or fauna of national significance. The administrative policy of the National Park Service of the Department of the Interior has always been to restrict access and public use of the national parks and monuments to a minimum area in order to preserve the natural—wilderness—values. This has been effective to the point that less than 5 percent of the park areas are improved for public use or are readily accessible to the public.

Development of the mineral, forest, or water resources has generally not been allowed in national parks and monuments. Occasionally in newly established parks and monuments grazing has been allowed to continue for the life of the permittee, but every effort is made to terminate such uses as quickly as possible with equity. Certainly no need has been demonstrated for further legislation to protect the vast natural areas of the national parks and monuments.

By the same token, the wildlife refuges and game ranges of the Department of the Interior by their very nature protect wilderness values. While the Secretary of the Interior may allow under regulations the building of roads, timber cutting, grazing, mining, and oil and gas leasing when such will not unduly interfere with the purposes for which the areas were reserved, little of such resource use has been allowed.

2. Legislation would make administration difficult: Trained land and resource managers know that renewable resources—including soil, water, wildlife, forage, and forests—are dynamic, ever changing, and subject to natural catastrophes as well as to changes by man. Insects, diseases, fire, and storms can kill timber. Windstorms can blow it down. Unless promptly removed, such dead and dying timber can harbor a buildup of insects and disease to epidemic proportions that can kill not only the remaining timber but endanger that on adjoining areas. Such areas must thus be protectively managed at all times to preserve their wilderness character.

To be sure, section 6(c)(1) of S. 174 as passed by the Senate does state that—

> such measures may be taken as may be necessary in the control of fire, insects, and diseases, subject to such conditions as the appropriate Secretary deems desirable.

Yet the language of section 6 (a) and (b) makes this virtually impossible. Section 6(a) states that the Secretary—

> shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes as to preserve its wilderness character.

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And section 6(b) states that—

there shall be no commercial enterprise within the wilderness system, no permanent road, nor shall there be any use of motor vehicles, motorized equipment, or motorboat, or landing of aircraft nor any other mechanical transport or delivery of persons or supplies, nor any temporary road, nor any structure or installation, in excess of the minimum required for the administration of the area for the purposes of this act, including such measures as may be required in emergencies involving the health and safety of persons within such areas.

Isn't it likely that a Secretary, faced with such a dilemma of having to remove the dead or dying timber without selling it, without building a road that might be called permanent, and without the use of motorized equipment or motor vehicles, might delay any action until it is too late? We believe the present system is better leaving such actions to the discretion of the Secretary without legislative restrictions.

Section 3(c) of S. 174, as passed by the Senate, requires the Secretary of the Interior to decide within 10 years which portions of the national park system embracing a continuous area of 5,000 acres or more without roads shall be included in the National Wilderness Preservation System, and what parts of each park, monument, or other unit should be reserved for roads, motor trails, buildings, accommodations for visitors, and administrative installations. Thereafter no roads, motor trails, buildings, accommodations for visitors, and administrative installations can be built on the areas included in the wilderness preservation system except by action of the President of the United States or by Congress.

It would put an unreasonable burden on the Secretary to anticipate future needs of national park visitors, which may be as different from today's needs as today's are from those before the advent of the automobile. We believe the present method of leaving such decisions up to the Secretary, subject to budgetary review and the necessary appropriations by the Congress, is far better.

Similarly, the Secretary of the Interior, under section 3(d) of S. 174 as passed by the Senate, must decide within 10 years which areas of the national wildlife refuges and game ranges shall be included in the National Wilderness Preservation System. Thereafter his management of these lands is restricted in much the same manner as the management of the parts of the national park system included in the wilderness system. We believe the present system is better; that is, giving the Secretary of the Interior discretion to decide if any use of the resources of the area can be made without detriment to the purposes for which the refuges and ranges were established, and deciding whether selected and limited timber cutting might not improve wildlife and game habitat, as it often does. In this way he can manage the areas for wildlife and game and—if it will not be detrimental to this program—allow restricted use of other resources.

3. Legislation does not protect national interest: The proponents of the wilderness preservation system legislation point to the population "explosion" expected in the coming decades as the main reason that wilderness areas must be set aside now, by act of Congress rather than by regulation, and protected against the increasing pressure for use of the natural resources on these lands.

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The national chamber believes that the probable increasing needs of the Nation for these resources is the main reason why S. 174 and similar bills should not be passed. We believe that it would be in the national interest to have the laws and regulations governing the management of these areas sufficiently flexible to permit their reclassification, after due public hearings, if changing conditions should make other uses more valuable than the wilderness use for which they were set aside. In many cases limited use of the resources could be accomplished without destroying wilderness values.

Let me illustrate from my own experience. My own firm, and others in northern Maine, with long-term land management procedures, have proved that wise use of forest resources can be practiced without impairing the wilderness character of the area. The Allagash region of more than a million acres in northern Maine has been privately owned, mostly by the forest-products industry, for many decades. The first sawmill began its operation there 300 years ago. For the last 100 years the area has been logged continually for saw logs and pulpwood for several mills, providing some 592 woods jobs, involving payrolls totaling as much as $2,764,000 annually. It is estimated this woods payroll, in the next few years, will grow to at least $5 million annually. The value of finished forest products from the Allagash timberland is presently estimated to be $11 million annually.

Yet the Allagash is recognized as having retained its wilderness character because the forest management practices of private industry, while providing a sustained yield production of timber, have been privately regulated to preserve the wilderness atmosphere. As evidence of this fact, the National Park Service would like to acquire the area for a wilderness park on the pretext that this action is necessary to protect the area from being despoiled by the forest-products industry.

Is it in the public interest to spend the taxpayers' money to buy this land for a national wilderness recreational park and stop all timber cutting when, under private ownership and wise resource use, it is famous for its outstanding wilderness recreational opportunities? Its lakes and white water river canoe routes, its hunting, fishing, scenic and camping opportunities are open to public use and the forest industries of the area have a published agreement to maintain that policy.

Similar wilderness experiences can be realized on private forest lands in the northern and southern Appalachians, in the Ozarks, in the Lake States, in the Rockies, in the Cascades, and elsewhere—lands managed for sustained yield of forest products under practices similar to those on the Allagash.

Is it in the national interests to prevent all prospecting and development of mineral and petroleum resources through mining claims and patents and leasing of these resources on vast areas of land, when both the per capita use of these resources and the population are greatly increasing?

True, section 6 (c)(2)(A) and (c)(8) of S. 174 would allow the President of the United States to authorize prospecting and mining, including prospecting for and production of oil and gas, within the national forest and public domain areas in the wilderness system. But

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how, without the use of roads or mechanized equipment of any kind, is a prospector going to find evidence of minerals, metals, and oil and gas sufficient to justify going to the President of the United States and asking for such special permits? The days of the prospector with his burro, pick, and gold pan are long since gone.

Most of the wilderness areas of the national forests, national parks and monuments, and wildlife refuges and game ranges are in the upper watersheds of some of the most important streams of the Nation. From these areas comes water necessary for municipal and industrial water supply, irrigation, hydropower, navigation, and stream pollution abatement. It has been well demonstrated that often a forest managed by selective cutting yields more water than a primeval forest. This is particularly true in areas where much of the water supply comes from winter snows. An open forest allows the snowfall to reach the ground, where it sinks into the ground or runs off to the streams; whereas in a dense forest much of the snow is caught and held on the forest canopy and evaporates into the air without ever reaching the ground or the streams. Also heavy forest stands use more water than open forest. When such water supply is vital to the area, the forest should be managed, rather than left in a state of uncut wilderness.

In these days of increasing automobile travel and outdoor camping, is it in the national interest rigidly to restrict access to such vast areas of scenic beauty so that only a very small percentage of our population will ever have the chance to use them? Many people cannot or will not leave the roads and trails to travel into the difficultly accessible wilderness. They do not have the time or resources to hire pack trains and guides, or to acquire even the minimum special garb and camping equipment necessary for wilderness travel.

With judicious planning, secondary motor roads could be so located as to allow general public access to parts of the wilderness without damaging the scenery or the wilderness character of the rest of the area.

We hold that the wilderness system, as proposed in S. 174 and related bills, is limited-use legislation for a few hardy hikers and not for the enjoyment or benefit of the general public. It is not in the broad national interest.

Chamber recommendations:

The Chamber of Commerce of the United States, therefore, strongly recommends that your subcommittee report unfavorably on S. 174 and related bills as not being in the national interest.

We reiterate that such action would not be opposing the holding of certain areas of the national parks, the national forests, and the wildlife refuges and game ranges in a wilderness condition. It would merely be keeping them under their present form of management which protects them as wilderness as long as wilderness is the predominant value of the area. But it would leave their management sufficiently flexible so that if, through changing conditions, other resources became more valuable than wilderness "untrammeled by man," (to quote from S. 174), those resources could be utilized for the benefit of the Nation.

If, however, this subcommittee determines that additional legislation is necessary to support the continuing designation and manage-

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ment of selected Federal land areas as wilderness, we then strongly urge the adoption of the following six basic amendments to S. 174 to protect the interest of all citizens—the national interest:

1. Amend section 3(b)(1) to eliminate the national forest primitive areas from initial designation as a part of the wilderness preservation system. These are areas which the Forest Service reserved from resource development as possibly qualifying for wilderness or wild designation pending a detailed study of the resources and an adjustment of the boundaries to eliminate those parts on which development and use of natural resources are more important than are the wilderness values. These primitive areas should not be blanketed in and then studied, as proposed in S. 174. They should first be studied in detail and then, if they meet the criteria that wilderness values outweigh resources values, those parts that should continue to be preserved as wilderness free from resource development could then be designated as wilderness under the provisions of section 3(h) of S. 174.

2. Amend sections 3 (e), (f), and (g) of S. 174 to provide that incorporation of areas into the wilderness preservation system established by the act, and modifications of the boundaries of any of the areas, should be by specific affirmative action of both Houses of the Congress. This would provide positive congressional action, rather than the so-called negative action provided in S. 174, which would allow an area to become part of the system based solely on the recommendation of the President, unless either House of Congress approved a resolution declaring itself opposed to including the area in the wilderness system.

3. Amend section 6(c)(2) of S. 174 to provide for the continued application of the present system of mining claims and patents and mineral and oil and gas leasing under the mining and mineral leasing laws to the national forest and public domain areas and the wildlife refuges and game ranges in the wilderness preservation system. As I have previously pointed out, it would be practically impossible under the terms of S. 174 as passed by the Senate to do sufficient prospecting to find and develop a deposit of minerals, metals, or oil and gas to the extent that Presidential approval for extracting the valuable minerals could be obtained. Under the terms of the Multiple Purpose Act of 1955 (Public Law 167) and the mineral leasing laws, the managing agency could continue to manage the surface resources of the land so as to prevent unnecessary damage from the mining or oil and gas production.

4. Amend section 6(b) and section 6(c) of S. 174 so as to make it clear that the managing agencies shall be allowed to construct access roads, whether permanent or not, to the degree necessary to protect the areas from fire, insects, and diseases; for removal of dangerous accumulations of dead or dying timber as a result of windstorm, fire, insects and diseases; and for the removal of other natural resources which may be allowed under the act as amended.

5. Amend section 6(c)(1) of S. 174 to add to the last sentence the words "including the sale of any dead or dying timber which the Secretary deems necessary to remove because of the danger of fire, insects, and diseases." Without such an amendment, the wording of the first sentence of section 6(b)—there shall be no commercial enter-

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prise within the wilderness system—might prevent the sale of such dead or dying timber.

6. Amend section 9 of S. 174 to make it apply to any State in which a wilderness area may be established by or under this act; to have each land use commission composed of persons appointed by the President on the nomination of the Governor of the State; and that all of the members of the commission shall be residents of the State concerned.

Section 9 passed by the Senate applies only to the State of Alaska. The chamber believes that the advice and recommendations of such land use commissions for each State containing wilderness areas would be very valuable to the President, the Congress, and the Secretaries of the Interior and of Agriculture. Local men know local conditions better than administrators far off in Washington. For this reason the members of the commissions should be residents of the States and should be nominated by the Governor of the State.

Conclusion:

On behalf of the Chamber of Commerce of the United States, I wish to thank the subcommittee for the opportunity to present our views. I repeat that we can see no necessity for changing the present methods of administering wilderness lands, but if the subcommittee determines that a change is necessary, we strongly urge that S. 174 be amended along the lines indicated.

Thank you very much.

Mrs. PROST. Thank you, Mr. Hutchins.

Are there questions of Mr. Hutchins?

The gentleman from Nevada.

Mr. BARING. I think he made a very strong statement, very meaningful. I have no questions.

Mrs. PROST. The gentleman from Pennsylvania.

Mr. SAYLOR. Madam Chairman, I want to welcome Mr. Hutchins and Mr. Jessup before the committee and I might congratulate them on a statement which I am delighted to find is realistic enough to have added the last several pages of amendments, which indicates at least they were thinking along the lines that a bill like this, getting the kind of vote it did in the Senate, probably will get the same kind of a vote in the House, therefore, you had better make the best kind of a bill possible.

Why do you believe that this legislation is unnecessary? I have heard your statement and very frankly it is rather contrary to the principles to which the chamber of commerce in the past has stated, that they want Congress to reassert itself. Congress is, by this bill, reasserting itself. They have not in the past. And we are trying now to recapture to the House and the Senate some authority over this land.

Mr. HUTCHINS. I think the basis of our statement that the legislation is unnecessary is that the handling by administrative order, if you will, of the presently held Federal lands by the Forest Service, the National Park Service and the wildlife people has not destroyed the wilderness characteristics of part of these lands, and that there is enough area involved in these holdings and these admissions to care for the recreational and wilderness needs of the nation by flexible administration with the areas presently occupied by them.

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Mr. SAYLOR. Basically what you are saying is that if the present system continues, you feel it would be a great deal easier to bring pressure upon the Secretary of the Interior and the Secretary of Agriculture to make what changes somebody would like than upon Congress itself.

Mr. HUTCHINS. I would rather state that another way, Mr. Saylor, and say that as conditions change, and they will change over the next generation, if you will, the changes can be made to accommodate the needs of the country better by administrative action with the agency than they can by freezing this land into a permanent situation which will require an act of Congress to remove or change.

Mr. SAYLOR. I have been here for several terms now and every time that there has been any matter which is of such concern it seems to me that the Congress has been quite responsive. Since people have pointed out the fact that Congress is the one body that is responsible for handling our public domain and the assets under our jurisdiction, I think it is rather unusual that your organization would say you would like to keep it in the hands of two individuals whoever those individuals may be.

I might say the second point you make is it is going to make it difficult. I want to know how the passage of this bill is going to make the administration difficult, because the areas would still remain under the jurisdiction of the respective Secretaries, just as they are today. Since this is the case, why would it become more difficult to administer the lands with the bill than without it?

Mr. HUTCHINS. I think our position is that freezing more area into a permanent wilderness situation into which no roads or facilities may then enter makes administration difficult, particularly as referred to in our text here in the handling of dead or dying timber, forestrywise, which at times should be removed for the protection of the adjoining areas, and for access for any other purpose that might be in the public interest and still compatible with the wilderness preservation.

Mr. SAYLOR. Of course, one of the amendments which you have proposed, No. 5, points up that what you suggest to solve the problem that you have referred to again on page 3 of your statement. If that amendment is adopted, does it not remove the problem that you have stated on page 3 or 4 of your statement?

Mr. HUTCHINS. Yes, sir.

Mr. SAYLOR. Now the third point that you make in your statement is that it does not protect national interests. Who is to determine what the national interest is?

Mr. HUTCHINS. That is a hard question. Well, the Congress in the first instance presumably is the broad determining source. I agree with that. When you get down to specifics on wilderness areas, it seems to me you then get down to the level of the Cabinet officers involved and then down to the State land commissions we have proposed, depending upon the degree of the problem, I suppose.

Mr. SAYLOR. The overall national interest by our Founding Fathers was placed in the hands of the Congress, was it not; they established our tripartite form of Government? It seems rather strange that your organization would come here and say that a bill which gives to the legislative body the right to handle a national asset is not protecting the national interest. It seems rather incongruous to me.

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Mr. HUTCHINS. I think, without being impertinent, Mr. Saylor, that what we mean is that there will be problems affecting the national interest of such minor magnitude, shall we say, that they could better be handled at a lower level than the Congress, presumably within guidelines established by the Congress, and that determination of them could be disposed of, or resolution of them disposed of, better at the Secretary or the local level rather than referring them all to the Congress.

Mr. SAYLOR. This morning you were in the room when I received unanimous consent to place in the record the Department of Agriculture regulations. I might say to you, Mr. Hutchins, that I was delighted to see your differentiation between lands in our national forests and lands in our national parks. I think this indicates that whoever prepared your statement and studied this problem has realized that there is a differential.

But, with no congressional guidelines whatsoever, in 1929 the then Secretary of Agriculture issued regulation L-20, which gave to the Chief of the Forest Service the authority to determine, define, and permanently record a series of areas of national forest lands to be announced, among other things, as primitive areas. This regulation was given general notice in one of the early issues of the Federal Register in 1936; it was "the law" under which the Forest Service operated for over a 10-year period at which time they published new regulations in the Federal Register and those have been "the law" since then.

Now, there was absolutely no limitation as to what he could put in, what he could take out, what standards he should have except this regulation. Your organization and the Congress had nothing to do with it except, if he happened to set aside an area that involved a certain Congressman or a Senator and the local people kicked up a fuss; otherwise this became its classification.

Do you believe that it is in the interest of good government to allow one person, as the Chief of the Forest Service, whomever he may be, or however honorable his intentions may be, to be given this broad authority?

Mr. HUTCHINS. I do not think it is inconsistent with the national interest, no. Times have changed considerably since 1929, of course, and there has been much more evidence of need for wilderness areas and other land use for recreational purposes, and I am sure that the designation of land patterns and land uses would be much more thoroughly considered by the Secretary and with the advantage of much more intensive public hearings than it would have been in that day.

To answer your question, the placing of such authority in the Secretary does not scare me, it does not give me concern.

Mr. SAYLOR. But placing it in the hands of Congress; that has to be the alternative.

Mr. HUTCHINS. No, no, it is not the alternative, sir.

Mr. SAYLOR. The reason I ask you——

Mr. HUTCHINS. Congress has the ultimate authority, anyway.

Mr. SAYLOR. The reason I asked you the first question is that under regulation L-20 most of the areas in the country that are known as primitive areas were set aside by the Chief of the Forest Service,

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and that regulation was repealed and replaced in 1939 by a series of new regulations.

Mr. WESTLAND. Will the gentleman yield?

Mr. SAYLOR. Yes.

Mr. WESTLAND. On page 8, your second recommendation, Mr. Hutchins, I think you state your case rather clearly that you recommend affirmative action by the Congress rather than giving Congress a veto power.

Mr. HUTCHINS. Yes.

Mr. WESTLAND. It has always been basic that the executive branch has had veto power and Congress has not. It seems to me you stated the position of the chamber in that you recommend affirmative action by the Congress.

So I would not think it would follow, I would say to the gentleman from Pennsylvania, that the chamber is frightened of what the Congress might do.

Mr. SAYLOR. No; but it seems rather inconsistent they now want affirmative action by the Congress when since 1929 they have been perfectly willing to have affirmative action by one person and have made no complaint whatsoever about it.

The reason I point this out is that in the 10-year period between 1929 and 1939 most of the outstanding wilderness areas were set aside by the Forest Service as primitive areas. This is the reason that they were included when we drafted the original bill.

All this bill in its present form says is that the Secretary of the Interior, the Secretary of Agriculture, is given the right to look at what has happened since the first area was set aside and report back to Congress under the regulations that have been in effect since 1924.

Why do you ask for positive action, for affirmative action in this case? Either one of you gentlemen may answer.

Mr. JESSUP. In the first place, I think it is stated on top of page 8, the position of the chamber is that the present administration is adequate so far as protecting the wilderness system is concerned, and also primitive areas.

If Congress goes ahead and changes the law, the chamber suggests amendments be made. If S. 174 is to be adopted by Congress we suggest it be amended in these different forms. In other words, in the present system, as I understand it, the Secretary of Agriculture can change the primitive areas if he sees fit. It is not permanent. But if you put it in the bill that unless Congress objects to any action taken by administrative authority on review, it is going to be there. What the chamber's position is, before putting a primitive area in under those circumstances, there should be hearings in the areas where those primitive areas are so the people there have the opportunity to voice their views on it, in the locality where the primitive areas are, and a determination should be made whether the wilderness characteristic is the highest economic use before permanently setting aside the wilderness.

Mr. SAYLOR. The thing that bothers me is that from the day these have been set aside under the original regulations down until now, the local people have not complained, but now you want to say that because Congress wants to step in and take hold of it you should let the local people have some say about it. It seems to me that the position of the chamber and your company, sir, are completely inconsistent.

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Mr. JESSUP. I think the difficulty is, Congressman, if lands are going to be permanently set aside into wilderness areas, they should have a justification first rather than afterwards, while under present regulations the Secretary of Agriculture, as I understand, can change it at any time.

Mr. SAYLOR. That is right. He can change it and Congress can change it at any time.

Mr. JESSUP. Surely, Congress can.

Mr. SAYLOR. The only question is who is going to make the change, whether it is going to be the Secretary of Agriculture or the Congress of the United States. That is going to be the only change that occurs in the bill.

Mr. WESTLAND. Will the gentleman yield?

Mr. SAYLOR. Wait until I get an answer to this and then I will.

Mr. JESSUP. I do not think your statement is quite correct. It is true Congress has ultimate authority, they can change it any time they see fit—if they see fit. Under the present system, if they enact the bill, they can do so if they want to. The authority is in Congress.

Mr. SAYLOR. That is right, and no Congress can bind a further Congress.

Mr. JESSUP. Very true.

Mr. SAYLOR. If we pass a law and say everything west of the Mississippi is national park, the next Congress can repeal it.

Mr. JESSUP. I think the concern here has been under the present regulatory system of administrative agencies; those primitive areas can be changed if they see fit to change them. If they are blanketed in under a law, they may not be changed, and I think the theory is if they are going to be blanketed in permanently, they should have a hearing on the particular pieces of land involved, specifically, so everybody can have a chance to be heard on it, whether they should be included in the wilderness system or whether they should not be.

Mr. WESTLAND. Will the gentleman yield?

Mr. SAYLOR. I am happy to yield.

Mr. WESTLAND. The facts of the case, first of all, the chamber is recommending against enactment of S. 174.

Mr. JESSUP. That is right.

Mr. WESTLAND. But if it is going to be enacted, then you recommend certain amendments.

Also the facts of the case are at the present time, if a primitive area is intended to be made a wilderness area, given that designation, that hearings are held in the area concerned.

Mr. JESSUP. That is correct.

Mr. WESTLAND. This has happened in my District. So I know it from a factual case. There are hearings where proponent and opponent may state their cases. Then the fact is that the Secretary of Agriculture via the chief of the Forest Service—and, in my opinion I doubt that the Secretary of Agriculture knows very much about it, so it really is the head of the Forest Service that makes the recommendation that it be a wilderness area and, so far as I know, there is no legislative opportunity to deny that.

Now what the chamber is saying is that while you are satisfied with that kind of an operation, that if this S. 174 is passed in its present form, you oppose it because it would automatically blanket all

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primitive areas into a wilderness area without any hearings, without any opportunity for those people in the locality to be heard. This would be automatic. It would be subject to review, sure, in some 10-year period. I think this, as I understand it at least, is the position that the chamber is taking on this.

Mr. JESSUP. That is basically true.

Mr. WESTLAND. You oppose this blanketing and say that you would prefer to have an affirmative action by the Congress.

Mr. JESSUP. That is correct.

Mr. HUTCHINS. That is correct.

(Discussion off the record)

Mr. SAYLOR. I want to thank both witnesses for being here and I am sorry I happen to find myself in disagreement with you.

Mr. JESSUP. That has happened quite often.

Mrs. PFOST. Thank you very much, gentlemen, for your contribution. There appears to be no further questions of Mr. Hutchins or Mr. Jessup.

The time has expired and the subcommittee will reassemble at 2:00 o'clock this afternoon in this same room.

(Whereupon, at 11:55 a.m., the subcommittee recessed, to reconvene at 2:00 p.m., the same day, May 10, 1962.)

AFTERNOON SESSION

Mrs. PFOST. The Subcommittee on Public Lands will now come to order for the further consideration of the wilderness legislation.

Our first witness this afternoon is Mr. W. L. Mills, director, company relations, Boise Cascade Corp., Boise, Idaho, in behalf of the Idaho Resource Development Council.

Mr. Mills is not a stranger to Capitol Hill. He was at one time on former Congressman Budge's staff.

We are very happy to have you before us, Mr. Mills.

STATEMENT OF W. L. MILLS, DIRECTOR, COMPANY RELATIONS, BOISE CASCADE CORP., BOISE, IDAHO, IN BEHALF OF THE IDAHO RESOURCE DEVELOPMENT COUNCIL

Mr. MILLS. Thank you, Madam Chairman. I would like to present a statement on behalf of the Idaho Resource Development Council, whose members include Associated Industries of Idaho, Idaho Beet Growers' Association, Idaho Cattlemen's Association, Idaho Farm Bureau Federation, Idaho Mining Association, Idaho Motor Transport Association, Idaho Wool Growers' Association, Idaho State Chamber of Commerce, Idaho State Grange, Idaho State Reclamation Association, North Idaho Forestry Association, and Southern Idaho Forestry Association.

Each of these associations, Madam Chairman, by resolution, has expressed opposition to S. 174 as presently constituted.

I think most of the members and most of the people of Idaho feel that some place in the middle ground between the extremes on both sides of this wilderness legislation should be the basis upon which this should be resolved.

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This statement is in opposition to S. 174 but not in opposition to the wilderness concept or even to the preservation in permanent wilderness status of certain carefully selected areas of true wilderness.

Since Idaho as a State is richly endowed with areas of this type, we submit that natural wilderness type areas alone will more than meet Idaho's quota without the inclusion of areas which are capable of multiple-use management. In addition to the lands now contained in the temporary primitive area classification, there are lands in Federal ownership in Idaho which will always be of great value as wilderness due to the very character of the land. Most areas which are truly wilderness in character do not lend themselves to other uses. Some areas, on the other hand, have definite value as wilderness even when this use is combined with other uses.

Since Idaho is a public land State (over 70 percent publicly owned), it is imperative that all the land be used to its maximum effectiveness. One of these effective uses will always be as wilderness. As such, this use will make a major contribution to the State's economy. However, if any area is capable of development for other uses which will contribute more to the local, State and National economy, the best possible use should be required. Two of the Nation's greatest needs are for mass recreation facilities and for natural-resource conservation through proper use. This natural-resources conservation can best be accomplished under the multiple use concept. Multiple use does not mean every use on every acre, but it does mean the best combination of use which will make the greatest contribution to the needs of our society. The Multiple Use-Sustained Yield Act of June 12, 1960, Public Law 86-517 (74 Stat. 215) recognizes this principle and names wilderness use as one of these multiple uses.

If the administrative set-asides of wild, wilderness, and canoe areas does not provide permanency enough—and it is possible that it does not—because of the danger of too much land as great as the danger of too little—then, certainly, the only answer should be the creation of these wilderness areas by act of Congress. This procedure has worked well for many years in the creation and protection of the national parks. This system has the added advantage of setting up the specific provisions for each area which are germaine to that particular area. S. 174, on the other hand, sets up an all-inclusive system which considers lands under one set of rules for use and management as wilderness. These are currently in several different management designations.

The most often heard objection to this plan of individual, positive congressional action is that the great number of primitive areas which would have to be considered, first administratively and then by the Congress, would place too great a load on the Congress in the consideration and disposition of each area. Of course, even under S. 174, this consideration will have to be, or at least should be, given each area so that the recommendation of the Secretary and the President can intelligently be vetoed by resolution if it is the will of either body of Congress to do so. The workload imposed on the Congress by the consideration of 41 bills to create individual wilderness areas from present primitive areas might be no greater than that imposed by the several wilderness bills considered in this session of Congress and in prior sessions. The people in each State, where wilderness

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type areas are located, would then have the assurance that their rea estate had been properly evaluated. In light of the above, I contend no bill setting up a wilderness system is necessary. Only the provision for the setting aside of wilderness areas under the present administrative agencies by direct act of Congress is required.

However, since S. 174 has passed the Senate and since it is the legislation you are considering here today and since the passage of some type of Wilderness Act seems imminent, may we suggest that the bill be amended to provide some badly needed safeguards. First, that no areas of Federal lands be included in the wilderness system without administrative study and evaluation as to its suitability for use as wilderness. Second, I hope that the bill will be amended to provide for positive action by the Congress in adding wilderness areas to the system. Third, the bill should be amended to provide for periodic review by the administering agency as to its suitability for continued inclusion in the wilderness system.

In addition to the above proposed amendments, I would like to suggest that the committee study the proper impact on local governments and economies which would result from wilderness designations. It is quite true that the acreage included in the primitive areas in Idaho has never been a factor in Idaho's resources development, but it is also true that the time is fast approaching when every acre in Idaho has never been a factor in Idaho's resource development, but developed to its greatest potential if we are to meet the demands of even the very near future.

Thank you, Madam Chairman.

I will be happy to answer any questions any of the committee members may have.

Mrs. PROST. Let the Chair ask you, Mr. Mills, in representing the Boise Cascade Corp. and others associated with the lumber industry, have you people had an opportunity to log any timber in what is now designated as the Idaho primitive area?

Mr. MILLS. Madam Chairman, I think we are precluded from logging within that area. There is, however, a considerable amount of merchantable timber within what is now designated as primitive areas in the Idaho primitive system.

Mrs. PROST. Does your opposition stem from the fact that you feel these areas will be more accessible to you for logging purposes under the primitive classification than they would be under a wilderness system?

Mr. MILLS. No, Madam Chairman. We think they would be better managed. If these systems, each of them, the proper management can be given to them, we think those people responsible for their management can do a better job by looking at each one. I am in disagreement with Mr. Saylor, who is not here this afternoon, on how I think these things should be blanketed into this wilderness system. I think there should be a study of each of them before they are put definitely and permanently into a wilderness system.

As lumbermen, we have no opposition to pure wilderness being put into a wilderness area, but there are some management problems in timber that ought to be resolved before these are permanently classified as wilderness.

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Mrs. PFOST. Would some of your opposition be eliminated if the legislation were amended to require proper surveys and evaluations before areas are permanently placed in the wilderness system?

Mr. MILLS. It certainly would. I happen to feel that Congress should designate with a determinative action the wilderness areas as such before they are bracketed in.

Mr. ASPINALL. Madam Chairman, would you yield to me?

Mrs. PFOST. I am glad to yield.

Mr. ASPINALL. I notice on page 3 in your statement you make a suggestion to that effect, but also you make a suggestion as to the need of administrative study and evaluation as to priority. You do not mean by your statement that you think Congress should just go ahead and give blanket authority after the administrative agency has made its evaluations. You believe that Congress, in other words, not only should be responsible for the final decision, but it should also evaluate the findings and determinations of the administrative agencies, do you not?

Mr. MILLS. Yes, sir.

Mr. ASPINALL. Thank you.

Mrs. PFOST. The Chair recognizes the gentleman from Colorado.

Mr. ASPINALL. I have no further questions.

Mrs. PFOST. Does the gentleman from Colorado, Mr. Dominick, have questions?

Mr. DOMINICK. No questions.

Mrs. PFOST. Thank you very much, Mr. Mills. We appreciate your appearance here and we also appreciate your tolerance in being present every day through and I understand you are under a time limitation to get back out to Idaho.

Mr. MILLS. Thank you, Madam Chairman.

Mrs. PFOST. Thank you.

Our next witness is Mr. Gordon A. Goodwin, chairman, public lands committee, Western Oil & Gas Association.

You may proceed.

STATEMENT OF GORDON A. GOODWIN ON BEHALF OF THE AMERICAN PETROLEUM INSTITUTE, ROCKY MOUNTAIN OIL & GAS ASSOCIATION, MID-CONTINENT OIL & GAS ASSOCIATION, AND WESTERN OIL & GAS ASSOCIATION

Mr. GOODWIN. Madam Chairman and members of the committee, my name is Gordon A. Goodwin. I am appearing on behalf of the American Petroleum Institute, Mid-Continental Oil and Gas Association, Rocky Mountain Oil and Gas Association, and Western Oil and Gas Association. My comments reflect the views of all these associations which represent a majority of the Nation's petroleum industry.

It is our view that a wilderness bill is not necessary. However, if Congress determines we should have a wilderness bill, in the form of S. 174, then the industry believes that S. 174 should be amended in three particulars.

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However, before presenting our formal arguments for amending the bill, I should like to comment on the very serious nature of the controversy and on our very serious interest in the ultimate decision.

This subcommittee has the responsibility of safeguarding all the Nation's natural resources, both functional and esthetic. The oil industry alone produced more than a billion dollars worth of petroleum products from Federal and Indian lands last year. Estimates of national fuels requirements in the next and succeeding decades are astronomical. The subcommittee certainly is seeking how to meet these requirements without injuring the Nation's recreational and esthetic values, as are we.

The oil industry has been commended by Federal officials for "very significant conservation accomplishments." The A.P.I. has a wildlife conservation liaison committee whose objective is to foster mutual understanding between the petroleum industry and wildlife conservation and forestry organizations and is working with the Interior Department to solve mutual problems that may arise. When I testified before this honorable subcommittee in Sacramento, Calif., November 6, 1961, I presented specific examples of the compatibility of wildlife conservation and oil operations. For the record again, these are:

In Alaska, the Kenai National Moose Range,

In Louisiana, the Sabine National Wildlife Refuge, the Lacassine National Wildlife Refuge, the Delta Migratory Waterfowl Refuge, the Avery Island Refuge and the Rockefeller Refuge,

In Texas, the Aransas National Wildlife Refuge, and the Rob and Bessie Welder Wildlife Foundation,

In California, the gas fields on gun club properties adjacent to the Grey Lodge (game) Refuge,

And in Canada, the Pembina Field.

If we are to maintain the Nation's ability to produce the needed energy, Congress should not permit large areas of the public domain to be set aside for single use without evaluating those lands for other uses. We therefore believe that S. 174 should be amended in the following three particulars:

First: We urge that the bill be amended so as to provide that no area will be placed in a wilderness system without the positive and affirmative act of Congress.

Second: Amendments should be added to include practical multiple-use provisions. This can be accomplished by including a requirement that all lands considered for inclusion within the wilderness system shall first be subject to inventory, evaluation with public hearings by the Congress, and review of their values for wilderness purposes and for other beneficial uses before Congress takes action with respect to them. Where more than one beneficial use can be made of such lands they should be placed in the wilderness system only subject to multiple use thereof.

Third: The bill should be amended by the deletion of all reference to wildlife refuges and ranges.

We believe that these three amendments can be accomplished by certain specific changes in the present form of S. 174. These suggested changes are attached to and are a part of this statement.

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I would like to note, briefly, how these suggested changes will affect the present form of S. 174.

Congressional: The wilderness bill now provides that existing wilderness, wild, primitive and canoe areas in the national forests shall be placed in the wilderness system upon enactment of the bill. Of these areas, only the primitive areas are subject to review and recommendation to Congress by the President of the United States as to their suitability for permanent classification as wilderness.

The bill also provides that recommendations for additions of national park lands to the wilderness system will come to Congress from the President and these recommendation will be final unless Congress opposes them. Thus, Congress is placed in a position of having to oppose Presidential action and veto that action if Congress should disagree in any respect.

No area should be automatically placed in a wilderness system. Instead, the Secretary of Agriculture should within 10 years review all wilderness, wild, primitive, canoe and national park areas and make his recommendations to Congress.

These recommendations should be accompanied by the independent views of the various Federal agencies presently authorized by law to administer the various resources therein, as well as the views of the Governor of the State in which the proposed wilderness unit is located.

Only if the establishment of a wilderness system and future additions of any land to that system is accomplished by an act of Congress can anyone be assured of a thorough review of the potentials of these areas for other uses and resources.

Multiple use: Congress has, by the 1960 enactment of Public Law 86-517 (H.R. 10572) authorized and directed that the national forests be managed under principles of multiple use to produce a sustained yield of products and services. A similar bill, H.R. 9084, by Chairman Aspinall, and identical bills by Mrs. Pfost and other members of this subcommittee, applicable to lands administered by the Secretary of the Interior, are pending in this Congress, and one of them should be enacted. Multiple use of the public domain is of great importance to the citizens of our Western States. S. 174 gives only lipservice to the multiple use principle. A provision that one must get permission from the President of the United States before public lands can be used or developed under existing law has no practical value. Therefore, we urge amendment of the bill to permit the development and multiple use of renewable surface resources and nonrenewable subsurface resources in areas included in the wilderness system in accordance with regulations and supervision designed to protect the wilderness character of such areas. A practical multiple use provision will have far less effect on the preservation of pure wilderness than some proponents of wilderness may imagine. Oil fields, for example, are discovered only in sedimentary basins and comprise a very small portion of any sedimentary basin wherein they are found. Only to the extent that sedimentary basins having potential oil and gas values are included in the wilderness system could there be any interference with pure wilderness because of oil and gas development. With modern technology known and practiced in the industry and with proper regulation and supervision interference with wilderness in such cases would be negligible.

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Wildlife refuges and game ranges: We recommend that section 3, subsection (d) of S. 174 and all other references therein to national wildlife refuges and game ranges be deleted. Created either by act of Congress or Executive order, wildlife refuges and game ranges are managed for specific purposes often inconsistent with wilderness use as defined in S. 174. Further, these lands have a high value for recreational use other than wilderness. In 1959, the last year of record, there were 10 million visitors on the national wildlife refuges and ranges—a 9 percent increase over the previous year (annual report, Secretary of the Interior, June 30, 1960 p. 337.) This was more than 20 times the total number of persons visiting existing wilderness or wild areas in the national forests during the same period (U.S. Department of Agriculture Forest Service, Recreation Use on National Forests, 1959). Many of the refuges and ranges lie within sedimentary basins. Also most of the refuges and ranges on the public domain are, by provisions of the laws and Executive orders creating them, subject to oil and gas leasing under the Mineral Leasing Act of 1920. Under existing regulations of the Department of the Interior, upon agreement between the Fish and Wildlife Service and the Bureau of Land Management, oil and gas leases may be issued in these refuges and ranges. When such oil and gas leasing is permitted under the regulation it is strictly supervised to preserve the refuge and range values of the area.

The Nation's oil and gas industry has proven that modern drilling and producing methods permit the conduct of oil and gas development operations on these refuge and game range lands, and likewise that they can be conducted in any wild, primitive, or canoe areas, without adversely affecting the other highly prized values of such areas.

We therefore urge that S. 174 be amended as indicated and submit proposed amendments for your consideration.

Mrs. PFOST. Without objection, the proposed amendments will be made a part of the record at this place.

(The material referred to follows:)

PROPOSED AMENDMENTS OF S. 174, SUBMITTED BY GORDON A. GOODWIN ON BEHALF OF WESTERN OIL & GAS ASSOCIATION

S. 174 should be amended in the following particulars:

1. In section 3 (b) (1) make the following deletions and insertions:

(*a*) On page 3 strike lines 17, 18, 19, 20, 21, and to and including the word "provided" in line 22.

(*b*) In line 1 on page 4 after the word "each" insert the words "wilderness, wild, canoe and".

(*c*) In line 3 on page 4 delete the word "President" and insert the word "Congress".

(*d*) In line 4 on page 4 delete the word "President" and insert the words "Secretary of Agriculture".

(*e*) In line 6 on page 4 strike the word "continued".

(*f*) In line 7 on page 4 strike the words "or exclusion therefrom".

(*g*) On page 4 commencing with the word "Provided" in line 10 strike through and including the word "Act" in line 20 and insert in place thereof the following:

"There shall be furnished to Congress with each such recommendation a report concerning each such area from the U.S. Forest Service, Bureau of Reclamation, Bureau of Mines, Bureau of Sport Fisheries and Wildlife, Soil Conservation Service, Federal Power Commission and Rural Electrification Commission, Federal Communication Commission, United States Geological Survey, and the Governor of the State in which each such area is located setting forth their independent views concerning the inclusion of such areas in the wilderness system and the comparative values of said areas for wilderness purposes and other possible productive uses."

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(*h*) In line 21 on page 4 strike the word "President" and insert the words "Secretary of Agriculture".

(*i*) In lines 21 and 22 on page 4 strike the word "continued".

(*j*) In lines 22 and 23 strike the words "or the exclusion therefrom of a primitive area, or portions thereof" and insert in place thereof "of all or a portion of the wilderness, wild, primitive, or canoe areas".

(*k*) On page 5 commencing with the word "*Provided*" in line 1 strike through and including all of line 21.

Section 3(b)(1) will then read:

"NATIONAL FOREST AREAS

"(b)(1) Following enactment of this act, the Secretary of Agriculture shall, within 10 years, review, in accordance with paragraph C, section 251.20, of the Code of Federal Regulations, title 36, effective January 1, 1959, the suitability of each wilderness, wild, canoe, and primitive area in the national forests for preservation as wilderness and shall report his findings to the Congress. Before the convening of Congress each year, the Secretary of Agriculture shall advise the U.S. Senate and House of Representatives of his recommendations with respect to the inclusion within the wilderness system of each area on which review has been completed in the preceding year, together with maps and definition of boundaries: There shall be furnished to Congress with each such recommendation a report concerning each such area from the U.S. Forest Service, Bureau of Reclamation, Bureau of Mines, Bureau of Sport Fisheries and Wildlife, Soil Conservation Service, Federal Power Commission and Rural Electrification Commission, Federal Communications Commission, U.S. Geological Survey, and the Governor of the State in which each such area is located setting forth their independent views concerning the inclusion of such areas in the wilderness system and the comparative values of said areas for wilderness purposes and other possible productive uses. The recommendation of the Secretary of Agriculture with respect to the inclusion in the wilderness system, of all or a portion of the wilderness, wild, primitive, or canoe areas, shall become effective subject to the provisions of subsection (f) of this section."

2. In subsection 3(c)(1) make the following deletions and insertions:

(*a*) On page 6 in line 5 strike all of lines 5, 6, 7, 8, 9, and line 10 to and including the word "roads."

(*b*) In line 14 on page 6 strike the word "President" and insert the word "Congress."

(*c*) In line 14 on page 6 commencing with the word "Before" strike through and including the word "boundaries" in line 20.

(*d*) In line 21 on page 6 strike the word "President" and insert in place thereof the words "Secretary of the Interior."

Section 3(c)(1) will then read as follows:

"NATIONAL PARK SYSTEM AREAS

"(c)(1) Within 10 years after the effective date of this act, the Secretary of the Interior shall review the units of the national park system and shall report his recommendations for the incorporation of each such portion into the wilderness system to the Congress. The recommendation of the Secretary of the Interior with respect to each such portion shall become effective subject to the provisions of subsection (f) of this section."

3. In subsection 3(c)(2) make the following deletions and insertions:

(*a*) In line 25 on page 6 strike the word "President" and insert in lieu thereof the word "Congress."

(*b*) On page 8 strike all of line 7 to and through line 24 inclusive, being all of subsection (d).

Subsection 3(c)(2) will then read as follows:

"(2) The Secretary of the Interior shall include, as part of his recommendations to the Congress under the provisions of this subsection, a description of the parts of each park, monument, or other unit submitted which should be reserved for roads, motor trails, buildings, accommodations for visitors, and administrative installations. Such parts shall be determined in accordance with the procedures for rulemaking under section 4 of the Administrative Procedure Act (5 U.S.C. 1003), except that the public notice required under such section shall be at least 90 days prior to the determination proceedings. No designation of an area for roads, motor trails, buildings, accommodations for visitors, or administrative installations shall modify or affect the application

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to that area of the provisions of the act approved August 25, 1916, entitled "An act to establish a National Park Service, and for other purposes" (39 Stat. 535; 16 U.S.C. 1 and following). The accommodations and installations in such designated areas shall be incident to the conservation and use and enjoyment of the scenery and the natural and historical objects and flora and fauna of the park or monument in its natural condition. Further, the inclusion of any area of any park, monument, or other unit of the national park system within the wilderness system pursuant to this act shall in no manner lower the standards evolved for the use and preservation of such area in accordance with such act of August 25, 1916, the statutory authority under which the area was created, or any other act of Congress which might pertain to or affect such area, including but not limited to, the act of June 8, 1906 (34 Sat. 225; 16 U.S.C. 432 and following) section 3(2) of the Federal Power Act (16 U.S.C., sec. 796 (2)); and the act of August 21, 1935 (49 Stat. 666; 16 U.S.C., sec 461 and following)."

4. In section 3(e) on page 9 make the following deletions and insertions:

(*a*) In line 2 on page 9 strike the word "minor."

(*b*) In line 4 strike the word "made" and insert in lieu thereof the word "recommended."

(*c*) On page 9 strike all of lines 12, 13, and line 14 to and including the word "and" and insert in lieu thereof in line 12 the word "Congress."

(*d*) On page 9 capitalize last word "Such" of line 14.

Section 3(e) will then read as follows:

"MODIFICATION OF BOUNDARIES

"(e) Any proposed modification or adjustment of boundaries of any portion of the wilderness system established in accordance with this act shall be recommended by the appropriate Secretary after public notice of such proposal by publication in a newspaper having general circulation in the vicinity of such boundaries and public hearing to be held in such vicinity not less than 90 days after such notice if there is sufficient demand during such 90 days for such hearing. The proposed modification or adjustment shall then be recommended with map and description thereof to the Congress. Such recommendations shall become effective subject to the provisions of subsection (f) of this section."

5. In section 3(f) on page 9 make the following deletions and insertions:

(*a*) In line 17 on page 9 strike the word "President's" and insert in place thereof the word "Secretary's".

(*b*) In line 18 on page 9 strike the words "the President" and insert in place thereof the words "a Secretary".

(*c*) In line 1 on page 10 strike the word "neither" and insert in place thereof the word "both" and strike the word "nor" and insert in place thereof the word "and".

(*d*) In line 3 on page 10 strike the words "itself opposed to such recommendation" and insert in place thereof the words "that such recommendation shall become effective".

(*e*) In line 5 on page 10 strike the words "of opposition".

(*f*) In line 6 on page 10 change the comma after the word "covered" to a period and strike the balance of the section; that is, the remainder of line 6 and all of line 7 through 15 inclusive. Insert in place thereof the following:

"*Provided further*, That where a resolution to approve any such recommendation has been introduced, a hearing thereon shall be held within 30 days by the committee to which such resolution has been referred."

Section 3(f) would then read as follows:

"EFFECTIVE DATE OF SECRETARY'S RECOMMENDATIONS

"(f) Any recommendation of a Secretary made in accordance with the provisions of this section shall take effect upon the day following the adjournment sine die of the first complete session of the Congress following the date or dates on which such recommendation was received by the U.S. Senate and the House of Representatives; but only if prior to such adjournment both the Senate and the House of Representatives shall have approved a resolution declaring that such recommendation shall become effective; *Provided*, That in the case of a recommendation covering two or more separate areas, such resolution may be limited to one or more of the areas covered; *Provided further*, That where a resolution to approve any such recommendation has been introduced, a hearing

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thereon shall be held within 30 days by the committee to which such resolution has been referred."

6. Section 3(g) is deleted in its entirety.

7. In section 3(i)(1) on page 11 make the following deletion and insertion:

(*a*) In line 17 delete the word "President" and insert in place thereof the word "Congress".

Section 3(i)(1) will then read:

"ADDITIONAL REQUIREMENTS WITH RESPECT TO RECOMMENDATIONS

"(i)(1) The Secretary of Agriculture and the Secretary of the Interior shall each, in submitting any recommendations to the Congress with respect to any area's retention in or incorporation into the wilderness system, include with such recommendations the independent view of the Governor of the State in which such area is located with respect to the Secretary's recommendations generally, unless no reply is received from such Governor within 90 days after such recommendations are submitted to him and his views thereon requested."

8. Section 3(i)(2) is deleted.

9. In section 6(a) on page 13 make the following deletions and insertions:

(*a*) In lines 10 and 11 strike the words "wildlife refuge, game range,".

(*b*) In lines 15 and 16 strike the words "as also to preserve its wilderness character" and insert in place thereof "so as to cause as little interference with its wilderness character as is consistent with such multiple use."

(*c*) Strike the last sentence of said section, being lines 19 through 21.

Section 6(a) will then read:

"USE OF THE WILDERNESS AND OTHER PROVISIONS OF LAW

"6(a) Nothing in this Act shall be interpreted as interfering with the purposes stated in the establishment of, or pertaining to, any park, monument, or other unit of the national park system, or any national forest, or other area involved, except that any agency administering any area within the wilderness system shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes so as to cause as little interference with its wilderness character as is consistent with such multiple use. Except as otherwise provided in this Act, the wilderness system shall be devoted to the public purposes of recreational, scenic, scientific, educational, conservation and historical use.

10. Section 6(c)(2) on pages 14 and 15 make the following deletions and insertions:

(*a*) In section 6(c)(2) on page 14 commencing in line 18 strike all of lines 18 through 25 inclusive and strike lines 1, 2, 3, 4, and 5 on page 15, and in line 6 on page 15 strike the words "its denial; and (B)". New subsections (A), (B), and (C) are inserted prior to the word "the" in line 6, page 15.

Section 6(c)(2)(A) will then read:

"(2)(A) The Secretary of the Interior is authorized and directed to develop and administer the renewable surface resources and the nonrenewable subsurface resources of the public domain and acquired lands administered by the Secretary of the Interior included in the wilderness system for multiple use and sustained yield of the several products and services to be obtained there from including wilderness use, and with respect to national forest lands included within the wilderness system, the Secretary of the Interior is authorized and directed, with the consent of the Secretary of Agriculture, to develop and administer the leaseable nonrenewable subsurface resources thereof for multiple use of the several products to be obtained therefrom including wilderness use. In authorizing such multiple use of such an area of wilderness and in issuing leases thereon the Mineral Leasing Act of February 25, 1920 (41 Stat. 437) the Secretary of the Interior shall make provision for the reasonable protection of the wilderness values in such areas; and (B) the mining laws of the United States shall continue to be applicable to all lands included within the wilderness system to which such laws were applicable prior to such inclusion, subject to and in accordance with such regulations which the Secretary of the Interior is hereby authorized to promulgate for the purpose of reasonable protection of the wilderness values in such areas; and (C) the establishment and maintenance of reservoirs, water conservation works, transmission lines and other facilities needed for the public interest, including the road construction and maintenance essential to development and use thereof shall be permitted within the wilder-

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ness system upon the determination of the Secretary of the Interior that such use or uses in this specific area will better serve the interest of the United States and the people thereof than will its denial; the grazing of livestock where well established prior to the effective date of this Act with respect to areas established as part of the wilderness system by this Act, or prior to the date of public notice thereof with respect to any area to be recommended for incorporation in the wilderness system, shall be permitted to continue subject to such restrictions and regulations as are deemed necessary by the Secretary having jurisdiction over such area."

11. Section 6(c)(5) on page 16, being lines 16 through 20 both numbers inclusive, should be deleted.

12. Section 6(c)(8) on page 17, being lines 3 through 10 both numbers inclusive, should be deleted.

13. In section 7 make the following deletions and insertions:

(*a*) In line 5 on page 18 delete the words "or in a wildlife refuge or range".

(*b*) In line 16 on page 18 delete the comma after the word "system" and insert in place thereof a period, and delete the words "wildlife refuge, or range."

Section 7 records and reports will read as set forth on pages 17 and 18 in S. 174 although reference to wildlife refuges or ranges has been deleted.

14. In section 9 make the following deletions and insertions:

(*a*) In line 18 on page 19 delete the word "President" and insert in place thereof the word "Congress".

(*b*) In lines 19 and 20 on page 19 delete the words "and any recommendations made to the Congress by the President".

Section 9 will then read as follows:

"LAND USE COMMISSIONS

"SEC. 9. With respect to any State having more than 90 per centum of its total land area owned by the Federal Government on January 1, 1961, there shall be established for each such State a Presidential Land Use Commission (hereinafter called the Commission). The Commission shall be composed of five persons appointed by the President, not more than three of whom shall be members of the same political party, and at least three of whom shall be residents of the State concerned. The Commission shall advise and consult with the Secretary of the Interior and the Secretary of Agriculture on the current utilization of federally owned land in such State and shall make recommendations to the appropriate Secretary as to how the federally owned land can best be utilized, developed, protected, and preserved. Any recommendations made to the Congress by the Secretary of the Interior or the Secretary of Agriculture pursuant to the provisions of this Act shall be accompanied by the recommendations and reports made with respect thereto by the Commission."

15. In section 10 make the following deletion:

(*a*) In line 1 on page 20 strike the words "President for transmission to".

Section 10 will then read:

"SEC. 10. At the opening of each session of Congress, the Secretaries of Agriculture and Interior shall jointly report to the Congress on the status of the wilderness system, including a list and description of the areas in the system, regulations in effect, and other pertinent information, together with any recommendations they may care to make."

Mr. GOODWIN. Madam Chairman, at the risk of some possible repetition, I would like to emphasize some of the points I have made.

Only to the extent that areas containing substantial quantities of other natural resources would be included in the wilderness system, will there by any conflict between what the proponents of this bill call wilderness and what the oil and gas industry or any other natural resource industry calls wilderness.

For instance, oil and gas are found only in what the geologists call sedimentary basins, or other areas, maybe even including mountainous areas, that are made up of sedimentary rocks which at some time in geologic time composed a sedimentary basin. And only to the extent that these sedimentary areas are included in a system of this kind

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would there be any necessity for multiple use provisions insofar as oil and gas are concerned.

We do not believe that any area, whether it is wilderness, wild, or primitive, or whether it is a refuge or range for fish and wildlife, should be automatically put into a system of this kind for single use without taking a look and seeing what is there that might have other beneficial uses.

I have been advised by competent geologists that over 5 million acres of the wilderness, wild, and primitive areas have within them substantial areas of sedimentary rocks that might be of interest to the oil and gas industry.

Within the fish and wildlife ranges there are over 3½ million acres of this class of terrain. Some people say wilderness and multiple use are not compatible. The proponents of wilderness are not suggesting here that you set aside any areas as pure wilderness. They say, "A man can walk in it with a pack on his back if he has the stamina and inclination, and so that he will not become lost you will build a trail for him to follow."

Now to that extent you have violated pure wilderness.

Then they go a little further and say, "To stay longer and go farther, you should be able to ride a horse," if you have the stamina and the money to hire the horse, and also to take a pack train with you.

The trail has to be bigger and wider for that purpose. So the pure wilderness concept has been violated again. It comes down to a mere matter of degree. If you widen the trail a bit and pave it and grade it so that we would not have erosion, which would surely follow on a natural trail, then we call it a road, and to some people it becomes a horrible thing.

Now I understand that to have multiple use you would have to have a road. You could not develop an oil and gas field without a road leading to it. But a great majority of the American people who could view a wilderness could only do so by seeing it from a road or, as most of them would do, never stray more than a few hundred yards or a half a mile or a mile from their car. If you had a road, the proponents, from a distance of half a mile or so from the road, would still have the terrain they define as wilderness. So even if you had to build a road to get to an oil field, or a mine, or to some other natural resource, we do not think is is too great a violation of their wilderness concept, if they insist upon placing in the wilderness system areas that contain these other natural resources.

Along this same line, we also feel that, if a wilderness bill is to be passed, it should be such a bill that you would not be afraid to add more land to it. The proponents of wilderness started out with a very ambitious program, and they had in their original bills the right, by Executive order, to include any area of the public domain. I think there is no question but what there will be other bills introduced into future Congresses to add more land to this wilderness system.

I think it is important that we set up a proper investigative process, and also a practical multiple-use provision, so that when these lands, either those presently going in as future additions to the wilderness system contain other valuable natural resources, they can be realized for the benefit of the Nation and the rest of the people of the United States.

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There is one other point I would like to comment about and that is a reference that was made on one of the prior days to section 6(c) of the act and the reference there to the public domain.

Section 6(c)2 on page 14: It seems to me there was a little confusion about the words "public domain" appearing there. Now the associations that I represent have requested an amendment to this section, but just on the chance it is not going to be amended, I ought to point this out.

Section 6(c)(2) provides that under certain conditions, the President might permit activities in the wilderness system within the national forests and public domain areas.

Many of our fish and wildlife refuges and ranges are carved out of the public domain. They are public domain. As a matter of fact, the forests are public domain. So, if the words "public domain" are stricken, as was suggested the other day, then, if a wildlife refuge or range was included, there would be no authority even for the President to permit these activities in those ranges.

So I think you should refer to every class of land that goes into the system if this section is kept in the act.

Mrs. PROST. Thank you very much, Mr. Goodwin.

The Chair recognizes the gentleman from Colorado, Mr. Aspinall.

Mr. ASPINALL. Madam Chairman, I am especially appreciative of receiving this statement because Mr. Goodwin and those associated with him have gone so far as to give us their recommendations for the amendments and then the corrected language as it would appear if their recommendations were followed, which shows a lot of hard work.

Mr. Goodwin, we have a statement here from Mr. Warwick Downing of the Rocky Mountain Oil & Gas Association. Have you coordinated your statement with his?

Mr. GOODWIN. No; not that I know of. This statement here was prepared by Western Oil & Gas Association and was approved by, I understand, the executive committee of the Rocky Mountain Oil & Gas Association who joined in our statement. But I know nothing of anything Mr. Downing prepared.

Mr. ASPINALL. In talking about the protection of the wilderness to the degree necessary, if we permitted visitations of wilderness, wildlife refuges, and game ranges without limitation, how long will it be until they lose their wilderness aspect. In other words, at the present time we will say that it is limited to several thousand in each wilderness area. Do we sooner or later, if we permit all of the people to use these, even as a wilderness area, lose the wilderness atmosphere?

Mr. GOODWIN. I have been viewing it, of course, from the standpoint of the oil and gas industry, and oil fields do not take up very much area. Most of those in California with which I am familiar are from a mile wide to 2 or 3 miles long, and there are not very many of them usually found in any particular sedimentary basin. So we would be thinking of a very few thousand acres out of a hundred thousand acres or whatever else was included.

A mine, for instance, takes up only a very small surface area. And as far as the oil and gas industry is concerned, we have the ability to make an oilfield, after it is developed, invisible. We not only have done it, we are doing it now in the cities of Los Angeles, Long Beach, Beverly Hills, La Habra, Calif. You go out there and the produc-

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ing oilfields are invisible. Nobody even knows they are there. They are completely hidden underground, with hydraulic, soundless, vibrationless pumps, and that technique can be applied in any kind of terrain.

Mr. ASPINALL. I was not thinking of oil activities, or mining activities, or of forest activities. I was thinking, about the recreational activities that are permitted.

Mr. GOODWIN. As I suggested, most of the American people who go to the forests never get very far away from their cars. I know if I go I never get even a hundred yards away. I would suggest that a half a mile or a mile is about the limit for any of them. I do not think they are going to devastate the wilderness because there is a road going to it.

Mr. ASPINALL. That is your position, we will say, on this situation—these wilderness areas that are in existence at the present time, along with wild and primitive areas, have been in existence for over 20 years, on which apparently there has been no desire to do mining work, oil drilling, or lumbering, and so forth.

Do you think it is necessary that Congress and administrative agencies of the executive department have another look-see at them before they might be declared, with certain limitations, to be a part of the wilderness area of the United States?

Mr. GOODWIN. Yes, I believe so. These areas were set apart some 20 to 30 years ago. We had no evidence of the kind of investigation that was made. As far as you say there is no desire, I would not say that. I would say there has been no possibility. People do not look at areas in which you cannot acquire interests. I mean that is a waste of money, so nobody has looked at them.

Mr. ASPINALL. You mean they do not even make some kind of an attempt to make known to the officials as to what they think might happen in those areas? They just sit still? That is not the way the American people act.

Mr. GOODWIN. I have to speak from the viewpoint of the oil and gas industry. The Federal Mineral Leasing Act providing for the development of these minerals on the public domain includes all of the national forests. In other words, as I said, under the law they are subject to oil and gas leasing. The Executive has come along and said, "In our discretion we will not lease these areas." There is nothing the oil and gas industry can do about it, they have never looked at them. The methods of looking for oil and gas that have been developed over the last 20 or 30 years, let us say the magnatometer, the airborne magnatometer, the seismograph, the sparker—I can name them. I do not understand them, but I know the names for them. They have never been applied in any of these areas. As I have suggested, there are some 5 million acres of sedimentary rocks in these areas. The next 20 years may develop other methods of searching for oil and gas.

Mr. ASPINALL. Do you think we have to make a detailed evaluation of each one of these areas before we can safely set it aside for the use of wilderness areas, as the proponents of this bill desire?

Mr. GOODWIN. We have suggested that you have at least the advice of the various governmental departments.

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Mr. ASPINALL. I understand your position. If I were in your position, I think I would go to that extreme, too. But if you were a Member of Congress, what would you say?

Mr. GOODWIN. Well, Congress, of course, can rubberstamp what the Agriculture Department has done.

Mr. ASPINALL. Yes, and we can go ahead and rubberstamp what the prospectors have done throughout the decades, or the lumbering interests. But we realize the extremes people will go to to follow their own pursuits and their own interests. We can go ahead and rubberstamp these. But you do not mean to tell me there have not been evaluations made of these various areas before they were put into the wilderness area by the Forest Service and the Department of the Interior, do you?

Mr. GOODWIN. I do not know what kind of evaluations were made. Some were made. They were recommended by the Chief Forester, probably, to the Secretary of Agriculture. What he did before he made that recommendation, I do not know, and I do not know who else knows.

Mr. ASPINALL. I do not want to take all of the time, but let me ask you this: How far do you think we would get if we put a person interested in the mining industry, a person interested in the forest industry, a person interested in the water resource development, and a person interested in recreation on a board and asked them to get together and recommend to us the area to be made into a wilderness area as the proponents of this bill desire?

Mr. GOODWIN. I do not know as I am qualified to answer that question.

Mr. ASPINALL. If you are not, I do not know who else might be insofar as oil and gas are concerned.

If you found any oil and gas reserves, or the possibility of oil and gas reserves any place in these areas, Mr. Goodwin, would you be willing to have them set aside as wilderness areas?

Mr. GOODWIN. If a provision for multiple use was made which would also protect the other values that are highly prized in the areas, I tried to suggest a method by which they could be protected.

Mr. ASPINALL. That is all.

Mrs. PFOST. The gentleman from Washington.

Mr. WESTLAND. I have no questions.

Mrs. PFOST. The gentleman from Colorado, Mr. Dominick.

Mr. DOMINICK. Thank you, Madam Chairman.

Mr. Goodwin, I just want to thank you for coming here. I know many of the people whom you represent in the Rocky Mountain Oil & Gas Association. But I have some concern with your statement because it seems to me that you are saying that we can have both multiple use and a wilderness system within one area and, frankly, I do not see how this is possible.

If you are going to have the wilderness concept as suggested by the proponents of this legislation, it strikes me that the multiple use for that area must necessarily be eliminated. Not perhaps as strongly with respect to oil and gas development, because of your ability to do just the things you have said, but as far as timbering and mining and other things of this kind, it seems to me to make it very difficult to keep a wilderness area with those activities also going on.

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Now, secondly, I would like to ask this question of you: How many of the additional wildlife refuges and game ranges which are purported to be included within this original system have been examined for oil and gas possibilities and rejected; do you know?

Mr. GOODWIN. I do not know. I have a list here of the ranges that have within them sedimentary rocks or are within sedimentary basins, and there are some 3,637,907 acres included here, and this only includes New Mexico, Colorado, Wyoming, and Montana, and the States west of them.

Mr. DOMINICK. Those are in addition to the ones listed on page 2 of your statement? Or are they included?

Mr. GOODWIN. The ones listed on page 2 of my statement are those in which the Fish and Wildlife Service have to date permitted oil and gas leasing and have within them oil and gas fields fully developed, operating compatible with the fish and wildlife purposes.

Mr. DOMINICK. And this 3 million acres of land that you referred to are areas in which there are sedimentary rocks and which are in addition to the ones listed on page 2?

Mr. GOODWIN. With one exception, and that is the Aransas Wildlife Refuge in Texas. That is 47,261 acres. To that extent there is a duplication and there are developed oil fields in that wildlife refuge.

Mr. DOMINICK. Has any oil and gas drilling been done on these refuges? Have any leases been issued for this purpose? That is, any others than those listed on page 2?

Mr. GOODWIN. To my knowledge, there have not.

Mr. DOMINICK. So you are arriving at your 3 million acre figure on what basis?

Mr. GOODWIN. On the basis of geologic opinion as to the nature of the rock and basins in which these areas are located, that they have possibilities, they should be looked at.

Under present law, if I might just amplify a moment, most of the wildlife refuges and ranges on the public domain, most of the larger ones, are either by the laws creating them, or the executive orders creating them, subject to oil and gas leasing.

Mr. DOMINICK. Have any applications been made for leases on those other lands?

Mr. GOODWIN. That I could not answer because they would be done by other oil companies or by my own, and I do not know that we have.

Mr. DOMINICK. Do you know whether any applications for leases on any of those properties have been rejected by the Department of the Interior?

Mr. GOODWIN. I do know that applications on some ranges and refuges have been rejected, because there are regulations covering those applications, and it requires an agreement between the Fish and Wildlife Service and the Bureau of Land Management before the Secretary will issue a lease in those areas.

Now if there is agreement to that effect, then he will issue leases.

Mr. DOMINICK. On which ones if you know have there been rejections?

Mr. GOODWIN. I do not have that information.

Mr. DOMINICK. Could you furnish that to me?

Mr. GOODWIN. I do not know any way I could, because these are scattered over many States. The applications would have been made

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by individuals or by companies and I know of no way to find out without going to the Department for it, and I do not know that they would have that information at any one place they could look it up either.

Mr. DOMINICK. Was your answer, then, based on hearsay or personal knowledge, or what?

Mr. GOODWIN. I know in the case of my own company of applications that have been rejected in fish and wildlife refuges and ranges.

Mr. DOMINICK. Would you be at liberty to give me the names of those?

Mr. GOODWIN. The one that comes to mind first is the Kenai National Moose Range in Alaska, in which there are some 2 million acres in the range. The Department opened, roughly, the north half of it to oil and gas leasing and issued leases there, and they closed the south half of it and have refused up to date to issue leases in that area.

During the war, over in New Mexico, they refused leases in some of the primitive areas and granted some which were along the edge of the area on the basis that any drilling would be done from outside the boundary of the area and slant-drilled underneath, and on the further condition that the lease would have to be committed to a unit plan of development.

I have personal knowledge of those events.

Mr. DOMINICK. With the provision that is now in the bill, would it be possible for oil companies to prospect and explore these areas?

Mr. GOODWIN. Under the provisions of the bill as it now reads?

Mr. DOMINICK. Correct.

Mr. GOODWIN. The oil industry cannot prospect them at the present time without an agreement of Fish and Wildlife Service and the Bureau of Land Management, and the bill, as I understand it, does not immediately place the Fish and Wildlife refuges and ranges within the wilderness system. So I would think the present system would continue, that we could not go in there without the permission of the Fish and Wildlife Service and the Bureau of Land Management.

Mr. DOMINICK. I thought you said that the bill did put these within the wilderness system immediately.

Mr. GOODWIN. It says they will go in the wilderness system within 10 years if they are recommended by the Secretary of the Interior to the President.

A I understand it, the primitive areas go in immediately, subject to being reviewed, whereas the wildlife refuges and ranges are reviewed first and then recommended for inclusion. That is the way I read the bill.

Mr. DOMINICK. On page 8 of the bill it says:

"There shall be incorporated into the wilderness system, subject to the provision of and at the time provided in this section, such portions of the wildlife refuges and game ranges established prior to the effective date of this act under the jurisdiction of the Secretary of the Interior as he may recommend for such incorporation to the President within 10 years following the effective date of this act."

It would be perfectly possible for him on the effective date to recommend that they all be included, would it not?

Mr. GOODWIN. Oh, yes, certainly. I do not believe, though, that they are put in by legislative fiat as the primitive areas are. At the present time, you understand if we can convince the Fish and Wildlife

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Service and the Bureau of Land Management that these areas should be leased, then they will lease them under very strict regulation.

Mr. DOMINICK. Yes, I understand.

Mr. GOODWIN. If they go into this system, I am afraid they are gone forever, though.

Mr. DOMINICK. Thank you, Madam Chairman.

Mrs. PROST. Are there further questions?

Mr. ASPINALL. Madam Chairman, I wish to correct the record. I was mistaken in my reference to Mr. Downing. Mr. Downing's statement is to be presented in behalf of the Interstate Oil and Gas Commission. Because of his work with the Rocky Mountain Oil and Gas Association, I had understood he was speaking for them also.

Mrs. PROST. Are there further questions or comments?

Thank you very much, Mr. Goodwin. We appreciate very much your contribution.

Our next witness is Mr. Kenneth B. Pomeroy, Chief Forester, the American Forestry Association.

STATEMENT OF KENNETH B. POMEROY, CHIEF FORESTER, THE AMERICAN FORESTER ASSOCIATION

Mr. POMEROY. Madam Chairman, and members of the committee, I am Kenneth B. Pomeroy, representing the American Forestry Association.

Before I begin my prepared statement, I would like to inject a personal comment, if I may.

Mrs. PROST. Yes, you may.

Mr. POMEROY. When the American Forestry Association considered the first wilderness bill, S. 4013, in July of 1956, their unanimous reaction was:

> It tends to develop a legislative history in the direction of a single and exclusive use on a perpetual basis. This is inconsistent with the principle of multiple use.

This stand cost us a great many members, perhaps as many as 1,000 members. But since that date our net membership has increased from 23,482 to 33,371, a net increase of approximately 42 percent. This indicates that many people share the views I am about to express.

The remarks which follow pertain primarily to the national forests. The Congress has already removed the national parks from general use.

For 87 years the members of this organization have been interested in conservation of natural resources. During the past 3 decades we have made it possible for hundreds of vacationers to enjoy primitive living through our "Trail Riders of the Wilderness" program. Practically all of these expeditions, each of 10 to 12 days' duration, have been in the wildest portions of the national forests and national parks.

In general, we have found the management of primitive and wilderness areas to be good. The national forests have been reasonably well protected from fires, insects, and diseases. No commercial timber cutting ever has been permitted. Only one small area of 7,680 acres has been withdrawn from wilderness classification since the drafting of land-use regulations in 1939. This was done to provide ingress to private land as required by law. During the same period 785,000

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acres were added to the wild, wilderness, and primitive classifica tions. Incidentally, this acreage includes an area that was transferre to the National Park Service.

In view of this record, we see little need for enactment of S. 174.

However, if a law regarding wilderness preservation is to be enacted then we recommend amendment of S. 174 as follows:

1. The deletion of the word "system" from the present bill.

A system implies a separate administration, one that would cr across the jurisdictions of the Forest Service, the National Park Serv ice and the Fish and Wildlife Service. The American Forestry As sociation wishes the record to show that it is opposed to any proposa which conceivably might result in dismemberment of the nationa forests.

2. That Congress, in stating a policy on wilderness should not ne gate its own creative powers.

It is recommended that section 3(f) be amended so as to provide that before any recommendations of the President shall take effect, Con gress shall approve a concurrent resolution expressing itself in favor of such recommendation.

3. That each primitive area be studied carefully before it is placed in a wilderness category.

There are almost 8 million acres in so-called primitive areas that have never been surveyed or classified. In the past it has been the practice of the Forest Service to study each such area, hold hearings as to its future use, and then determine how much of the area should b designated as wilderness. This is a more orderly approach than blanketing all the primitive areas into a wilderness category as pro posed in S. 174, and then deciding later how much to take out.

We have no objection to the national forest areas that already hav been designated as wild, wilderness, or canoe areas. This comment only pertains to primitive areas.

4. That all areas classified as wild or wilderness be reviewed period ically, say every 20 years. Please note that under S. 174, page 2, line 21, only the primitive areas in national forests are subject to review. We offer this suggestion because conditions change over a period of time.

Yesterday we heard a gentleman tell us about the acquisition of land for the Great Smokies National Park in the 1920's.

It so happens that I concurrently am engaged in a study of the ownership, use, and management of forest lands in the State of North Carolina. I have gone to considerable pains to determine the origins of Federal acquisition there, dating back to the year 1885, and I have been very much interested in what people think about this ownership now. It amounts to about 23 percent of the land area of western North Carolina.

I found that about half of the people I contacted did not care one way or the other, they just did not think about it at all. Of those who did have an opinion, local people preferred the national forests because this was an area where they could hunt and fish and there was year around work. Invariably out-of-State people favored the parks, though they did not know where the park began or where it stopped.

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I contacted the North Carolina National Park Parkway and Forest Development Commission, an agency created by the State of North Carolina in 1947 to act in a liaison capacity between the county, the State, and the Federal Government. The chairman of this commission informed me as follows, and I quote:

> We are a State agency and, as such, can speak for the State of North Carolina officially. In my opinion the economic and recreational interests of western North Carolina are being served very well by the present distribution of land ownership. The recreational facilities of the national forest in this area should be more fully developed. Many more access roads should be built in the Great Smoky Mountains National Park, and picnicking and camping areas should be developed. There is at present a strong influence in the National Park Service for relegating much of the national parks to wilderness areas. This does not promote the recreational potential of western North Carolina.
>
> Some small wilderness areas should be preserved, but to undertake to preserve large areas in the national parks as wilderness seems to be going much too far.

That is the end of the quotation.

Madam Chairman, in summary, our association recommends, one, deletion of the word "system"; two, positive action by the Congress; three, study of each primitive area before placing it in a wilderness category; and, four, possible periodic review of wilderness areas. If these amendments are accepted, the American Forestry Association will support wilderness legislation wholeheartedly.

Thank you.

Mrs. PFOST. Thank you very much, Mr. Pomeroy.

Are there questions?

Mr. ASPINALL. Mr. Pomeroy, you are employed by the American Forestry Association?

Mr. POMEROY. Yes, sir.

Mr. ASPINALL. And how long have you worked for them?

Mr. POMEROY. I have been with the association 6 years, and before that I was employed by the U.S. Forest Service for 23 years.

Mr. ASPINALL. You have not given any thought at all to the interests of the oil and mining groups, or have you?

Mr. POMEROY. To some extent, yes.

Mr. ASPINALL. Do you think that your amendments would protect them in their interests?

Mr. POMEROY. I did not think of it in quite that relationship. I am a confirmed multiple use person. I feel each area should be examined on its merits. If mining is the primary use for such area, then let it be so. If wilderness is the primary use, then let it be wilderness.

Mr. ASPINALL. As far as your statement is concerned, when you suggest these three amendments, you meant that related to the forestry industry in which you are interested and you let the mining and oil interests take care of their own recommendations. Is that correct?

Mr. POMEROY. Essentially so, yes. Our interests are timber, recreation, water, and soils.

Mr. ASPINALL. Mr. Pomeroy, in February of this year you gave me a paper which you had brought down to date entitled "Public Lands Recreation Policy of the American Forestry Association." Is this statement still the policy of the association?

Mr. POMEROY. Yes, sir.

Mr. ASPINALL. And it bears your signature?

Mr. POMEROY. Yes, sir.

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Mr. ASPINALL. Madam Chairman, I would ask unanimous consent that this statement of policy be made a part of the record at this place.

Mrs. PFOST. You have heard the unanimous-consent request. Is there objection? Hearing none, it is so ordered.

(The policy statement follows:)

PUBLIC LANDS [1] RECREATION POLICY OF THE AMERICAN FORESTRY ASSOCIATION

It shall be the national policy, through the conservation and wise use of resources, to preserve, develop, and make accessible to all American people such quantity and quality of outdoor recreation as will be necessary and desirable for individual enjoyment and to assure the physical, cultural, and spiritual benefits of outdoor recreation.[2]

In order that each area may yield maximum returns in terms of social, spiritual and economic values it is desirable to apply the principle of recreation zoning. This requires a classification of recreational areas that takes into account both the physical characteristics of the resource and public recreation needs. That classification should be based upon the recommendations of the Outdoor Recreation Resources Review Commission, as follows:

Class I—High density recreation areas: Areas intensively developed and managed for mass use.

Class II—General outdoor recreation areas: Areas subject to substantial development for a wide variety of specific recreation uses.

Class III—Natural environment areas: Various types of areas that are suitable for recreation in a natural environment and usually in combination with other uses.

Class IV—Unique natural areas: Areas of outstanding scenic splendor, natural wonder, or scientific importance.

Class V—Primitive areas: Undisturbed roadless areas, characterized by natural, wild conditions, including wilderness areas.

Class VI—Historic and cultural sites: Sites of major historic or cultural significance, either local, regional, or national.

Implementation of a national policy, one that would apply to all classifications of recreation resources, requires cooperative participation of all levels of government. Each political level has certain responsibilities, as follows:

THE RESPONSIBILITY OF STATES AND SUBDIVISIONS THEREOF

(1) Each State should be responsible for the acquisition, development, and administration of lands for State parks and recreation areas, and to that end, in accordance with its own master plan, should designate and acquire suitable lands. Because these lands will be used extensively by the general public, Federal funds should be made available for acquisition and development on a grants-in-aid basis, under Federal loan, or some combination of the two.

(2) Each State should provide guidance and assistance to its subdivisions in the planning, development, and administration of recreational areas for local use.

(3) States should work out interstate arrangements wherever utilization of a recreation resource extends across State boundaries.

(4) State lands should be managed for recreational use when such use is compatible with the primary purpose for which the land is held.

(5) States should use their regulatory power to zone areas for maximum recreational benefit, maximum quality, and insure public safety in conflicts between recreation and other uses and in conflicts between various recreation uses.

(6) The States, as well as the Federal Government, should provide for and develop the many types of recreation values available in highway and other public construction programs.

(7) The States should encourage the public use of private lands by negotiating leases for hunting and fishing, securing easements to protect scenic or water values and similar arrangements.

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[1] Including private lands controlled and administered by public agencies for recreational use.

[2] Report to the President, Outdoor Recreation Resources Review Commission, 1962.

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FEDERAL RESPONSIBILITIES

(1) Preservation of scenic areas, natural wonders, primitive areas, and historic sites of national significance.
(2) Management of all Federal lands for recreation benefits when compatible with other essential uses.
(3) Cooperation with the States through technical and financial assistance.
(4) Promotion of interstate arrangements, including Federal participation where necessary.
(5) Assumption of cooperative leadership in a comprehensive and constructive nationwide recreation effort.
(6) Development of unique recreational resources which are definitely of national or international significance.

In carrying out its obligations, the Federal Government should distinguish clearly between areas of national park caliber and those primarily of recreational value. In this respect Federal officials should be guided by the administrative policy laid down by Secretary of the Interior Lane in his letter of May 13, 1918, to Stephen T. Mather, first Director of the National Park Service, which stated:

"First, that the national parks should be maintained in absolutely unimpaired form for the use of future generations as well as those of our own time; second, that they are set apart for the use, observation, health, and pleasure of the people; and third, that the national interest must dictate all decisions affecting public or private enterprise in the parks.

"Every activity of the Service is subordinate to the duties imposed upon it to faithfully preserve the parks for posterity in essentially their natural state. The commercial use of these reservations, except as specially authorized by law, or such as may be incidental to the accommodation and entertainment of visitors, will not be permitted under any circumstances * * *.

"In studying new park projects you should seek to find 'scenery of supreme and distinctive quality or some natural feature so extraordinary or unique as to be of national interest and importance' * * *.

"The national park system as now constituted should not be lowered in standard, dignity, and prestige by the inclusion of areas which express in less than the highest terms the particular class or kind of exhibit which they represent."

Mrs. PFOST. The gentleman from Washington.

Mr. WESTLAND. Mr. Pomeroy, you mentioned the American Forestry Association has some 33,000 members. Are these individuals?

Mr. POMEROY. Let us put it a different way: about 12 percent of our financial support comes from industry, 78 percent of it comes from the $6 a year membership. The difference in between are contributions from well-meaning people or life memberships and that type of thing. So that the industry memberships are about 250, I think, around that number. So approximately 33,000 small members.

Mr. WESTLAND. Individuals?

Mr. POMEROY: Yes, in all walks of life. I think perhaps there are more physicians, dentists, and lawyers than other categories. We do not know exactly, but we estimate this from the type of inquiries we receive.

Mr. WESTLAND. I see. In other words, then, you do not have to be a forester to be a member of the American Forestry Association. Is that correct?

Mr. POMEROY. We would appreciate it very much if the 17,000 members in the Society of American Foresters would belong to our association, but they do not. Some small percentage do. I do not know how many. Perhaps a thousand or so.

Mr. WESTLAND. A great number of your membership then is, as I said, nonforesters?

Mr. POMEROY. Yes, lay people.

Mr. WESTLAND. Doctors, lawyers, and merchants?

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Mr. POMEROY. And housewives and students.

Mr. WESTLAND. I was interested in your analysis of the Great Smokies National Park. A good friend of mine in the Park Service, Fred Overly, is the superintendent of that park and used to be the superintendent out at the Olympic National Park. Fred and I became very good friends.

Did you analyze that park in any way, Mr. Pomeroy, as to how that 5,000 acres contiguous area that would go into wilderness might affect that park? You know there are not any roads.

Mr. POMEROY. As a part of my study, I visited all of the State and Federal parks and camp areas in the State and I noticed particularly there were only three main access points to the Great Smokies, and a special study has been conducted by the Bureau of Public Roads, together with the highway departments of both North Carolina and Tennessee, as to the traffic and the type of use, and I depended a great deal upon that study rather than my own observation.

Mr. WESTLAND. Then you are indicating that there are not many roads in the Great Smokies?

Mr. POMEROY. That is right; there is only one main road through the center of the Great Smokies Park.

Mr. WESTLAND. I have gone through that. I would like to know what others there are. Do you know the size of the Great Smokies Park?

Mr. POMEROY. Slightly over a half million acres; 275,000 acres in North Carolina.

Mr. WESTLAND. So then a very large portion of this Great Smokies Park will become a wilderness area under the designation of any 5,000 contiguous acres without roads?

Mr. POMEROY. Yes, sir.

Mr. WESTLAND. And did I understand you to say that the State of Carolina, some agency at least, had been recommending more roads in the parks?

Mr. POMEROY. Yes. The North Carolina National Park, Parkway, and Forest Development Commission. I assume they probably have appeared before this group at some time or another.

Mr. WESTLAND. I do not recall it. Maybe they did.

I think that is all, Madam Chairman.

Mrs. PFOST. The gentleman from Colorado, Mr. Dominick.

Mr. DOMINICK. Thank you, Madam Chairman. I was extremely interested in your proposals, Mr. Pomeroy, and I want to compliment you on them. I have really two questions to ask you on them.

You say, in the past it has been the practice of the Forest Service to study the primitive areas and to hold hearings as to their future use.

Mr. POMEROY. If they were called for.

Mr. DOMINICK. Are these hearings held within the context of determining whether this area is suitable for a wilderness area, or are they held in the context of determining what you say they are most suitable for?

Mr. POMEROY. It is my understanding, because I have not been to one of these hearings myself, that they have been held to determine whether or not the area is suitable for wilderness.

Mr. DOMINICK. Have you made any study of your position with regard to the wildlife and game ranges as referred to by Mr. Goodwin?

Mr. POMEROY. I am afraid I lost you, sir.

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Mr. DOMINICK. Have you taken any position as an association with respect to the bills' provisions on wildlife and game refuges?

Mr. POMEROY. No.

Mr. DOMINICK. Have you made a study of the question of whether these areas should be included in the wilderness system?

Mr. POMEROY. Our board of directors has not acted officially on it. However, I have reviewed some of the wildlife areas in the State of North Carolina, and I know that they are under scientific management, that is, they use prescribed burning in some places to clean up the grass, and in some other places, a refuge in California with which I am familiar, they sow rice in it. I presume, then, these activities mean it is not suitable for true wilderness. So the exact amount of game refuges that would be suitable for wilderness, I do not know, but I assume it would be quite a bit less than the total area in wildlife refuges.

Mr. DOMINICK. Thank you, Madam Chairman.

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. Madam Chairman. Mr. Pomery, I first want to commend you on your statement and tell you that it is always a pleasure to see you before the committee.

Mr. POMEROY. Thank you.

Mr. SAYLOR. Even when I disagree.

Mr. POMEROY. I was afraid you were not going to get back.

Mr. SAYLOR. I kept well posted as to just when Mr. Pomery got on the stand.

The third suggestion that you have on page 2 states that each primitive area be studied carefully before it be placed in a wilderness category. Were not primitive areas established before wilderness areas?

Mr. POMEROY. Yes.

Mr. SAYLOR. Is it not a fact that most of the finest areas in our national forests were classified by the then Chiefs of the Forest Service as primitive?

Mr. POMEROY. That is right. Mr. Saylor, if I might add to that, in your absence I had added an extemporaneous comment that our association has no objection to the inclusion of any areas that already have been designated as wilderness, wild, or canoe. This only pertains to primitive areas that have not yet been examined.

Mr. SAYLOR. I am sorry that I was not able to hear all of the other testimony, but following the testimony this morning of Mr. Jessup and Mr. Hutchins that they have so much confidence in the individuals who are Secretaries of the Interior and of Agriculture, the real vast solution for the Secretaries to solve all of the problems that are in the minds of all of the opponents is to take advantage of the regulations they have now issued, and all they have to do is immediately say everything that is now primitive area is now classed as wilderness, and you folks will have no objection because the Secretaries have already studied it.

Mr. POMEROY. I quite concur in your thought, Mr. Saylor, with this additional comment: in 1960 you very graciously enacted a multiple-use bill in which you recognized all of these different uses as being on a par, and I personally had the good fortune to agree with Mr. Zahniser in including wilderness in that particular bill.

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Now, if by legislation we give special attention to one segment of these various uses, what is Congress going to do when proponents for the various other segments want attention?

Perhaps the timber people would like to have all the timber areas set aside for their use. Is the Congress going to burden itself with all of these individual decisions?

Mr. SAYLOR. Oh, Mr. Pomeroy, you know my heart just throbs.

Mr. POMEROY. I thought you were going to say leaps.

Mr. SAYLOR. To realize how you folks are interested in the real problems that Congress faces and how you are trying to save us from ourselves.

Mr. POMEROY. We have your best interests at heart.

Mr. SAYLOR. I am sure you do.

Mrs. PFOST. That concludes our questioning of you, Mr. Pomeroy, and we do appreciate your coming this afternoon.

Mr. POMEROY. Thank you.

Mrs. PFOST. In view of the bells, we must temporarily go over to the House floor, but we will reconvene here just as soon as a quorum is present. We hope that will not exceed 15 minutes. So will the witnesses stand in readiness and we will go right down through the list as rapidly as possible.

The committee stands in recess.

(A short recess was taken.)

Mrs. PFOST. The Subcommittee on Public Lands will now come to order.

The next witness this afternoon will be Mr. John B. Barnard, Jr., special counsel, Colorado Water Congress.

Mr. ASPINALL. Madam Chairman, we usually have John's father sitting down at that table, but John, Junior, has become the witness in his own behalf. So we are glad to welcome him here today.

STATEMENT OF JOHN B. BARNARD, JR., SPECIAL COUNSEL, COLORADO WATER CONGRESS

Mr. BARNARD. Thank you, sir.

It is a pleasure, of course, for me to be here. I was on this spot a couple of years ago in connection with our water rights legislation, in which we still have a great interest.

Madam Chairman, I do appreciate the opportunity to appear at this time. As you said, I do represent the Colorado Water Congress.

At the time I became involved in this wilderness legislation, I was executive director of that organization, but now I am only representing it as a special attorney.

The Colorado Water Congress is an organization of water users in the State of Colorado, and its purpose is to initiate and pursue, or support, programs of interest to all water users of the State. There are many areas of conflict between water users in Colorado, and these we do not involve ourselves in. We work only where there is agreement—where the interests of all of Colorado are affected, and where public information and education are desirable. Hence, I believe that I can speak for the water users of all types from all parts of Colorado. There has never been a dissenting vote against any one of

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our resolutions in the Colorado Water Congress regarding wilderness legislation. The latest one, directed specifically at the bill under consideration, is attached hereto. Lastly, the water congress addresses itself only to water problems. I should like to suggest to the committee that although the water congress recognizes the need of some persons for spiritual rejuvenation through the wilderness experience and the desireability of some wilderness preservation, we hold that the need of all forms of life for water is, and should be recognized as, far more important where and when a conflict develops between the two. Men may thirst for the wilderness, but they can survive many weeks—some even lifetimes—without it. Few have been able to survive very long without water.

Personally, for some time I have been interested in the legislation. While serving as first assistant attorney general of Colorado, I acted as a special staff member to Senator Allott of Colorado during the time this bill was before the Senate Committee on Interior and Insular Affairs. I have followed its course quite closely, and have read volumes of material concerning it. Most of this has been a fruitless pursuit, since the arguments on one side deal with the magnificence of wilderness, and those on the other side deal with the magnificence of economic development, and both say that they really don't injure the other, but all the controversy would belie these assertions.

I will start with the proposition that wilderness is wonderful and water development is wonderful. From that starting point I would like to try to be helpful to the committee in analyzing where the conflicts between these admittedly desirable uses of natural resources may be, and what we think should be the procedure for handling them. I think we have all gotten to the point where we recognize the desirability of protecting and preserving some wilderness. I think our principal disagreement at this time is over two things: (1) how much? and (2) how do we accomplish the preservation of this wilderness? The argument as to whether wilderness is good or not is pretty much in the background. Even those that do not feel it is good are convinced there will be some wilderness preserved and want to accomplish this in the way that will be least painful to the other interests in the West.

In the first place, we feel we must dispense with the acreage percentage figures. The attempt to downgrade the effect of wilderness reservation in regard to these areas by saying that they comprise only a small percentage of the total area in the country is unrealistic. In the first place, almost all of the area involved is located in the Western United States. In the second place, almost all of it is located in the areas of high precipitation, and low evaporation. Colorado has some areas that are classified as "arid"—one place in the San Luis Valley receives less than 5 inches per year. Others receive so much precipitation that, by that measure, they are classed as "humid." For the information of the committee, I know of no proposal for any wilderness areas in areas that fall into the less-than-5-inch category—even though some of this desert land is rugged, wildly beautiful, completely untouched, vast, and lonely. Since it meets the wilderness tests as I have heard them repeated so many times, I fail to see why they do not command more attention on the part of our wilderness friends.

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Be that as it may, the point is that, generally speaking, the areas which are involved in wilderness legislation are also areas of high water production. In these areas, water accumulates during the winter and a high proportion of it comes in the form of spring runoff. This means that the water produced in such areas must be stored somewhere, and quite frequently diverted through diversion systems to the areas where the water is put to use. To be able to do so is an absolute necessity to the continued economic development of the West. Quite frequently, there is no alternative but to store water in or take water through the very kind of high mountain country that is the particular object of the devotion of wilderness enthusiasts. Hence, a given area may well be "unique" in respect to its value for wilderness and quite similarly be "unique" in respect to the need of the area for water storage or diversion purposes. Of course, on the other hand, there are quite frequently alternative areas where the water development may take place. The problem that this situation poses in respect to the legislation under consideration is that the areas involved have not been reviewed from the standpoint of potential future necessity or desirability for any purposes other than wilderness.

As the witness said this morning, apparently the only consideration was the value of this area for wilderness and, of course, we find that in the bill itself the direction to the Secretary consists only of reviewing the primitive areas from the standpoint of their suitability as wilderness. We think the areas ought to also be reviewed from the standpoint of their possible need for other purposes.

The wilderness proponents assert that the provision of the legislation, section 6(c)(II)(A), to the effect that the President may authorize such works is adequate protection in the event such a situation should arise. In the first place, such a determination is a matter which is legislative in nature and not administrative. In the second place, the Constitution empowers the Congress, not the President, to determine which public land use is more in the public interest by the grant to Congress of specific power to "* * * make all needful rules and regulations respecting the territory or other property belonging to the United States; * * *" article IV, section 3(2) Constitution of the United States.

The problem is an extremely practical one, also. Once Congress has permitted its constitutional power to be exercised, and the area or areas have been "preserved," the people in the area, to whom water development means life, will not receive a sympathetic reception in attempting to gain approval of a change in the regulation governing such land, regardless of demonstrated need. This has been true in the past with the agencies having jurisdiction. To have to go further up the administrative hierarchy to the President himself means, as a practical matter, that we will be without remedy, for the President must, of absolute necessity, rely heavily on department recommendations.

As an example of this situation, there are two cases in the State of Colorado which have been reported to me in which water users have met head on with administrators whose views seem to totally disregard the rights and feelings of citizens in their attempt to obtain vitally needed water from wilderness-type areas. One involved a long-existing diversion ditch diverting water from the natural basin of the

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San Juan into the natural basin of the Rio Grande. As the members may know, the States of Colorado, New Mexico, and Texas are all suffering terribly from a lack of water in the Rio Grande drainage. If the members do not know, I can, as legal adviser to the Colorado Rio Grande Compact Commission for 7 years, assure them that it is true. Yet, because a portion of this ditch is in a primitive area, the existing works cannot be maintained. The unfortunate owner of the water right was told that he could maintain his ditch if he could do so with a horse and fresno. This, of course, is an impossibility. In the other case to which I have reference, the owner of a reservoir was denied permission to take in equipment necessary to maintain an existing storage facility, which maintenance was necessary not only to permit him to obtain the water to which he is clearly entitled, but to keep the reservoir in a safe condition. S. 174 should be amended to permit full utilization of such areas to maintain existing facilities, and we so urge the committee.

Admitting that a reservation of some wilderness areas is desirable, it is our feeling that reason compels the conclusion that the areas to be selected for preservation should be selected with care, and by the Congress. There are undoubtedly many areas where there would be no conflict with potential future water development. This is something that should be known before the power of Congress is exercised in setting aside the area. What does the Congress know at this time of the water development possibilities in each of the areas which total nearly 15 million acres of Forest Service land alone? Has anyone made a study of this problem? We are told that in the wild and wilderness areas an intensive study has been made, but the only purpose of that study has been to determine the value of the land for wilderness purposes. No consideration has been given to its potential value for other purposes. In the case of the primitive areas, they have not even been studied intensively to determine if they are valuable for wilderness purposes. This is a one-sided and illogical approach. How can a decision be made with such far-reaching effects without knowing all the facts? How much wilderness is needed? How do we weigh the value of wilderness against the value of water to sustain human life? None of these questions have been answered. The result is a request, virtually, for a blank check with Congress signature.

The answer is that logical and sensible wilderness preservation can only be done effectively by following the provisions of the Constitution adopted by our forefathers, and require that the facts be presented to the representatives of the people, on which they can base their policy determination. The Congress is the forum where the voice of the people can be heard, not in the office of an administrator protected by civil service, as we have determined from sad experience.

Those of us who have sought the authorization of reclamation and other water development projects in the Congress know that we must make a case before you, the people's representatives, will permit the people's money to be advanced for the construction of these projects. The road to congressional authorization is a long and difficult one, admittedly, but it insures that when the road has been traveled, the project is good and, in fact, meeting the objections and including the

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viewpoints of others who may be heard in opposition to the project quite frequently improves it. Having had this experience, we find it difficult to understand why the wilderness enthusiasts are so reluctant to bring their case, area by area, to the Congress for action, as we do, project by project. It would appear that they are afraid to subject their proposals in detail to the searching inquiry of other points of view in the Congress.

While we have not always had the concurrence of Congress in everything we wanted, we know that we will receive an objective consideration of our requests from the Congress, but we do not know that we, representative of the little people trying to make a living and raise families in the West that we love, will receive the same objective consideration from the administrative agencies. All we ask is an objective analysis of each of the proposed wilderness areas by our elected representatives under circumstances that will insure that the Congress has decided to approve such a designation, and has not just failed to act because of the press of other legislation and the terrible demands on congressional time and interest. "Review" cannot guarantee such an analysis. The proponents should have the burden of proof in the Congress—they are asking for something. Let them prove they need it, and deserve it. It is no more than what Congress expects us to do.

In summary, we feel that our interest is legitimate; that if wilderness areas are desirable they should be established only by the positive action of Congress after the presentation to the Congress of all of the facts and the views of all of the agencies having an interest in the possible use of the area to be affected. If those who support wilderness legislation are so convinced that their case is just and that the people will be served by the creation of these areas, we cannot see why they object to presenting that case in detail to the branch of Government charged with the duty of determining policy in regard to Federal lands. With the adoption of amendments to accomplish these ends, and one to protect private existing water facilities, we would have no further objection to the wilderness bill. We submit that this constitutes a reasonable compromise of the real issues. The frantic resistance of some wilderness enthusiasts to such a compromise suggests a subconscious fear that they know their case is weak in many areas.

We very much appreciate again the opportunity to be heard, in the true American tradition, by this subcommittee. We fervently hope that the committee will not report out legislation which would qualify or restrict that right in the future.

(A resolution on wilderness legislation submitted by Mr. Barnard with his statement follows:)

COLORADO WATER CONGRESS—RESOLUTION ON WILDERNESS LEGISLATION (S. 174)

Whereas the Colorado Water Congress is a voluntary organization composed entirely of those who divert and use water for agricultural, domestic, and mechanical purposes; and

Whereas the water users of Colorado are totally dependent upon a proper production, control, and utilization of its scarce water supplies as the basis for the continued economic well-being of the State and its ability to contribute to the national welfare; and

Whereas the most productive areas for creating water supply in Colorado are the most natural locations for designation as wilderness under concepts now pending before the Congress of the United States; and

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Whereas one of the basic economic resources of Colorado is the furnishing of recreation, with which wilderness creation is directly associated; and

Whereas a proper balance of all utilization of federally owned land in the State of Colorado with appropriate dedication of each part of such land to the highest and best possible use or uses is absolutely essential not only to the local interest but for the national welfare: Now, therefore, be it

Resolved by the Colorado Water Congress, That:

1. The designation of certain areas as "wilderness" by the Federal Government with respect to certain of its lands, subject to safeguards hereinafter in this resolution referred to, can become beneficial both to the State and Nation.

2. Every permanent designation of an area of federally owned land, whether under past procedures or future procedures, should be subject to prior positive approval by the Congress of the United States, it being that element of government in which the needs of both the Nation and various localities can best be brought into focus and harmony.

3. Wilderness legislation should provide for the Congress receiving the views of the States and affected Federal agencies before it is expected to take positive action, so that all will be aware of the duty to inform the Congress of the probable benefits or other consequences of its action in each case.

4. Appropriate latitude should be provided for in any wilderness legislation so that appropriate cabinet officers can permit utilization of wilderness areas for necessary commercial purposes to the extent that this can be done without seriously interfering with the essential wilderness purpose and so that the agencies of the U.S. Government in charge of particular areas would be absolutely required to permit, in wilderness areas, those activities which constitute preservation of already existing private property rights. Delegation of such authority to the President of the United States, whose office is already more than overburdened, would not constitute an acceptable solution of this problem.

Adopted January 16, 1962, Denver, Colo.

Mr. BARNARD. Elaborating slightly, Madam Chairman, I am sure many areas will be found where there is no conflict or no such serious conflict that there would be any difficulties.

However, the very case of the wild area in California that was the subject of the controversy now over the skiing area illustrates that this is not a thing that was considered at the time the area was established.

I might say that mass outdoor recreation, for which there is a great demand, should be given far more careful consideration than it has been from this standpoint. The original wilderness bill made mention of the fact that one value that was to be derived from wilderness use was the improvement of the health of the individual using it. Now they say more people are using it all the time, but it is still a very small minority compared to the thousands who like to water-ski or snow-ski or engage in other outdoor pursuits that are very necessary, particularly for the young people who do the skiing and water skiing, to permit them the outdoor exercise that will make healthier Americans out of them, and this is a subject on which President Kennedy has indicated a great interest.

Consequently, when 10 percent of an area is needed, and very badly needed, it is unique as a skiing area, closely located to the metropolitan area, we think consideration should be given to such things at the time the review is made.

Furthermore, we feel that the review should be made by the committee of Congress that we are sitting before now as well as the other committees before these areas are established.

There has been a lot of conversation about this. A lot of us are in agreement that each of these areas should be established as a wilderness area only after the type of inventory I am talking about, in-

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cluding the independent views of other Federal agencies involved, the independent views of the officials of the State that is affected, and then presented to the Congress, and if the Congress feels, based on all the facts, that this should be wilderness, then I do not see how anyone can disagree with it.

I might also add at this point it is my feeling, if this is done in that way, the assurance of the continued protection of that area is much greater than if it is not done. And if they are talking about quality of wilderness that will be available for many generations, they should be more certain of what they are doing at the time it is done.

This is the basis of our feeling that this should be done only by positive act of Congress.

I mentioned the possible need by water development agencies of part of these areas for rights-of-way. It is also true that we have found by experimentation that quite frequently, or that it follows, that proper watershed management will increase the runoff from these areas not only in the spring runoff, but at the Frasier Experimental Forest, and I happen to be on the advisory council for that forest, we showed that you could increase the runoff from an area as high as 25 percent by selective cutting, by proper management of that watershed.

Mr. ASPINALL. Just a minute. Would you explain to the committee and for the record, Mr. Barnard, what you mean by selective cutting, strip cutting as it may be called in some places?

It is a practice in the research work in and around Fraser, Colo.

Mr. BARNARD. Yes, sir. I have a paper on the subject, so far as that is concerned, that I can quote from.

The selective type of cutting, what they did was to strip-cut certain areas of this experimental forest. They also block-cut certain areas, and used other types of cutting to see what the effect would be on watershed runoffs.

Now the first 5 years they observed the runoffs and they measured the runoff without any cutting, and they then did these various other kinds of cutting, and this for 5 years was then observed, and they found it did increase the water supply, not only in the spring runoff, but in the later months of the summer where the area had been cut in strips so that the strips of timber left, about 50 percent are cut, and the snow collects, and it acts like a snow fence. The snow collects in the areas between the patches of timber, and because it is there all winter, it gets good and hard, becomes almost like an iceberg, and melts much more slowly.

Also the runoff occurs more slowly.

As I say, this is reported in many of the journals of the experimental forest. This actually happened. And I might say that these areas we are talking about for preservation of wilderness are also the very areas that produce a very high percentage of the water.

For example, in the Colorado River Basin 70 percent of the water in that basin is actually produced in the State of Colorado, that half of Colorado that Mr. Aspinall represents. And these areas in the high mountain country are the areas where we get most of the water from.

If we were to save, by virtue of proper management of these areas, anything like 25 percent of the 70 percent of the water that is produced in Colorado alone, it would amount to more than a million

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acre-feet of water a year, which is equivalent to the amount of water that southern California diverts now into the Los Angeles area.

And if you viewed that in terms of the cost of that water, for example, around the city of Denver, this would amount to $100 million a year. So I think we ought to give some consideration to these facts and to what we have been able to learn from the experimental forest.

I might say, in that connection, there are those who apparently believe that nature is always constructive and man is always destructive. This is not true, and it is particularly not true in the water field. I think we have learned some things, and I think we can put those to use. But if we are excluded from the areas willy-nilly, so to speak, without a careful examination of our needs and requirements for the future for water, then it will be impossible for us to put this scientifically gained knowledge to use.

I might say also, in the Rio Grande Basin in New Mexico—and I am quite familiar with the situation in the Rio Grande, having represented our compact commissioner now for 7 years—in New Mexico they have gone from what we call a debit status, which means they are delivering less water than they owe to Elephant Butte Reservoir, to a credit status, which means they are delivering more each year than they owe. That is solely because of the channel rectification and the elimination of the phreatophytes in that basin.

The phreatophytes, the water experts tell us, are very important in the amount of water that is consumed and which is, therefore, not available for beneficial use. These are all things that we have to pay a lot of attention to.

I might suggest, along those lines, while we are talking about these millions of acre-feet, the Congress is appropriating something like $75 million to study desalinization of sea water in order to make more water supplies available to these areas. We feel that the work we are doing along these lines is just as important to our children and our children's children as any other. And not taking a thing away from those who believe in modulus preservation, lastly, of course, purely my own philosophy along that line, I think the first consideration of any of this is to be sure that we are doing everything that we can with our resources to develop this Nation so we will have the strength to win this cold war we are in.

I am not so concerned about wilderness for my children's children if my children do not get a chance to grow up and have children. So we feel that, again, this is a good thought.

I do not personally care anything about wilderness, but I cannot disagree with the person who loves wilderness. You can see the dedication of these people. Fine. But let us be careful to do it after we learn the facts, and let Congress do it after we have a chance to come and tell you what we know of each area as it is designated as wilderness, and as we know what our needs might be for our future generations in the West.

I might say, concerning the legislation itself, this legislation repeals a lot of basic and fundamental law by implication. It repeals the mining law by implication. I do not particularly care for that form of legislation.

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I have prepared legislation for some time, and there are several amendments I think could be made along those lines so we know exactly what we are doing when we pass this, if we do.

Thank you.

Mr. ASPINALL. Mr. Barnard, can you give us just a brief statement of the origin and scope of the Colorado Water Congress?

Mr. BARNARD. Very briefly, it is a group of water lawyers and engineers that got together, and we were talking about the States water rights legislation, the original thing we were discussing. And we commented that it was unfortunate that we in Colorado were fighting each other so much of the time about water that we never got together in respect to things that we agreed upon. It took us about a year, and we finally got my father and Mr. Saunders of the Denver Water Board to sit down in the same room together long enough to talk the thing over.

And finally it came to pass we did create this organization.

It came about as a result of a meeting that was called jointly by the Governor, who is the head of his party in Colorado, and the Attorney General, who is head of the now minority party in Colorado. And it got off on a bipartisan, not a nonpartisan basis, because we have to deal with people who are in public life, and as a result of that the organization was formed.

We have industrial members, we have governmental agencies for members, and we have individuals, and we devote ourselves only to things on which there is decided agreement in the State. The mechanics by which we accomplish this would be interesting, but I am sure the committee does not want its time taken by an explanation of that.

Mr. ASPINALL. Thank you very much. That is all.

Mrs. PFOST. The gentleman from Colorado, Mr. Dominick.

Mr. DOMINICK. Madam Chairman, thank you.

I want to join with the chairman in welcoming you, Mr. Barnard, to the committee. I know what a fine job you have done in behalf of the water users of Colorado and of your interest in this particular legislation.

I was interested in reading over your statement, and I would like to ask you a couple of questions on it which I think are fairly fundamental.

First of all, I note that you refer to the hearings that have been held in the past when areas have been put into wilderness classification. Are these hearings held within the context that the judges of the hearing are looking for an area which will be suitable for wilderness? Or are they held within the context of determining what use it would be most useful for?

Mr. BARNARD. From reading what I have of the description of those hearings, sir, I would say that the former is the correct one: the only question that the administrator seems to have is whether or not it is valuable as wilderness.

Mr. DOMINICK. You also suggest that many areas should be evaluated as to their best use before they should be included within this bill. Would you restrict that to primitive areas, or would you ask for a reevaluation of the areas already designated as wilderness, wild, and canoe?

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Mr. BARNARD. In principle, I feel they should all be reviewed because of this very fact that the potential conflicting uses have not been fully analyzed. As a practical matter, we would not make too much of a fuss about it, only because we feel that the amount of land is not so serious in respect to only the wild, wilderness and canoe areas.

In principle, I think they should all be treated exactly the same, and I would say they should be given protection, if this occurred, until the Congress gets a chance to act on them.

Mr. DOMINICK. Do you feel we could logically bring in the wilderness, wild, and canoe areas now and then periodically review these to see what other uses might be more valuable?

Mr. BARNARD. I think this would be a great step forward as far as this legislation is concerned in comparison with what it provides now.

Mr. DOMINICK. Would you also suggest that we leave out the primitive areas now and have an evaluation before we see whether they should be brought in?

Mr. BARNARD. I feel this very definitely should be done. However, I would agree that they should have wilderness protection, or primitive area protection under departmental regulations until they have had a chance to present it to Congress and get a decision from Congress. But I think that decision should only be made by positive act.

Mr. DOMINICK. From your knowledge of the State, do you think any of the areas which are now in Colorado and Wyoming included within the categories of wilderness or wild infringe in any way on the water development which is now in effect, or which is immediately contemplated?

Mr. BARNARD. Not in—in the first place, there are not now any wilderness areas in Colorado. There are several wild areas, and the larger areas are all primitive areas. So far as I know, there is no existing conflict with a projected water development in a wild area. There are in primitive areas.

Mr. DOMINICK. There are some conflicts in the primitive areas?

Mr. BARNARD. Yes, sir.

Mr. DOMINICK. From your study of the bill, would it be possible as it is now written for a water project to be created in an area which is not within the wilderness system and be sharply hampered by the areas which will be put into the wilderness system? In other words, gathering lines or transmission lines or distribution lines, or things of this kind.

Mr. BARNARD. I think this is the whole problem. These areas do lie up in the high country, and sometimes, although the people in the western part of Colorado do not like it too well, you have to take water from one watershed into another. Sometimes it can be by tunnel, sometimes it has to be by ditches. And there is one proposal, as a matter of fact, one authorized project, that would have to be reauthorized, I am sure, because it was constructed, the Wiminuche unit of the San Luis Valley project, the only unit of that project that was ever constructed being Platora Reservoir, where the existence of these regulations in respect to the primitive area that is affected, and I think that is the reason the project could not be built, because you could not build a canal that is necessary to take the water over Wiminuche Pass.

This is possible in other areas where we have not really made a study to determine whether or not the proposed areas would block us.

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Mr. DOMINICK. I want to again express my appreciation for your bringing up some points that I think are extremely important, particularly in the West. It is my own personal feeling we have got to do something about preserving our methods for developing our water supplies, which is crucial to our whole State and to the West, for that matter.

I might say this is not only important to us, but it seems to me that it is also extremely important to the State of California, amongst other areas.

Mr. BARNARD. I think that is very true, Mr. Dominick.

Mr. ASPINALL. Will the gentleman yield?

Mr. DOMINICK. Yes.

Mr. ASPINALL. In other words, if there should become a water drought in Los Angeles there would not be any people left down there to want to go skiing. Is that what you are saying?

Mr. DOMINICK. They might all have to go to the wilderness then.

Mr. BARNARD. And then it would no longer be a wilderness.

Mr. DOMINICK. That is all.

Mrs. PFOST. The gentleman from Alaska.

Mr. RIVERS. No questions.

Mrs. PFOST. The gentleman from California.

Mr. JOHNSON. No questions.

Mrs. PFOST. The gentleman from Montana.

Mr. OLSEN. No questions.

Mrs. PFOST. Mr. Barnard, I should like to express my appreciation for the very fine statement you gave and also the enlightening remarks you made regarding your watershed programs and experiments in Colorado. It was most interesting to me to hear about your strip cutting, and how the snow seems to melt more slowly under this practice.

I am a little confused when these strips are cut the snow evidently piles in in between, and, you say, the sun melts it and packs it a little more tightly. But the same amount of snow certainly covers the mountainside as would originally fall, is that not correct?

Mr. BARNARD. No, ma'am, because a lot of the snow they find is caught in the high branches of the trees, and it, in effect, evaporates. Actually, there is another term for the evaporation because it goes directly from the solid state into the gaseous state.

Secondly, the more area that is covered by the snow, the more evaporation there is of the snow during the period it is lying on the ground. But if you bunch it, this has the effect of making it into a drift, in effect, between these strips, and then less area is exposed, and there is less evaporation of the snow.

Mrs. PFOST. In other words, you are saying if the snow catches on the needles and up in the trees, there is evaporation from there, and otherwise it piles in and forms sort of a drift in between the rows of trees?

Mr. BARNARD. That is right.

Mrs. PFOST. It is very interesting to the chairman. Thank you very much.

Mr. BARNARD. I might just mention this: the whole idea of watershed management and forest management is really relatively new, particularly watershed management. They only recently established

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a doctorate at a college in Arizona and only recently also at Colorado State University, and I think they are the only two institutions that offer graduate degrees in watershed management.

They are learning a lot of things about how to manage watershed, and I would like to see them put it to use when we learn them.

Mr. ASPINALL. Madam Chairman, may I ask one more question?

Mrs. PFOST. The gentleman from Colorado.

Mr. ASPINALL. Would you suggest, Mr. Barnard, that the committees of Congress hold hearings on each area in Washington and in the field, in order to gain the information, or would you rely on administrative hearings that are provided for, in the legislation as passed by the Senate?

Mr. BARNARD. With all due consideration for the demands on the time of Congress, I think we in the West particularly would rather depend on Congress than the administrative agencies. But if they are going to be administrative hearings, at least the standards should be set, and one of those standards should be how much wilderness, and the other a comparative standard, instead of this one-sided standard of whether or not it is valuable for wilderness.

Mr. ASPINALL. Thank you.

Mr. DOMINICK. Madam Chairman, I wonder if I could ask just one more question.

Mrs. PFOST. Yes, Mr. Dominick.

Mr. DOMINICK. Mr. Barnard, you replied, in answer to one of my questions, that none of the wilderness areas had any effect as far as you knew on existing or immediately contemplated water development. What about the Maroon Bells-Snowmass area included in this? Does that have any effect, possibly, on either the Fryingpan-Arkansas or does it have any effect on the other side, over in the Paonia project?

Mr. BARNARD. I do not believe it does, Mr. Dominick. There may be projects that are in the very preliminary stages they may later find infringe upon some of these areas. I am not familiar with each. We have had so many proposed projects I am not familiar with the details of every one of them. I am sure, however, that if I had heard of any conflict, or if there had been any conflict with the Fryingpan or with the Paonia, we would have known about it by now, because we did know about the apparent conflict with the Flat Top Primitive Area at first, which turns out that there is no conflict. But there may be. The Colorado River district has a proposed project they will call the Flat Top's unit, which has never been fully studied and, of course, never been before Congress. They are seeking a decree for that, and it could very well affect the Flat Top Primitive Area.

Again, we do not know yet. We have not studied it, and there is not time to do all of this before this bill is passed, which is why we think each area should be looked at individually.

Mr. DOMINICK. Thank you very much.

Mrs. PFOST. Thank you, Mr. Barnard. We certainly appreciate your testimony.

Mr. BARNARD. I appreciate the opportunity to come down and talk with you folks. Thanks a lot.

Mrs. PFOST. Our next witness will be Mr. Jerry Caldwell and Mr. James Shaw, in behalf of the Fort Peck Game Range Committee of Jordan, Mont.

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STATEMENTS OF JERRY CALDWELL AND JAMES SHAW, IN BEHALF OF THE FORT PECK GAME RANGE COMMITTEE, JORDAN, MONT.

Mr. CALDWELL. Madam Chairman, my name is Jerry Caldwell. I represent the Fort Peck Game Range Committee of the Fort Peck area in Montana. This is my friend, Mr. Shaw, a director of our group.

I represent a group of more than 125 livestock operators, sportsmen, and businessmen situated in 7 Montana counties bordering the Fort Peck Game Refuge. Our membership includes stockmen whose livelihood is dependent upon the continued use of grazing privileges on the game range. By reason of proximity and economic interest, each of the members has, in the course of years, become very familiar with the climatic and physical characteristics of the area.

We will address our remarks solely to the Fort Peck Game Refuge, since it is an area concerning which we have personal knowledge, and possibly our experience will aid this committee whose members may be unfamiliar with our specific area.

First, we wish to state our unqualified support of the doctrine of preservation of carefully selected areas for historic, recreational, scientific, and educational purposes. As men who have chosen a way of life devoted to activities in the great outdoors and close to nature in all its forms, we appreciate and endorse a workable plan for genuine natural history museums in their true natural settings. As practical men, we also know that mere Government ownership of land does not of itself qualify an area for inclusion with the wilderness system.

We are here to urge that the Fort Peck Game Refuge does not qualify for preservation in any of the categories of "wilderness," and should therefore be excluded from the wilderness legislation.

Exclusion of this Fort Peck Game Refuge is respectfully urged for the following reasons:

(1) Inclusion will serve no useful purpose.

(2) Inclusion will adversely affect existing livestock operations without any compensating service to the public interest.

(3) Climatic extremes and physical characteristics render the area undesirable for "wilderness" classification.

The "Special Provisions" section of the bill provides that livestock grazing, where well established prior to the effective date of the act will not be reduced, except that the area will be subject to such restrictions as the Secretary may deem necessary.

We are assured again and again that present grazing practices will not be adversely affected by the Wilderness Act. Boating and hunting, with their related reaction areas are well-developed activities on the Fort Peck Game Refuge. Access roads made by stockmen and used by hunters and others lead into the area. Landing strips for light planes have been privately constructed and are regularly used.

The bill assures us that such practices as grazing, hunting, boating, use of motor vehicles and airplanes, when well established, shall continue. If this is true, the Fort Peck Game Refuge has long since lost its wilderness character, and inclusion of it within the wilderness system will be a useless act.

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But the bill also puts us on notice that the Secretary of Interior may impose restrictions and regulations relative to well-established practices and for a period of 10 years the area may be placed in an indeterminate status awaiting its later classification.

We fear a bill which protects our rights in line 6 and takes them away in line 12. A bill which does not specify criteria for classification delegates this important discretion to administrative determination, we fear. In our case, we can reasonably expect directives and regulations prepared and executed by well-meaning and determined administrators whose detailed knowledge of our area may be considerably less than you gentlemen on this committee possess.

The power to regulate and restrict is now being capably exercised and good conservation practices are now being employed by existing agencies whose people are in the field, free of the burdens wilderness system theories and objectives will impose.

Such agencies can successfully continue range management with a view toward sound and economic conservation practices alone. The forage produced here is a renewable asset annually which has its main value in the monetary return made to the area and our Nation through the livestock and game produced.

Leading sportsmen contend that the game would not even be harvested under true wilderness regulation with resultant loss of recreation and the sport of hunting which are being well utilized under conventional forms of conservation. Passage of the bill in its present form will introduce another element of uncertainty into the already high-risk livestock business. Ranch operations and land values are so closely correlated to available grazing upon the Fort Peck Game Refuge that inclusion of the game range within the wilderness system would of itself adversely affect continuation of a vital industry, dry up credit sources, and reduce market value of privately owned lands.

In our country, a unit consists of deeded lands plus grazing leases. Each is dependent upon the other, and without the two, the unit cannot exist. The present bill asks us to wait as much as 10 years, during which time Government administrators will discover the facts we now urge upon you.

Turning to climate and physical characteristics, we can testify without fear of contradiction that the Fort Peck Game Refuge is subject to dramatic extremes in temperature, winds, and rainfall. Out there temperatures of −50° F. must be expected, temperatures of 110° F. must be expected, annual rainfall of less than 7 inches must be expected, and it has happened that 4 of those 7 inches will fall within as many hours.

Winter blizzards are of such intensity and frequency as to match those of the Arctic. Summer heat can be likened to a desert. When sudden thunderstorms arise, the entire area is rendered impassable for man or beast due to sticky consistency of the mud. To the uninitiated, the Fort Peck Game Refuge offers nothing but a genuine threat on his life. It offers no shade trees, natural shelter, water, or scenery. It is suited for hardy wild game, limited hunting, and livestock grazing. Ours is not a Glacier Park with its beauty and grandeur of mountain peaks, streams, and lakes, nor a Yellowstone Park with its beauty and geology.

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Ours is a semidesert game range, owned by the Government, and, we submit, totally incompatible with the doctrines, aims, and purposes of a wilderness system. We earnestly urge the Fort Peck Game Refuge be excluded from the wilderness system.

I want to thank you for the privilege of appearing before your committee and for the opportunity to present our views.

Now I would like to turn it over to Mr. Shaw who has a few things he would like to say.

Mrs. PFOST. All right.

Mr. CALDWELL. And I would like to ask a question, then, if I may.

Mrs. PFOST. You may proceed, Mr. Shaw.

Mr. SHAW. Madam Chairman and members of the committee, I also have a statement I have prepared since I got to Washington.

Mrs. PFOST. The gentleman from Colorado.

Mr. ASPINALL. Before the gentleman begins reading, we, of course, will not give any recognition to the tearsheet from one of the papers which is attached to your statement. We do not make those articles part of our record. We will put it in the file for whatever value it may have.

Mr. SHAW. Madam Chairman and members of the Interior and Insular Affairs Committee, I am here to support the statement and testimony of the Fort Peck Game Range Committee, and would also like to submit this statement as a private citizen and State senator.

Just some points to think about. It appears to me that several other people that I have talked with that this bill infringes on the rights of Congress and sets up a precedent for future legislation to take the constitutional right away from Congress and put Congress in the role of a body that has only veto power. I see no place where the Congress can amend the recommendation of the President—they have only veto power. What happens if the recommendation gets a pocket veto?

The article clipped out of the Billings Gazette, Billings, Mont., attached with this testimony, indicates what wilderness or park areas are like when managed by the Government. I would like to tell a story as it was told to me about the Bob Marshall wilderness in Montana.

Years ago, through an act of God there used to be fires and other means of stripping the earth of undergrowth and down timber. Today when a fire breaks out in one of our forests man jumps in and puts it out, which is only right. Undergrowth and down timber remain. This mat of undergrowth and down timber will not let new seedlings get started or new grass. This could be one of the reasons the elk are starving in Yellowstone Park.

To me, if we are going to step in and preserve a wilderness area, we are also going to have to take care of the things nature used to do. We must make sure that new trees and grass can grow as part of this wilderness program. It was not created to be left idle.

There is a lot of wilderness in both the Yellowstone and Glacier Parks. This I know from packing into these areas. The majority of the people cannot use this wilderness, for to reach it is too time consuming and expensive. This is country only reached by packhorse and with a guide.

Let us establish parks where everyone can go with a camp outfit. Then there will be plenty of places where a man can get off by himself and will never know there is another man in the world.

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In eastern Montana where I live, many lives were lost in settling the area. At that time this was wilderness. Should we re-create this area into a hardship area again? The breaks and badlands in that country are a threat to man in their present condition. What would they be as a wilderness?

These are some thoughts on this matter from one who lives in a proposed wilderness area under this bill. I appreciate your courtesy in listening to this testimony and thank you for allowing me to appear before the committee.

Mrs. PFOST. Thank you, Mr. Shaw. It is a privilege for the committee to have people like yourself come here and testify and give us the benefit of your thinking on a measure that is as far reaching as the wilderness measure. We want you to know we do appreciate it.

Are there questions of either Mr. Caldwell or Mr. Shaw?

Mr. ASPINALL. Madam Chairman, I have one question. Do either one of you gentlemen engage in commercial enterprises that ply in or out of Fort Peck Game Range?

Mr. CALDWELL. If you consider ranching a commercial enterprise, yes.

Mr. ASPINALL. Do you have a dude ranch?

Mr. CALDWELL. No, sir, a stock ranch.

Mr. ASPINALL. You do not have any pack trains you take in and out?

Mr. CALDWELL. No.

Mr. ASPINALL. Thank you.

Mrs. PFOST. The gentleman from California.

Mr. JOHNSON. No questions.

Mrs. PFOST. The gentleman from Montana.

Mr. OLSEN. I just have one question. Do either of you engage in grazing on the fish and wildlife preserve there at Fort Peck?

Mr. CALDWELL. Yes, sir, I do.

Mr. OLSEN. And, of course, there are others in that area?

Mr. CALDWELL. Very definitely. There is, I think, in Garfield County—these facts are not definite in my mind, but I think there is something like 490,000 head of livestock in Garfield County grazing in or around the Fort Peck Game Range, using the area in and out.

Mr. OLSEN. Thank you.

Mrs. PFOST. Thank you very much, gentlemen. We appreciate your contribution to the hearing.

Mr. CALDWELL. Thank you.

Mrs. PFOST. Our next witness is Prof. Alan M. Bateman, Department of Geology, Yale University, New Haven, Conn.

You may proceed.

STATEMENT OF ALAN M. BATEMAN, SILLIMAN PROFESSOR EMERITUS OF GEOLOGY, YALE UNIVERSITY, NEW HAVEN, CONN.

Mr. BATEMAN. Madam Chairman and members of the committee, perhaps I should first mention who I am. My name is Alan M. Bateman. My title is Silliman professor emeritus of geology, Yale University, and former chairman, Department of Geology at Yale. I have been familiar with mineral resources, having written textbooks on economic geology and scores of articles. For 43 years I have been

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teaching and writing with regard to strategic minerals and mineral resources, and that is what I wish to speak of this afternoon.

I also am editor of the international journal Economic Geology. I have served our Government on many occasions—as Chief of the U.S. mission to Mexico in 1941–42, as Director of Metals and Minerals, Foreign Economic Administration—1941–45—to procure and develop essential minerals for the war and peacetime economy.

For the State Department I was sent on missions throughout South America and Mexico, and was a U.S. delegate to the Chapultapec Conference on War and Peace as a minerals expert. I have also been consultant on minerals to General MacArthur in Tokyo, the National Security Resources Board, the Defense Materials Procurement Administration, the FEA, the President's Materials Policy Commission—Paley Commission—and the Office of Defense Mobilization.

I mention these things because what I wish to bring out is that I am not unversed in the problems we face of having to supply those minerals of which we are short, and of the necessity of exploring for and developing our domestic mineral resources so that for our future peacetime economy and possible war emergency we shall not again be "caught with our pants down," the way we were in World War II.

I should like to speak to the wilderness bill as an independent geologist concerned for many years with strategic mineral supplies, and with the problems of exploration and development of mineral resources. I also speak from an experience of 43 years as a Yale professor dealing with this subject, and not as a representative of any interested mining company or mining organization, but simply as an independent citizen who is paying his own expenses to this hearing.

Let me use World War II as an example. During this time as Director of Metals and Minerals of the FEA, it was my job to develop and procure all foreign minerals to sustain our war effort and our essential civilian economy. When the Japs hit Pearl Harbor we got a terrific jolt. We thought we were endowed with the most abundant mineral supplies in the entire world. We had known we had about a dozen shortages of essential minerals. But this dozen soon jumped to five dozen for which we had to turn to foreign sources. We had to obtain $4½ billion worth of copper, lead, and zinc alone outside of the United States.

Of these 65 minerals we had to import, 27 had to come entirely from foreign sources. The war emergency hit us with the astounding fact that we just could not fill from our domestic sources the minerals to feed the hungry maw of essential civilian and war requirements. Those of us who sweated to obtain these essential minerals recall with vivid horror the Monday morning reports on our desk of the sinkings of our precious mineral cargoes. The Germans knew only too well where to hit our economy. I then decided that I would bend my efforts to help prevent a recurrence of such shortages, and to help build up domestic supplies.

At the same time the War Production Board and Metals Reserve were checking up every little prospect in this country to try to increase domestic reserves of minerals to diminish our hazardous reliance on foreign minerals. But domestic increases then came slowly—the present-day modern techniques for mineral prospecting were not then known. Should S. 174 regard such development of domestic reserves,

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I would consider it a great disservice to the economy and security of our country.

The lessons learned from World War II caused the President to set up the President's Materials Policy Commission to study the outlook for minerals, both domestic and foreign, over a 25-year period.

The resulting Paley report attempted to evaluate both the actual and potential mineral resources of this country and the prospective requirements for an increasing economy. The potential reserves given for each mineral were based upon the expectation of new reserves being discovered and developed in geologically favorable areas, particularly in the wilderness areas of the West. The report set forth several recommendations to make this country more self-sufficient in minerals. Now, just how did they envision this domestic self-sufficiency to take place? By utilizing newer prospecting methods in the lesser explored regions of the West.

The President then instructed the Secretaries of Interior, Commerce, and Defense to set up a committee to formulate means of implementing the Paley recommendations, and I was asked to serve on that committee.

This report stressed the necessity of exploring and mapping the lesser known areas of the country, notably in the West, by Government and private means to build up mineral reserves so essential for national security.

They also recommended the strengthening of the Defense Minerals Exploration Administration to stimulate exploration for minerals. Let me quote from this report:

> The Cabinet Minerals Policy Committee recognizes that a strong, vigorous, and efficient domestic mineral industry is essential to the long-term economic development of the united States * * * and for any future mobilization effort" (p. 10).

Again:

> Thus intensive search for new deposits and development of new properties are required to maintain prudent levels of reserves (p. 14). Mines of the future must be planned today * * * not a decade hence.

And on page 15:

> The committee believes that the search for new sources of mineral wealth within the United States needs to be pressed more vigorously. Evidence obtained through geologic investigations suggests that abundant mineral wealth awaits discovery.

On page 17:

> That the Secretary of the Interior develop recommendations for such revision of the mining laws * * * to recognize and thus encourage the use of newer methods of exploration.

The final conclusion was "that the Secretary of the Interior develop ways and means of establishing and maintaining contacts between the mining industry and Government to give force and effect to policies recommended herein."

This report clearly and emphatically indicates that the public interest will be served by pushing exploration and development on all public lands, notably in the geologically favorable areas of the West.

The Department of the Interior prepared a paper on the "Mineral Resources of the United States" showing the sufficiency and deficiency of different minerals, and prepared a table giving "assured," "indi-

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cated," and "inferred" services. The "indicated" and "inferred" reserves are still to be found from presently concealed deposits, chiefly in the West.

Dr. Thomas Nolan, Director of the U.S. Geological Survey, made a penetrating study of the basin and range province of the United States (Utah, Nevada, Arizona, New Mexico, parts of Colorado, Idaho, Wyoming, California).

He showed in dollars what the total mineral wealth of this region had amounted to and which had been discovered in a quite small total area where favorable host rocks crop out on the surface. He concluded on a statistical basis that is in this wilderness region some 100 or so mining districts may be expected within each 50,000 square miles. Of course that many will probably not be found.

I would like to emphasize the word "expected" because the unknown deposits are concealed by younger rocks and gravels. In this wilderness region lies the hope and expectation that new newer methods of mineral exploration, and still others yet to be developed, will make up some of our mineral deficiencies and help provide national security for peacetime development and emergency. Unless some provision, in my opinion, is made in the present wilderness bill, these hopes and expectations will be dashed.

A report of the Mid-Century Conference on Resources for the Future, called "The Nation Looks at Its Resources," includes a vast mine of experience and creative thinking brought to bear on resource problems by broad panels of distinguished citizens of the country, under the direction of Horace Albright and Lewis W. Douglas. Its 418 pages are replete with emphasis on the necessity for the development of domestic resources.

When coal and iron met in central England, in the Ruhr, and in the Great Lakes region, the fusion of the energy of coal and the solidity of iron spelled industrial growth that rested on minerals and which has continued apace ever since.

Mineral resources have become the backbone of the industrial life and national security of the United States. The history of the modern industrial development of the West may be read as the conquest of the mineral kingdom. It is startling to realize that between World War I and II we used more of our mineral resources than in all previous history, and with present mechanization in the home, the farm, and the factory this use is rapidly increasing. It is important then from the standpoint of our economy and security that every effort be made to replace reserves of exhaustible minerals. Aid should be given to this, rather than hindrance.

What I have tried to point out are the lessons learned from domestic mineral shortages in World War II and Korea; the necessity for replacements of exhaustible minerals; the steps taken by Government and nonprofit foundations to bolster and accelerate mineral development; and that the wilderness areas are geologically the most hopeful for replacing our exhausting reserves.

As a geologist who has carried on mineral exploration in many parts of the world, I consider that such western areas as are included under S. 174 are the most likely ones from which we may expect the new mineral reserves of the future.

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As oil is today, unheard of yesterday, being developed beneath the surface of the sea so, I think, will hidden minerals be developed beneath the earth's surface with newer techniques of mineral exploration. In such areas are the necessary conjunction of old mountain structures, of great rifts, and of igneous intrusions from depth, which together form the favorable sites where mineral deposits have been formed.

The Federal and State Governments have been vigorously engaged in preparing geologic maps of those areas with the prime purpose of aiding and stimulating mineral exploration. Therefore, to deny the opportunity for mineral prospecting and development in these areas would do great harm to our public, to our industry, to our economy, and to our future national security. Consequently, I strongly urge that mineral prospecting and development be not excluded from the areas of S. 174. I believe that areas should never be withdrawn from so vital a necessity to our security as mineral development.

As a private individual I am not the one to suggest to this august body how this complex matter should be handled. But I would like to propose for your consideration that some arrangement be worked out by which the objectives of the wilderness bill and the urgent necessity of continuing development of needed mineral resources for our security and economy can be reconciled.

Personally, I firmly believe that the two viewpoints can be adjusted without harm to either side, and that the scattered pinpoints of any mining operation would in no way mitigate against wilderness areas.

Therefore, I respectfully solicit your careful consideration and action to so arrange it that exploration and mining be permitted in the wilderness areas.

Thank you, Madam Chairman.

Mrs. PFOST. Thank you, Mr. Bateman.

Are there questions of Mr. Bateman?

Mr. ASPINALL. Professor Bateman, I wish to commend you for your statement which you give to us from the great experience you have had.

Of course, at the present time our domestic mining industry is in rather serious straits, is it not?

Mr. BATEMAN. Certain parts of it are, yes.

Mr. ASPINALL. Due a great deal, perhaps, to more importation than some of us would like to see being brought in in direct competition to our own domestic production.

Mr. BATEMAN. I think some of the mining companies have made such representations to Congress.

Mr. ASPINALL. With that in mind, with this situation as it is, and if these areas should be all locked up, what would be our position in case of a national emergency to protect ourselves through the production of some of these needed metals?

Mr. BATEMAN. Mr. Aspinall, a mineral deposit cannot be made into a mine overnight. If we hit an emergency we are just stuck, and we will be particularly stuck if we are into an emergency from the standpoint of getting in foreign materials, because of the great development, as I hear, of Russian submarines.

Now a mine cannot be developed overnight. It takes several years to do it, generally 2 to 3, sometimes 4 years.

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Mr. ASPINALL. Even if we know that the metal values and minera values are there?

Mr. BATEMAN. Well, first you know that. If you do know that, then you have to know it might be feasible to make a mine. Then you have to prepare it as a mine and prepare the necessary adjuncts.

Mr. ASPINALL. And as one who has studied the question of geology, worked for a university and also worked for the State Department, how long do you think it would take us to resolve the matter of the necessity of taking minerals and metals which might be in demand out of the wilderness areas?

Mr. BATEMAN. That is the thing that you cannot set any time on. The first thing that is necessary, of course, is for prospecting to find out where the indications of minerals might occur. That might take—one cannot tell. One may make a find, we will say, in a relatively short time. It may take several years.

Mr. ASPINALL. Let me ask the question this way: In case there was an emergency and in case there were known deposits of badly needed ores within a wilderness area, would you want the President of the United States to immediately unlock that, or would you want the Congress of the United States to determine the policy in that matter?

Mr. BATEMAN. You say, Mr. Aspinall, if there were a war. If there were a war, it would be too late. It would just be too late. The war would be over before they could be developed.

Mr. ASPINALL. Thank you very much.

Mrs. PFOST. The gentleman from Colorado, Mr. Dominick.

Mr. DOMINICK. Madam Chairman: Professor Bateman, as a fellow graduate let me welcome you to this committee.

Mr. BATEMAN. Thank you. I did not think I would have any welcoming committee here.

Mr. DOMINICK. There are a few of us still left around.

Mr. ASPINALL. Around here you mean.

Mr. DOMINICK. Around here. [Laughter.]

The problem that I see in trying to correlate these two theories, namely, that we have wilderness and we also have prospecting for minerals, is that, from my experience in the West, I do not know anybody who is interested in prospecting unless he thinks that when he finds a strike of some kind of value that he can get it out.

Mr. BATEMAN. That is the only reason for prospecting. One does not go out to prospect just to prospect.

Mr. DOMINICK. Correct. Now, if we authorize prospecting, as has supposedly been done in S. 174.

Mr. BATEMAN. I am glad you said supposedly.

Mr. DOMINICK. I was going to say we are not accomplishing anything, are we?

Mr. BATEMAN. Not a thing. It is a kind of guileless phrase in there that may make a person unversed in minerals or mining think there is a protection when there is not. It does not mean a thing in my opinion.

Mr. DOMINICK. That is the point I want to make for the record.

Now, secondly, and this is the question I would like to ask you to think about and answer if you can, how do we correlate the right of prospecting and the right of removal of anything you find with a wilderness concept?

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Mr. BATEMAN. Personally, I do not think the two need interfere with one another. If you stop to think—I use the word "pinpoint" for the mining operation. They would just be pinpoints in a wilderness area, with the size of the wilderness areas.

Mr. RIVERS. Will the gentleman yield to me?

Mr. DOMINICK. Yes.

Mr. RIVERS. The professor mentioned the adjuncts that go along with mining. One of them is access. And if you pinpoint something in the wilderness, then you are confronted with having a road to get access to it, or a landing field where heavy freight could be delivered by air, as the case may be. I wish these could be reconciled within the definition of the term "wilderness," but the people who are so ardent in regard to the wilderness simply think that any mark ruins the wilderness.

Thank you, Mr. Dominick.

Mr. BATEMAN. Of course, there has to be access, and there has to be adjacent buildings. The area that is taken up is relatively small.

You know, in your country, wilderness may persist there, and yet here is an important mining district surrounded by wilderness that did not affect it in any way.

Mr. DOMINICK. Professor, dealing specifically with this bill, would this conclusion lead you to an analysis that the wilderness bill should not be passed, or would it lead to the conclusion that the primitive areas that are included in it should be kept out until evaluated, or would it lead you to the conclusion that there is a realistic need for including mining within a wilderness area?

Mr. BATEMAN. In answer to the first part, I am not opposed to the bill. I want to go on record to that. I am opposed to one part of the bill.

I am a great lover of the open myself. I have rambled around your mountains, Mr. Dominick, and your mountains, Mr. Aspinall, and fished in your streams. I have even sailed across the Atlantic in a small boat. I am a lover of the open. Therefore, I am not opposed, as such, to a wilderness bill.

And in answer to the last part of your question, namely, that I think mining should be permitted as of the great necessity, the vital need of minerals for our entire country, and before any emergency.

Mr. DOMINICK. Do you have any knowledge from your vast experience in this field as to whether these areas have been explored for minerals?

Mr. BATEMAN. Some of them have, and some of them have not. I want to bring home rather clearly the fact that there is a difference between evaluating a forest, which you can—a good ranger can go in and make a count—but you cannot evaluate what may be a thousand or two thousand feet beneath the ground unless methods are permitted by which to do it.

Mr. DOMINICK. We have at the moment the program in the other body designed to dispose of many of our mineral resources which we now have in stockpile on the ground they are far more than we need. What would be your comment on that with respect to your feeling that we ought to be developing more?

Mr. BATEMAN. My feeling—I do not want to get into the stockpile question at all. My feeling is that they were a great necessity when

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they were built up, and still are. I think with changing conditions there has arisen in certain cases some excess, and unfortunately, I think, due to political influence certain materials were built up greater than should have been.

I would also like to mention that the things we put in stockpile were the materials that we knew we were short of as the result of the experience gained during World War II. But almost every year new elements are being found to be made use of, new materials are being developed that are not in the stockpile, and who can say tomorrow what other ones may come.

Based on my background of experience, I would say there are bound to be several.

Mr. DOMINICK. Thank you very much for a very helpful statement.

Mrs. PFOST. The gentleman from Alaska.

Mr. RIVERS. No questions.

Mrs. PFOST. The gentleman from California.

Mr. JOHNSON. No questions.

Mrs. PFOST. The gentleman from Montana?

Mr. OLSEN. No questions.

Mrs. PFOST. Thank you very much, Professor. We certainly appreciate your very constructive statement.

Mr. BATEMAN. Thank you for the privilege.

Mrs. PFOST. The next witness will be our last witness for today, and that is Prof. Charles H. Behre, Jr., department of geology, Columbia University, New York.

You may proceed, Mr. Behre.

STATEMENT OF CHARLES H. BEHRE, JR., DEPARTMENT OF GEOLOGY, COLUMBIA UNIVERSITY, NEW YORK, N.Y.

Mr. BEHRE. I, Charles H. Behre, Jr., am professor of geology in the subject of economic or mining geology at Columbia University and, earlier, at Northwestern, Cincinnati, and Lehigh Universities, serving various appropriate terms as chairman at Northwestern and Columbia.

I am also president of Behre Dolbear & Co., Inc., of New York City, a consulting firm of geologists, mining engineers, and metallurgists. I have served as geologist on the State geological survey of Pennsylvania and Wisconsin and, until entering consulting work about 15 years ago, was for 20 years a geologist with the U.S. Geological Survey, working chiefly in Colorado, Idaho, Nevada, and the lead-zinc deposits of the Upper Mississippi Valley. As consultant, I have been adviser to the Governments of Haiti and Burma. I have carried on geological work in Canada, Mexico, Ecuador, and half of the countries of Europe, west of Russia, and much of northern Africa.

PURPOSE OF TESTIMONY

I am opposed on many counts to the present form of the wilderness bill, S. 174, because it appears to have overlooked the life-and-death significance of the production of certain known strategic minerals in a war; it does not take account of the fact that changes in technology may make hitherto unimportant minerals critically valuable, and the

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further fact that ground, even though once prospected and believed barren of minerals, may, when prospected by more modern methods, prove to be promising.

Further, minerals occur without regard to wilderness areas and a small amount of land withdrawn may be the self-same really small but strategically essential source of an invaluable industrial or war material.

Moreover, the uplifted areas, where older rocks are exposed, are especially likely to be the very ones where minerals are found and mines must be operated. Finally, exploration and development today rarely do any recognizable damage to the "wild" nature of a region, and such damage as may be feared is readily guarded against by competent regulation.

All of these are points that are very compelling to me, especially so because during World War II, I was engaged by the Government in frantically trying to find zinc to supply brass factories with shell materials. I cannot discuss all aspects of these considerations, but will confine myself to the last two: (1) the nature of modern exploration methods and how little damage, if any, they might do to a wilderness terrain, and (2) the fact that much mineral exploration will necessarily be in areas that are relatively mountainous, favoring exposures of valuable minerals and, at the same time, like the High Sierra of California, the San Juan Mountains of the Colorado, and the Sawtooth-Salmon River area in Idaho, lending themselves well to "wilderness" reservations.

MODERN PROSPECTING

In present-day prospecting for minerals, the old-fashioned prospector with his pick, shovel, pan, and mule has been almost wholly superseded by the trained engineer, geologist, geophysicist, or geochemist, or combinations.

Stages in developing an underground mineral deposit include (1) preliminary prospecting and (2) development, that is, confirming and blocking out the extent and grade of the mineral deposits, once unusual indications that look hopeful ("anomaly") have been recognized.

The preliminary prospecting is by one of several methods that have virtually no effect on the primitive or "wilderness" nature of the region. The conformation of the extent or amount and of the grade of the ore or mineral material is commonly by drilling, which leaves somewhat more evidence of human activity, but even drilling need leave little to show for its former presence, once the operation has been completed and the drill rig and resulting cores removed. Such steps usually are needed before any reputable mining company is willing to commence operations.

EXAMPLES OF NONSURFACE DISCOVERY AND RESULTING BENEFITS

While evidence of the presence of a mineral deposit can, in many cases, be found by surface examination of outcrops, many ore bodies have been discovered in the complete absence of surface exposures. In fact, in many cases what is finally established turns out to be com-

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pletely contrary to the indications that appear at the surface. Several illustrations may be cited:

1. The viburnum ore body is an area of scrub forest, about 40 miles southwest of Bonne Terre, Mo., was found at a depth of 500 to 1,000 feet. It includes some millions of tons of workable lead ore.

2. The Meramec ore deposit, 13 miles from Sullivan, Mo., where again millions of tons of magnetitic ore, carrying better than 55 percent iron—an extremely high-grade ore today—was found 1,400 feet below the surface.

3. The Pima ore body, 20 miles south of Tucson, Ariz., where roughly half a billion tons of ore, carrying 1 percent or better of copper was discovered under a cover of 200–500 feet of gravel, which itself showed no evidence of the ore.

4. The Grace ore body at Morgantown, Pa., where there are at least 100 million tons of iron ore of acceptable grade, now being mined, and found at depths averaging about 1,500 feet.

To illustrate the importance of such discoveries as these, not only to the operating company but to the economic well-being of the country, the regions where they were found, and the families of the men employed in the operations, it should be recalled that the cost of outlining and blocking out the viburnum ore body before full-scale mining can get underway will be of the order of $20 million, consisting entirely of private capital, and the operation will provide hundreds of jobs.

Similarly, the estimates of operations at Meramec will involve a capital cost of about $40 million and will result in about 1,000 jobs, entirely free from any Federal subsidy or support.

METHODS OF GEOLOGICAL PROSPECTING

Preliminary examination of the geology of the region depends conventionally upon surface traverse by relatively small parties of men—usually two to three in a group—supplied in wilderness areas by pack trains and using topographic maps or aerial photographs as guides and for plotting their results. The discovery of favorable rock types or of an outcrop with characteristics or a pattern that furnish clues as to localities where more detailed study is desirable is generally the earliest step in the location of a desired mineral deposit. Once an area of reasonable promise is outlined and others are ruled out on the basis of probabilities, geophysical or—less commonly—geochemical data may also be sought.

Several relatively newer geologic methods have become useful in prospecting wherever the ore or rock are exposed.

These include the study of the oxidized, "rusted" surface outcrop or "gossan" of an ore deposit, which shows certain characteristics as to color, texture, or minerology that are favorable.

Likewise, in areas where the rock exposed shows distinctive kinds of changes, especially in its mineral composition, the presence of certain ores or minerals may be inferred with reasonable confidence. Such methods, of course, depend upon the actual exposure of the fresh ore or bedrock or their altered equivalents, and thus, though they are more accurate, resemble some of the criteria of the oldtime prospector. In the field, sampling only is needed.

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PROSPECTING BY GEOCHEMICAL METHODS

Geochemical methods depend either on simple chemical tests conducted while in the field on samples collected there, or upon more detailed analyses in a chemical laboratory on samples brought in from the field. Generally the analyses are so delicate that they are reported not in percents, but in parts per million.

Sampling methods depend upon three kinds of material collected—water, soil—or rock—and plant matter. If it is desired to find out whether a given element; for example, a metal such as manganese, exists in a given region, the waters in one stream are compared with those in another; the area drained by the stream with the highest content of the desired metal in its water is then the area of greatest promise.

Again, if the soil cover over a rock is derived, as in many places, from the underlying rock itself, the soil richest in the desired element shows where the underlying rock should be tested, as against other areas.

If the plants growing in a given soil are richer in the desired element than elsewhere, they suggest the presence of the element—for example copper—in the soil where the plant is growing and therefore probably also in the underlying and concealed rock or as a hidden vein.

Plant, soil, or rock sampling is generally used for smaller areas, to outline in great detail the most promising spots for drilling—perhaps a rectangle a mile on each side. It has, however, also been used to cover larger regions. The technique of water sampling has generally been applied to larger areas—for example, to entire river valleys in searching for manganese in the State of Maine.

Such methods have been widely used, notably in the Western United States in prospecting for copper. Broad areas of relative promise may thus be delimited. One authority is quoted as outlining an area that stretches through parts of Arizona, eastern Nevada, and western Utah, embracing much wilderness area.

The Blackbird cobalt deposit in central Idaho, one of the richest sources of the metal that became of great strategic importance during World War II, was pinpointed by geochemical study after its two kinds of overburden—residual soil and glacial drift—had first been differentiated geologically; the residual soil was then analyzed for cobalt and search for extension of the ore body was guided by the result of the soil analysis.

Other geochemical methods include the study of the isotopes or similar forms of sulfur, lead, uranium, and oxygen. Each of these elements occurs in two or more forms that differ in atomic weights, one from the other.

At present the distribution of one isotope of a given element—for example, sulfur—in comparison with its other isotope, is believed to suggest the location of the channel along which the element and other valuable minerals or elements entered the rock, and may thus serve as a guide to the mineral deposit.

This approach, though probably yet in its experimental stage, may well come to be of great use in searching for mineral deposits in wilderness areas, as elsewhere.

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Obviously the above methods require only sampling of the soil or of plants or water or rocks. They represent no disturbance in some cases, or a minimal disturbance in any other material on the surface of the ground, and could leave the wilderness intact and undefaced.

GEOPHYSICAL PROSPECTING METHODS

It is safe to say that a new method or a modification of an old method for geophysical prospecting is developed almost every month, or even more frequently. This fact clearly makes it impossible to describe all the geophysical prospecting methods now used by the mining industry.

What is said below merely gives a summarized picture of several methods in current use and some conception as to the equipment and preparation of the ground required in the examples, thus bearing on the extent of interference with the picture of a wilderness that would result from the use of such methods.

The instruments used present a good range in size. Some can be transported only by truck, others by horse, and still others on a man's back or by hand. From the viewpoint of reducing penetration by humans into a proposed wilderness area, the least obtrusive would, of course, be helicopter or airplane transport, as the measurements are generally made in the air and landing in the area is not essential. Observations from the air are a method commonly used for determining the location of areas characterized by high magnetic effects or by electromagnetic anomalies.

Bodies of once molten ("intrusive") rock, emplaced nearer the earth's surface than the molten reservoir from which they came, are the common locations of copper deposits of the "porphyry" type. These intrusive bodies can be located by a study of the magnetic field, either from the air or from the ground, with the help of a magnetometer. Some magnetometer models are so light in weight that they can be carried by a man, and thus are of special use in wilderness regions. Much airborne magnetometric work is proceeding under "point 4" in helping underdeveloped, largely wilderness countries in their search for mineral resources not hitherto detected.

Various types of electrical measurements have been successfully used for detecting larger areas of weak sulfide mineralization. Thus, the position of a copper ore body, the mission deposit, under 250 feet of gravels, south of Tucson, was determined.

Electromagnetic methods have been extensively used. They consist of passing an alternating current of 10 to 1,000 cycles through a primary coil of some square feet in area; the resulting induction effect is measured at a second coil several hundred feet away from the primary coil. The pair of coils is then moved over the ground. The presence of any rock or ore of high conductivity changes the induction between the coils and is noted.

Such systems are operated from airplanes or helicopters or from the ground. This method has been used in western Canada and in the Appalachians. It served at an early stage in discovering the Thompson nickel deposit in Manitoba, Canada, and in the later blocking out of the Pima copper ore body south of Tucson.

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Gravity methods have been used to discover relatively rich and heavy copper sulfide bodies, denser than the surrounding rock, at Bisbee, Ariz. These methods have also been used in searching for borax deposits in the Mojave Desert in California. Again, the various methods of gravimeter may be flown from a plane or carried by horse or man.

Seismic methods, utilizing small artificial earthquakes produced by drilling shallow holes and firing off light charges in them, with earthquake-type measurements, have served locally to determine the depths of gravel-filled valleys in various parts of the Western United States.

In brief, geophysical methods for prospecting are feasible, using instruments that can be carried on foot or on horseback or flown by helicopter or airplane. Such methods would not be destructive of the wilderness character of the landscape.

CORRELATION BETWEEN FAVORABLE PROSPECTING REGIONS, MOUNTAIN BELTS, AND WILDERNESS AREAS

On the whole, the areas most favorable to prospecting are also, unfortunately, areas that are most likely to offer wilderness lands. This is because wilderness lands are frequently in mountainous tracts, and chiefly in the higher mountains, such as those of the Sierra Nevada in California, the San Juan Mountain region in Colorado, and the Sawtooth Range and Salmon River region in central Idaho. The reasons for this will be explained below. Further, most such mountainous regions are sparsely settled.

In mountainous regions the rocks have commonly been folded and the older, deeper rocks of the earth's crust, which are especially likely to contain valued mineral deposits have risen. Also the shattering of the rocks, consequent on the folding that caused the mountain uplift, furnished fractures and openings along which the mineral-bearing solutions could find their way nearer to the surface.

Finally, uplifts of the sort characteristic of most mountain systems are not infrequently caused by the injection of molten rock from the interior and whatever the cause, we know from experience that there is commonly a close relation between the distribution of such once-molten rock masses—"intrusives"—as they have been called above—and mineral deposits. This does not hold for petroleum, coal, salt, or certain other minerals, but it is true for the greater parts of the deposits worked for metal, except certain kinds of iron ores, and it is emphatically true for most deposits of copper, silver, gold, lead, and zinc, and for many other less widespread but strategically very important mineral materials, such as the ores of antimony, arsenic, chromium, cobalt, mercury, nickel, tin, and tungsten, and the deposits of many nonmetals, such as sulfur, barites, and fluorite.

If the region where such mineral deposits originated has subsequently been partly worn away and still later, as is not uncommon, has been inundated by the sea, the sediments of which have covered the mineral deposits, exploration through the overlapping rocks becomes exceedingly difficult and the refinements of minerals search are largely or totally ineffective.

This is true, for example, in such regions as western Minnesota, eastern South Dakota, northern Missouri, eastern Colorado, and west-

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ern Tennessee. These parts of the States named are in strong contrast with the iron ore ranges of northeastern Minnesota, the Black Hills of western South Dakota, so rich in gold and other minerals, the St. Francis Mountain region of southeastern Missouri with its deposits of lead, zinc, and barite, the Mosquito and Sawatoh Ranges near Leadville and Aspen, Colo., and the Appalachian Mountains of eastern Tennessee where lead, zinc, copper, and barite are widely distributed and profitably mined.

It should be clear, then, that wise prospecting programs are most likely to select regions of folding and rock disturbance, where once molten "intrusives" are located. That these are exactly the more mountainous parts of the earth, where also wilderness areas abound, is understandable. As a matter of national welfare, the problem becomes one of retaining enough wilderness while yet not preventing the essential freedom for prospecting on which economic growth and national security probably will depend.

DESIRABILITY OF MAKING LAND AVAILABLE FOR EXPLORATION

Upon consideration of the above facts, it is clearly very important that land should not be flatly withdrawn from exploration. Instead, to insure both adequate exploration and the preservation of its wilderness character, there should be submitted by the exploring group a proposal for exploration with details of methods and their consequences, in advance of exploration; moreover, there should be careful regulation to make sure of these objectives. Any area not recently and very carefully explored can hold mineral materials of great strategic importance. Such materials may have been passed over in earlier exploration (1) because the exploration methods were inadequate compared with modern procedures, or (2) because the mineral resources were regaded as valueless at the time when they were found, though subsequent developments proved them to be of high national value. Examples of the former case are too numerous to require mention; examples of the latter are the successful search for cobalt ores, uranium ores, and beryl deposits in the last two decades.

Exploration campaigns of the sorts outlined above are expensive. No well-managed company can afford to undertake them, even if permitted to do so, unless there is some assurance that a mineral deposit, once found, can also be exploited.

As much of the area outlined by S. 174 is sure to contain mineral materials of great value, especially in time of war, these lands should, in my opinion, be kept open for competent exploration, subject to adequate supervision.

If promising showings are found, there should be limited drilling in the areas of demonstrated promise, and mining as well, if this is justified by the size and grade of the deposit.

In view of anticipated improvements in exploration methods and the technological changes by which a hitherto useless mineral may become of great industrial importance in peace or war, permanent closing off of any land from exploration, development, and production would obviously be a major national error.

If it is permitted, Madam Chairman, I would like to make a few remarks in extension of my statement.

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I must admit that my colleague and friend, Dr. Bateman, has stolen a large part of my "thunder," because he has said what every other independent geologist, I think, familiar with this kind of problem, has said.

It is a little surprising to one who has listened to this hearing from its beginning to find statements made by the Secretary of the Interior which seem to be contrary to the point of view of almost all geologists familiar with the problem, and one feels it a pity that he did not have the opportunity to consult those two splendid agencies of the U.S. Government, the U.S. Geological Survey and the U.S. Bureau of Mines, which I think probably would have advised him in similar fashion.

Exploration, without the power to mine, as was pointed out by Representative Olsen, as I recall, on Tuesday, is a far cry from mineral production. And, most important, time is of the essence when it comes to mineral production.

I mentioned about trying to find zinc to use in the brass for shells. Incidentally, we found 3 million tons. We started looking for it in 1942 and we found it in 1945, about the close of the war, which gives you a fair measure of what will happen when all of the resources of the U.S. Geological Survey, the U.S. Bureau of Mines, and individual producers all collaborated in attempting to produce the needed minerals.

There is a very appreciable timelag, usually from 2 to 10 years, between finding an important deposit, once you have found it, and working it. We cannot, therefore, defer the search until the moment we need the minerals, for instance, in time of war.

Once all of these factors have been provided for by suitable amendment to S. 174 that bill might seem reasonably adapted to the national well-being from the viewpoint of necessary mineral production.

Thank you very much.

Mrs. Pfost. Thank you very much. Are there questions of Mr. Behre?

Mr. Aspinall. Madam Chairman, I am very appreciative of this presentation by Professor Behre. I can remember a few occasions when we have had hearings before this committee on different facilities used in prospecting that it would have been very nice to have had a part of your statement at that time, Mr. Behre.

Are you, at heart, a friend of the wilderness idea?

Mr. Behre. I think at heart I am.

Mr. Aspinall. Do you go so far as Professor Bateman, that you would go across the Atlantic in a small boat?

Mr. Behre. I have never tried that particular expedition. I am not sure how seasick I would be.

Mr. Aspinall. I think that would be really enjoyment of wilderness, would it not?

Mr. Behre. Very much.

Mr. Aspinall. Do you have to have soil in order to have the wilderness idea?

Mr. Behre. Well, I take roots better in soil.

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Mr. ASPINALL. Combining your knowledge of geology with your knowledge of history, is it not a fact that all of the wars of mankind, where they have had what seems to be necessary quarrels, have been either won or lost because of the possession or lack of the necessary tools, which naturally come from the ore values of the earth. Is that correct?

Mr. BEHRE. I can think back to the effects of Lavrion, Greece, in the Grecian wars, which I myself have studied, and it was the Athenians who were able to carry on against the Spartans on the basis of the silver they mined at Lavrion. So it goes quite a way back.

Mr. ASPINALL. We have to be very careful that we get all of these values in proper relationship to each other. I think that is all.

Mrs. PFOST. The gentleman from Colorado.

Mr. DOMINICK. No questions.

Mrs. PFOST. The gentleman from California.

Mr. JOHNSON. No questions.

Mrs. PFOST. The gentleman from Montana.

Mr. OLSEN. No questions.

Mrs. PFOST. Thank you very much, Professor Behre, for your appearance this afternoon.

Mr. BEHRE. Thank you very much. I wish to express my appreciation for the thoroughness with which this committee has gone about its work.

Mrs. PFOST. Thank you.

The subcommittee stands in adjournment until tomorrow morning at 9:45.

(Whereupon, at 4:45 p.m., the subcommittee adjourned, to reconvene at 9:45 a.m., the following day, Friday, May 11, 1962.)

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WILDERNESS PRESERVATION SYSTEM

FRIDAY, MAY 11, 1962

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON PUBLIC LANDS OF THE
COMMITTEE ON ITERIOR AND INSULAR AFFAIRS,
Washington, D.C.

The subcommittee met, pursuant to adjournment, at 9:50 a.m., in the committee room, New House Office Building, Hon. Gracie Pfost (chairman of the subcommittee) presiding.

Mrs. PFOST. The Subcommittee on Public Lands will now come to order for the further consideration of the Wilderness Preservation System bills.

Our first witness this morning is Mr. James Boyd, president of the Mining and Metallurgical Society of America.

You may be seated and proceed.

STATEMENT OF JAMES BOYD, PRESIDENT, MINING AND METALLURGICAL SOCIETY OF AMERICA

Mr. BOYD. My name is James Boyd. I appreciate the privilege of talking to you this morning. I speak on behalf of the Mining and Metallurgical Society of America, of which I am president, and 33 companies engaged in prospecting for metals. With your permission, and in order to save time, I have here a list of those companies for the record. From 1947 to 1951 I was the Director of the U.S. Bureau of Mines, from 1951 to 1960 in charge of exploration for the Kennecott Copper Corp.; and I am now the president of Copper Range Co. This company is not now engaged in, nor does it have any plans for, exploring on the public domain as we own large areas of unexplored private mineral lands in Michigan. I can, therefore, speak with some objectivity on the subject of S. 174.

The membership of the Mining and Metallurgical Society, more than any other similar organization, is a concentration of those persons in the United States who carry for the Nation the responsibility of maintaining our mineral productivity at the maximum possible level. We firmly believe that the Nation's ability to survive in the competitive world markets of the future would be seriously impaired if S. 174 were to be passed in its present form. We expect to prove this to you with an array of facts drawn from the public record and from the experience of members of the society. We should like to demonstrate to the committee that it is possible to accomplish the purposes of S. 174 without damaging important parts of the wilderness or the objectives of the country in continuing to supply the raw materials vital to its growth and prosperity.

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We have submitted for the record in detail the results of some 6 months' research conducted by the society through its committee on public lands, and supported by the companies mentioned. These results I shall brief for you in the next 10 minutes.

As organizer and director, until 2 years ago, of one of the largest prospecting organizations in existence, I can vouch for the fact that the application of the tools of modern prospecting are extremely expensive. Our experience showed us that it takes approximately $80,000 per year to support a geologist in the field with his salary his transportation, and the tools necessary to back up his judgment and test out his ideas as to where new deposits may be found. Ore deposits are extremely rare accidents of nature in that a coincidence of a number of geological events must have taken place in one geographical location to produce them. Therefore, geologists must range over vast areas to trace the results of these events and to find where these coincidences have occurred. During this period of prospecting, he does not disturb the surface of the land in any measurable way.

It is of vital importance to distinguish between prospecting, development, and actual mining. Prospecting requires free access to vast areas of land and would have no noticeable effect upon them. Development covers very limited areas selected by the prospecting process, and any small modifications to the surface which might be required can be easily and quickly obliterated. It is only when a minable deposit has been found, which is a rare event, that damage to the surface of any lasting nature is required.

That ore deposits are confined to specific areas is illustrated by the map behind me. This shows by a series of dots the location of each observed occurrence of the principal economic minerals, as reported to and by the U.S. Geological Survey. Only small percentages of these are now or likely to become mines. If these occurrences were drawn to scale, they would be so small as to be invisible on this map. In fact, the full extent of the area usurped by mining operations is in itself extremely small. In the State of Utah we have drawn to scale the entire area covered by all the operations of the largest mining enterprise in the United States—the Bingham Canyon mine of Kennecott Copper Corp. It covers only 19.7 square miles and is therefore almost invisible on this map, even though it is colored in green and the red arrow points to it. Near the Canadian border in Montana is shown an area in blue of 1,000 square miles, which would be the total area of all the metalliferous mining operations if they were collected in one spot. This area is just three times the size of New York City and considerably smaller than Long Island. These mines are not in one spot, however; they are scattered from Maine to southern California and from Florida to Alaska. I can count on the fingers of my 2 hands the number of metal mines that cover as much as 1 square mile, and they would be more invisible to you than the Bingham Canyon occurrence is in Utah. Most mining operations, including all of the buildings, waste disposal areas and mine workings, are limited to areas of less than 100 acres. A deposit of the magnitude of Bingham is discovered in the United States only once in a generation. Because mines are widely scattered and of small size, each is swallowed up in the wilderness in which it occurs.

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You will note that the mineral occurrences are confined to distinctive areas coincident with the present mountain ranges or those that have existed in the remote geological past. You can easily recognize by the distribution of these occurrences the Appalachian Mountains, the Ozarks, the Black Hills of South Dakota, the Rocky Mountains, the Sierras, and the Pacific coast ranges.

As these concentrations are greater in the 11 Western States, I shall confine further remarks to that area for brevity and clarity, and this is really where the problem lies.

Now let us turn to the first slide. This covers only the 11 Western States. On this map we have colored in yellow some of the areas where rocks likely to contain mineral deposits are so deeply buried that they are not amenable to mineral exploration. We have shown here only the vast, immensely thick lava deposits of the Northwest, and the deep alluvial basins of California, Arizona, New Mexico, Utah, Colorado and Wyoming. We estimate that they cover 150,700,000 acres or 20 percent of the area of the 11 Western States. We might well have included all of the areas in Wyoming, Colorado, and New Mexico east of the foothills of the Rocky Mountains, for these areas are also covered by rocks generally unfavorable to mineral concentrations. What is left are the exposed mountain ranges where, coincidentally, the wilderness areas are largely to be found.

On the next slide we have added in green those areas which have been withdrawn from prospecting by the AEC, the military, and for reclamation purposes. We have platted only those lands for which we could find and document accurate locations. You see that only one area appears in Washington, Oregon, Idaho, Montana, and Wyoming, as we could not find the detailed information in time. The Bureau of Land Management statistics show us that there are nearly 11 million acres withdrawn by governmental agencies which are not shown on this map. We have not platted parcels containing less than approximately 10,000 acres. Therefore, this map is indeed an understatement, not an exaggeration. The total area withdrawn already is 31,500,000 acres.

The third slide shows in black the geologically unfavorable areas and those lands already withdrawn. In red we have shown the 32,400,000 acres in the lands subject to withdrawal under S. 174. Nowhere else, so far as we have been able to determine, has all of this information been brought together on one map, either for Government planning or presentation to Congress.

When we see the number and size of the S. 174 lands in relation to areas favorable to prospecting, it is possible to put the problem in better perspective. It is not proper to say that the lands subject to this act cover less than 2.6 percent of the surface area of the United States, because these wilderness areas are coextensive with lands having a high potential for minerals. A geologist must trace his studies over very large areas in order to correlate the geological formations. Therefore, inadequate access to any area will prevent him from correlating the geology for as much as a hundred miles around the land made inaccessible to him. But even more important in the way of perspective is the size of the areas which might eventually be needed for actual mining.

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For comparison purposes, we have again shown on the Canadian border an area equivalent to all the mines if assembled in one spot. In other words, once the mineral deposits are located, they will utilize only a tiny fraction of all the lands and cannot possibly constitute a threat to the preservation of vastly greater areas in the wilderness. Actual mining requires only infinitesimal areas of land, compared to the great expanses required to preserve the wilderness. In the great mining States of Idaho and Montana for example, all of the land devoted to mining usurps thirteen one-hundredths of 1 percent of the land area. The lands subject to S. 174 comprise 5 percent of these two States. If all the mines happened to be located in the proposed wilderness areas, only 2.6 percent of those areas would be devoted to mining. It is apparent that we can retain the opportunity and rights for maximum mineral productivity and at the same time maintain more than 99 percent of our wilderness areas. I mention these disparities in size merely to reassure those who fear that mining does or can materially damage the wilderness. It must be remembered that the products of the mines are so pervasive in our industrial economy that all citizens depend upon them in one way or another for their comfort and livelihood. It does not seem to be asking too much that this small fraction of the wilderness should be sacrificed to a purpose which in the end serves more of the people. Wilderness areas can be relocated; minerals must be mined where they are found. Mines are short lived and in a generation or so the regions revert to the wilderness.

The minerals of the future will come from deposits, the location of which is unknown and unsuspected today. The prospector must be given the freedom to roam over vast areas before he can find these "needles in the haystacks." Once he has found them, then provision should be made for access to them.

It has been asked why there have been so few mines found so far in the areas proposed for wilderness preservation. Actually, we have been able to determine that there have been some 353 mines operating at one time or another in these areas. Mainly, however, the wilderness has been inaccessible to mining development, and remoteness will always pose an economic barrier. More important, however, is the fact that although new tools of prospecting have recently been developed and old ones improved, and the development of the helicopter has materially enhanced the economics of prospecting in wilderness areas, they have not been utilized because the present regulations of the agencies involved inhibit prospecting.

As the cost of covering these areas is so great, no prudent man would dare to expend these sums unless he were assured of the clear right to mine what he might find.

In recognizing the need to make these areas available to prospecting, the Senate made certain provision in S. 174. These sections of the act, however, fail to recognize the basic economic factor facing the individual or company. The act provides that the President may open certain parts of the wilderness to prospecting if he judges that it is in the national interest to do so. Unfortunately, unless the entire area is open to the nondestructive phase of prospecting, he or his delegates could have no basis for such a judgment and nobody could have the data on which to seek this permission. If prospecting is permitted, no prudent man could afford to undertake the great

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cost involved in these highly risky businesses unless he were assured before he started that he would have the right to mine what he found.

This, ladies and gentlemen of the committee, is why we ask that the mining laws continue to be operable in the lands subject to S. 174. Responsible miners have no objection to having their activities regulated so long as the restrictions are reasonable—not prohibitive—and promptly promulgated.

No commercial enterprise can long exist in a free society unless it serves the public's needs or wants. The mining fraternity serves a vital public need. It is having greater and greater difficulty in finding the domestic reserves to continue in business. This is no time to make its task more difficult, particularly when in doing so it can have so little impact upon other areas of public interest.

(The list of companies follows:)

COMPANIES ENGAGED IN PROSPECTING FOR METALS

Pacific Tin Consolidated Corp.
Hecla Mining Co.
Phelps Dodge Corp.
Day Mines, Inc.
New Jersey Zinc Co.
Kennecott Copper Corp.
Callahan Mining Corp.
Homestake Mining Co.
Bunker Hill Co.
Copper Range Co.
Cerro Corp.
American Zinc, Lead & Smelting Co.
Cyprus Mines Corp.
Magma Copper Co.
Newmont Mining Corp.
American Smelting, Refining & Mining Co.
U.S. Smelting, Refining & Mining Co.
Anaconda Co.
Sunshine Mining Co.
J. R. Simplot Co.
Utah Construction & Mining Co.
St. Joseph Lead Co.
International Minerals & Chemical Corp.
Rare Metals Corp. of America
Kaiser Aluminum & Chemical Corp.
Tennessee Corp.
American Metal Climax, Inc.
Union Carbide Nuclear Co.
Freeport Sulphur Co.
Aluminum Co. of America
Hanna Mining Co.
Kerr-McGee Oil Industries, Inc.
Reynolds Mining Corp.

Mr. BOYD. Madam Chairman, the Mining & Metallurgical Society of America has carried out a careful study during the past half year of the Wilderness Act, S. 174, and its influence on that segment of U.S. economy which provides industries with the domestic mineral raw materials. This further statement presents some of the important considerations of this study, the perspective in which they should be viewed, and the conclusions to be drawn from them.

QUALIFICATIONS OF THE MINING & METALLURGICAL SOCIETY OF AMERICA

The Mining & Metallurgical Society of America was founded in 1908. Its objects are the conservation of mineral resources, the advancement of mining and metallurgical industries, the better protection of mine investors and mine workers, the increase of scientific knowledge, and the encouragement of high professional ideals and ethics.

The society is an association of individuals, not of corporations. Requirements for membership assure that each member is devoted to the field of mining or allied lines of work. Eight years of practical or professional experience, including not less than 5 years in positions of responsibility, are required to qualify for membership.

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The more than 400 members of the society include leading public officials concerned with mineral resources, outstanding educators at our leading universities, and management personnel of most of the corporations engaged in the minerals industry.

The membership of the society, more so than any other similar organization, is a concentration of those persons in the United States who carry for the Nation the responsibility of maintaining our mineral productivity at the maximum level possible.

It is appropriate, therefore, that the society should study carefully the impact of the Wilderness Act, S. 174, on the responsibility its membership carries; and to study this impact, not with the viewpoint of local areas within the United States, but with the broad perspective of total domestic mineral production.

SUMMARY STATEMENT

Should S. 174 be enacted into law, the capacity of this Nation to maintain its productivity of mineral raw materials will be severely impaired. Such impairment has foreboding implications reaching deep into our economic structure that are contradictory to the demands on this Nation, as the bulwark of western civilization, to maintain maximum economic strength and maximum military might.

More than 64 million acres of Federally owned lands are specified in S. 174. Nearly 1,500,000 more acres could become subject to this act. The total of almost 66 million acres is larger than the combined area of nine States in the northeastern United States—Maine, New Hampshire, Vermont, Rhode Island, Massachusetts, Connecticut, New Jersey, Delaware, and Maryland. It is almost as much area as the State of Arizona, or the State of Colorado.

The large area embraced by S. 174 should be viewed in connection with all federally owned lands withdrawn by all governmental agencies. S. 174 specifies less than 60 percent of the more than 114 million acres withdrawn by all governmental agencies. This area is larger than California; it is about the same size as Arkansas, Missouri, and Iowa combined; it is larger than Oregon and Washington together.

These comparisons merely of area do not tell the true story of the detrimental effects of S. 174. A valid comparison must weigh both the potential for mineral production and the fact that mineral deposits are depleting assets of this Nation and nonrenewable resources. The lands subject to S. 174 have a potential for mineral production as high as any lands in this country, and furthermore, these 66 million acres comprise a large percentage of the lands that have a high potential.

The prohibitions of S. 174 deny the right of mineral production from the lands that may be included in the National Wilderness Preservation System, and thereby, some 66 million acres having a high potential for mineral deposits would be sterilized as far as mineral production is concerned.

This undesirable circumstance is proposed by S. 174 in spite of the insignificant interference mineral production would have with the objective of wilderness preservation. The area withdrawn by governmental agencies is larger than the States of Idaho and Washington. Let the 164 active mining operations in these States occupy an area

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that is only 128,500 acres—128,500 acres out of a total of 95,626,880 acres—merely 0.13 percent. We will show that the objectives of wilderness preservation and mineral production both can be achieved without serious damage to either.

An appropriate amendment to S. 174 would allow mineral production and wilderness preservation to stand side by side; it would make available to the Nation the benefits of both maximum supply of mineral raw material and wilderness. Such an amendment clearly is in the best interest of our national welfare, economic vitality, and military prowess. The society urges the Congress to consider favorably the principle contained in the amendment to S. 174 recommended in this testimony.

IMPAIRED CAPACITY FOR MINERAL PRODUCTIVITY

An impairment of capacity for mineral productivity is contrary to the demands of this Nation in the present struggle in which we are engaged. The adverse effects insidiously ramify throughout every segment of our national endeavors.

A maximum level of domestic mineral productivity is a counterbalance to price increases resulting from an increase in demand for mineral raw materials from foreign sources. The foreign supplier is kept in the position of competing in, rather than exploiting, the U.S. market. Domestic mineral productivity enhances the competitive position of U.S. industry; its denial would weaken the ability of U.S. industry to compete in international markets.

A corollary to larger demand on foreign sources of supply is greater insecurity with respect to a continuous adequate supply. The response to these circumstances is less impetus for our industry to modernize or expand existing facilities and to construct new facilities. Instead of adding attraction for domestic industrial development, incentive is added to the growing trend for new facilities to be erected at foreign sites of available mineral raw materials. The result is a loss of a portion of our industry.

The loss of this portion of industry ramifies throughout every segment of our economic structure because no product or service can be provided without utilizing material of mineral origin in some form. Capital investments create job opportunities; jobs generate income or purchasing power; purchasing power sustains our standard of living and provides the tax revenues to support governments and public works. Denial of mineral production is denial of the opportunity for capital investments required for new mining endeavors, for the facilities to process the ore, the facilities to fabricate the material recovered from the ore, the facilities to distribute these products, to sell them, and for the facilities that provide goods and services to all these enterprises. The job opportunities created by these investments are lost to a growing labor force, purchasing power diminishes, the velocity of trade slows, and the standard of living slips backward from what it could be. Tax revenues for local, county, State, and Federal governments that would be, are not forthcoming. Public works programs are denied, roads are not built, sanitation facilities are not installed nor modernized, schools and hospitals that could be, will not be. All these effects of denied mineral production are contradictions to the economic best interest of this Nation.

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The security of this Nation would be less firm. Supply lines tha now spread across oceans and continents will become longer and wider They will be more difficult to maintain, and indeed, under the emergency of war, perhaps impossible to maintain. The greater dependency on foreign sources of supply means any interference with suppl will be felt more acutely. Interference with supply caused by politica strife beyond our control would be a pinch that could become intolerable under the dire circumstances of war.

LANDS SUBJECT TO S. 174

S. 174 specifies the lands that are subject to inclusion in the National Wilderness Preservation System as follows:

SEC. (3) (b) (1) * * * all areas within the national forests classified on the effective date of this act by the Secretary of Agriculture or the Chief of the Forest Service as wilderness, wild, primitive, or canoe: * * *.

SEC. (3) (c) (1) * * * each portion of each park, monument, or other unit in the national park system which on the effective date of this act embraces a continuous area of 5,000 acres or more without roads.

SEC. 3. (d) * * * such portions of the wildlife refuges and game ranges established prior to the effective date of the act under the jurisdiction of the Secretary of the Interior as he may recommend for such incorporation * * *.

The area within the national forests classified as wilderness, wild, primitive, or canoe as of December 31, 1960, are listed in Forest Service Document 5177, and the total acreage of all such areas is 14,661,416 acres. The acreage of each classification is:

	Acres
Wilderness	4,888,173
Wild	979,154
Primitive	7,907,416
Canoe	886,673
Total	14,661,416

The precise acreage embraced in continuous areas of 5,000 acres or more without roads within the national park system has not been available from any of our points of inquiry in the Government. An approximation of this acreage is the total area within the national park system, because only a small percentage of the total area is developed. As of June 30, 1961, the national park system comprised 22,350,092 acres. In addition, applications for withdrawal of 69,853 acres for expansion of the national park system were pending action on June 30, 1961. At this moment, proposals are offered to establish two additional units to the national park system in Utah and Nevada and these units would contain 453,000 acres.

The statistical appendix to the Annual Report of the Director, Bureau of Land Management, for 1961, lists a total of 27,228,555 acres in wildlife refuges and game ranges. In addition, 878,734 acres are under applications for withdrawal for which action was pending on June 30, 1961.

The sum of all these lands is 65,641,650 acres. This area is 8.5 percent of all the federally owned lands in the 50 States. But these lands are less than 60 percent of all the federally owned lands withdrawn by all governmental agencies.

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FEDERAL LANDS WITHDRAWN BY GOVERNMENTAL AGENCIES

The statistical appendix to the Annual Report of the Director, Bureau of Land Management, for the fiscal year ended June 30, 1961, shows that as of June 30, 1960, withdrawals by all governmental agencies totaled 100,396,335 acres. Between June 30, 1960, and June 30, 1961, an additional 11,303,228 acres were withdrawn by Executive orders that include 5,000 acres or more. On June 30, 1961, nonmilitary applications for withdrawal pending action totaled 2,093,741 acres. Two new units proposed for the national park system in Utah and Nevada comprise 453,000 acres. The grand total is 114,246,304 acres, or 14.8 percent of all federally owned lands.

The gage of percentage of land area is not the real measure of importance. The potential these lands have for mineral production must also be weighed in our considerations.

THE POTENTIAL FOR MINERAL PRODUCTION

There is a hand-in-glove coincidence of wilderness environment and potential for mineral raw materials. This coincidence is not an idle claim, it is instead an irrefutable scientific axiom originating in the geologic events responsible for both. Neither is it chance; but it is the inescapable and inseparable construction from the design of nature.

Wilderness is wilderness because it is inaccessible and has escaped the advances of man. It is inaccesible because it is rugged terrain, so carved by erosion. It is rugged terrain because it is mountainous; and every student of geology knows it is mountainous because of the geologic events that formed the earth's crust and lifted large segments of it to be carved by erosion into mountain ranges. The same geologic events that lift segments of the earth's crust to form mountains also form mineral deposits. Some of the former mountainous regions have been eroded to flatlands and some remain as mountains. In either instance those regions are the hunting grounds where the feast or famine of mineral raw materials will be decided.

The map, figure 1, shows the distribution of mineral occurrences for 18 different materials in the 48 States. It has been compiled from metallogenic maps prepared by the U.S. Geological Survey and data from the 11 Western States. Notice the predominance of mineral occurrences in the regions that are mountainous. Their pattern graphically depicts the Appalachians from Alabama to Maine, the eastern edge of the Rockies in New Mexico and Colorado, the Sierra Nevada in California, the Coast Range in Oregon and Washington, and other mountain ranges members of the committee will recognize.

Note the predominance of these mineral occurrences in the 11 Western States, which of course, are the Mountain States. Because of this predominance and the fact that more than half of the lands withdrawn are in these States, we will henceforth refer just to them.

The map, figure 2, shows some of the lands subject to S. 174, some of the other federally owned lands withdrawn by all governmental agencies, and some of the areas where the rock formations that are apt to contain mineral deposits are so deeply buried by material devoid of mineralization that such deposits are beyond the reach of present methods of mineral prospecting. There are more than 11 million

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acres of federally owned lands withdrawn by all governmental agencies not shown on the map, and there are additional lands withdrawn for which an acreage measurement could not be found by our search.

The lands subject to S. 174 are 32,400 acres. The precise location of some areas could not be learned and some areas are not plotted because they are too small to show at the scale of this map. A little more than 530,000 acres are not shown on the map in red.

Other federally owned lands withdrawn, pending action, and proposed for withdrawal by all governmental agencies are 31,500,000 acres. For the same reasons as above, only 20,700,000 acres are shown on the map in green.

The area in yellow on the map shows where the rocks likely to contain mineral deposits are so deeply buried that the geologic environment is not amenable to mineral prospecting. An estimated 20 percent of the total area of these States is included in this category. Twenty percent is equivalent to 150,700,000 acres. If this area is eliminated, the federally owned lands withdrawn by all agencies comprise 10.5 percent of the remaining area of the 11 Western States.

There are 353 locations where there has been mineral production within the lands subject to S. 174. The normal expectation is that the life of a mining operation will be extended by the discovery of additional ore in the area adjacent to the mine. S. 174 denies this privilege and opportunity. The history of mining is replete with examples of new discoveries adjacent to known mineralization, and each instance reiterates the potential for mineral raw materials that is demonstrated by existing mineralization.

As convincing as are these hundreds of locations of mineral production as a demonstration of the potential of the specific lands subject to S. 174, they do not measure that potential. Many tools and techniques of modern prospecting effective in the search for mineral deposits hidden below the surface were not used in the discovery of these deposits. The mines relate to mineralization exposed at the ground surface. The great potential for the hidden mineral deposits is not yet demonstrated.

The inaccessibility of the wilderness environment imposes a natural limitation on prospecting. The tools and techniques that are aids in the search for hidden mineral deposits obviously are used first in areas of high potential for mineral deposits that are most easily accessible. The helicopter has alleviated somewhat the difficulties of inaccessibility, and as a result, the wilderness areas have received an increasing amount of prospecting attention in recent years. Adequate mapping, both topographic and geologic, is a desirable prerequisite.

The U.S. Geological Survey reports that for the lands situated in the 11 Western States and subject to S. 174, only 51.9 percent are covered by published topographic maps with a scale of 1 inch to 1 mile or larger, and merely 10 percent are covered by published geologic maps with that scale. Topographic mapping is now in progress on 13.6 percent of these lands and geologic mapping is in progress on 17.4 percent. In addition, topographic mapping programs planned for the next 3 years will cover 5.8 percent of these lands and geologic mapping programs will give coverage to 1.5 percent. These areas will receive more and more prospecting attention in the future.

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The attention already given to these areas by prospecting teams is an established practice of use. It is an established practice that merits perpetuation just as grazing, and the use of motorboats and aircraft were perpetuated in section (6)(c)(1) and section (6)(c)(2) of S. 174.

S. 174 DENIES MINERAL PRODUCTION

The prohibition of certain uses of these lands is stated in section (6)(b), page 13:

Except as specifically provided for in this Act and subject to any existing private rights, there shall be no commercial enterprise within the wilderness system, no permanent road, nor shall there be any use of motor vehicles, motorized equipment, or motorboats, or landing of aircraft nor any other mechanical transport or delivery of persons or supplies, nor any temporary road, nor any structure or installation, in excess of the minimum required for the administration of the area for the purposes of this Act * * *.

This general statement of prohibition is modified by these special provisions:

Section (6)(c)(1), page 14:

* * * the use of aircraft or motorboats where these practices have already become well established may be permitted to continue * * *.

Section (6)(c)(2), page 14:

* * * the President may, * * * authorize prospecting, * * * mining, * * * upon his determination that such use or uses in the specific area will better serve the interests of the United States and the people thereof than will its denial;

Section (6)(c)(8), page 17:

Nothing in this Act shall be construed to prevent, within national forest and public domain areas included in the wilderness system, any activity, including prospecting, for the purpose of gathering information about mineral or water resources or to prevent the completely subsurface use of such areas, if such activity or subsurface use is carried on, in a manner which is not incompatible with the preservation of the wilderness environment.

However well intended these special provisions may be, they are meaningless in the face of the facts of mineral production.

Mineral production is a commercial enterprise that is the culmination of a series of activities. If any one activity is impeded, the series is broken, and mineral production never is achieved. Should it be possible to predetermine that any one or more of the activities is prohibited, prudence would preclude embarking upon a program designed to reach mineral production.

The first step toward mineral production is prospecting. This activity is the search for and the recognition of localities favorable for mineral deposits. Next, it must be demonstrated that mineralization exists in these localities; that is, a discovery must be made. Then it must be proved that it is feasible to establish an operation. If these steps are completed satisfactorily, the end point of the progression is an operation, and mineral production is achieved.

Each step is undertaken only if the preceding one is completed successfully and assurance is given of the right to do the things necessary in each succeeding step. There will be no prospecting if this activity is not permitted; there will be no discovery if there is no prospecting; one cannot prove the feasibility of an operation if there is no discovery; mineral production will not be achieved if an operation cannot be

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proved feasible. Fundamental to this sequence is the fact that no prudent man will undertake prospecting without assurance of the rights to produce from a mineral deposit he may discover.

S. 174 denies mineral production, the special provisions notwithstanding, because it:

(1) Limits prospecting to the primitive methods of our forefathers; that is, virtually to visual observation, a two-dimensional technique that is noneffective in the search for mineral deposits that lie below the ground surface, and is wholly inadequate to keep the pace of discovery demanded by the consumption rate of our industrial economy; limits prospecting by limiting the means of access to the most primitive methods, and, thereby, destroys efficiency, expediency, and mobility so vital to this activity.

(2) Prohibits the use of equipment that is necessary to the process of discovery, and thereby prohibits the discovery of mineralization beneath the ground surface.

(3) Prohibits the activities that provide the data to prove or disprove the feasibility of an operation. This prohibition also makes it impossible to assemble the data on which to base an application for Presidential decision for prospecting and mining, and to provide the data on which a Presidential decision could be based to alter the status quo.

(4) Fails to give an assured right that a mineral deposit could be mined, and thereby yield mineral production.

CHARACTERISTICS OF MINERAL DEPOSITS

The problems to be met and overcome by prospecting arise from the characteristics of mineral deposits.

A mineral deposit is a collection of useful minerals in the earth's crust in concentrations that may be economically extracted and processed by the existing technology. These concentrations are formed by geologic events; they cannot be created nor cultivated by man. Each deposit mined out cannot be renewed; it can be replaced only by the discovery of another. Some mineral deposits have been exhumed by erosion and are exposed at the ground surface; other deposits are still buried in the rocks beneath the surface; and many deposits once existed in the rocks formerly above the present ground surface and which have been removed by erosion.

Mineral deposits are exceedingly rare phenomena in nature. They must be found where they were formed, and they must be harvested where they are found. A prominent geologist has calculated that all the metal mines in the United States, if placed one next to the other, would occupy an area less than 30 by 35 miles. This area is only three times the size of New York City; it is smaller than Long Island. It is a ratio of 1 in about 4,000 to the total area of the 50 States.

Mineral deposits are scattered from Maine to California and from Alaska to Florida. This distribution is not random nor promiscuous; but it is an orderly and systematic pattern reflecting the geologic events that formed the earth's crust.

A mineral deposit is a small target. It has a finite size, although it may have a variety of shapes. Some deposits are linear; the cross-sectional dimensions are small in relation to the length. Some deposits

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are tabular; two dimensions are much larger than the small third dimension. Few deposits have three dimensions that are large, and one can count on the fingers of both hands the number of deposits that occupy a surface area as great as a single square mile.

PROSPECTING

Prospecting is the process of searching for and recognizing localities where the geologic environment is favorable for mineral deposits. The two elements, search and recognition, each demand its privilege to be effective; the search demands the privilege of efficient and mobile access; the recognition demands the privilege of observation, test, and measurement that reveals the geologic environment and identifies its favorability. The denial of either privilege is denial of modern prospecting; the restriction of either privilege is a severe impediment.

Prospecting is a sorting process; the separation of area deemed unfavorable from area judged favorable for mineral deposits. A mineral deposit is indeed a "needle in a haystack." The task is to work from the large area to the small area, from the vague to the specific. Initially, prospecting considers large regions, because the geologic events that form mineral deposits took place in large regions. The process of sorting selects small areas. The small areas are scrutinized carefully, tested and measured with all the appropriate tools and techniques available to modern prospecting. The goal is to determine the nature of the geologic environment of each area and to reveal the site that has the best chance for mineralization.

The principal factor that differentiates modern prospecting from that of former days, typified by the classic prospector and his burro, is the attention now given to the third dimension of the geologic environment. This environment is three dimensional, and the recognition of it must consider all three dimensions. The training of personnel emphasizes the deductive ability, the ability to project from the known two dimensions into the unknown third dimension. The considerable research and development programs deal almost entirely with tools and techniques that provide information about the third dimension of geologic environments.

Inaccessibility is the keynote of wilderness; indeed, the wilderness environment remains because the area is difficult of access. Most of these lands are alpine in character and high in elevation. They are snow free for only a short period, 2 to 4 months each year. The prospecting period likewise is short. Under these conditions, efficiency demands mobility. It has become general practice to utilize helicopters for transport and supply in modern prospecting of the wilderness environment. Helicopters have become the burro or packhorse of today. S. 174 prohibits "* * * landing of aircraft or any other mechanical transport or delivery of persons or supplies * * *." This prohibition limits the means of access to the most primitive methods, and the means of prospecting virtually to visual observation.

Visual observation is a two-dimension technique that, used alone, is effective only if the mineral deposit is exposed at the ground surface. This technique has served this Nation and the world well by revealing many reservoirs of metals that have made possible our industrial

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economy. Visual observations alone are no longer adequate to maintain the pace of discovery demanded by the rate of consumption of that industrial economy. The mineral deposits not exposed at the surface, but hidden beneath the surface, must be found, too, if we are to preserve the strength and security of our economy and this Nation.

Those mineral deposits hidden beneath the surface may be indicated when the third dimension of the geologic environment is known. The third dimension becomes known when visual observations are augmented by tests and measurements made by the tools and techniques of modern prospecting. Many adjuncts to geology from the sciences of geophysics and geochemistry are used routinely. Continuing research and development promises still other tools and techniques for the future, and the denial of the privilege to apply them is prohibitive to modern prospecting and contrary to the national policy of promoting research and development in all fields of endeavor which contribute to our prosperity and security. S. 174 denies that privilege.

RECENT DISCOVERIES OF HIDDEN MINERAL DEPOSITS

A measure of what that denial means is indicated by the imposing, but not complete list, table 1, page 23, of hidden mineral deposits discovered within recent years that would not have been discovered if the prohibitions of S. 174 had applied to those localities.

This Nation would be without important new sources of metals. A lead district in southeastern Missouri, discovered just 7 years ago, promises to more than replace the Missouri Lead Belt which is now nearing exhaustion of economic ore reserves. The Lead Belt, as you know, has been the leading domestic producer of lead since 1915. Fortunately, this valuable, but nearly depleted, asset of this Nation is replaced by a new discovery. Our economy would be denied the comfort of domestic copper that will flow for many years from two major mines south of Tucson, Ariz.

The outflow of U.S. dollars will be a little less because we will be less dependent upon the imports of zinc by reason of the additional capacity offered by discoveries in Tennessee. The reserves of iron ore in this Nation would be substantially smaller without the discoveries beneath nonmineralized surface in Pennsylvania, Missouri, California, and Nevada.

Consider, too, what these discoveries will mean in terms of capital investments, employment, taxes, and local economic health. The Viburnum development in southeastern Missouri called for an investment of $20 million and it means a new community, modern schools, and hospital facilities for an area not so served previously. Employment at eventual production will be some 350 persons. The local, county, State, and Federal taxes flowing from this endeavor and the employment it creates will be an important contribution to each political division. Compound this picture by adding the Pea Ridge development which will employ some 1,000 persons and take some $40 million investment, the Mission development which will employ 425 persons and require an investment of $35 million, the Grace Mine development which employs approximately 1,000 persons and required an investment of $60 million, and

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we begin to realize the ballooning significance of mineral discoveries.

The application of modern prospecting tools and techniques interfere so slightly with the wilderness environment, and then for such a short period of time, that the benefit to the Nation as a whole of mineral discovery outweighs this interference.

TOOLS AND TECHNIQUES OF MODERN PROSPECTING

Airborne reconnaissance systems: The aircraft in these photographs, figures 3 and 4, are equipped with several measuring systems: a magnetometer to measure the earth's magnetic field; an electromagnetic system to measure the electrical conductivity of the rocks and minerals; and a system for measuring the radioactivity emanating from the rocks. The aircraft flies over the terrain at low altitude, 500 to 1,000 feet, following the contour of the land surface. It flies a predetermined pattern that is systematic. The magnetic, electromagnetic and radioactive properties of the area flown are measured and recorded. The interpretation of these data assist the geologist and the geophysicist to unravel the geology of the area. These measurements supplement what can be learned from visual observation. This technique of prospecting is a reconnaissance type of operation, and large regions, as much as several million acres, may be flown.

There is, of course, no interference with the wilderness environment in this operation.

The data so acquired contribute to the identification of one or more small areas that merit careful and detailed scrutiny. Similar systems of measurement, and others not adaptable to flight, are used on the ground in the followup programs in the small areas. These small areas are not likely to be larger than a few hundred acres.

The ground followup program may employ any appropriate combination of several tools and techniques that test and measure the geologic environment. Some of these tools and techniques are described herein in some detail in order that you may develop a clear picture of what is involved in their use and judge the extent their application would interfere with the wilderness environment.

Ground magnetometer: The photograph, figure 5, shows a ground magnetometer in use in the field. The pattern of the earth's magnetic field is due to many features, including mineralization of some types. Under the right set of circumstances, magnetic patterns may give a clue to the presence of mineral deposits. The ground magnetometer is portable; it is carried in the field by the operator; it leaves no mark of its use or presence. There is no interference with the wilderness environment in the use of this instrument.

Ground electromagnetic system: The photograph, figure 6, shows an electromagnetic system in use. It utilizes an alternating electromagnetic field to measure by induction the distribution of electrical conductivity in the earth. Many things in the earth's crust are conductive to electrical current, including some kinds of mineralization. The equipment is portable; it is carried in the field by the operating crew; it leaves no mark of its use or presence. The system uses electrical current, and this current is generated at the site by either batteries or a portable motorized generator, depending upon the depth to be investigated. The use of this motorized generator is prohibited

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by S. 174, although its use would interfere with the wilderness environment in no way.

Induced polarization system: The induced polarization measures the loss of voltage that occurs when electrical current applied by contact with the ground passes from barren rock to metal sulphide minerals. The equipment is portable; it is carried in the field by the operating crew; and it leaves no mark of its use or presence. Electrical current is necessary to this system, and it is generated at the site either by batteries or a portable motorized generator. The use of this equipment would have no effect on the wilderness environment.

Resistivity system: The resistivity system has been used in mineral prospecting since the 1920's. It measures the resistance of the rocks in terms of the voltage drop between metal stakes that are moved to various positions on the surface. Some types of mineralization are more resistive and other types less resistive than barren rock. The equipment is portable; it is carried in the field by the operating crew; and it leaves no mark of its use or presence. The use of this system does not interfere with the wilderness environment. An electrical current is necessary to this system, and again, either batteries or a portable generator is used to produce the current.

Gravity system: The photograph, figure 7, shows a gravity survey in progress in the field. Some mineral deposits are more dense than the surrounding host rock and the differential in density may be a clue in the search for them. Elevations are necessary to gravity determinations, and levels must be run with a transit or spirit level. Lines of sight must be established, and in some places, this may mean cutting a branch or two from a tree. The gravimeter is portable; it is carried by the operator; it leaves no mark of its use or presence. There is no interference with the wilderness environment other than the slight scratch of a cut branch which is soon healed and obliterated.

(COMMITTEE NOTE.—The photos mentioned may be found in the committee files.)

Geochemistry: The advances in the field of geochemistry in the past 10 years have been remarkable. One important geochemical consideration in prospecting is the presence in minute quantities of elements related to mineralization. Some of the related elements may be concentrated as a halo to the mineralization. These concentrations are not discernable to the eye, but they are revealed by the geochemical tests, and they may be signposts to hidden mineral deposits. The material sampled may be water, soil, rock, and leaves and twigs from the vegetation. Taking a water sample leaves no trace of having done so. A soil sample is no more damaging to the wilderness environment than the track of a deer in the mud. A sample taken from the rock is completely unnoticed except by the practiced eye. A sample of leaves and twigs from the vegetation is less damaging than the browsing of animals.

Drilling: The photograph, figure 8, shows a diamond drill on a drill site in the wilderness environment. This equipment was moved to this site and serviced by helicopter. It may be on this location for a period of a few weeks, depending upon the depth to be drilled. The hole it makes is 2 to 3 inches in diameter, and is plugged after completion. The disturbance of the wilderness environment is slight, indeed, and then for only a very brief period.

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Other components of modern prospecting not detailed here include:

Seismic which measures the speed that shock waves travel through the different layers of rock.

Radioactive which measures the radioactivity of some minerals in the rock.

Radioactive age dating which gives us a yardstick to relative ages of the different rocks.

Isotope ratios which provide clues to the origin of some elements in the rocks.

Alteration studies which reveal the changes in the rock that result from the passage of solutions directly or indirectly related to the emplacement of mineral deposits.

AFMAG which measures the distortions in the electromagnetic field caused by material with electrical conductivity. The electromagnetic fields are produced by natural earth electrical currents caused by lightning, sunspot activity, etc.

The continuing research and development programs promise still other new systems for the future. Very low frequency electromagnetic waves now used for submarine communication likely will have some application to mineral prospecting. Rapid trace element sampling of the rock from low flying aircraft may become feasible using radioactive, spectroscopic, and infrared master techniques. Natural earth current and associated electromagnetic fields of the earth will become more understandable to us, and they may be significant to indicate conditions at depth in the earth's crust. The great sensitivity of the Rubidium vapor magnetometer may expand our sphere of knowledge of the magnetic phenomena. Importantly, our ability to interpret the data provided by these systems will become more refined and assured.

The systems described herein and mentioned are the tools and techniques of prospecting today and tomorrow. Their use in the wilderness environment demands only efficient access, but their usefulness is greatly enhanced by mechanical sources of energy. A helicopter can deliver these systems to the site, and it requires not much more space than your backyard as a landing place. Mechanical sources of energy—motorized generators—for a short time disturb only the wilderness quiet, not the wilderness environment.

The men who apply these systems are visitors to the wilderness, and they do no more damage than other visitors. Their attention is directed toward a small area for a short period of time. Yet this work is part and parcel of modern prospecting.

S. 174 limits the means of access to the most primitive methods and denies the efficiency and mobility so vital to modern prospecting. At a time of great emphasis on exploration of outer space, we should not mitigate the prospecting of inner space where lies our fundamental source of strength.

S. 174 prohibits the use of an important segment of the tools and techniques of modern prospecting and reduces prospecting virtually to visual observation, a two-dimensional technique that is inadequate to keep the pace of discovery demanded by the rate of consumption of our industrial economy.

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The use of these tools and techniques is an insignificant interference with the wilderness environment. The denial of their use will deny this Nation the opportunity of discovery of the important new source of basic wealth provided by mineral deposits.

THE PROSPECTING CHALLENGE

The demands on prospecting for new sources of mineral raw materials is most challenging. If the industrial consumption of a few vital mineral raw materials is converted to terms of ore, the magnitude of that challenge is most aptly expressed.

Our industry in 1961 consumed copper equivalent to 180 million short tons of ore; the lead consumed is equivalent to 34 million short tons of ore; our farms add to the land each year as fertilizer the equivalent of about 14 million long tons of phosphate rock and 15 million short tons of potash.

Those volumes are part of the challenge of mineral prospecting. That much new ore must be found and developed each year if we are to maintain our capacity for mineral production. To meet that challenge successfully, we must retain every opportunity to do so; we must not deny ourselves the right to discover and produce these and other minerals from the 66 million acres subject to the prohibitions of S. 174 for mineral production.

These comments refer to the minerals used today. Who can say now which mineral raw materials will be needed in the next decade, the next century? Less than 2 decades ago the demand for uranium was nil, but today it is a large segment of the minerals industry. Beryllium, rare earths, and niobium or columbium are other examples of materials that may be in much greater demand in the foreseeable future. Undoubtedly technical advances will call for mineral materials not considered in the past nor today. S. 174 would not permit the search for new production of these minerals from nearly 66 million acres of our lands.

DISCOVERY

Discovery is the next step in the direction of mineral production. Discovery is the process of demonstrating mineralization in place in the rock. If the mineral deposit is exposed at the ground surface, a discovery may be established merely by digging a pit or trench. If the mineralization lies below the surface, we must dig deeper to establish a discovery. Digging deeper is accomplished by driving adits or tunnels, sinking shafts, or more commonly, by drilling. In either case the end point that must be accomplished is to intersect mineralization.

These methods of establishing a discovery require equipment to supplement human energy. This equipment must be moved to the site; it is motorized. The site to which this equipment is moved is small. Whereas prospecting is applied in reconnaissance to large regions, as much as several million acres, and applied intensely to small areas, as much as a few hundred acres, discovery takes place at a point, at a spot. The area involved is merely a few acres.

More often than not, digging deeper fails to establish a discovery. In this event, the disturbance of the surface quickly is obliterated by the inexorable advance of natural growth and erosion.

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The process of discovery is denied by S. 174.

The prudent man certainly will not undertake prospecting if there is no opportunity to make a discovery in places he may judge favorable for mineral deposits. Thus, the series of steps leading to mineral production is broken, irrevocably. Mineral production is denied; the Nation is the loser, the people are the victims, our opponents are comforted.

PROOF OF FEASIBILITY OF EXTRACTION

The process of proving feasibility of extraction involves many things. The size and grade of the deposit must be measured; the shape and attitude of it must be determined; the amenability of the ore to processing must be learned; and it must be shown with reasonable certainty that the recoverable value will exceed the cost of extraction and processing.

Many intersections of the mineral deposit are needed to define its boundaries and provide representative samples to measure the grade of the ore. Drilling, pitting, trenching, and underground openings through the deposit are common methods of making these intersections. Such work is beyond the efficiency of human energy; motorized equipment is required, and access is needed to move it to the site.

These activities are carried on under temporary conditions, temporary roads, temporary camps, etc., in deference to the fact that more discoveries fail to measure up to the feasibility of extraction test than prove feasible to extract. The first significant encroachment on the wilderness environment occurs in this step. In the event of failure to measure up to the feasibility of extraction test, this encroachment has been only momentary. The area disturbed reverts to nature in the span of a few short years.

S. 174 would not permit doing the things necessary to prove feasibility of extraction. Without this determination, we ask, how could the President judge the use of an area for prospecting and mining "* * * will better serve the interests of the United States and the people thereof than will its denial"? In fact, how could anyone have a basis for requesting a decision from the President if it could not be proved that a mineral deposit existed and that it was feasible to extract it? The answer to these questions, of course, is the President would have no basis for judgment, no reason to alter the status quo. S. 174, by its own terms of limitations, precludes this Presidential prerogative.

MINERAL PRODUCTION NOT A SERIOUS INTERFERENCE WITH WILDERNESS PRESERVATION

The conflict between wilderness and mineral production is negligible, but this fact is appreciated only when their relationship is placed in its true perspective.

The four steps to mineral production reviewed previously established that wilderness is usurped by mineral production only when installations have been made to extract and process the mineral deposit. And then, the wilderness is voided only for a finite time, the life span of the operation. After the deposit is mined out, the small area occupied reverts to nature and, in due course, the wilderness environment is reestablished.

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Prospecting, the first of the four steps to mineral production, scarcely interferes with the wilderness environment at all. The next step, discovery, slightly interferes with wilderness for a brief time only and at a specific spot only. When attempts at discovery fail, any traces of those attempts are quickly obliterated by the inexorable advance of nature. When a discovery is established, the third step is reached in the progress toward mineral production. The proof of feasibility of extraction requires activities similar to discovery activities, but instead of being applied to a spot, they are used in areas that may be as large as a few hundreds of acres. Should the proof of feasibility fail its tests, the evidences of these efforts quickly disappear.

Installation for extracting and processing the ore from mineral deposits does usurp wilderness. The important question, though, is how much?

In the State of Idaho, 89 active mines occupy an area of 68,500 acres, which is 0.129 percent of the 52 million acres within the State. Similarly, 149 active mines in Montana involve 119,200 acres or 0.127 percent of the area of the State. Too, 75 active mines in Washington occupy 60,000 acres or 0.141 percent of the area of the State.

These States are 3 of 11 Western States; they contain 3.2 of 11 parts of the lands subject to S. 174. The figures above are deemed valid as an order of magnitude for the amount of wilderness it is expected mineral production may usurp.

Indeed, wilderness and mineral production can exist side by side; the objectives of both can be achieved without serious damage to either. One-tenth of 1 percent is an insignificant amount of wilderness to give up for the rewards to the Nation of mineral production. This Nation can have both its mineral productivity and more than 99 percent of the proposed wilderness.

The photograph, figure 9, shows the White Pine Mine of the Copper Range Co. The surrounding lands are forests, although they are not proposed for wilderness preservation. They are largely privately owned lands. Here is a graphic portrayal of the wildernesslike area occupied by this large mining operation. The area is small indeed when compared to the vastness of the region showing in the background to the horizon. Note, too, this is the only mining operation within the scope of this picture. Truly mineral production is an insignificant interference with wilderness environment.

The photograph, figure 10, shows a mine, if you look closely, in a truly wilderness area. This mine is the Premier Mine near the Alaska-British Columbia border. Can the interference of this locale of mineral production be viewed as anything other than insignificant to the vast wilderness you can see, and which continues beyond the reach of this view?

(COMMITTEE NOTE.—The photo may be found in the committee files.)

The examples given here to illustrate the true perspective between wilderness and mineral production could be augmented by many more. But the facts would remain the same; mineral production is not a serious interference with wilderness. Rather, it is an insignificant interference with wilderness.

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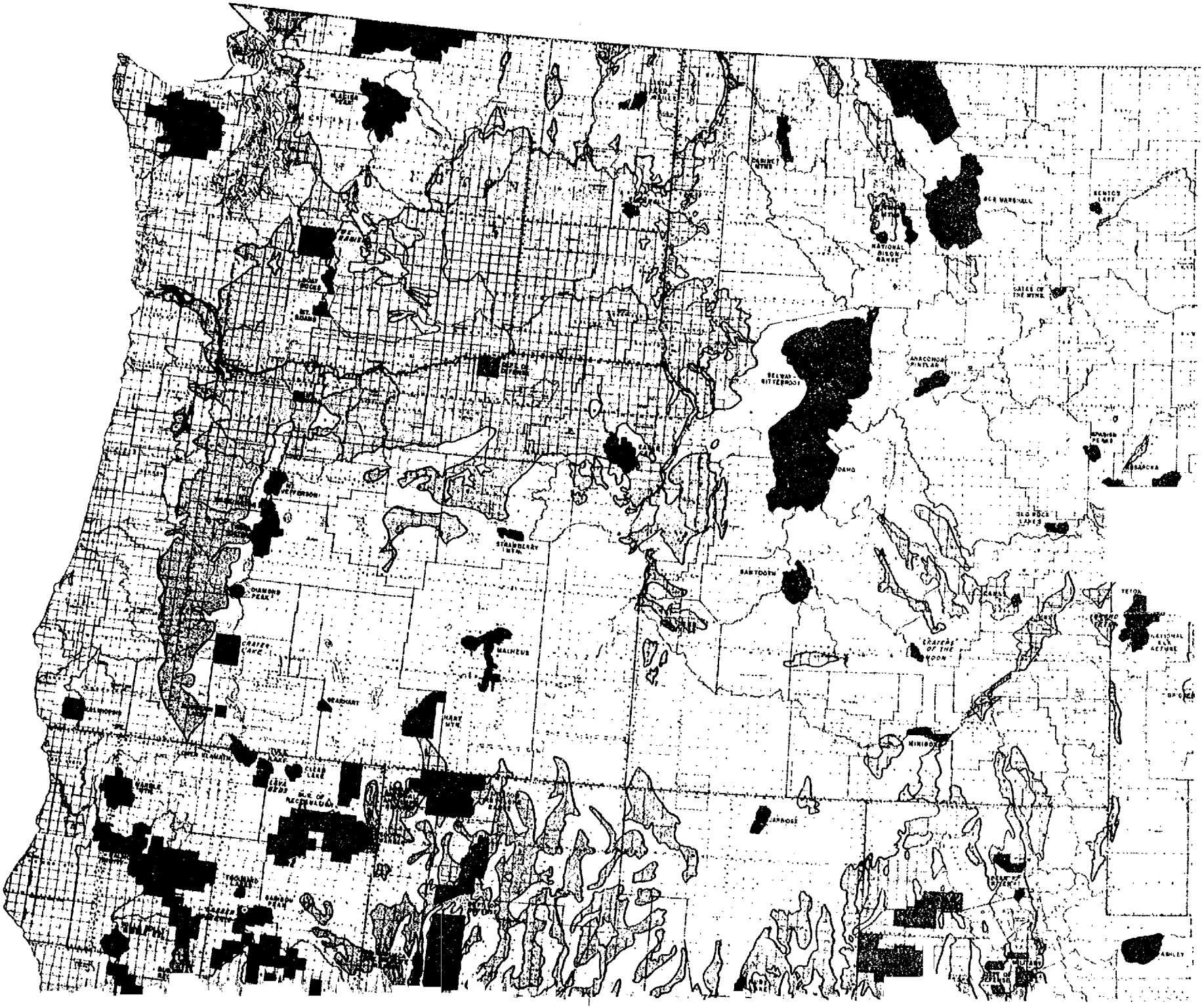

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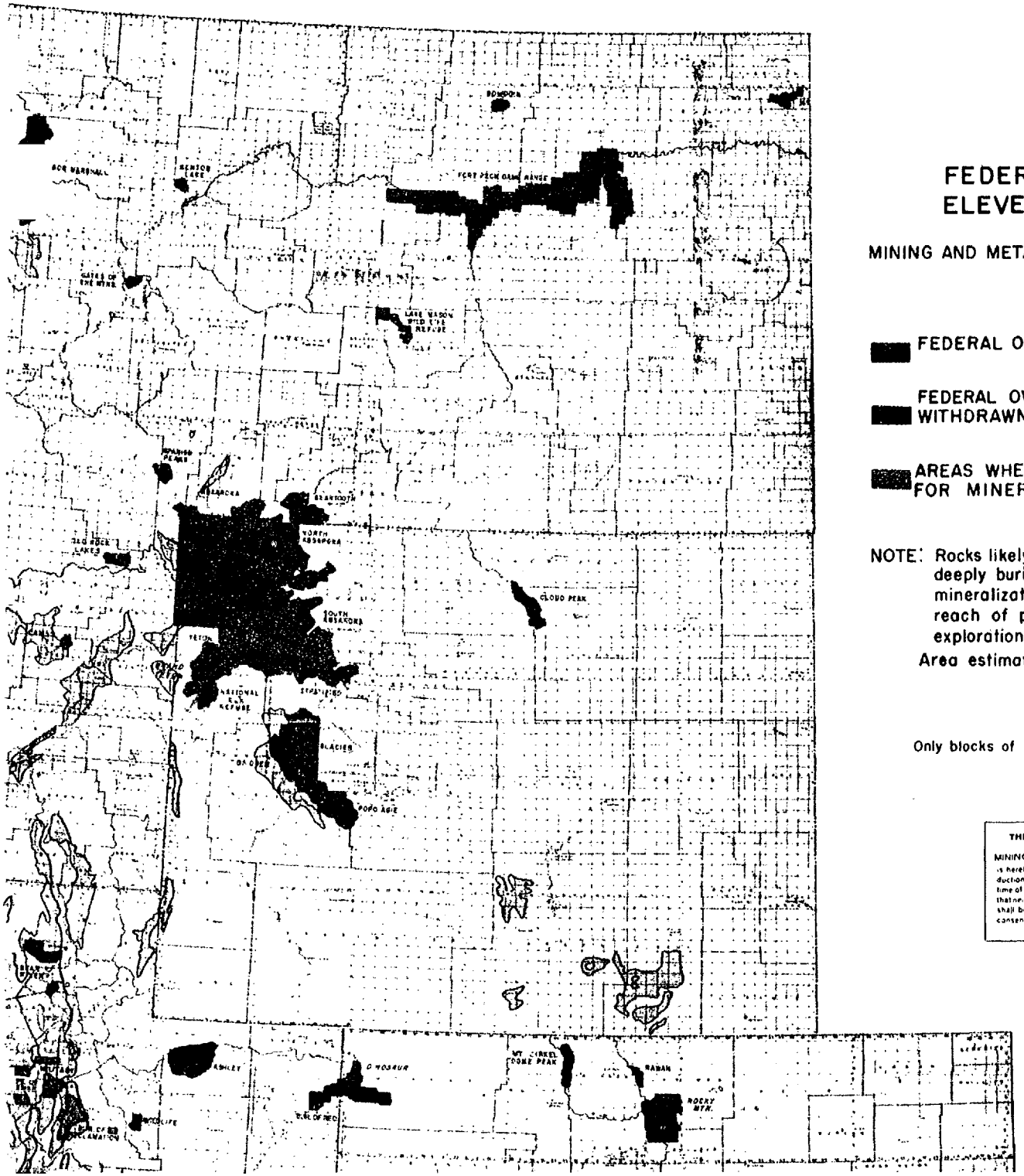

Figure 2

FEDERAL LANDS STATUS-
ELEVEN WESTERN STATES

MINING AND METALLURGICAL SOCIETY OF AMERICA
APRIL 1962

FEDERAL OWNED LANDS SUBJECT TO S.174

FEDERAL OWNED LANDS NOT SUBJECT TO S.174 WITHDRAWN BY GOVERNMENTAL AGENCIES

AREAS WHERE GEOLOGY IS NOT PERMISSIVE FOR MINERAL EXPLORATION

NOTE: Rocks likely to contain mineral deposits are deeply buried under material devoid of mineralization and the depth is beyond the reach of present methods of mineral exploration.

Area estimated is 150,000,000 acres

Only blocks of 10,000 acres or more are shown

THIS MAP REMAINS MY PROPERTY, BUT

MINING & METALURGIAL SOCIETY OF AMERICA

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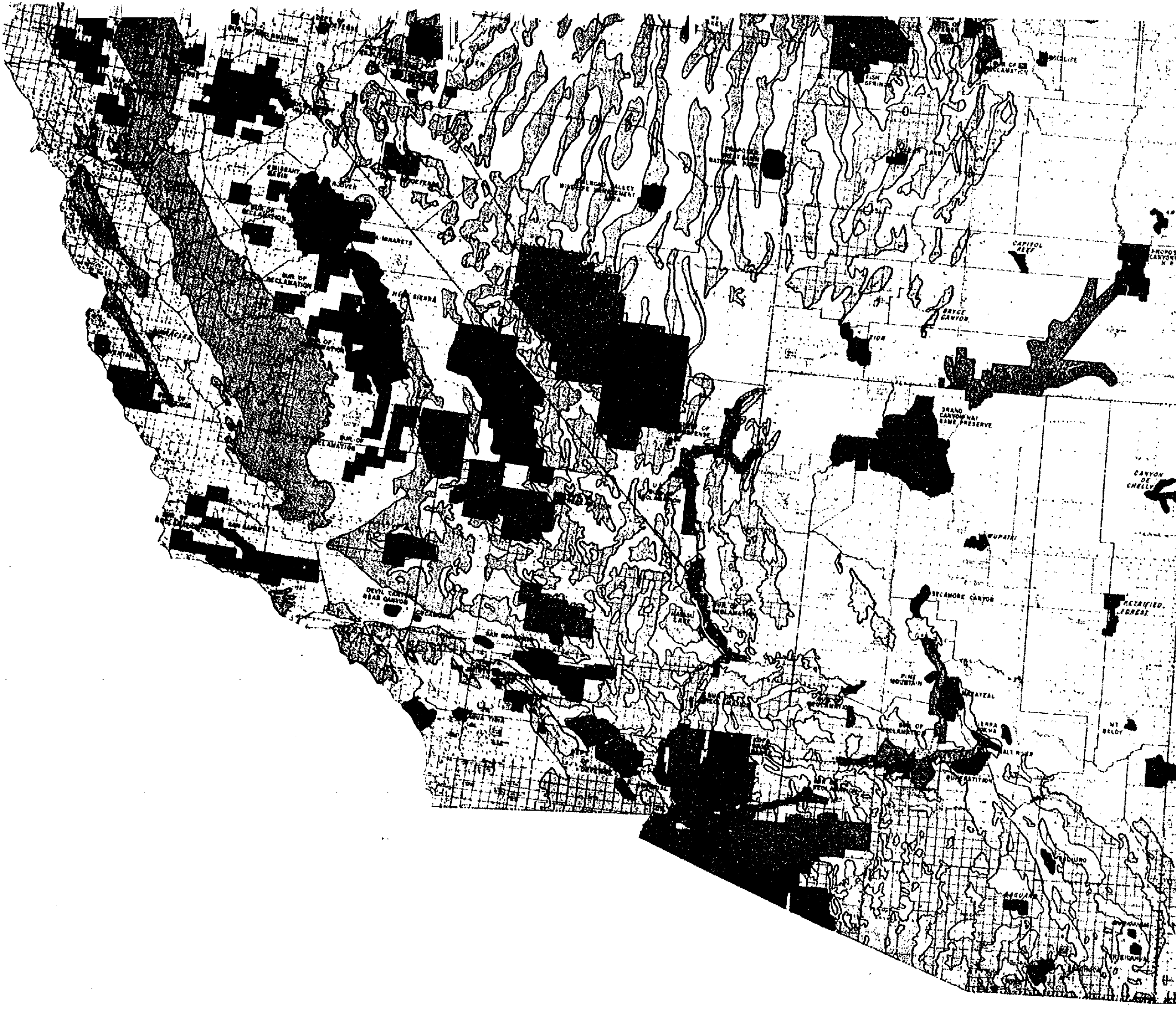
GEO F KELLY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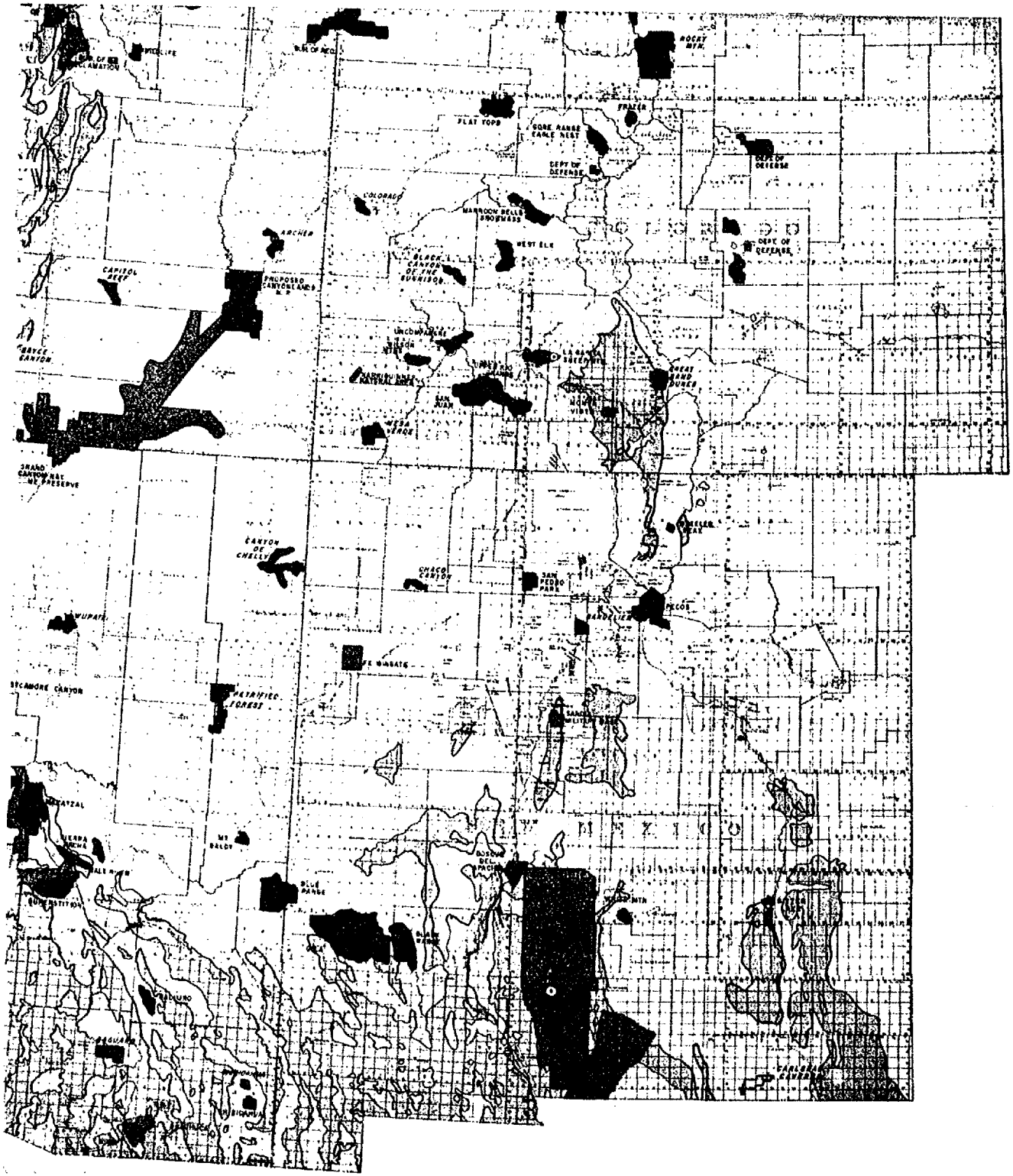
BRYCE CANYON
CANYON DE CHELLY
PETRIFIED FOREST
SYCAMORE CANYON
PINE MOUNTAIN
MAZATZAL
SUPERSTITION
SAGUARO
BUR. OF RECLAMATION
HIGH SIERRA
SAN RAFAEL



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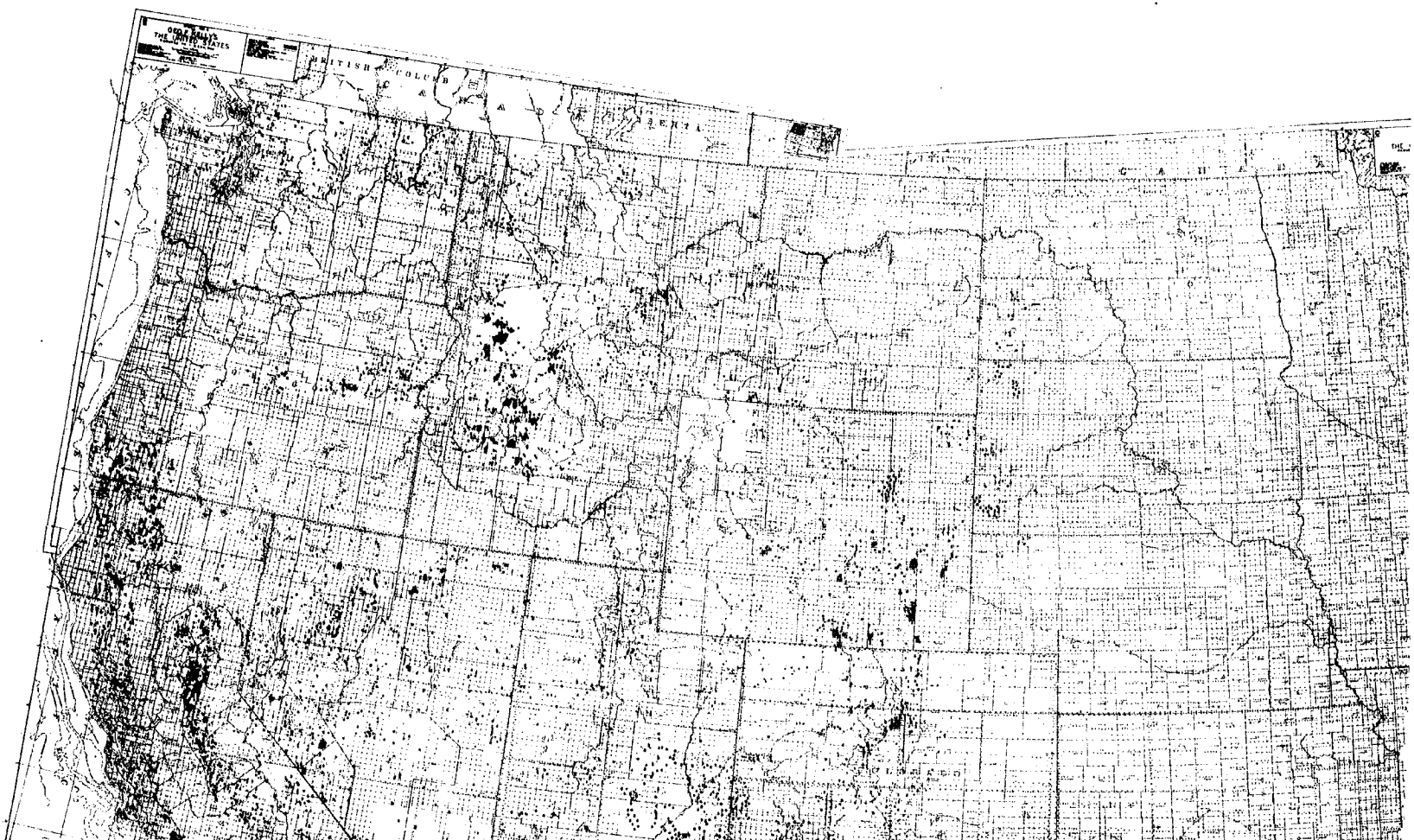

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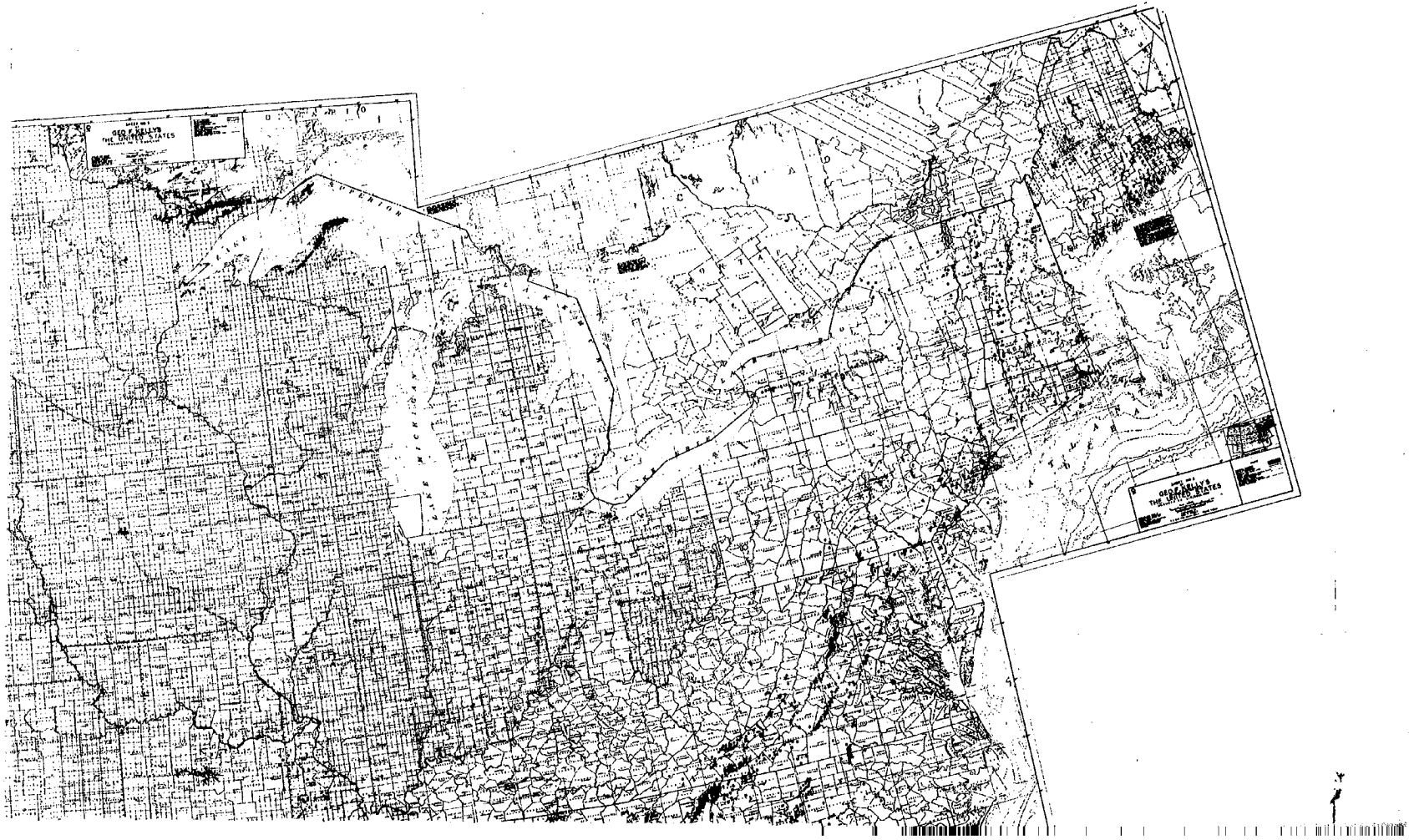

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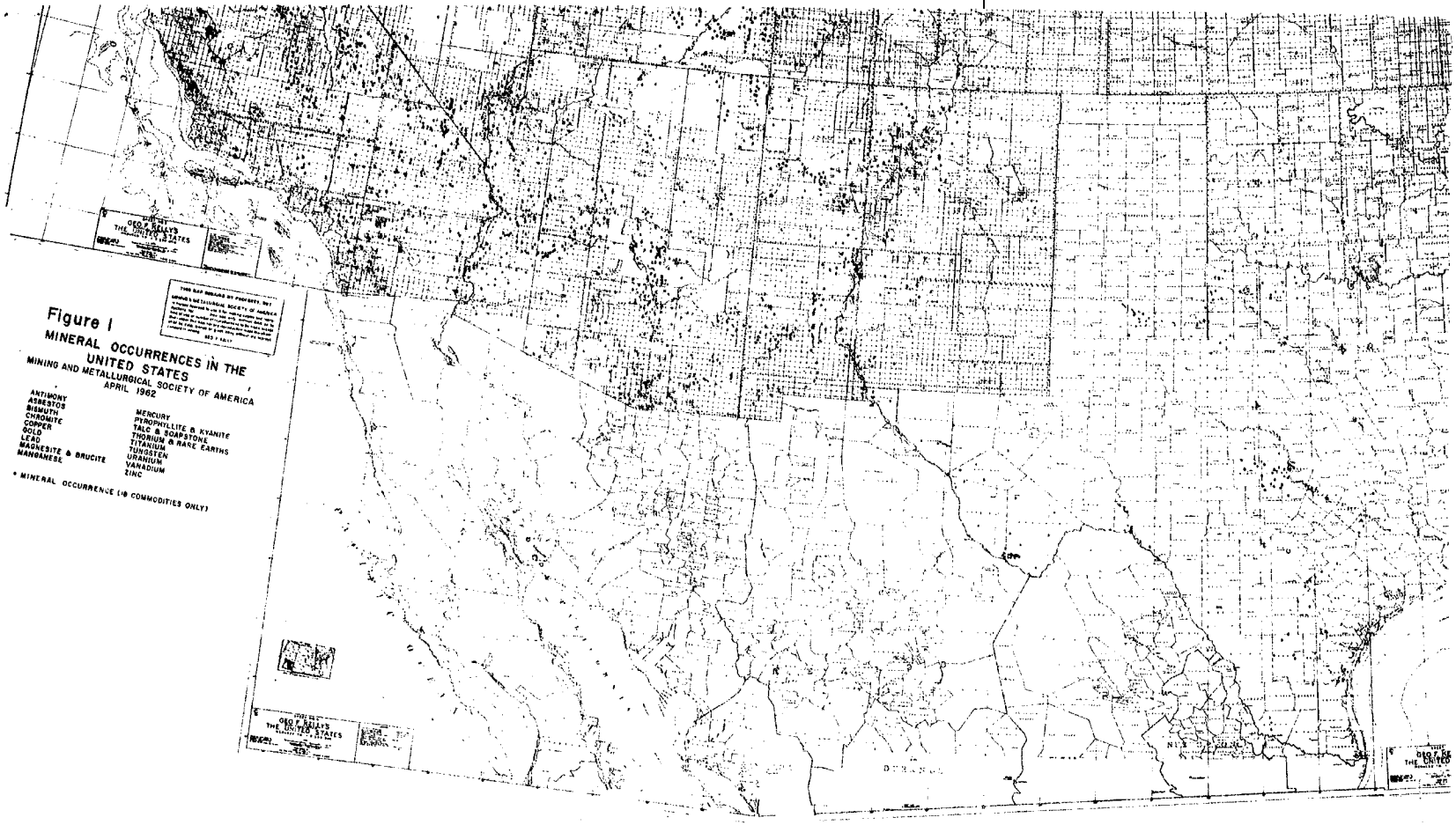

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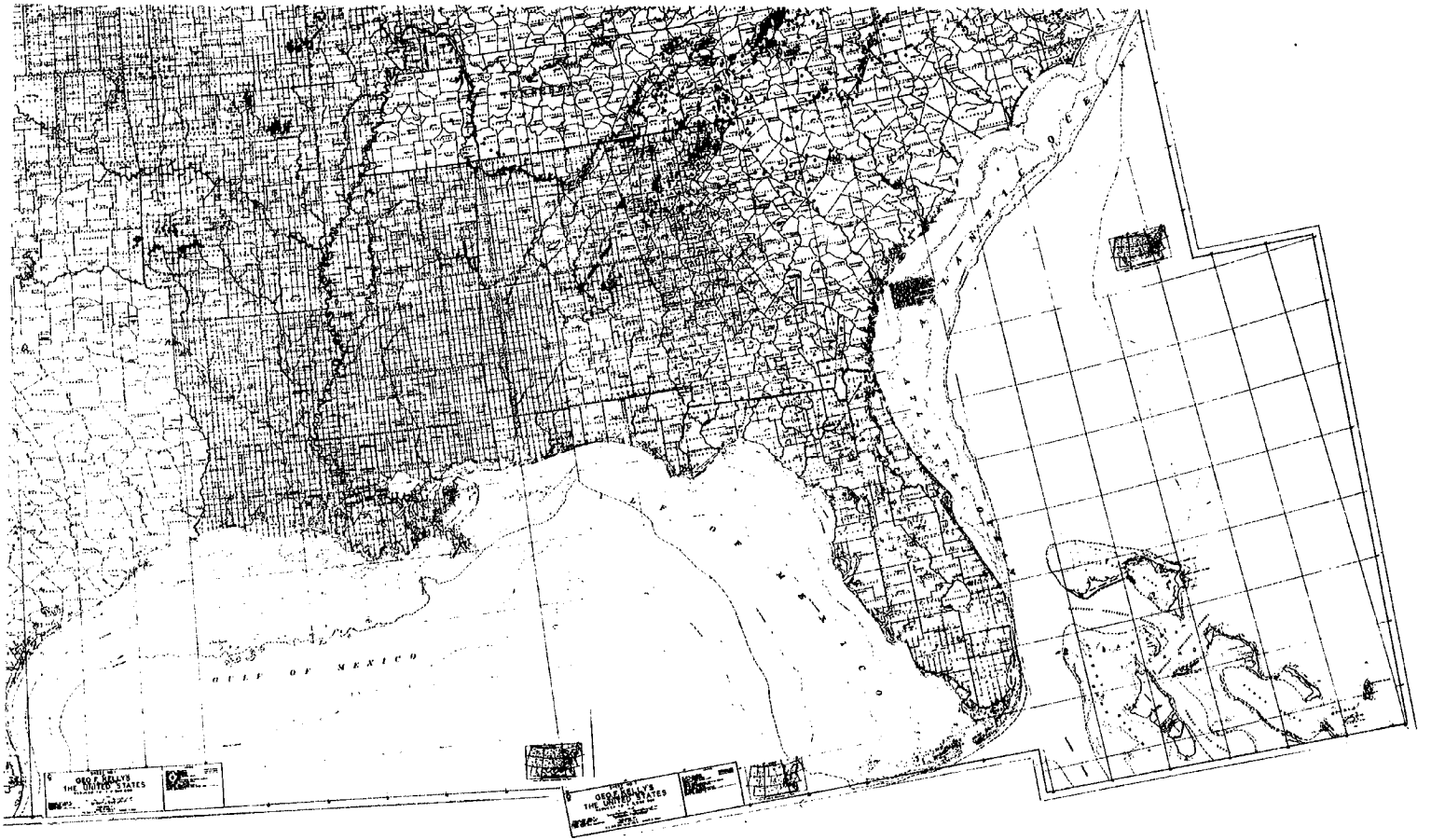
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PROPOSED AMENDMENT FOR S. 174

The members of the Mining and Metallurgical Society of America are concerned about the adverse impact of S. 174 on the capacity of this Nation to maintain its mineral productivity at the maximum level possible. Accordingly, the society adopted the resolution of August 1, 1961, calling for amendment of S. 174. A copy of this resolution was transmitted to each member of the House Interior Committee prior to September 30, 1961.

The society believes it is not in the best interest of our national welfare, economic vitality and military prowess to deny the opportunity and right of mineral production from the lands that may be included in the National Wilderness Preservation System. Furthermore, the society believes that mineral production and wilderness preservation can stand side by side, that this Nation can retain its full capacity for mineral production and still preserve more than 99 percent of its wilderness.

It is to achieve this end that the membership of the society adopted the resolution quoted below:

Now, therefore, be it

Resolved, That the following amendment to Senate bill 174 ("Wilderness Act") be added as subparagraph (8) to section C, subsection (c):

"(8)" Anything in this Act to the contrary notwithstanding, lands within the wilderness system shall continue to be open to prospecting and subject to location and entry in the same manner and to the same extent as under existing mineral laws of the United States and the rules and regulations applying thereto."

We urge the members of this committee to consider favorably and recommend to the Congress the principle contained in the recommendation of this resolution for amendment of S. 174.

Thank you, Madam Chairman.

(The charts accompanying Mr. Boyd's statement face this page. The photographs submitted may be found in the committee files. The tables which were also submitted follow herewith:)

TABLE 1.—*Discoveries S. 174 would have prevented*

Name of deposit	Metal content	General location	Discovery date	Thickness of cover (feet)	Methods of discovery
Pima	Copper	Arizona	1952	200	Magnetometer, electromagnetics.
Mission	do	do	1954	200-400	Magnetometer, induced polarization.
Shoshone	Lead, zinc, gold, silver.	California	1952	200	Geology, drilling, drifting underground.
Desert Eagle	Iron	do	1956	1,500	Magnetometer.
Mann	do	do	1958	1,400	Do.
Indian Creek	Lead, zinc	Missouri	1949	800	Geology, drilling.
Pea Ridge	Iron	do	1952	1,400	Magnetometer.
Viburnum	Lead	do	1955	500-1,000	Geology, drilling.
Piute	Iron	Nevada	1952	700-900	Magnetometer.
Yerington	Copper	do	1941	0-200	Geology, drilling.
Do	Iron	do	1959	300	Magnetometer.
Grace	do	Pennsylvania	1950	1,500	Do.
Jefferson City	Zinc	Tennessee	1948	1,000	Geology, drilling.
Young	do	do	1950	800	Do.
Burgin	Lead, zinc, silver	Utah	1959	1,000	Geology, geochemistry.
Shirley Basin	Uranium	Wyoming	1957	300	Geology, drilling.

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TABLE 2.—*Industrial consumption of some mineral raw materials in terms of ore—1961 estimates*

Bauxite (aluminum)	[1] 9,000,000	Fluorspar	[2] 2,000,000
Copper	180,000,000	Gypsum	[2] 18,000,000
Iron ore	[1] 71,000,000	Phosphate rock	[1] 14,000,000
Lead	[2] 34,000,000	Potash	[2] 15,000,000
Zinc	[2] 18,000,000	Salt	[2] 25,000,000
Molybdenum	[2] 6,000,000	Sulfur	[1] 6,000,000

[1] Long tons.
[2] Short tons.

APPENDIX

Locations of mineral production from lands subject to S. 174

	Number of locations
Arizona:	
Wilderness areas:	
Mazatzal	3
Superstition	2
Wild areas:	
Galluro	3
Sierra Ancha	6
Game ranges:	
Kofa	73
Cabeza Prieta	4
Grand Canyon	12
National park system:	
Grand Canyon Park	6
Grand Canyon Monument	1
Chiricahua	2
Organ Pipe Cactus	4
Saguaro	11
California:	
Primitive areas:	
Salmon Trinity Alps	11
High Sierra	13
Wild area:	
Sierra Nevada	11
Hoover	6
Mount Dana-Minarets	3
San Gorgonio	1
National Park system:	
Yosemite	1
Kings Canyon	1
Colorado:	
Wild areas:	
Mount Zirkel-Dome Peak	1
Primitive:	
Gore Range-Eagles Nest	1
Uncompahgre	50
Wilson Mountains	11
San Juan	19
Colorado—Continued	
National park system:	
Rocky Mountain	1
Mesa Verde	3
Idaho: Primitive areas: Selway-Bitterroot	15
Nevada:	
Game ranges: Charles Sheldon Antelope Range	1
National park system: Death Valley Monument	6
New Mexico:	
Wilderness areas:	
Gila	8
Pecos	1
Wild areas:	
San Pedro Park	1
White Mountain	10
Oregon:	
Wild areas:	
Kalmiopsis	24
Eagle Gap	3
Utah: National park system: Dinosaur Monument	1
Washington:	
Wilderness areas: Glacier Peak	4
Primitive areas: North Cascade	17
Wyoming:	
Wilderness areas: South Absaroka	1
Primitive Areas: Cloud Peak	1

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Lands subject to S. 174—11 Western States

[In acres]

	Arizona	California	Colorado	Idaho	Montana	Nevada	New Mexico	Oregon	Utah	Washington	Wyoming	Total
Subject to S. 174 as of June 30, 1960:												
Forest Service	673,911.46	1,555,185.0	799,392.05	3,004,069.0	1,921,347.0	64,667.0	1,014,085.42	749,226.62	240,717.0	1,384,196.0	2,354,892.0	13,761,688.55
National park system	1,404,132.0	4,028,663.1	517,991.2	79,491.9	1,152,576.8	115,880.0	237,331.8	160,790.7	294,284.6	1,137,242.9	2,308,805.4	11,437,190.4
Fish and wildlife	1,526,977.4	36,611.8	15,269.9	17,736.6	485,527.3	2,927,093.2	81,814.5	439,678.0	87,970.9	106,230.5	39,278.7	5,764,188.8
Total	3,605,020.86	5,620,459.9	1,332,653.15	3,101,297.5	3,559,451.1	3,107,640.2	1,333,231.72	1,349,695.32	622,972.5	2,627,669.4	4,702,976.1	30,963,067.75
Withdrawn June 30, 1960–June 30, 1961: Fish and wildlife		58,868										58,868
Total												31,021,935.75
Pending action June 30, 1961:[1]												
National park system		36,000		5,361			28,492					69,853
Fish and wildlife	27,325	789,223	14,253	30,884	11,135	5,914						878,734
Total	27,325	825,223	14,253	36,245	11,135	5,914	28,492					948,587
												31,021,935.75
Proposed national park system						123,000			330,000			31,970,522.75
Total												453,000
												32,423,522.75
Subject to mining laws:												
Forest Service	673,911	1,555,185	799,392	3,004,069	1,921,347	64,667	1,014,085	749,227	240,717	1,384,196	2,354,892	13,461,688
National park system	328,691	1,763,858				115,240						2,207,779
Fish and wildlife			(3)	280	(3)	2,780,590	(3)				(3)	2,780,870
Total	1,002,602	3,319,033	799,392	3,004,349	1,921,347	2,960,497	1,014,085	749,227	240,717	1,384,196	2,354,892	18,750,337
Subject to leasing act:												
Forest Service												
National park system												
Fish and wildlife		1,124.05	(3)	19,258	(3)	1,425,760	(3)		87,971		(3)	1,534,113.05
Total		1,124.05		19,258		1,425,760			87,971			1,534,113.05

[1] Nonmilitary applications of 5,000 acres or more.

[2] 300,000 acres withdrawn from mining entry, not included in total locations not specified.

[3] Not available.

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List of lands in the 11 Western States subject to S. 174

[In acres]

	National forests			National park system			Fish and Wildlife Service			Total
	Wilderness	Wild	Primitive	National park	National monument	National memorial	Wildlife refuge	Game range	Coordination areas	
ARIZONA										
Forest Service:										
Blue Range			180,139							
Chiricahua		18,000								
Galiuro		55,000								
Mazatzal	205,000									
Mount Baldy			7,400							
Pine Mountain			17,430							
Sierra Ancha		20,850								
Superstition	124,140									
Sycamore Canyon			45,952.46							
National park system:										
Grand Canyon				673,203.35						
Canyon de Chelly					83,840					
Casa Grande					472.50					
Chiricahua					10,480.90					
Grand Canyon					193,040					
Montezuma Castle					783.09					
Navaho					360					
Petrified Forest					92,751.57					
Pipe Spring					40					
Saguaro					60,987.60					
Sunset Crater					3,040					
Tonto					1,120					
Tumacacori					10.15					
Tuzigoot					42.67					
Walnut Canyon					1,641.62					
Wupatki					34,607.03					
Coronado										
Organ Pipe Cactus						2,745.33				
Wildlife refuges and game ranges:					328,691.01					
Havasu Lake							26,656.50			
Imperial							28,711.20			
Salt River							21,060.90			
Cabeza Prieta								860,000.0		
Kofa								660,000.0		
Gila River									6,896.10	
Total	329,140	93,850	250,921.46	673,203.35	811,908.14	2,745.33	76,428.60	1,520,000.0	6,896.10	3,765,092.98

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Forest Service:									
Agua Tibia			25,995						
Caribou Park			16,413						
Cucamonga		9,022							
Desolation Valley			41,343						
Devil Canyon									
Bear Canyon			35,267						
Emigrant Basin			97,020						
High Sierra			393,899						
Hoover		42,800							
Marble Mountain	213,283								
Mount Dana-Minarets			82,181						
Salmon Trinity Alps			223,300						
San Gorgonio		33,898							
San Jacinto		20,565							
San Rafael			74,160						
South Warner			68,870						
Thousand Lakes		15,695							
Ventana			52,129						
Yolla Bolly-Middle Eel	109,315								
National park system:									
Kings Canyon				453,768.38					
Lassen Volcanic				105,110.26					
Sequoia				385,418.92					
Yosemite				758,092.71					
Cabrillo					80.50				
Channel Islands					18,166.68				
Devils Postpile					798.46				
Joshua Tree					504,719.70				
Lava Beds					46,238.69				
Muir Woods					485.18				
Pinnacles					13,617.77				
Death Valley					1,763,848.28				
Wildlife refuges and game ranges:									
Clear Lake							33,559.6		
Colusa							4,039.7		
Farallon							91.		
Havasu Lake (b)							19,104.9		
Imperial (b)							18,080.2		
Kern							10,543.9		
Lower Klamath (c)							21,459.6		
Merced							2,561.5		
Modoc							5,966		
Pixley							4,243.7		
Sacramento							10,775.6		
Salton Sea							37,326.7		
Sutter							2,590.9		
Tule Lake							37,336.6		
Coordination areas:									
Honey Lake								858.8	
Madeline Plains								640.0	
Topaz Lake								200.4	
Tower House								570.0	
Total	322,598	121,980	1,110,607	1,702,390.27	2,347,955.26		207,679.9	2,269.2	5,815,479.63

List of lands in the 11 Western States subject to S. 174—Continued

[In acres]

	National forests			National park system			Fish and Wildlife Service			Total
	Wilderness	Wild	Primitive	National park	National monument	National memorial	Wildlife refuge	Game range	Coordination areas	
COLORADO										
Forest Service:										
Flat Tops			117,800							
Gore Range-Eagle Nest			61,204							
La Garita-Sheep Mountain			38,030							
Maroon Bells-Snowmass		66,100								
Mount Zirkel-Dome Peak		53,400								
Rawah		25,579.05								
San Juan			238,080							
Uncompahgre			53,252							
Upper Rio Grande			56,600							
West Elk		64,000								
Wilson Mountains			27,347							
National park system:										
Mesa Verde				51,017.87						
Rocky Mountain				256,468.73						
Black Canyon					13,033.98					
Colorado					17,606.76					
Dinosaur					137,244.09					
Great Sand Dunes					34,979.88					
Hovenweep					345.43					
Yucca House					9.60					
Wildlife refuges and game ranges: Monte Vista							11,581.4			
Coordination areas:										
Hot Sulphur									1,115.0	
Mack Mesa									37.5	
South Platte									120.0	
Total		207,079.05	592,313	307,486.60	203,219.74		11,581.4		1,272.5	1,322,952.29
IDAHO										
Forest Service:										
Idaho			1,224,576							
Sawtooth			200,942							
Selway-Bitterroot			1,578,551							
National park system:										
Yellowstone				31,488.00						
Craters of the Moon					48,003.86					
Wildlife refuges and game ranges:										
Camas							10,535.0			
Deer Flat							10,795.2			

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Snake River							25,629.8			
							376.4			
Coordination areas:										
Carey Lake									320.0	
Hagerman									220.0	
North Lake									2,705.0	
Sand Creek									1,000.0	
Total			3,004,069	31,488.00	48,003.86		47,336.4		4,245.0	3,135,142.26
MONTANA										
Forest Service:										
Absaroka			64,000							
Anaconda-Pintlar			144,940							
Beartooth			230,000							
Bob Marshall			950,000							
Cabinet Mountains			89,900							
Gates of the Mountains			28,562							
Mission Mountains			73,340							
Selway-Bitterroot			290,805							
Spanish Peaks			49,800							
National park system:										
Glacier				1,009,110.92						
Yellowstone				142,501.57						
Big Hole Battlefield					200.00					
Custer Battlefield					765.34					
Wildlife refuges and game ranges:										
Benton Lake							12,382.5			
Black Coulee							1,480.0			
Bowdoin							15,436.6			
Creedman Coulee							2,728.0			
Hailstone							2,240.0			
Montana National Bison								18,540.7		
Fort Peck							575,589.0	375,237.9		
Halfbreed Lake							3,096.8			
Hewitt Lake							1,680.9			
Lake Mason							18,883.0			
Lake Thibadeau							3,508.5			
Lamesteer							800.0			
Medicine Lake							31,457.4			
Nine-Pipe							2,022.0			
Pablo							2,542.0			
Pishkum							8,194.8			
Red Rock Lakes							39,943.4			
Wild Horse							3,200.0			
Willow Creek							3,118.9			
Coordination areas:										
Bull Mountain									1,499.0	
Dodson									120.0	
Fox Lake									160.0	
Freezeout Lake									594.8	
Judith River									234.4	
Sun River									4,144.8	
Total			1,921,347	1,151,612.49	965.34		728,303.8	393,778.6	6,852.0	4,202,859.23

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List of lands in the 11 Western States subject to S. 174—Continued

[In acres]

	National forests			National park system			Fish and Wildlife Service			Total
	Wilderness	Wild	Primitive	National park	National monument	National memorial	Wildlife refuge	Game range	Coordination areas	
NEVADA										
Forest Service: Jarbidge		64,667								
National Park Service:										
Death Valley					115,240.00					
Lehman Caves					640.00					
Wildlife refuges and game ranges:										
Fallon							17,901.9			
Ruby Lake							35,697.7			
Stillwater							24,203.4			
Winnemucca							9,805.8			
Anaho Island							247.7			
Chas. Sheldon								23,372.6		
Desert Game								328.1		
Sheldon Antelope								34,131.3		
Chas. Sheldon (2)								520,524.9		
Desert Game (2)								2,188,415.1		
Coordination areas:										
Railroad Valley									133,397.1	
Stillwater									119,663.0	
Total		64,667			115,880		87,608.8	2,776,772.0	253,060.1	3,287,987.9
NEW MEXICO										
Forest Service:										
Black Range			169,196							
Blue Range			36,598							
Gila	438,360.42		129,630							
Pecos	165,000.00									
San Pedro Parks		41,132								
Wheeler Peak		6,051								
White Mountain		28,118								
National park system:										
Carlsbad Caverns				45,846.59						
Aztec Ruins					27.14					
Bandelier					27,048.89					
Capulin Mountains					680.42					

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Chaco Canyon					20,989.35					
El Morro					880.80					
Fort Union					720.60					
Gila Cliff Dwellings					160.00					
Gran Quivera					610.94					
White Sands					140,247.04					
Wildlife refuges and game ranges:										
Bitter Lake							24,083.7			
Bosque del Apache							57,191.1			
San Andres								57,215.5		
Coordination areas: Dexter									461.0	
Total	603,360.42	75.301	335,424	45,846.59	191,365.18		81,274.8	57,215.5	461.0	1,390,248.49
OREGON										
Forest Service:										
Diamond Peak		35,440								
Eadle Cap	216.250									
Gearheart Mountains		18,709								
Kalmiopsis		78,530								
Mount Hood		14.160								
Mount Jefferson			86,700							
Mount Washington		46.665								
Mountain Lakes		23.071								
Strawberry Mountain		33,003.62								
Three Sisters	196,708									
National park system:										
Crater Lake				160,290.33						
Oregon Caves					480.00					
Fort Clatsop						69.62				
Wildlife refuges and game ranges:										
Cold Springs							3,116.8			
Hart Mountain (1)							731.1			
Klamath Forest							854.9			
Lower Klamath (a)							1,340.0			
Malheur							184,871.8			
McKay Creek							1,836.5			
Upper Klamath							12,532.8			
Cape Meares							138.5			
Oregon Islands							21.0			
Three Arches Rocks							17.0			
Chas. Sheldon 1(b)								627.5		
Hart Mountain (2)								239,933.0		
Coordination areas:										
Government Island									1.8	
North Fork									3,085.3	
Ochoco									40.0	
Summer Lake									7,127.7	
Total	412,958	249,578.62	86,700	160,290.33	480.00	69.62	205,460.4	240,560.5	10,254.8	1,366,352.27

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List of lands in the 11 Western States subject to S. 174—Continued

[In acres]

	National forests			National park system			Fish and Wildlife Service			Total
	Wilderness	Wild	Primitive	National park	National monument	National memorial	Wildlife refuge	Game range	Coordination areas	
UTAH										
Forest Service: High Uintas			240,717							
National park system:										
Bryce Canyon				36,010.38						
Zion				132,470.32						
Arches					34,249.94					
Capitol Reef					35,115.65					
Cedar Breaks					6,172.20					
Dinosaur					47,669.51					
Hovenweep					160.00					
Natural Bridges					2,649.70					
Rainbow Bridge					160.00					
Timpanogos Cave					250.00					
Wildlife refuges and game ranges:										
Bear River							64,899.6			
Fish Springs							17,872.2			
Locomotive Springs							1,031.0			
Strawberry Valley							14,070.1			
Ouray							371.4			
Coordination areas:										
Rock Island									1.7	
Topaz Lake									4,142.1	
Total			240,717	168,480.70	127,427		98,244.3		4,143.8	639,012.8
WASHINGTON										
Forest Service:										
Glacier Peak	458,105									
Goat Rocks		82,680								
Mount Adams		42,411								
North Cascade			801,000							
National park system:										
Mount Rainier				241,571.09						
Olympic				888,557.79						
Fort Vancouver					74.71					
Whitman					45.84					
Wildlife refuges and game ranges:										
Columbia							27,693.3			
Dungeness							556.5			
[illegible]							2,251.3			

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Willapa							17,171.2			
Copalis							7,680.4			
Flattery Rocks							5.0			
Jones Island							125.0			
Matia Island							179.1			
Quillayute Needles							145.0			
San Juan							117.0			
Lt. Pend Oreille							52.0			
Coordination areas:								41,707.6		
Colackum									3,695.1	
Lenore									6,201.2	
Marrowstone									16.2	
Methow									3,038.0	
Phalon									9.7	
Sherman Creek									560.0	
Sinlahekin									2,833.8	
Sunnyside									320.0	
Total	458,105	125,091	801,000	1,130,128.88	120.55		58,889.9	41,707.6	16,674.0	263,716.93
WYOMING										
Forest Service:										
Bridger	383,300									
Cloud Peak			93,880							
Glacier			177,000							
North Absaroka	359,700									
Popo Agie			70,000							
South Absaroka	505,552									
Stratified			202,000							
Teton	563,460									
National park system:										
Grand Teton				302,255.68						
Yellowstone				2,039,216.98						
Devils Tower					1,266.91					
Fort Laramie						[1] 192.41				
Wildlife refuges and game ranges:										
Bamforth							1,166.0			
Hutton Lake							1,968.3			
Pathfinder							46,341.0			
National Elk								23,790.1		
Coordination areas:										
East Fork									3,192.0	
Greys River									927.3	
Ocean Lake									10,539.1	
Sheridan County									160.0	
Sybille									861.4	
Tongue River									551.1	
Total	1,812,012		542,880	2,341,472.66	1,266.91	[1] 192.41	49,475.3	23,790.1	16,050.9	4,787,140.28
Grand total					29,975,985.06					

[1] National historical site.

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Federal lands withdrawn by agency—11 Western States

[In acres]

	Arizona	California	Colorado	Idaho	Montana	Nevada	New Mexico	Oregon	Utah	Washington	Wyoming	Total
Agriculture:												
Agricultural Research Service	25	567.6	71.6	32,724.9	72,869.5		200,736.5	14,593.8	0.3	165.0		321,754.2
Forest Service	673,911.46	1,555,185.0	799,392.05	3,004,069.0	1,921,347.0	64,667.0	1,014,085.42	749,226.62	240,717.0	1,384,196.0	2,354,892.0	13,761,668.55
Soil Conservation Service	45.9	60.4				18,372.6				224.4	11,157.8	29,861.1
Commerce:												
Coast and Geodetic Survey	173.0	2.5										175.5
Bureau of Standards			217.0									217.0
Weather Bureau					.3					6.3		6.6
Bureau of Public Roads						242.1				4.6		246.7
Maritime Administration		491.4						906.0		51.3		1,448.7
Health, Education, and Welfare:												
Public Health Service	57.7	43.9			30.5	.2	54.2	1.4		48.4		236.3
Interior:												
Bureau of Mines	1.4					4.5	4.7	47.0	12,347.2	10.3	2.2	12,417.3
Geological Survey		12.5							50.0			62.5
Bureau of Land Management												
Fish and Wildlife Service	1,526,977.4	36,611.8	15,269.9	17,736.6	485,527.3	297,093.2	81,814.5	439,678.0	87,970.9	106,230.5	39,278.7	5,764,188.8
National Park Service	1,404,132.0	4,028,663.1	517,991.2	79,491.9	1,152,576.8	115,880.0	237,331.8	160,790.7	294,284.6	1,137,242.9	2,308,805.4	11,437,190.4
Bureau of Indian Affairs	23,509.3	81.1	560.9	43,473.1	128,245.6	7,681.6	78,835.4	1,312.1	358.6	82.8	1,481.1	285,630.6
Bureau of Reclamation	1,454,621.4	1,230,345.2	482,379.8	620,169.2	295,607.2	1,159,711.0	193,810.9	305,965.0	1,879,644.8	48,001.1	1,048,441.0	9,150,696.6
Bonneville Power Administration				67.2	102.5			1,511.0		6,726.9		8,407.6
Justice:												
Immigration and Naturalization Service	1.5	22.8								3.0		27.3
Bureau of Prisons	616.5	24.1	640.0							4,409.4		5,690.0
Post Office: Bureau of Facilities	4.7	115.0	23.1	9.0	6.0	6.2	6.2	14.9	8.7	20.4	11.2	225.4
State: International Boundary and Water Commission, United States and Mexico	27.1						12,321.7					12,348.8
Treasury:												
Bureau of Customs	2.0	.7			5.3					.4		8.4
Bureau of the Mint			2.2									2.2
Coast Guard		2,534.6						698.4		3,630.3		6,863.3
General Services Administration	20.0	349.6	710.9	6.1	1,526.9	246.0	121.4	58.1	52.8	394.9	1.1	3,487.8
Housing and Home Finance Agency:												
Office of the Administration		438.7								125.2		563.9
Public Housing Administration										276.8		276.8
Veterans' Administration	407.5	1,533.2	607.4	87.5	149.4	12.5	673.8	483.7	161.7	155.8	450.5	5,063.0
Other civil agencies:												
Atomic Energy Commission		17,421.9	30,702.6	571,302.2		774,940.0	71,711.9		3,337.1	349,699.0		1,819,294.7

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Central Intelligence Agency												
Federal Aviation Agency	1,284.5	3,442.0	512.0	297.0	405.1	2,566.4	971.7	499.4	1,865.1	.6	884.1	12,727.9
Federal Communications Commission	11.3	230.0						109.0		39.3		389.6
National Aeronautics and Space Administration		114.6										114.6
U.S. Information Agency		1,280.0										1,280.0
National Science Foundation	1.3											1.3
Defense:												
Army	1,032,109.0	1,013,768.0	79,779.0	3,204.0	8,593.0	8,005.0	1,905,625.0	19,413.0	865,399.0	353,079.0	9,745.0	5,298,719.0
Air Force	2,577,361.0	505,293.0	23,877.0	425,506.0	5,057.0	3,331,495.0	1,166,315.0	96,595.0	935,942.0	20,972.0	9,513.0	9,097,926.0
Navy	2,824.0	2,186,700.0	59,200.0	234.0		258,607.0	1.0	2,740.0	92,322.0	29,042.0	9,481.0	2,641,151.0
Corps of Engineers	33,601.1	72,102.4	25,806.5	10,459.1	589,072.3	1,550.0	9,088.5	55,951.4		46,537.4		844,168.7
Total	8,731,726.06	10,657,455.1	2,037,802.15	4,808,926.8	4,661,121.7	8,671,080.3	4,973,509.62	1,850,594.52	4,414,461.8	3,923,676.0	5,794,144.1	60,524,498.15
Forest Service withdrawals	57,999.0	61,644.0	133,838.0	127,118.0	74,106.0	5,601.0	32,128.0	79,178.0	94,000.0	38,030.0	39,482.0	743,124.0
Total	8,789,725.06	10,719,099.1	2,171,640.15	4,936,044.8	4,735,227.7	8,676,681.3	5,005,637.62	1,929,772.52	4,508,461.8	3,961,706.0	5,833,626.1	61,267,622.15
Withdrawals in excess of 5,000 acres, June 30, 1960, to June 30, 1961:												
Forest Service				14,321.0				6,340.0	18,141.0			38,802.0
Bureau of Public Roads												
Bureau of Land Management		58,868.0							9,445.0			68,313.0
Fish and Wildlife Service												
Total		58,868.0		14,321.0				6,340.0	27,586.0			107,115.0
Total												61,374,737.15
Nonmilitary withdrawal applications in excess of 5,000 acres pending June 30, 1961:												
Agricultural Research Service							26,361.0					26,361.0
Forest Service	74,460.0	169,981.0		65,707.0	5,405.0			6,470.0		17,200.0		339,223.0
Bureau of Public Roads									82,867.0			82,867.0
Bureau of Land Management				69,363.0						86,187.0		155,550.0
Fish and Wildlife Service	27,325.0	789,223.0	14,253.0	30,884.0	11,135.0	5,914.0						878,734.0
National Park Service		36,000.0		5,361.0			28,492.0					69,853.0
Bureau of Indian Affairs							28,336.0					28,336.0
Bureau of Reclamation	39,113.0	87,163.0	159,438.0	20,639.0		10,187.0	22,994.0				168,283.0	507,817.0
Total	140,898.0	1,082,367.0	173,691.0	191,954.0	16,540.0	16,101.0	106,183.0	6,470.0	82,867.0	103,387.0	168,283.0	2,088,741.0
Total												63,463,478.15
Proposed: National park system						123,000.0			330,000.0			453,000.0
Grand total												63,916,478.15

Source: Statistical Appendix to Annual Report of the Director, Bureau of Land Management, 1961. Figures are as of June 30, 1960.

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Federal lands withdrawn by agency

[In acres]

	Statistical appendix, BLM, as of June 30, 1960		Total withdrawals, June 30, 1960, to June 30, 1961	Nonmilitary applications of 5,000 acres or more pending June 30, 1961	Proposed
	Total	Public domain			
Agriculture:					
Office of the Secretary	333.4				
Agriculture Marketing Service	9.9				
Agriculture Research Service	388,014.9	340,306.1		26,301	
Farmers Home Administration	2,073.5				
Forest Service	14,661,416.0	14,648,361.0	38,802	339,223	
Soil Conservation Service	31,036.9	18,379.3			
Commodity Stabilization Service	45.0				
Commerce:					
Coast and Geodetic Service	789.1	290.3			
Bureau of Standards	291.3				
Weather Bureau	436.9	10.3			
Bureau of Public Roads	1,144.0			82,867	
Maritime Administration	4,917.7				
Health, Education, and Welfare:					
St. Elizabeths Hospital	351.6				
Public Health Service	5,200.8	681.9			
Interior:					
Bureau of Mines	25,622.6	12,337.2			
Geological Survey	62.5	50.0			
Bureau of Land Management			68,313	160,550	
Fish and Wildlife Service	16,041,835.4	13,172,201.2	11,180,720	878,734	
National Park Service	22,350,091.6	17,986,331.4		69,853	[1] 453,000
Bureau of Indian Affairs	4,618,177.9	4,096,127.4		28,336	
Bureau of Reclamation	9,350,165.3	7,850,790.2		507,817	
Bonneville Power Administration	8,407.5	40.0			
Southwestern Power Administration	125.7				
Office of Territories	38,291.4	36,482.5			
Justice:					
Office of the U.S. Marshal	1.5				
Immigration and Naturalization Service	100.0	3.0			
Bureau of Persons	25,220.6	2,683.6			
Post Office: Bureau of Facilities	1,679.2	.7			
State: International Boundary and Water Commission, United States and Mexico	76,042.4	3,535.2			
Treasury:					
Office of the Secretary	5.5				
Bureau of Accounts	.8				
Bureau of Customs	31.6				
Bureau of Engraving and Printing	12.5				
Bureau of the Mint	82.7				
Coast Guard	85,110.7	73,479.3			
General Services Administration	18,410.6	18.4			
Housing and Home Finance Agency:					
Office of the Administrator	678.4				
Public Housing Administration	368.9				
Veterans' Administration	28,773.6	3,317.6			
Other civil agencies:					
Atomic Energy Commission	2,087,948.0	1,442,530.2			
Central Intelligence Agency	138.2				
Federal Aviation Agency	112,658.5	94,354.6	9,303		
Federal Communications Commission	2,454.2				
St. Lawrence Seaway Development Corporation	3,069.9				
Government Printing Office	5.5				
National Aeronautics and Space Administration	5,218.4				
National Capital Housing Authority	2.3				
Smithsonian Institution	252.3				
Tennessee Valley Authority	696,333.1				
U.S. Information Agency	8,184.9				
National Science Foundation	1.3				

[1] Broken down as follows:

	Acres
Utah, Canyonlands Park	330,000
Nevada, Great Basin Park	123,000
Total	453,000

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Federal lands withdrawn by agency—Continued

[In acres]

	Statistical appendix, BLM, as of June 30, 1960		Total withdrawals, June 30, 1960, to June 30, 1961	Nonmilitary applications of 5,000 acres or more pending June 30, 1961	Proposed
	Total	Public domain			
Defense:					
Army	8,520,320.0	4,559,489.0			
Air Force	12,403,900.0	10,059,831.0			
Navy	3,548,255.0	1,162,718.0			
Corps of Engineers	5,172,633.4	785,312.0			
Total	100,396,335.0	[1] 76,955,662.0	11,303,228	2,093,741	453,000
Grand total			114,240,304		

[1] This portion o ftotal withdrawn from public domain, and not included in grant total.

Mrs. PROST. Thank you very much, Mr. Boyd.

The Chair recognizes the gentleman from Colorado.

Mr. ASPINALL. Madam Chairman, I wish to welcome Mr. Boyd before the committee. His service to education, government, and to industry is well known to the people of the Nation generally, and very favorably known.

I wish to commend you for the presentation, Jim, which you prepared for us, and the manner in which you have given it. In my opinion, it is most inclusive and states very well the position of those whom you represent.

Also I am very appreciative myself, personally, of the recommendation you make as to any changes thought by you to be necessary in order to protect the mining industry.

If I understood the first map that you showed, the map you had where you had the 1,000-square-mile area set out in the rectangle, that is supposed to include all of the active mining operations of the Nation on public lands; is that right?

Mr. BOYD. Yes, Mr. Aspinall. It was calculated about 10 years ago. The change is not much different. It was done by a prominent geologist. He put together all of the areas covered by the active mines at that time, and they come to approximately a thousand square miles.

Mr. ASPINALL. Would the inclusion of some of the ghost-town areas and ghost-operation areas of yesterday make the area very much larger?

Mr. BOYD. Not a great deal larger; no, sir.

Mr. ASPINALL. Some of the best wilderness areas, you know, in my district at the present time happen to be those ghost-town areas of years ago, as far as that is concerned.

Mr. BOYD. I agree with you.

Mr. ASPINALL. I think we ought to bring this amount of land into a proper perspective. It would be approximately 33 miles square, is that correct?

Mr. BOYD. Yes, it would be 33 by 35. I think that is correct.

Mr. ASPINALL. Which is not a very large area, of course.

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Up to the present time, have the withdrawals by the Federal Government of certain areas been injurious, to any great degree, to the mining industry?

Mr. BOYD. Mr. Chairman, when you answer that question you have no real means of judging that, because you would not know what would have been found had you been permitted in these areas. In prospecting we are inhibited from going there and we have missed mines because of that.

Mr. ASPINALL. What is your personal feeling about it? Do you know of any areas that have been withdrawn for these various purposes where there would have been the likelihood of very much prospecting up to the present time?

Mr. BOYD. Yes, particularly the AEC and military ranges. Many times we wanted to go in there to follow up geological data and could not go in there.

Mr. ASPINALL. What is the percentage of the mining activities in public lands above 10,000 feet?

Mr. BOYD. I am afraid I could not give you that answer directly. No; I am sorry Mr. Chairman, I could probably find something for you on that.

Mr. ASPINALL. Could you find some information relative to that and give us some approximation in answer to that question?

Mr. BOYD. I think we could find that, sir; yes, sir.

Mr. ASPINALL. Madam Chairman, I would ask that the information be received and made a part of the record at this place.

Mrs. PFOST. Without objection, it is so ordered.

(The information appears on p. 1577.)

Mr. ASPINALL. In your statement you made reference to some comparative numbers of people using the area involved for wilderness areas and the likelihood of the number of people who would be affected, directly or indirectly, in mining activities in the future. Could you bring us in a little better perspective as to that matter? We will say 2 million people might be involved presently or in the near future in visitations to the wilderness area. How many people would have an interest, directly or indirectly, in the values involved in mining activities?

Mr. BOYD. Directly in the mining activity itself?

Mr. ASPINALL. Directly or indirectly.

Mr. BOYD. Indirectly, it is everybody in the United States.

Mr. ASPINALL. Right.

Let me ask you this: Would you be willing to have the administration make rules and regulations for development of mining activities or mining properties within the wilderness area providing the prospecting, as such, was left open as it is at the present time?

Mr. BOYD. Yes, sir. The industry has no objection to being regulated in their activities as long as those regulations are permissive and not prohibitive.

Mr. ASPINALL. If you permit prospecting and valuable ore is found, then would you be willing to leave it up to the Secretary whose jurisdiction was involved to make the decision as to whether or not the mining of that ore would be permitted at the time the ore is found, or immediately thereafter, or whenever thereafter the owner of the discovery saw fit?

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Mr. BOYD. No, sir. If we had to wait for that permission, we could not afford to do the prospecting in the first place.

Mr. ASPINALL. That is all, Madam Chairman.

Mrs. PFOST. The gentleman from Nevada.

Mr. BARING. Madam Chairman, I want to go along with my chairman and welcome Jim to the committee this morning. I have not seen Jim in 10 years. We used to "kick the ball around" when you were under the bureaucracy. However, Jim, we are very happy to see you.

Mr. BOYD. Thank you, Mr. Baring.

Mr. BARING. You have submitted recommended amendments to the bill?

Mr. BOYD. Yes, sir. On page 40 is the amendments suggested by the society as a whole. We have to submit any resolutions we have in the society to the entire membership. So that was the resolution submitted and that is what they approved.

Mr. BARING. Thank you, Jim.

That is all at this time, Madam Chairman.

Mrs. PFOST. Will the gentleman yield?

Mr. BARING. Yes.

Mrs. PFOST. Would you be able very briefly to tell the committee what your recommended amendment would do, what you are striving for?

Mr. BOYD. Yes, Madam Chairman. The point is to permit the prospector to go into any of these areas to prospect where he does no damage to the wilderness. But it does mean he would have to have motorized equipment going into the area.

Mrs. PFOST. He would have to have?

Mr. BOYD. Yes. He could not do it economically otherwise. Then when he has made his find he has the right to mine the areas he has found. That means the mining laws apply as they do today in these areas. But he is permitted to find them and take advantage of them.

Mrs. PFOST. But you are not permitted today, are you, to go in with motorized equipment in the primitive areas, wilderness areas, and wild areas?

Mr. BOYD. That is correct; we are not permitted to go in there.

Mrs. PFOST. Then you are asking that the old regulation just be abolished?

Mr. BOYD. That is correct, Madam Chairman.

Mrs. PFOST. Thank you very much, Mr. Baring.

Mr. ASPINALL. Would the gentleman yield to me?

Mr. BARING. Surely.

Mr. ASPINALL. Could you live with a regulation that would provide that you could go in by foot, by horse, or by air vehicle for prospecting, and you not be permitted to go in with wheeled automotive vehicles?

Mr. BOYD. That would place a burden on the prospector. The reconnaissance or prospecting phase can be done by helicopter, by horse, by foot, and that is the quickest way to get around in the wilderness areas.

There would be times, however, it would be very difficult to get some of the prospecting equipment in except on wheels, and it would inhibit the process.

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Mr. ASPINALL. Your statement shows at least to a certain extent how you could move some of this modern equipment in very easily by helicopter.

Mr. BOYD. That is correct, we can. And we can fly it in by air and take it in on horseback, and by helicopter.

Mr. ASPINALL. And the results of your activities in such an area would hardly be any more than the results of a camping outing.

Mr. BOYD. That is correct.

Mr. ASPINALL. Thank you very much, Mr. Baring.

Mrs. PFOST. The gentleman from Alaska.

Mr. RIVERS. Madam Chairman, Mr. Boyd, I join in welcoming you before the committee.

Mr. BOYD. Thank you.

Mr. RIVERS. On page 5 of your first statement you speak of 31,500,000 acres withdrawn. Does that include national parks, national monuments, or wildlife ranges?

Mr. BOYD. Let me be sure I get the right figure. Those are the lands already withdrawn you are talking about?

Mr. RIVERS. Yes. Do you include parks in there?

Mr. BOYD. No, the lands already withdrawn, the reclamation lands, the AEC lands, and the Defense Department lands. The lands subject to S. 174 include the parks, wildlife refuges, and wildernesses.

Mr. RIVERS. I realize that. They include the forests too.

Mr. BOYD. Yes.

Mr. RIVERS. Is that all in the figure of 31,500,000 acres?

Mr. BOYD. Yes, that is right.

Mr. RIVERS. You mean withdrawn from the open public domain, and that would include military reservations?

Mr. BOYD. I beg your pardon, Mr. Rivers. I think I misunderstood the figure. The 31,500,000 acres are those which have abeen previously withdrawn by other agencies and do not involve the S. 174 lands.

Mr. RIVERS. The 31,500,000 are not included in S. 174?

Mr. BOYD. That is correct.

Mr. RIVERS. Thank you for clarifying that for me.

When you speak of continuing with the applicability of the mining laws, you are referring to the fact that people can go in the national forests and stake mining claims at the present time?

Mr. BOYD. That is right.

Mr. RIVERS. But that has no bearing on your national parks, does it? You cannot go in the national parks and stake a mining claim, can you?

Mr. BOYD. No. In these areas by statute the mining laws have been repealed, been replaced. We cannot go into those today.

Mr. RIVERS. So you are asking that the mining law—do you include oil and gas or the Mineral Leasing Act in your statement?

Mr. BOYD. We have not here. We have concentrated only on the metal mines. But they would have to be included.

Mr. RIVERS. So you are talking about the mining laws as distinguished from the Mineral Leasing Act, are you not?

Mr. BOYD. That is right.

Mr. RIVERS. And you would like to have them just continued applicable as they are today?

Mr. BOYD. Right.

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Mr. RIVERS. Thank you, Mr. Boyd.

Mrs. PROST. The gentleman from California.

Mr. JOHNSON. Madam Chairman, Mr. Boyd, recently I had the opportunity to witness a film that was being put on by an airplane manufacturing concern that was manufacturing airplanes to go into various parts of the world with mining equipment.

I witnessed that evening where they fly in on a very improvised field and take in the necessary equipment to do the exploration work. Then, following that, they showed how they took in the heavy equipment to really go into the operation. It is amazing to see the type of airfield they landed on, and to see how confined these little operations were in these vast areas. This was outside the continental United States where this was being carried on, a very remote area where road construction would have cost millions and millions of dollars to make this accessible.

Nevertheless, they were in there with a mining venture and everything was flown in for the exploration side of it. Then when they went in to actually taking the materials out, the actual mining, it was carried on by air transport.

Mr. BOYD. Yes.

Mr. JOHNSON. From these very improvised fields. I assume after they would get through taking that deposit, they could very easily erase the damage done to the wilderness as to the airport built there. It is nothing but an airstrip.

It is amazing to see the heavy equipment that can land on those improvised airfields.

I presume if this was open without the necessity of building roads in, you would probably be included to go along with it to a certain extent.

Mr. BOYD. Yes, to a certain extent, Mr. Johnson. This all depends upon economics. You might have a vast important deposit there which would be very important to the Nation which you could not bring out by air and you would have to have some sort of road to it.

Mr. JOHNSON. Yesterday we listened to two very fine gentlemen who are in the field of geology speak about taking an inventory for defense purposes, and certainly their statements are very well founded as to the experience we faced in World War II.

Now, I presume with this entry you could do a very good job of exploration, and certainly these inventories could be taken, and then there would be basic facts to take to the President. And if he were inclined to open these areas up, you would be in much better position with your approach to the President than you would be otherwise.

Mr. BOYD. Mr. Johnson, the difficulty with that is that we would be taking inventory, perhaps, for a thousand years of mineral resources. The difficulty of mineral resources, they are in the third dimension. You can see the forest, you can see the lakes, you can see the wilderness on the surface of the ground. But minerals extend thousands of feet in depth, and we have to get our minds working in the third dimension, and we have to have new tools, and there will be new tools developing right along.

As I said, some of these deposits are found in thousands of feet of depth, and there are no evidences on the surface at all.

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There are new minerals coming into use, as Mr. Bateman said yesterday, but today we do not know what they will be in the future. So we could never take an inventory of the mineral wealth of the land which would have any real value, and I think the Geological Survey would back us up in that position. It is an inventory that would be going on almost forever—and we hope forever. We hope we will always be finding raw materials to keep this country alive.

Mr. JOHNSON. Thank you.

Mrs. PFOST. The gentleman from Montana.

Mr. OLSEN. Mr. Boyd, getting back to this figure that you were relating to Mr. Rivers, I am still a little confused. The 31,500,000 acres, on page 5, relates only to lands withdrawn which would not be affected by S. 174?

Mr. BOYD. That is right, Mr. Olsen. They have already been withdrawn and are used for other purposes.

Mr. OLSEN. Then in the 32,400,000 acres that are subject to S. 174, does that include the national parks?

Mr. BOYD. It includes the national parks, yes, because it includes all the lands under S. 174.

Mr. OLSEN. When you put the areas in there, you are taking the total areas of the national parks?

Mr. BOYD. That is right.

Mr. OLSEN. You did not calculate only those areas that have no roads and are described in the bill?

Mr. BOYD. In the tables we have broken down which of these lands are in the parks and which are in the wildlife refuges and so forth. There is a tabulation there.

Mr. OLSEN. Is there?

Mr. BOYD. Yes. It is in the appendix.

Mr. OLSEN. But the total area is put in it?

Mr. BOYD. Yes. On the map we show, we show the total areas subject to S. 174.

Mr. RIVERS. Will the gentleman yield?

Mr. OLSEN. Yes.

Mr. RIVERS. In other words, in your figure of 32,400,000, including the national forests, you have taken not only that part of the national forests which is already covered by "primitive," "wild," and "wilderness," you have taken the total area of the national forests?

Mr. BOYD. Yes, sir.

Mr. RIVERS. Excluding Alaska?

Mr. BOYD. These are the 11 Western States only, Mr. Rivers.

Mr. RIVERS. Thank you.

Mr. OLSEN. So this figure does not take into consideration what may be excluded or eliminated as wilderness; that is, the 32,400,000 acres, including all of the national forests and all of the national parks, could very well be a much larger area than is contemplated by the bill?

Mr. BOYD. No. I think these are all the lands, including the parks, the Forest Service lands, the monuments, that are subject to S. 174, included in the bill.

Mr. OLSEN. Do you contemplate that all of the national forests is subject to the bill.

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Mr. BOYD. I will have to ask an expert, if I may. I am informed only those classified as "wild," "primitive," and "canoe." I beg your pardon.

Mr. OLSEN. I am not trying to trap anybody. I just want to be sure.

Mr. BOYD. That is all right. I understand.

Mr. RIVERS. Will the gentleman yield further?

Mr. OLSEN. Yes.

Mr. RIVERS. On that basis, might you not have spelled out a little more the significance of your figure of 32,400,000? You have the forest acreage in that figure?

Mr. BOYD. No, sir; we have only the wilderness, wild, and canoe areas in there.

Mr. RIVERS. Thank you.

Mr. BOYD. There are more forests lands than that.

Mr. RIVERS. Yes; there are much more forest lands than that.

Mr. BOYD. Yes, sir.

Mr. OLSEN. Now, you relate the number of mining activities that were at one time or another in these areas, and there you are speaking of this 32,400,000 acres?

Mr. BOYD. I am sorry. I missed that.

Mr. OLSEN. On page 7 you say that some 353 mines were operating at one time or another in these areas. Are you speaking again of the 32,400,000 acres?

Mr. BOYD. Yes, sir.

Mr. OLSEN. Do you know how many of those mines are operating at present?

Mr. BOYD. I am not sure, but I think there are about 10. If I might have the permission of the Chair to correct that figure for the record.

Mr. OLSEN. Why certainly, and I would ask unanimous consent that the figure be corrected and entered in the record at this point when you find it.

Mrs. PFOST. Without objection, it is so ordered.

Mr. OLSEN. When you do that, could you tell us the minerals that are being extracted from those 10 operating mines?

Mr. BOYD. Yes.

Mr. OLSEN. I suppose the best place to get the history of past production of the 353 mines would be from the Bureau of Mines?

Mr. BOYD. Yes. All of our figures come from the Government records anyway.

Mr. OLSEN. I see.

Mr. BOYD. We have just marshaled them in form for you to see.

Mr. OLSEN. That is all.

(The information requested by Mr. Aspinall and Mr. Olsen follows:)

It is here assumed that 10,000 feet indicates in general the elevation of timberline.

The preponderance of areas above 10,000 feet lie in Colorado. Most of the other potential mineralized areas above timberline in the other States lie at or slightly below 10,000 feet. In Utah there are four mines operating in the Brighton and Alta districts, both of which are above 10,000 feet. In Nevada there has been mineral development above 10,000 feet in four separate mountain ranges. One small mining company reports that it has spent over $515,000 during the past 7 years in exploring areas above 10,000 feet, and this represents more than 50 percent of its total exploration effort. This work has given rise to the development of two uranium mines now in operation. They plan to

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continue exploration in these altitudes, particularly in Colorado. This same company has been operating a lead-zinc mine in the Tomachi district above 10,000 feet.

A larger company reports that 8 percent of the many millions of dollars it has spent in recent years was in elevations above 10,000 feet.

Another important company states that because outcrops are better above timberline, they always begin prospecting an area from above timberline.

At Mount Wheeler in Nevada, a large copper company is developing beryllium mines below 10,000 feet, but the servicing of these will be above that point.

Other mining companies report that although mining operations may be carried on from below 10,000 feet, the minerals themselves and the claims under which they are located may be well above that elevation—as an example, the Idarado mine in southwest Colorado.

Mrs. PFOST. Thank you, Mr. Boyd.

Are there further questions of Mr. Boyd?

Thank you very much. We certainly appreciate your contribution, Mr. Boyd.

Mr. BOYD. Thank you, Madam Chairman.

Mrs. PFOST. Our next witnesses this morning are Mr. Howard Gray, chairman, Public Lands Committee, the American Mining Congress, and Roger H. McConnel, chief geologist, the Bunker Hill Co., Kellogg, Idaho.

Mr. BARING. Madam Chairman, I would like permission to welcome a most able attorney from the State of Nevada, Mr. Howard Gray. He not only practices in White Pine County, in a mineralized area, but also in the city of Reno, and is one of the ablest attorneys we have. I want to welcome you before the committee.

Mrs. PFOST. And the Chair would particularly like to welcome Mr. McConnel, also. He formerly was a resident of southern Idaho and now more recently in north Idaho. He is a well-known geologist and has been very ardent in getting the facts and figures out to people and the congressional delegation, giving his opinion on how this bill would affect the mining industry. We appreciate your appearance here and your tolerance in waiting until we could get to you, Mr. McConnel.

Mr. MCCONNEL. Thank you, Madam Chairman.

You may proceed, Mr. Gray.

STATEMENT OF W. HOWARD GRAY, CHAIRMAN, PUBLIC LANDS COMMITTEE, THE AMERICAN MINING CONGRESS

Mr. GRAY. My name is W. Howard Gray. I am an attorney at law of Reno, Nev., and have been engaged in the practice of mining law for over 34 years. As chairman of the Public Lands Committee of the American Mining Congress, I am here to state the opposition of the mining industry to the pending bill, S. 174. I wish to express our appreciation to the committee for the opportunity to present the industry's views on this measure.

MINING CONGRESS DECLARATION

The American Mining Congress, a national organization comprised of both large and small producers of metals and minerals in the United States, adopted in September 1961 a declaration of policy, which in part reads as follows:

Our military strength and economic growth are dependent upon the full utilization and development of the productivity of our public lands through private enterprise.

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We believe that the public interest is best served by keeping the public domain open for the discovery and mining of minerals, both metallic and nonmetallic. No area of the public domain should be closed to prospecting and mining nor should any area which is now so closed be enlarged, either by congressional or by departmental action, unless it is established by proper examination and appraisement by the U.S. Bureau of Mines or the U.S. Geological Survey that the closing of such area will far better serve the national welfare than will the full utilization of the lands involved for development of their potential metallic or nonmetallic mineral resources.

Existing withdrawals of public domain lands should periodically be reviewed and reduced, and future withdrawals should be restricted, to the end that the acreage of public lands closed to the prospecting, locating, and mining be kept to a minimum.

The enactment of any measure or the establishment of any rule, regulation, or determination or order of any executive agency which would prohibit, preclude, obstruct, or limit access to our utilization of the public domain for the purpose of prospecting, locating, and mining natural resources is contrary to the best interest of the States directly affected and of the Nation, and is vigorously opposed by the American Mining Congress. We specifically oppose the so-called wilderness bill, and condemn recent actions of the U.S. Forest Service in requesting withdrawal of large acreages of land for the specified purpose of precluding the location of mining claims.

This statement of the industry's views is a reiteration of the position the industry has consistently taken over the years. This position of the mining industry is not arbitrary nor does it stem from self-interest. It is based upon the fact that our standard of living, our national defense and welfare, and our strength in international affairs requires, and in fact, demands adequate availability of mineral resources. It is felt that access to natural mineral resources must be unobstructed.

CONTRAST WITH RUSSIA

Contrast the objectives of the wilderness bill to the U.S.S.R. where it is a national goal to achieve as great a self-sufficiency mineralwise as is possible and without reliance on satellite nations. In Communist Russia today there is a ministry of geology and conservation of natural resources represented at the cabinet level. According to reports received in this country, there are some 400,000 people engaged in exploration and geological work throughout the U.S.S.R.

There is an intensive mapping program underway to determine the nature and extent of the mineral resources of Russia. In conducting this program, the Russians are locating the mineral resources which are of economic use to them today while at the same time determining the existence of reserves of submarginal grade minerals which may be brought into use as conditions dictate. They have gone a step further and are devoting great energy and research to ways and means of making these submarginal minerals economic. Cannot the philosophy of locking up mineral resources, as contained in S. 174, create a mineral gap?

ANALYSIS OF BILL

The effect of S. 174, section 3(a) and 3(b), if made law, would be to blanket into the wilderness system all areas in the national forest presently designated as wilderness, wild or canoe areas. As to these areas the bill fails to provide any method for reviewing the proper determination that they are wilderness or wild areas.

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Under S. 174 section 3(b)(1) only primitive areas within the national forest would be reviewed by the Secretary of Agriculture as to the suitability of such primitive areas for reservation as wilderness. Upon the report of the Secretary to the President of the United States, the President is required to report to Congress his recommendation with respect to the continued inclusion within the wilderness system or exclusion thereof of each area. These recommendations become effective unless either House of Congress adopts a resolution expressing opposition to such recommendation or recommendations.

Thus, by the passage of this act, approximately 7 million acres of land presently designated as wilderness and wild would be incorporated in the wilderness system without any opportunity of reviewing its present classification.

In addition, almost 8 million acres of land presently designated as primitive would be incorporated in the wilderness system by the passage of this act and could be removed only by Presidential recommendation. As stated above, so far as primitive areas are concerned, the President's recommendations become final unless such recommendations are rejected by a resolution by either House of Congress expressing disapproval of such recommendation.

Section 3(c)(1) authorizes the Secretary of Interior to designate continuous areas of 5,000 acres or more without roads in each park, monument or other unit in the national park system as areas which should be incorporated in the wilderness system. The procedure for incorporation is that the President's recommendation to Congress becomes effective unless either House of Congress adopts a resolution disapproving such recommendation.

Section 3(d) of S. 174 provides that such portion of the—

> Wildlife refuges and game ranges established prior to the effective date of this act and under the jurisdiction of the Secretary of the Interior as he may recommend for such incorporation to the President within 10 years following the effective date—

of the bill will, if such recommendations become the recommendations of the President to the U.S. Senate and the House of Representatives, become part of the wilderness system, unless either House of Congress adopts a resolution to the effect that it does not approve such recommendations.

Section 3(e) authorizes modifications and adjustment of boundaries of "any portion of the wilderness system established in accordance with this act" may be recommended by the President to the U.S. Senate and the House of Representatives and these recommendations also become effective unless either House of Congress adopts a resolution to the effect that it does not approve such recommendations.

It will be noted that incorporation of areas other than areas presently designated as wilderness or wild areas will be accomplished without any positive act on the part of Congress. In fact, the only way that these areas can be excluded from the wilderness system if the Presidential recommendation is to retain or include such areas within the wilderness system, is by the adoption by either House of Congress of a resolution repudiating the recommendations made by the executive department.

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Proponents of the bill have pointed out to this committee that the bill provides in section 6(c)(2)(A) that—

The President may, within a specified area and in accordance with such regulations as he may deem desirable, authorize prospecting (including exploration for oil and gas), mining (including the production of oil and gas) * * * upon his determination that such use or uses in the specific area will better serve the interest of the United States and the people thereof than will its denial.

Attention is called to section 6(c)(8) of the proposed act which reads as follows:

(8) Nothing in this act shall be construed to prevent within national forest and public domain areas included in the wilderness system, any activity, including prospecting, for the purpose of gathering information about mineral or water resources or to prevent the completely subsurface use of such areas, if such activity or subsurface use is carried on in a manner which is not incompatible with the preservation of the wilderness environment.

Reading section 6(c)(2)(A) as above quoted and section 6(c)(8) together the conclusion is inescapable that prior to Presidential action only prospecting and activity—

for the purpose of gathering information about mineral * * * resources—

is permitted and this is permitted only within the limited scope of activity which is—

not incompatible with the preservation of the wilderness environment.

We find then that section 6(c)(8) adds only confusion to the proposed measure as to what is, and what is not permissible.

What "activity including prospecting" would be considered compatible or incompatible with the preservation of the wilderness environment is a matter which is entirely left up in the air with no direction as to who or what agency or what Department or which Secretary is empowered to determine whether or not the provisions of the wilderness act are being violated by one who attempts prospecting within the wilderness system.

Certainly legislation which is so indefinite and uncertain can lead only to misunderstanding and unfortunate conflict with regulatory agencies.

Section 6(c)(8) of the proposed bill deals only with activities "including prospecting" which are carried on for the purpose of gathering information about mineral or water resources. There is no real authority in the section to carry on mining activities even under regulations of the appropriate Secretary.

To grant the subsurface use without granting adequate surface use is impractical and ineffective. Some surface use must be available for the purpose of carrying on any type of mining be it underground or open pit. Surface use must be made available for processing plants, dumping areas, rights-of-way for facilities such as transmission lines and water lines and camp sites.

In lieu of the two foregoing sections which have been pointed out as inadequate, impractical and nebulous the American Mining Congress proposes an amendment as follows:

(c) Notwithstanding the provisions of this act, all laws of the United States relating to mining shall extend to the areas embraced within this act, or any extension thereof; subject, however, to such regulations as may be prescribed by the appropriate Secretary governing right of ingress and egress, rights-of-way for transmission lines, water lines, telephone lines, or rights-of-way for facilities

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necessary in mining and processing operations, and restoration as near as practicable of the surface of the land disturbed in performing prospecting, location and discovery work as soon as they have served their purpose, which regulations shall be reasonable and not prohibitive. Mining locations and patents to mining claims lying within the boundaries of the wilderness system shall be held and used solely for mining or processing operations and uses reasonably incident thereto.

We offer this, not with the idea that this is the language; we offer it with the idea that it embodies and sets out the principles that the responsible mining industries of the United States are willing to play ball.

The American Mining Congress maintains that a healthy mining industry, producing metals for our free society, is, in fact, a paramount industry. However, to prevent indiscriminate disturbance of any wilderness environment which may be created by the Congress, it is suggested in the proposed amendment that the surface use of wilderness areas for various rights-of-way and for means of ingress and egress be under the supervision of reasonable regulations of the appropriate Secretary. The proposed amendment also would cure that defect in the bill, which, while preserving existing rights of the wilderness areas, makes no provision for the enlargement of such rights which may be necessary to our enjoyment.

The committee's attention is also directed to the portion of the amendment which proposes the restoration of the surface of the earth disturbed by prospecting and the performance of work required by State law.

The mining industry has never supported the location of mining claims, the uses of which are foreign to the purpose of location, discovery, development and production of minerals and metals. To further reiterate our position we propose in the amendment that mining claims lying within the boundary of the wilderness area shall be used exclusively for mining or processing operations and uses reasonably incident thereto.

Recognizing that there are those in our society who sincerely contend the need of wildneress areas we seek only the right to continue to provide to the citizens of this country the metals necessary for the maintenance of our social structure, preservation of our Government, and the support of society.

Evidence presented to the committee on behalf of the American Mining Congress adequately supports the contention that the right of mining within the wilderness system should be preserved. In addition to such evidence the committee's attention is directed to the ORRRC Study Report 3, pages 6 and 7, paragraph 3-d, under the title "For Mining," where it is pointed out that the Bureau of Mines rates "discovery potential" as high in 18 areas within the proposed wilderness system and as medium or low in 14 areas.

Further attention is directed to page 109 of the report, section 6, under the title "Minerals," wherein the report states:

Production of important mineral quantities have occurred in the following areas for minerals indicated:

High Sierra Primitive Area (near eastern boundary): Tungsten, primarily, and also copper, gold, silver, lead, zinc, and molybdenum.

Idaho Primitive Area: Tungsten and mercury, primarily, and also gold, silver, copper, and lead.

San Juan Primitive Area: Silver.

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Gila Wilderness Area: Flourspar.
Mazatzal Wilderness Area: Mercury.

Despite the few mining activities that have produced significant quantities of minerals from these reserved areas in the past, mineral authorities express optimism about future potentials. Offices of the U.S. Bureau of Mines in a letter to the Wildland Research Center have made the following comments:

In this period of depressed metal prices and markets, only the most efficient mines can be operated profitably. Many deposits within wilderness areas that presently are uneconomic, would be minable with higher prices and greater demand.

It should be understood that, in general, prospecting has been inadequate in the past and was chiefly for copper, lead, gold and silver. It was largely done prior to the metal requirements of the past two wars and the present space age. Prospecting has been almost wholly without benefit of geochemistry, geophysics, core drilling, and advanced geologic guidance.

Currently prospecting and exploration is at an alltime low. The logistics of exploration are weighted against mineral discovery by the limitations on mechanized transport, power equipment, use of explosives and the inability of a prospector to acquire title or exploit a deposit even though found.

Future "breakthroughs" in metallurgy will create demand not now recognized; nor can we predict what elements may be in future demand. Similarly, advances in exploration and exploration techniques, and increasing demand will make commercial resources out of mineralized formations that would now be considered worthless, were they known.

The Bureau of Mines in reviewing mineral potential of 30 national forest, wilderness and primitive areas (see table 23), indicates that discovery potential for metalliferous minerals is high in 18 areas, and medium or low in the other 12. Potential for nonmetalliferous minerals discovery is listed as high in 9 areas, medium or low in the other 21; while mineral fuel discovery potential is high for 1 area and mostly low for all other areas.

The question of mineral potential and possible development in relation to local communities or to wilderness values has not been assessed in any detailed way in this study. Mining developments are so variable and capricious in terms of supporting a local community on any sort of permanent basis that no generalization can be made. Certainly any long-term mining venture or processing plant must be a large-scale operation and often dependent upon several sources of mineral supply.

At present there are no communities dependent on ore or mineral fuel supplies from reserved wilderness areas, and any restraint placed upon mining will affect future, not current, local economies. In all the national forest, wilderness and primitive areas and National Park Service areas reviewed by the Wildland Research Center there were only two producing mines in 1960—a uranium operation on private land in Grand Canyon National Park, and a tungsten, gold, and silver operation on the east edge of the High Sierra Primitive Area.

In terms of national economy and welfare, evaluation of mineral deposits in wilderness areas must include availability and importation of high-grade foreign ores and fuels in relation to development and production costs of minerals in wilderness areas, as well as U.S. price-demand factors, including subsidies. Further, the importance of particular minerals (available in quantity in wilderness areas) to national welfare, including defense needs, should be compared with the value of Federal wilderness areas. If mineral location and production were limited to those situations where a particular mineral deposit development was clearly essential to national welfare, it is doubtful whether wilderness lands would be extensively affected, especially if provisions were possible to limit mining-road use to mining activities and to close such roads to motor travel after production had ceased.

LIMITED WILDERNESS AREAS VERSUS LIMITED MINERAL RESOURCES

Much is made by the proponents of S. 174 of the fact that our increasing population makes further and additional demands for the wilderness areas.

Some consideration should be given to the fact that our increasing population will also make greater demands upon our mineral resources

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which are, by their inherent nature, exhaustible. As the present mineral and nonmineral mining properties continue to meet the enlarged demand of our increasing population, the need must necessarily arise for the search and discovery, development, and mining of new resources to take the place of the old and exhausted mines; the fact of survival may well depend upon our metal and nonmetallic resources.

May I quote the British Ecologist Charles S. Elton who has written:

> It is no use pretending that conservation for pleasure or instruction or the assigning of superior rights to animals will ever take precedence over human survival, nor should it * * *.

CONTRAST WITH MULTIPLE-USE CONCEPT

Certainly, the creation of wilderness areas for the purpose designated in the act limited by the prohibitions about referred to is a wide departure from the multiple-use-of-public-lands concept heretofore favored by Congress when it enacted the Multiple-Use-Sustained Yield Act of 1960 (Public Law 85-519), Public Law 167 of the 84th Congress, and Public Law 585 of the 83d Congress. The mining industry raised no objections to any of these acts, and, in fact, actively supported the enactment of Public Laws 585 and 167. Public Law 167 very definitely limited the rights of locators of unpatented mining claims so far as the use of the surface of the claim is concerned.

CONCLUSION

The mining industry opposes S. 174 for the following reasons:

(1) Future population growth of the United States and its expanding economy require maximum use and development of its land resources. This will necessitate the multiple use and development of its public land resources rather than their withdrawal for a single-purpose use as would be provided were S. 174 to become law.

(2) It is unsound natural resource development practice to lock up areas of the public domain without first evaluating the economic effect of such action on the national economy and the communities dependent upon public land resources development. The ORRRC Study Report No. 3 makes it clear that the situation with respect to mining in wilderness areas is uncertain because both the outcome of mineral exploration and the future strategic role of particular metals involve a high degree of speculation.

It also emphasizes that from past indications significant mineral production from wilderness lands may be possible. It further states that the resource potentials in wilderness areas may be of substantial significance to some local economies now depending on utilization of a particular resource, particularly in relation to possible future economic expansion. It warns that the importance of these potential effects should be appraised by a detailed analysis of resources on an area-by-area basis and related to national as well as local resource needs.

(3) No withdrawal of public lands shoud be made for any single purpose without first determining that such use is of higher value than all other land resource use of the area involved. Public hearings should be held on each proposed withdrawal and each such withdrawal should be made effective only by affirmative legislative action.

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(4) Adequate provision should be made for periodic review and reclassification of public land withdrawals for wilderness or any other purpose as circumstances may require.

(5) Due to the inherent difficulties encountered in assaying the potential mineral value of our public lands, mineral prospecting, exploration, development, mining, and related activities incident thereto should be permitted in any law establishing a wilderness preservation system. Reasonable but not prohibitive Government regulations relating to rights of ingress and egress and various rights-of-way heretofore outlined should be promulgated by the appropriate administrative agency. As the mining industry has consistently emphasized, mining locations and patents to mining claims lying within any wilderness system should be used solely for mining or processing operations and uses reasonably incident thereto.

Thank you.

Mrs. PFOST. Thank you, Mr. Gray.

We will now hear from Mr. McConnel. Mr. McConnel, you may proceed.

STATEMENT OF ROGER H. McCONNEL, CHIEF GEOLOGIST, THE BUNKER HILL CO., KELLOGG, IDAHO

Mr. McCONNEL. Madam Chairman, and members of the committee, my name is Roger H. McConnel. I am a mining geologist living at Kellogg, Idaho, where I have been employed for the past 24 years by the Bunker Hill Co., a firm engaged in mining, smelting, and refining lead, zinc, silver, gold, and associated metals.

I am here to state the opposition of the American Mining Congress, an association of companies and individuals in the mining industry of the United States, to the wilderness bill, S. 174. On my own behalf and for the Mining Congress, I wish to express appreciation for this opportunity to appear before this committee.

The members of the American Mining Congress are convinced that the blanketing into a rigid wilderness system of such a vast acreage of little known public land is fundamentally unsound.

S. 174 will permanently deny the productive use and most recreation use of some 23,000 square miles of national forest land, plus an indeterminate amount of national game and wildlife refuges and ranges. It will also permanently forbid the recreation use of about 60 percent of the national parks, monuments, and recreation areas to all but the small minority who can and will hike into or who can afford packhorses and guides into these large roadless areas.

Unfortunately, the complete lack of roads will effectively keep out all others, who are the very large majority of the recreation-seeking public.

Thus, S. 174 is a spectacularly large land grant for the exclusive enjoyment of the extremely small minority of the recreation-seeking public. In total, this bill would set aside at least 45,000 square miles—an area larger than Indiana, or Kentucky, or Ohio, or Virginia—as the privileged playground of the very few.

This fact is clearly reported in the ORRRC Report No. 3, page 124, where table 27 shows that in 1959 (the most recent year for which comparisons are cited) in formally designated areas (wilderness, camp-

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ground, picnic, winter sports, and so forth) within the national forest. there were only 1,950,000 man-days of wilderness use. It furthe shows that only 562,000 wilderness "visits" were made (1.4 percent) out of a total of 40,242,000 "visits" for all similarly tabulated national forest recreation visits.

Also on page 124 of ORRRC Report 3 it is stated:

> Miscellaneous recreation uses in national forests (not included in table 27), including motoring stops, hunting, fishing, hiking, camping and picnicking, natur study, etc.—at nondeveloped and nondesignated places in the national forests—have been increasing at a far greater rate than use of any designated area category.

Thus, it is obvious that much less than 1 percent of the total uses of the national forest for recreation purposes are for wilderness use.

Yet about 23,000 square miles, some 8 percent of the total land area of the national forests is now held in wilderness (and by passage of S. 174 most of this vast area would be permanently reserved) for the exclusive pleasure of less than 1 percent of the recreation-seeking public. This does not seem to be wise conservation, or even wise recreation use.

The ORRRC Report No. 3 goes to considerable detail to analyze the characteristics and desires of the wilderness users, and finds that:

1. Most wilderness users are men (table 31).

Therefore, wilderness areas primarily benefit male users.

2. That only 20 percent or less of the wilderness users are 50 years of age or older (table 32).

Therefore, the bulk of the senior citizens who have the most free time will not benefit from roadless wilderness. Under S. 174, by law, the great majority of the senior citizens will be denied the privilege of even viewing these scenic areas, because road access will be forbidden.

3. That wilderness users for the most part (about 80 percent) are white collar or professional workers rather than wage earners (table 44).

Hence, wilderness tends to benefit only one segment of our society, and a very small minority of them.

4. That about 80 percent of wilderness users earn more than $5,000 per annum, whereas only about 50 percent of the U.S. population as a whole have incomes over $5,000 (table 36).

Thus, formal wilderness benefits principally the higher income portion of the population, and a very small percent of them.

5. That over half the wilderness users had vacations of over 2 weeks' duration (table 38).

Thus, wilderness recreation benefits mostly those with the most leisure time, except the more elderly only a disproportionately small percentage of whom use wilderness.

6. That most wilderness users think wilderness areas should be larger if any change in size at all is made (tables 114 and 116).

7. That in general, wilderness users want—

(*a*) New plantings in burns (tables 125 and 126).
(*b*) Fish stocking in streams (tables 125 and 126).
(*c*) Control of insects (tables 125 and 126).
(*d*) Provision of sanitary facilities at camp sites (tables 127 and 128).

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(*e*) Telephones available at various locations in case of emergency (table 127).

8. Wilderness users think natural resources in a wilderness area should be left untouched (tables 118 and 123).

The foregoing results of the ORRRC survey strongly suggest wilderness users, though they appear to think of themselves as conservationists, are dedicated only to conservation of wilderness, and they clearly are not dedicated to the conservation of natural resources in general, or even of recreation in general. For they appear to seek only more wilderness (tables 114 and 116) and desire only those management practices that enhance their own enjoyment, comfort, or safety (tables 125, 126, and 127).

Therefore, wilderness users and those who represent them, appear to be at least as self-seeking as any other group or individual interested in S. 174 or in public lands generally.

In fact, since wilderness users represent so small a part of the population, yet by vociferously urging passage of S. 174, demand such an extremely large share of public land for their sole enjoyment, one might be justified in thinking that they are unusually selfish.

Now as to the question of minerals in the proposed wilderness system outside the national parks:

1. Wilderness proponents say that there is so much land, public and private, available for mineral production, that the loss of minerals permanently sealed off in the proposed wilderness system of at least 35,000 square miles (exclusive of the national parks and monuments) would be insignificant in the national interest.

Unfortunately, the distribution of mineral deposits is not uniform. Minerals occur only where they happen to have been placed because of unique and very rare geologic circumstances. Therefore, some areas (including wilderness areas) possess an unusually high mineral potential whereas others have practically no mineral potential.

Examination of table 23 in ORRRC Report No. 3 discloses the fact that 19 of the 38 National Forest primitive and wilderness areas listed in the table are rated by the U.S. Bureau of Mines as having a high discovery potential for minerals (metals, nonmetals, mineral fuels).

Table 23, is the only extant governmental agency rating of some of the proposed wilderness areas that has been made, but it is by no means complete. It does, however, seem significant that potential for mineral discovery is regarded as high in half of the areas where rating was undertaken and that the potential is regarded as medium in nearly all the other areas.

It appears, therefore that a genuinely thorough mineral appraisal of all proposed permanent, essentially single-purpose wilderness withdrawals is mandatory as a minimum safeguard against loss of significant mineral deposits to the U.S. economy, and to this mineral dependent civilization.

Such a mineral survey of each proposed wilderness area would require 2 to 5 years of time for each area, but this is an infinitesimally small delay in comparison to the loss that might otherwise be sustained.

When it is realized that none of the proposed wilderness areas has had any appreciable prospecting by modern geological, geophysical, and geochemical means, it would seem even more imperative that these

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areas should get a thorough appraisal before they are permanently withdrawn as playgrounds for the very small minority.

In the national forests, there does not appear ever to have been much study of the mineral resources prior to designations as wilderness areas. For example, in the case of the Selway-Bitterroot area, the Forest Service brochure announcing the contemplated change to wilderness designation states:

> There are no known mining claims within the proposed wilderness area that might pose a threat to its classifications.

This is the only mention of mineral resources in the formal announcement of a proposal to create a wilderness area 2,144 square miles in size, an area nearly half as large as Connecticut, and twice the size of Rhode Island.

Judging by table 23 in ORRRC Report No. 3, most of the other wilderness designations on national forest land were made with no greater appraisal and study of mineral potential. Otherwise one would expect to find far fewer areas regarded as having a high mineral potential, already stringently classified by the Forest Service as wilderness areas.

Thus it is readily apparent that it is unsafe to make wilderness designations permanent on the strength of these cursory past departmental rulings.

2. The question is repeatedly asked:

"Is there any mining now going on in 'X' wilderness area?" or

"Do you know of any presently operable mine in a wilderness area?"

These questions are irrelevant to the problem, for present mining is not the question, but rather it is a question of potential, now most imperfectly known. Most of the prospecting done in these inaccessible areas was done years ago by methods primitive compared to the techniques used today.

Nevertheless, reference to table 24 in ORRRC Report No. 3 shows, though with extreme brevity, why mineral potential is regarded as high in 19 of the 38 areas listed in table 23. Though scant, these notes clearly indicate a substantial potential for important mineral discoveries in these areas.

3. It has been stated that if land designated as permanent wilderness by S. 174 does contain minerals, the deposit will not get away, but can be mined at some future time.

However, since the provisions of S. 174 virtually remove not only incentive to prospect, but practically forbid most of the modern means, and place almost total emphasis on wilderness creation and preservation, there is small chance indeed that any mineral deposit would be discovered, and even less that would be mined.

The fact that there was no mining for uranium on national park lands, even during the period of most urgent search for this strategic material, is a good illustration of the rigidity with which a preserve set up by statute is maintained in spite of genuine nationally supported urgencies to the contrary.

4. It is well to point out that the total new area ever likely to be physically involved in significant mining activity is small. And the potential mining area is especially small in comparison with the tens

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of thousands of square miles which would, under S. 174, be permanently set aside as wilderness.

The old mineral districts will not always continue producing. They must be replaced by yet undiscovered districts, some of which most certainly exist in areas now either formally designated as primitive, wilderness or, just actually wilderness.

Again, let me call your attention to table 24 of ORRRC Report No. 3 which cites reasons why many areas now classified as primitive or wilderness are believed to have a high mineral potential. The place to look for fire is where there is smoke.

Future mineral discovery depends on access to land, both public and private, wilderness and nonwilderness. It need not be exclusive access (as seems essential for wilderness) but access must be had. And it is a risky policy to deny access to the very large blocks of land contemplated by S. 174 for permanent withdrawal from productive use.

It would, therefore, seem prudent to consider the following:

1. No area should be set aside in permanent wilderness in which a modern, careful, unbiased and competent survey reveals a good discovery potential.

It is clearly in the public interest that such potential mineral areas should be left open to location under the mining laws, and that discovery and mineral production take place.

2. In areas where no evident potential exists (after thorough, competent, and unbiased appraisal) wilderness classification may be risked.

However, it must be borne in mind that new technology in mineral search, new technology in mineral use (as was the case with uranium, and is now the case with beryllium) and new technology in mineral processing and metallurgy is likely to make today's appraisal look foolish a few years hence.

Thank you very much.

Mrs. PROST. Thank you, Mr. McConnel.

If there is no objection on the part of any member of the committee, we will question Mr. Gray and Mr. McConnel together, inasmuch as they have appeared together.

Hearing no objection, it is so ordered.

The Chair recognizes the gentleman from Colorado, Mr. Aspinall.

Mr. ASPINALL. Mr. Gray and Mr. McConnel, I commend you on your statements in behalf of the mining industry.

Mr. Gray, referring to your proposed amendment, if the Secretary saw fit to prohibit the use of wheeled vehicles, he could do so under your amendment, could he not?

Mr. GRAY. Not under the proposed amendment, because we ask that the regulations be reasonable, but not prohibitive.

Mr. ASPINALL. Well, if he should hold that that was reasonable, and you have a limitation, "subject, however, to such regulations as may be prescribed by the appropriate Secretary governing right of ingress and egress," and so forth and so on.

If he held that the area held such wilderness or primitive values that a road was not desirable, he could force you into the use of other means of getting into the area, could he not?

Mr. GRAY. I suppose it could be done, Mr. Chairman.

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Mr. ASPINALL. You did not think about that when you suggested this amendment?

Mr. GRAY. What we hoped for was that we would have the right to continue to prospect and to search; if we were fortunate enough to find a mineral-bearing body, that then we would have the right to work that mineral, with the rights of ingress and egress under the supervision of the Secretary, who might direct us to place the road in a certain place and how the road might be constructed. It would be hard to conceive that a body could be located that could not be approached by a necessary road from some angle or another which would do the least possible bit of damage to the surface.

Basically, we believe, Mr. Chairman, in multiple use, and by "multiple use" I mean that use by all compatible users until you come to a question of which of two uses is the highest use, and then the land should be put to that use.

Mr. ASPINALL. That is all right. I just wanted to get your understanding of what you had proposed.

Do you understand, or would you have the committee understand, that a patent on a mining claim is necessary to its development and ultimate commercial use in mining out the values?

Mr. GRAY. No, Mr. Chairman. There are many claims and many properties operating today on unpatented lode mining claims.

Mr. ASPINALL. That is right. Some have been in existence for almost a hundred years.

Mr. GRAY. Yes.

Mr. ASPINALL. As far as primitive areas are concerned, would you object to a limitation of the existing mining laws to the effect that in primitive areas patents would not be applied for?

Mr. GRAY. I think that we would, Mr. Chairman, object to having the right to go to patent prohibited. I do think that within the wilderness area, whether it be a patented claim or an unpatented claim, that it be used solely and only for mining purposes and for no other purpose.

Mr. ASPINALL. In Mr. Boyd's statement he asked—

> that the mining laws continue to be operable in the lands subject to S. 174. Responsible miners have no objection to having their activities regulated so long as the restrictions are reasonable and not prohibitive and promptly promulgated.

I understand that you subscribe to this too and by your proposed amendment that you would not object to a modification of the mining law so that claimants do not get any surface rights, and this goes to the patent question I asked of you, so that we could be assured that there would be no big hotel, for example, similar to what we have been bothered with this last week, built in the middle of a wilderness area, or any other facilities which would be unnecessary to mining endeavors?

Mr. GRAY. We would have no objection to such a limitation.

Mr. ASPINALL. Then if you have no objection to that why do you ask for a patent to the surface rights?

Mr. GRAY. A patent to the mineral rights, a patent to the minerals.

Mr. ASPINALL. Do you know of any way you can lose your rights to the mineral values of a mining claim if you prosecute it diligently?

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Mr. GRAY. No. There are things that could come along that could change the picture, for example, such as, oh, the increase of the cost for annual assessment work.

Mr. ASPINALL. Thank you very much. That is all I have.

Mrs. PFOST. The gentleman from Minnesota, Mr. Langen.

Mr. LANGEN. Madam Chairman, Mr. Gray, one item here that continues to puzzle me is the degree to which there may be prospecting that is going on now. I note for instance in your statement, Mr. McConnel, that you have very carefully calculated the total number of man-days and so on that might be spent for recreation. Do we know of a comparable figure of how many hours are spent each year in the field of prospecting that would be eliminated by the enactment of this legislation?

Mr. MCCONNEL. No, we do not, Mr. Langen. There is prospecting going on all the time throughout the United States in areas where there is some possibility of something being developed. And those in the industry maintain staffs for this purpose. I could not tell you how large that factor is, or how many total man-hours there are, but there are a great many. I cannot tell you. I simply do not know what percentage of this is devoted to things that are actually now in formerly designated Forest Service wilderness areas. I know some is, but I do not know the figure. Just to correct your impression, I did not calculate these figures. They were in this report.

Mr. LANGEN. This leaves kind of an unknown quantity here we are talking about, when we are talking about eliminating an amount of prospecting. We do not seem to know how big it is or to what degree it would be eliminated. Or, for example, if your amendment were adopted, what does this mean? Does this mean a substantial amount of prospecting is going to be permitted as compared to the bill without the amendment.

Mr. MCCONNEL. That I think is perhaps the whole point, Mr. Langen. There are so many unknowns as to exactly what may exist in these various sizable areas that it is pretty hard to put any figures on it. The problem is what resources are there, not what man-hours are involved.

Mr. LANGEN. And by the same token, there is an equally unknown quantity as to the minerals that may exist or that may be found in the area.

Mr. MCCONNEL. That is correct.

Mr. LANGEN. To what degree they are being searched for.

As I say, I do not particularly see a big conflict of someone who may be wanting to explore these woods in the way of prospecting. I am talking now without the use of elaborate equipment. It seems to me so much of the prospecting is done on foot to start out with, anyhow, in its initial stages, and they see some clues or indications that this area ought to be looked into a little bit more thoroughly.

Is not a part of that going to be able to be done even with the enactment of the bill?

Mr. MCCONNEL. Under the terms of the bill I think other witnesses have pointed out that, No. 1, it is highly restricted, and, No. 2, there is no incentive. You cannot risk the thing. If there is no incentive to do it, why do it? That is the point. If you cannot mine

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after you find something, then you do not bother to try to find something.

Mr. LANGEN. Let me ask this further question: What is generally meant by the term "prospecting"? What is involved in the general expression "prospecting"? Does it involve a lot of equipment? What kind of travel is involved, what kind of area does it cover?

Mr. MCCONNEL. That is a pretty general question, Mr. Langen, but generally speaking the term "prospecting" means a search by whatever means you use. You might simply go and look at things, just simply walk over the ground and look. That is a form of prospecting. Another form of prospecting is to use the various geological and geochemical means that are available now and they are continuing to be improved and new ones developed. That gets much more complicated and involves more people. That in itself is something that is done without particular damage to, without any damage at all, to the surface.

Beyond that you may find what we call anomalies. In other words, you find an area where the physics of the earth in that place are not what they are for most of the surrounding area. And the next step has to be some kind of digging. Whether it is by sinking a shaft or doing some drilling or driving a tunnel, the situation in that particular area would govern.

Mr. LANGEN. Is there anything in this legislation that would prevent a person from going over these areas with a Geiger counter, for example? That is, to find a preliminary indication of some kind, a prospect of some kind, is there anything to prevent that?

Mr. MCCONNEL. Physically I do not think there is anything that would prevent him from doing that except that there is no incentive to do it. The bill as it is now written deprives you of the right to mine excepting with Presidential permission. That adds a very terrific barrier and removes 99 percent of any incentive to try.

Mr. LANGEN. Just as a matter of exploration, let us suppose this took place with a Geiger counter or some other instrument of that kind, that could be carried, and a find was made of a kind of metal or a discovery of a mineral was made that would indicate a substantial use and a need as far as the Nation is concerned.

Is it then not within the realm of possibility that this particular area or that particular find could be brought out of the wilderness area and developed?

Mr. MCCONNEL. That is possible. I think as a practical matter it would not happen because no one would have any incentive to try. That is all.

Mr. LANGEN. I thank you.

Mr. BARING. Will the gentleman yield?

Mrs. PFOST. The gentleman will be recognized in his own right.

Mr. BARING. Is it not true that many important deposits have been found by airplanes, by the use of Geiger counters, and some kind of a marker dropped in the vicinity and then later found?

Mr. MCCONNEL. That is true.

Mr. BARING. Airplanes were not able to land in that particular area, possibly not even a helicopter.

Mr. MCCONNEL. I am sure a lot of uranium deposits were found in that way, by flying over with a Geiger counter or a scintillometer and

dropping some kind of a marker to indicate where this high count was obtained and going back in on foot later on. A lot of these places they could not land an airplane if they wanted to.

Mr. BARING. Yet the bill itself, unamended, would prevent from further use any of these highly mineralized areas because of inaccessibility except by building a road.

Mr. MCCONNEL. Well, the denial of airplane travel would certainly do that.

Mr. BARING. Or making a heliport for a helicopter.

Mr. MCCONNEL. That is right.

Mr. BARING. Would you suggest that the best remedy would be to put a piece of black crepe on this bill and put it in the chairman's drawer for the rest of the session?

Mr. MCCONNEL. It is not my privilege to make comments of that kind.

Mr. BARING. That is all.

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. I might say to my colleague, I am not ready to bury it yet. If we are ready to bury anything, I will bury the mining companies, if you are going to do any burying around here. They have not been simon pure by any manner of means. I do not expect to see this piece of legislation buried.

Mrs. PFOST. Will the gentleman yield?

Mr. SAYLOR. The people in this country are anxious to find out what is going on. They want to see a wilderness system established. It is now established. It is a question of whether or not we are going to use this bill. A majority of the Senators of the United States found out when they heard from the folks back home there was a little more interest than a few people who were digging for minerals.

The people of this country want this. I am satisfied when the people of the country want something, they are going to get it.

Now, Mr. Gray, I have read with interest, after coming into the room, your statement and particularly page 7, the suggested amendment which you want put in. I have never met you before that I know of, especially in this capacity, but I can tell you this, that I have a great deal of respect for you as a lawyer right now because you got yourself language written in here that gives you more in this than you presently have under the laws of 1872.

The mining industry would buy this real fast. This bill gives you something that you have never had before, this amendment. Whether that was your intention or not I do not know, but I congratulate you as a lawyer; you have really built yourself in a good amendment here.

Now at the present time you are not allowed to mine or prospect in any national park or monument with the exception of four. Is that correct?

Mr. GRAY. I think that is correct, Mr. Saylor.

Mr. SAYLOR. All right, and in any of the areas of the Forest Service that have been withdrawn, regardless of their classification, you now have the right to go in under the rules and regulations as prescribed by the Secretary unless he particularly states that you do not have those rights; is that correct?

Mr. GRAY. That is correct.

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Mr. SAYLOR. The amendment you have drawn here under the guise of taking out the two foregoing sections in the bill which you refer to, gives you the right to ingress and egress, rights-of-way for transmission lines, water lines, telephone lines, rights-of-ways for facilities necessary in mining and processing operations. Then you place in here some language that sounds good.

I want to know how you are going to do it, that is—

restoration as near as practicable of the surface of the land disturbed in performing prospecting, location and discovery work as soon as they have served their purpose.

Now I would like you to point out and tell this committee where we can go and see an example of where the mining industry has restored as near as practicable the surface of the land disturbed in performing prospecting and discovery work, if such a thing exists.

Mr. GRAY. You mean where actual restoration has taken place?

Mr. SAYLOR. Yes.

Mr. GRAY. I have no knowledge of such a place.

Mr. SAYLOR. No, and I might say to you Mr. Gray, as far as I have been able to determine from a careful analysis of this bill and this problem for a good many years, I do not think there is any such place.

Mr. GRAY. We propose——

Mr. SAYLOR. Because the mining industry has not been noted for its going in and attempting to restore anything.

Now you do not mean to tell this committee that anybody in the mining industry is able to restore a wilderness once it has been destroyed, do you?

Mr. GRAY. Well——

Mr. SAYLOR. Can you restore anything once it has been destroyed, whether it be wilderness or anything else?

Mr. GRAY. Nature will restore it in many, many, many cases. What we were aiming at here, Mr. Congressman, if I may explain the reason for the particular language, under the State mining laws in many of the States, in order to perfect a mining claim, there must be done what is called in some States discovery work, and in some States location work.

My own particular State, the State of Nevada, in that State the law until recently provided for the excavation of 240 cubic feet of earth either in a shaft or a cut or a trench. The State laws require that. In many instances, and this I am frank to admit, this work has been done by the use of bulldozers. When the work is once done and once completed and the claim is, we will say, abandoned, so that the surface is no longer used or needed for mining purposes, then we proposed to, under the direction of the Secretary, try to restore the terrain to the place where nature alone will bring back the growth and covering.

I might state, if you will permit me, that in some of the States we are trying to get away from that very thing. In the State of Nevada, for example, I think it was three sessions ago, that the State legislature amended the State act requiring the discovery and location work to provide for the drilling of a hole upon 1 of a group of 10 claims, expending as much money in drilling that hole as we would have if we had gone out and made these excavations. I helped draft that bill

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for the sole purpose and reason of trying to get away from, and take away from the State, the onus of requiring the miner and the mining industry to do something which very often adds very little practical value and does scar the surface. Now the drilling of a hole in an area of 10 claims could not possibly do the damage that these locations do. Now at the time——

Mr. SAYLOR. At that point, was the amount of money to be spent equivalent to the cost of what it would cost to make your hole in your 10 claims?

Mr. GRAY. Yes, sir.

Mr. SAYLOR. So that the net result is that the amount of money spent by the prospector was the same?

Mr. GRAY. That is right, as we fixed it on a basis of a hundred dollars a claim. Sometimes you can remove 240 cubic feet of earth from the bottom of a wash for a lot less than a hundred dollars.

Mr. SAYLOR. That is right.

Now what about this last sentence you have here:

> Mining boundaries and patents to mining claims lying within the boundaries of the wilderness system shall be held and used solely for mining or processing operations and uses reasonably incident thereto.

What do you mean by that?

Mr. GRAY. I mean by that language exactly this: that whether it is an unpatented lode mining claim or whether you carry it to the patent and it lies within the area of the wilderness, that claim and the surface should be used only for mining purposes, not only for excavation, but for the erection of the necessary processing and beneficiation plants and the building of campsites for employees and the provision of an area for a sump.

What we are trying to do and trying to say, Mr. Congressman, is that the mining industry, the responsible mining industry, does not sanction the use of a mining location for the building of hotels, motels, gambling halls, or anything else.

Mr. SAYLOR. Why, in your statement, do you say that you want to put up beneficiation plants? Most mining claims, as you know, single claims, are not big enough to produce enough minerals to operate a processing or beneficiation plant. Why do you want to put this up on a wilderness system? Why not haul it to where you can collect from innumerable mining claims for your beneficiation plants?

Mr. GRAY. That might be the practical thing if you had one claim or if you had two claims. It depends entirely upon the economics. If you have a concentrator on the ground, you may concentrate down to 1 ton to 25. It is far more expensive to haul 25 tons of raw ore than it is 1 ton of concentrate.

Mr. SAYLOR. I realize that, but your 24 tons of refuse that you have left leaves a great deal bigger scar than just hauling away the 25 tons of ore.

Mr. GRAY. Well, I have seen dumps that have become overgrown with sagebrush, undergrowth. The fact of the matter is, I was interested in a case once when I tried to prove how long ago the work was done by the size of the tree that had grown up through a dump.

Mr. SAYLOR. I have a case with the Army Engineers right now I will discuss with you afterward. We are trying to prove just when the Army Engineers did some work by the same method. It is very, very interesting.

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I was hoping, frankly, Mr. Gray, that in this bill which I know the American Mining Congress has not approved, that we would see you come forward, the organization come forward, and say that in the light of the latter half of the 20th century you were going to give up the right to proceed to patent on mining claims except for the minerals themselves. This severable system, as you know, has operated in the East and in the South and over sections of the world, and I think it is a sign of absolute dereliction on the part of the mining congress in not modernizing itself and trying to prevent the continued desecration of our country.

You know as well as I do that many companies have gone out of existence who went into business, found a claim, patented it, for the sole purpose of harvesting the timber found on the land rather than the mine, itself.

Mr. GRAY. I have never had that personal experience, Mr. Congressman. Therefore, I cannot speak to that of my own personal knowledge.

Mr. SAYLOR. We had one that gained quite a deal of wide publicity here a few years ago under the preceding administration that allowed people to take large area under the guise of mining claims. The only thing they wanted it for was the cutting of the timber.

I was hoping with this sort of an approach by the American Mining Congress, we could compromise the differences that exist between these two groups.

Mr. GRAY. I was in hopes that the last sentence would just do that very thing because cutting timber has nothing to do with mining unless the timber is cut for timbering under the ground.

Mr. SAYLOR. Amen. I agree with that and I have no objection to allowing them to use what is necessary for mining, but I do not want them to go into the timber business.

Mr. GRAY. I was very much in hopes that this last sentence of my proposed amendment would answer that very problem.

As I stated, Mr. Congressman, to the committee before you came in, this language is offered as a suggested amendment, the essence of it is what we are after. Whatever language may be used and chosen by the committee in its wisdom will be received.

Mr. SAYLOR. Let me ask you this: The language as drafted I think gives you the right to go into areas which have been acquired by the respective Secretaries under various methods, rights which you do not now have to go in and prospect and acquire land.

Was it your intention by this amendment to allow prospecting for minerals under acquired lands?

Mr. GRAY. If S. 174 becomes law as it is now written, many of the park areas or, in fact, all of the parks, are going to be reviewed again by the Secretary for the purpose of determining what part of the park becomes wilderness. It will cease to be a part of the park, as I construe this proposed legislation, if it goes on the books and part of the park will go into wilderness. At the same time, the Secretary is required to designate the areas—let me get the act. I will not play with my memory.

Under section 3(c)(1) on page 6, the proposed bill says that:

> There shall be incorporated in the wilderness system subject to the provisions of and at the time provided in this section such portions of the park, monument, or other unit in the national park system which on the effective date of this Act embraces a continuous area of five thousand acres or more without roads.

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This subsection then continues on about the review. When we come to (2)—

The Secretary of the Interior shall include as part of his recommendations to the President under the provisions of this subsection a description of the parts of each park, monument, or other unit submitted which should be reserved for roads, motor trails, buildings, accommodations for visitors and administrative installations.

Now those items are items which are not, as I read the bill, permitted in wilderness areas. Therefore, as I envision the parks, they are going to be parceled, part of it into wilderness and part of it into the area where roads will be built.

Now if it is assumed that this land and these parks was going to be thrown into the wilderness, it should be in the same status as any other wilderness.

Mr. SAYLOR. But if you will turn to section 6 of the bill, 6(a) of the bill says:

Nothing in this Act shall be interpreted as interfering with the purposes stated in the establishment of, or pertaining to, any park, monument, or other unit of the national park system—

and so forth.

Mr. GRAY. That is quite true. That is exactly what the proposed bill states and I would like to have somebody construe that section together with the section that authorizes the setting up of a park and throwing part of it into wilderness and part of it into park area.

Mr. SAYLOR. It has already been designated within it and all it says is within that area you will not build any roads or anything else and you will not have any rights and it will still remain under the act of 1916 as part of the national park or monument. Leastwise, that was the intention of those of us who drafted the original bill. It was our sincere intention and our hope that when this bill passes if such a question is ever raised by a mining interest that wants to go into a national park, the courts will sustain us and if not, I am sure that a future Congress will correct any errors we may make.

Mr. GRAY. I would say with the present situation and the present status, Congress will not have to worry. I would think the courts would sustain you.

Mr. SAYLOR. Let me ask you, in view of the fact that you come from the State of Nevada, the Senators from that State are presently proposing that several large areas in that State be designated as national park. If they are designated as national park, would it be your position that the right to mine, which now exists in certain of those areas, would be continued?

Mr. GRAY. Mr. Congressman, in the bill which I think you are referring to, if you are referring to the Great Basin National Park?

Mr. SAYLOR. Yes, Great Basin.

Mr. GRAY. There is a provision in there which permits mining under the regulation of the Secretary, as I recall it now.

Mr. SAYLOR. The reason I ask you that, as I understand it, that is one of the reasons the bill is having such a hard time getting passed.

Mr. GRAY. I think the reason for that amendment is the fact that within the proposed boundary of this park there was discovered a beryllium find which was thought to be of great importance. And beryllium, as I understand it, and I know nothing about the atomic

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age, but I understand that beryllium is a metal that is very highly prized in our present operations.

And right in the middle of this proposed park—it would be in the middle of the proposed allotment originally submitted. It is now, as I understand it, pretty well close to the edge because they cut the boundaries back.

Mr. SAYLOR. Thank you, sir. I appreciate your answers and I appreciate your astuteness. I think the American Mining Congress picked an excellent advocate to come and present their case.

Mr. GRAY. Thank you, sir. I take that as a compliment.

Mr. SAYLOR. While I do not agree with you, I respect you.

Mr. GRAY. Well, if we all agreed you know this would be a rather dull, cold world, would it not?

Mrs. PFOST. The gentleman from California, Mr. Johnson.

Mr. JOHNSON. No questions.

Mrs. PFOST. The gentleman from Minnesota, Mr. Langen.

Mr. LANGEN. No questions.

Mrs. PFOST. Thank you very much, gentlemen, we appreciate your contribution.

Mr. GRAY. Thank you.

Mr. MCCONNEL. Thank you very much.

Mrs. PFOST. Our next witness is Mr. Samuel S. Johnson, Tite Knot Pine Mill, Redmond, Oreg., chairman of the Committee on Conservation and Management of Natural Resources, National Association of Manufacturers.

Mr. JOHNSON. Mr. Daniel Cannon is accompanying me.

Mrs. PFOST. We are glad to have Mr. Cannon before the committee, as well as yourself.

You may proceed.

STATEMENT OF SAMUEL S. JOHNSON, TITE KNOT PINE MILL, REDMOND, OREG., CHAIRMAN OF THE COMMITTEE ON CONSERVATION AND MANAGEMENT OF NATURAL RESOURCES, NATIONAL ASSOCIATION OF MANUFACTURERS; ACCOMPANIED BY DANIEL W. CANNON, COMMITTEE EXECUTIVE OF THE NATIONAL ASSOCIATION OF MANUFACTURERS CONSERVATION COMMITTEE

Mr. JOHNSON. My name is Samuel S. Johnson. I am a partner of Tite Knot Pine Mill, Redmond, Oreg., and chairman of the Conservation and Management of Natural Resources Committee of the National Association of Manufacturers. I have with me Daniel W. Cannon, committee executive of the NAM Conservation Committee.

My testimony is present on behalf of the National Association of Manufacturers, which represents approximately 17,000 companies producting about three-fourths of the goods manufactured in the United States. Since the first step in the manufacturing process is the procurement of raw materials through development of natural resources found in the land, we have natural and extensive interest in wilderness area proposals which would affect millions of acres of land.

The proposals presently being considered by the distinguished Public Lands Subcommittee of the Interior and Insular Affairs Committee of the House of Representatives would create a national wilder-

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ness preservation system. This system would overlap the national forests, the national park system, and the national wildlife refuges and game ranges. The system would be comprised of an unlimited number of federally owned areas in which commercial enterprises, roads, motor vehicles, motorized equipment, motorboats, aircraft, structures, and installations all would be prohibited. The proposals raise important public policy issues in terms of outdoor recreational opportunities, future economic development of the Nation and particularly the West and Alaska, and the extent and proper management of land owned by the Federal Government.

The Conservation and Management of Natural Resources Committee of the National Association of Manufacturers has devoted much attention and study to the subject of recreational areas, national parks and monuments, and wilderness areas. On October 9, 1959, the committee recommended a statement of policy on this subject to the association's 180-member board of directors. On December 1, 1959, the board unanimously adopted a policy statement which has been continuously reviewed and amended as required to read as follows:

RECREATIONAL AREAS, NATIONAL PARKS AND MONUMENTS, WILDERNESS AREAS

Recreational use of Federal lands has become increasingly important, and Federal land management agencies should make long-range plans for recreational use of their lands.

National parks should include areas essentially in their primeval natural condition and in scenic quality and beauty so outstandingly superior to average examples of their several types as to make them of national importance and to make imperative their preservation intact and in their entirety for the enjoyment, education, and inspiration of all people for all time. National monuments should be areas, usually smaller than national parks, that are of national importance as superlative examples of native flora or fauna, geologic phenomena, or archeologic or historic interest. The area of each park or monument should be a comprehensive unit, of no greater size than necessary to embrace and preserve these superior national values and provide proper space for necessary facilities appurtenant thereto.

Industry recognizes that some limited areas of Government-owned land remaining in their primitive state have higher value as wilderness areas than for other purposes. However, designation of such areas of Government land as wilderness areas should be determined by sound land management principles and practices, and any statutory designation of such areas should be only by affirmative act of the Congress. There is no necessity to establish a wilderness preservation system which would arbitrarily lock up vast areas into a wilderness classification. Further, the creation of a costly and unnecessary new Government agency would conflict with present programs and would establish the precedent of creating an agency within the governmental framework devoted to advocating the viewpoint of a special use interest.

In our association's basic policy position on "Conservation and Management of Natural Resources," it is stated:

Publicly owned lands containing agricultural and industrial resources, water supplies, recreational features, esthetic scenery and other multipurpose uses, should be managed to encourage all uses to the fullest extent possible.

Further, in our policy position on "Timber Resources," we advocate that:

Multiple use management practices should be followed so as to achieve the additional goals of watershed improvement, sustained yield of wildlife, and recreational opportunities.

I would like to emphasize that in all these basic policies, our association fully recognizes and appreciates the esthetic and recreational values to be derived from expeditions into wilderness areas. Many

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of the employees of our member companies are outdoor recreation enthusiasts, including pack riders, hunters, fishermen, swimmers, boaters, water skiers, and snow skiers. However, we believe that wilderness areas should be kept in proper proportion and perspective, and that legislation in regard to them should be based on sound governmental, economic, and natural resource principles. Therefore, we wish to urge but one point for the consideration of the distinguished subcommittee:

Any statutory designation of wilderness areas should be only by affirmative act of the Congress.

There are presently many millions of acres of Federal land being administered so as to preserve their primitive characteristics. The proponents of wilderness legislation say that such legislation is necessary to give statutory protection to the continued preservation of these areas in their primitive condition. Our association submits that the appropriate way to give statutory protection to the preservation of Government land in a primitive condition is to have the Congress legislate the boundaries of such areas upon the recommendations of the appropriate committees of the Congress following public hearings.

If the executive department is then dissatisfied with the bill or bills passed by the Congress, it will be within the power of the President under the Constitution to veto such bill or bills. Clearly, this would be proper governmental procedure in contrast to the proposals to have the legislative boundary-fixing function exercised by the executive branch and to have the veto function exercised by the Congress.

Although the Reorganization Act restricts the Congress to a veto in the case of reorganization plans, we believe that the factors to be weighed in the designation of wilderness areas are of a more substantive nature than questions as to how the executive branch should be organized to carry out missions authorized by the Congress in affirmative legislation. We submit that statutory designations of specific areas to be zoned as "wilderness" and restricted in their development for economic and recreational purposes are matters of such major significance that they deserve to be, in the first instance, subjects of public hearings before committees of the Congress and other procedures under the historic prerogatives of the legislative branch of our Government. The committees, of course, would not be deprived of the views of the executive departments and agencies since such views would be submitted in the usual course as the committees legislatively formulated appropriate wilderness designations.

The Congress has historically exercised the legislative responsibility of fixing boundary lines of public land areas to be set aside for restricted purposes. For example, the Congress has many times specifically delineated and described in detail the boundary lines of areas to be established as national parks. Instances of this sound legislative practice are as follows:

Yellowstone National Park, Mont., and Wyo. Act of March 1, 1872. Section 1 described the boundaries. The boundaries were subsequently revised by the act of March 1, 1929, and by the act of April 19, 1930.

Sequoia National Park, Calif. Act of September 25, 1890. Section 1 described the townships included. The act of July 3, 1926, revised the boundaries. Section 1 of that act contains detailed legal description of the boundaries.

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Mount Rainier National Park, Wash. Act of March 2, 1899. Section 1 of that act contains description of boundary lines.

Crater Lake National Park, Oreg. Act of May 22, 1902. Section 1 of the act described the boundaries in terms of parallels of latitude and meridians of longitude, specifying a total area of 249 square miles.

Wind Cave National Park, S. Dak. Act of January 9, 1903. Section 1 of that act describes the boundary lines. The boundary lines were revised by acts of March 4, 1931, and August 9, 1946.

Mesa Verde National Park, Colo. Act of June 29, 1906. Section 1 of that act describes the boundaries.

Glacier National Park, Mont. Act of May 11, 1910. Section 1 contains detailed metes and bounds description of boundary lines.

Rocky Mountain National Park, Colo. Act of January 26, 1915. Section 1 contained metes and bounds description. The boundary lines were subsequently revised by the acts of February 14, 1917, and June 9, 1926.

Hawaii National Park. Act of August 1, 1916. Section 1 contains detailed description of boundary lines. The boundaries were revised by the acts of February 12, 1927, and June 20, 1938.

Lassen Volcanic National Park, Calif. Act of August 9, 1916. Section 1 describes the boundaries.

Mount McKinley National Park, Alaska. Act of February 26, 1917. Section 1 describes the metes and bounds. The boundary lines were changed by the act of March 19, 1932.

Grand Canyon National Park, Ariz. Act of February 26, 1919. Section 1 describe the metes and bounds, which were subsequently revised by the act of February 25, 1927.

Bryce Canyon National Park, Utah. Act of June 7, 1924. Section 1 describes the boundary lines by metes and bounds.

Olympic National Park, Wash. Act of June 29, 1938. Section 1 contains detailed description of boundaries.

Kings Canyon National Park, Calif. Act of March 4, 1940. Section 1 of that act contains detailed metes and bounds description of boundary lines.

Petrified Forest National Park, Ariz. Act of March 28, 1958. Section 2 of that act specifies the townships and sections to be included in the park.

Theodore Roosevelt National Memorial Park, N. Dak. Act of April 25, 1947. Section 1 contains detailed boundary line description.

Inasmuch as the use of wilderness areas will be even more restricted than the use of national parks, even stronger reasons exist to have the boundary lines of these wilderness areas spelled out in affirmative legislation.

One evidence of the major significance of such designations to the long-range public interest was reflected in a letter dated August 27, 1959, from Senator Joseph C. O'Mahoney to the late James E. Murray, then chairman of the Senate Interior and Insular Affairs Committee. Senator O'Mahoney's letter stated in part:

> When one considers the events of the last few years, one knows that we are entering a new age and that nobody can determine what will be discovered in the way of natural resources in the near future in this vast area. I think we should hesitate to lock this up, or any part thereof, upon the plea of preserving a wilderness, and upon the judgment of nonelected officials in an executive bureau,

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because we know that the future holds tremendous discoveries. There are, for example, deserts in the public land States which have become the American source of uranium; 20 years ago nobody would have imagined that uranium was to be found in this area or, indeed, would be of any value.

Senator O'Mahoney was in favor of a requirement that the Congress, prior to designating an area as a wilderness area, receive a report from the U.S. Geological Survey stating that a geological reconnaissance of the area revealed that it is not prospectively valuable for minerals or other deposits which may be useful for the national defense or the needs of a progressive economy. We also note that Mr. E. F. Cook, director of the Idaho Bureau of Mines and Geology, last year advocated an amendment—

providing that no area be included within the system until a comprehensive mine resource survey by qualified Federal or State agency has been made.

We submit that the American people are entitled to the affirmative judgment of the Congress, taking into consideration such natural resource surveys, as to whether a particular area should be statutorily restricted in its use.

Another reason why designations of wilderness areas involve important public policy considerations arises out of the extent of Federal land ownership. As of June 30, 1960, the General Services Administration reported that the Federal Government owned 771 million acres of land in the United States, or 33.9 percent of the total land area in the Nation. On that date, the Federal Government owned 99.7 percent of Alaska, 86.9 percent of Nevada, 69.1 percent of Utah, 64.8 percent of Idaho, 51.1 percent of Oregon, 48.4 percent of Wyoming, 44.9 percent of California, 44.7 percent of Arizona, 36 percent of Colorado, 34.9 percent of New Mexico, 29.7 percent of Montana, and 29.5 percent of Washington. Of the 771 million acres owned by the Federal Government, some 725 million of those acres are in the 11 Western States and Alaska, representing some 65 percent of the total area of these 12 States.

It is evident that, if the proper encouragement were given so that the major portion of these vast areas was acquired by income-producing, taxpaying ownerships, this would be a monumental contribution to the economic growth of this country. We believe that practical means should be developed for the sale, lease or exchange of Federal lands for private use. Any specific area of Federal land statutorily dedicated to wilderness purposes will be almost irrevocably committed to Federal ownership on a nontaxpaying, non-income-producing basis. There might be some income from user fees although none of the bills make any provision for such user fees. In any event, we believe that the serious problems involved in the excessive ownership of land by the Federal Government compel the conclusion that the Congress should make affirmative, specific decisions as to what areas are to be preserved as wilderness areas. Perhaps that decision might be that some limited area per State would be sufficient for the special purpose of wilderness areas.

The first instance we will cite in which pending wilderness bills would not measure up to the appropriate legislative responsibilities of the Congress pertains to the national forest areas which have been classified by the Secretary of Agriculture or the Chief of the Forest Service as wilderness, wild, or canoe areas. The bills would blanket

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these areas into the statutory wilderness system more or less by rubberstamp ratification by the Congress of the administrative decisions of the Forest Service without any independent legislative examination of the merits of the decision applying to each area. Names and locations of the areas are not stated in the bills, nor is there any delineation of their boundaries. While we have great respect for the professional and technical competence of the Forest Service, the pending bills must necessarily proceed on an assumption of infallibility on the part of the Forest Service.

We are informed on page 7 of the report on S. 174 by the Senate Committee on Interior and Insular Affairs that these three classifications cited comprise a total area of 6,773,080 acres. If the Congress were to give positive study and attention to the individual areas, it might conclude that some of them, or some parts of them, should not be statutorily classified and kept as wilderness areas, particularly the 2.3 million acres containing commercial-type timberlands. Many persons might believe that such a tremendous total acreage, including 14 individual areas averaging 350,000 acres in size and 30 other individual areas averaging about 60,000 acres in size, is more than enough to maintain in a primitive and undeveloped condition.

However, in addition to these 6.7 million acres, the pending bills would also blanket into the statutory wilderness system an additional 7,890,973 acres of national forest land, subject to later exclusion over a period of years. This vast land mass consists of 39 individual areas averaging 200,000 acres each in size. These areas have not actually been classified as wild or wilderness areas by the Forest Service and they, too, contain some 2.3 million acres of commercial-type timberlands. Nevertheless, it would be possible under pending bills for them to become statutory wilderness areas through mere failure of the Congress to take negative action.

The need to have 6.7 million acres of the national forests blanketed in automatically by the pending bills and an additional 7.8 million acres of the national forests similarly blanketed in, subject to later exclusion, is highly questionable in light of the fact, as stated by the report on S. 174 by the Senate Interior Committee, that:

> There is now approximately 22 million acres in 27 parks, 20 national monuments, and 1 seashore recreational area regarded as suitable for consideration as part of the wilderness system.

In addition, the report says that:

> Out of more than 275 federally owned wildlife refuges and game ranges, there are approximately a score, comprising totally between 22 and 23 million acres, which contain large areas of primeval land suitable for saving as wilderness.

Surely, with all these millions of acres within the national park system and Federal refuges and ranges available for preservation as wilderness, there is no necessity to automatically blanket in all of 14.6 million acres of land within the national forests which were established for the purpose of continuing timber and water supply. Surely, the Congress should exercise some affirmative judgment as to how many millions of acres should be statutorily classified and kept as wilderness areas.

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Another reason why the designation of wilderness areas is of such major significance as to warrant affirmative action by the Congress is because such designation involves the weighing of important considerations of public policy. In determining the total amount, the location, the shape and size of wilderness areas, not only should economic considerations be weighed against recreational considerations, but also conflicting recreational objectives should be evaluated. The report of the Outdoor Recreation Resources Review Commission points this out most clearly. At pages 92 and 93, the report states:

> While some of our citizens seek a completely natural environment for outdoor recreation, a larger number prefer activities in less primitive surroundings. Outdoor recreation for this larger group requires basic facilities, roads, picnic tables, sanitation * * *.
>
> A third basic goal is accessibility, an opportunity for all Americans to know and enjoy the outdoors. Providing reasonable access to the out of doors for large concentrations of population will be one of the central problems of outdoor recreation over the next 40 years * * *.
>
> A fourth goal, also identified by the Congress, is to attain an effective balance between the recreation needs of the Nation and the many other uses of our natural resources. Careful planning and coordination of effort will not only reduce conflict between recreation and other resource uses but, in many instances, can open up new recreation opportunities without detriment to other uses. To secure the benefits of outdoor recreation for the American public, a national policy should encourage shared responsibility, not only between public and private activity, but among all levels of government.

At page 3 of the report, it is stated that:

> Driving and walking for pleasure, swimming, and picnicking lead the list of the outdoor activities in which Americans participate, and driving for pleasure is most popular of all.

Obviously, there will be no driving for pleasure in wilderness areas because roads will be prohibited. Opportunities for swimming will be quite restricted because of the inaccessibility of suitable sites and because of the lack of development of these sites. Picnicking also will be extremely limited because of the lack of any recreational facilities in wilderness areas. Certainly, these factors should be weighed in the decision which this Nation makes as to how many millions of acres it wishes to devote to wilderness areas.

At page 5, the Commission's report suggests a further public policy determination:

> Outdoor opportunities are most urgently needed near metropolitan areas. Three-quarters of the people will live in these areas by the turn of the century. They will have the greatest need of outdoor recreation and their need will be the most difficult to satisfy as urban centers have the fewest facilities (per capita) and the sharpest competition for land use.

Thus, the provision of millions of acres far from metropolitan areas for the most primitive form of outdoor recreation will not solve the problem of three-quarters of the people who will have the greatest need for outdoor recreation. This consideration should likewise be weighed by the Congress in deciding what lands shall be dedicated to purely wilderness purposes.

Another point is the effectiveness of land for recreation use. On this score, at pages 3 and 4, the Commission's report states that:

> Across the country, considerable land is now available for outdoor recreation, but it does not effectively meet the need. Over a quarter billion acres are public designated outdoor recreation areas. However, either the location of the land, or restrictive management policies, or both, greatly reduce the effectiveness of

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the land for recreation use by the bulk of the population. Much of the West and virtually all of Alaska are of little use to most Americans looking for a place in the sun for their families on a weekend when the demand is overwhelming. At regional and State levels, most of the land is where people are not. Few places are near enough to metropolitan centers for a Sunday outing. The problem is not one of total acres but of effective acres.

This clearly raises the question as to how effective wilderness areas are for public recreation purposes. The problem of providing public outdoor recreation is not one of how many millions of acres can be dedicated to wilderness purposes, but of how the Nation can provide sufficient effective acres for public outdoor recreation. Again, this weighty problem deserves to receive affirmative consideration of the Congress in the first instance, rather than to be treated through an incidental, after-the-fact determination of whether to veto a wilderness area designation made by the executive branch.

Another extremely important point made by the Commission's report, at page 4, is that:

Outdoor recreation is often compatible with other resource uses. Fortunately, recreation need not be the exclusive use of an area, particularly the larger ones. Recreation can be another use in a development primarily managed for a different purpose, and it therefore should be considered in many kinds of planning—urban renewal, highway construction, water resource development, forest and range management—to name only a few.

The strict wilderness concept does not allow the compatibility of other uses. Therefore, this should require a very real consideration for the Congress in determining how many thousands of square miles should be restricted to a wilderness condition.

Another point made by the Commission's report, at page 4, is that:

Water is a focal point of outdoor recreation. Most people seeking outdoor recreation want water—to sit by, to swim and to fish in, to ski across, to dive under, and to run their boats over. Swimming is now one of the most popular outdoor activities and is likely to be the most popular of all by the turn of the century. Boating and fishing are among the top 10 activities. Camping, picnicking, and hiking, also high on the list, are more attractive near water sites.

As previously indicated, water sites in wilderness areas are inaccessible for all practical purposes by the overwhelming majority of the public. There would be no roads by which families could transport their boats to water on trailers hitched to their automobiles. In most areas, in fact, motorboating (which has become extremely popular and provided many jobs in a fast-growing industry) would be completely prohibited. The prohibition on motorboating would automatically prohibit water skiing, which is an increasingly popular form of outdoor recreation. It should also be noted that no ski lodges or ski tows for snow skiing would be permitted in wilderness areas. Camping, picnicking, hiking, fishing, and swimming in wilderness areas—all would be extremely difficult for most people because of inaccessibility and lack of facilities.

In regard to economic aspects of outdoor recreation, the Commission's report states, at page 4, that:

Outdoor recreation brings about economic benefits. Although the chief reason for providing outdoor recreation is the broad social and individual benefits it produces, it also brings about desirable economic effects. Its provision enhances community values by creating a better place to live and increasing land values. In some underdeveloped areas, it can be a mainstay of the local

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economy. And it is a basis for big business, as the millions and millions of people seeking the outdoors generate an estimated $20 billion a year market for goods and services.

As previously pointed out, the wilderness concept imposes severe restrictions on the forms of outdoor recreation which may be pursued and on the extent of use for recreational purposes. Thus, wilderness areas will not provide anywhere near the economic benefits which would be provided by varied outdoor recreation facilities freely accessible to the general public. This is certainly an additional consideration to be weighed in the first instance by the Congress in making decisions as to the size and location of wilderness areas.

The Commission's report points out, at pages 4 and 5, that:

About 90 percent of all Americans participated in some form of outdoor recreation in the summer of 1960. In total, they participated in one activity or another on 4.4 billion separate occasions. It is anticipated that by 1976 the total will be 6.9 billion, and by the year 2000 it will be 12.4 billion—a threefold increase by the turn of the century.

In contrast to those billions of outdoor recreation occasions, wilderness areas, by reason of their nature and location and lack of recreation facilities, will provide an extremely small number of outdoor recreation opportunities for the American public.

The Commission's report recommends, at page 8, that:

Congress should enact legislation to provide for the establishment and preservation of certain primitive areas as "wilderness areas."

On pages 131–132, the Commission's report repeats the recommendation that:

Congress should enact legislation providing for the establishment and management of certain primitive areas (class V) as "wilderness areas."

We have no objection to this if it is intended to mean that the Congress should exercise its legislative responsibility in affirmative fashion and make certain which primitive areas should be preserved as wilderness areas.

The Commission states that:

The purpose of legislation to designate outstanding areas in this class in Federal ownership as "wilderness areas" is to give the increased insurance of attaining this objective that action by the Congress will provide.

We wish to reiterate that we are not opposed to affirmative legislation by the Congress to designate outstanding primitive areas in Federal ownership as wilderness areas. We are opposed to a blanket approach to the important question of designating wilderness areas and to a procedure whereby Congress would be relegated to a mere veto role.

The public policy question involved in the designation of individual wilderness areas could not be better stated than it is at page 113 of the Commission report in discussing what it refers to as "Class V—Primitive Areas" as follows:

* * * it must be recognized that there are some areas which meet the physical requirements of this class but which for economic and social reasons are more valuable for some other purposes.

The public policy question is also posed at page 117 of the Commission's report:

Areas suitable for zoning as either class III (natural environment areas) or with class V (primitive areas) present an especially difficult problem. The former classification permits wider recreation use and also other uses, while

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the latter preserves truly primitive conditions. Class III should usually be given the preference where the need to make the area available for general recreation use or for economic utilization of its resources is clearly more urgent than the need for its preservation in primitive conditions. Where this situation does not exist, the class V choice should be preferred, since once primitive conditions have been destroyed their restoration is virtually impossible.

We submit that the Congress should determine the question of proper zoning or classification through the traditional process of affirmative legislative action.

At page 71 of the Commission's report, it is stated that:

The most promising means of providing an adequate supply of wilderness recreation appears to be very restrictive management in those areas set aside formally as wilderness areas, and augmenting these opportunities with quasi-wilderness areas. Many of the latter are in the East and South, which do not have the larger undeveloped areas. Even if managed to allow other limited uses and more recreation development in some parts, they could provide a form of "wilderness experience" that will satisfy a large proportion of those who see it.

The Congress is surely the body which in the first instance should determine the balance between pure wilderness areas and quasi-wilderness areas.

The extreme approach to outdoor recreation represented by the strict wilderness concept was very clearly pointed out by Senator Ernest Gruening in his individual views on S. 174:

Some of the more extreme, and, I regret to say, even fanatical, of my fellow conservationists would like to keep all of Alaska a wilderness, even to denying the accessibility upon which the enjoyment of wilderness is predicated. They oppose the harnessing of rivers and lakes for hydro. They are more concerned for a nesting duck and an anadromous salmon than for the economic welfare of a multitude of people. Their error, as I see it, is that they do not believe, as I do, that we conserve natural resources, whether wildlife, timber, water courses, soil, and scenic beauty, not for themselves but for the future enjoyment of human beings. We preserve moose not for the sake of the moose, but so that coming generations can ever see moose, photograph moose, hunt moose in undiminished supply. A wilderness that few, if any, can ever get to and hence enjoy, may furnish a snobbish and selfish pleasure to the few exceptional ones who can manage, at great expense not available to their fellow citizens, to get there, but it is not in keeping with what I deem the promise of our national park system, of our national forest wonderlands, and, indeed, of the proposed wilderness preservation system. Kings enjoyed such solitary monopolistic privileges in the Old World, in the days of feudalism, but they are unsuited to a contemporary and future democracy.

Still another reason why the Congress should affirmatively make the decision in the first instance as to the designation of wilderness areas lies in the fact that these areas will be deprived, perhaps irrevocably and in perpetuity, of the benefit of positive forest management. Positive forest management helps prevent erosion in many important watershed areas. Many forms of wildlife find food and shelter in healthy, growing forest that they cannot find in unmanaged, overmature wilderness stands. Further, accessibility is really the key to forest recreation, and managed forests are accessible through their system of roads and trails for logging and fire-protection purposes. With the modern science of forest management, people no longer cut the forest and move on. They are growing trees as a crop, protecting them from fire, insects and disease. They are learning more about forest dynamics and the science of silviculture. They are learning how to improve the stands of timber and the rate of growth.

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Good forest management is generally good wildlife management. Wildlife needs food, cover, water and freedom from excessive disturbance, all of which the managed forest provides. The small plants, shrubs and sprouts, the vines and the bushes which provide food and shelter for a great many of our North American wildlife species thrive in the open areas where new growth is getting started following forest harvests. Quite contrary to widely held belief, the overmature forest, the wilderness, does not provide ideal game habitat. Without space and light it is incapable of supporting the variety of small plants used as food by most desirable types of wildlife. For example, it is estimated today that the deer population in the eastern, southern, and northwestern sections of the United States and in eastern Canada is markedly higher than when the early settlers first came to our virgin wilderness. Favorable changes in habitat have resulted from man's opening up of these forests.

Forest lands, both private and public, which are managed for multiple use are accessible over the roads and trails maintained for management purposes. These lands serve a public purpose which cannot be met by inaccessible wilderness areas devoted to single-purpose use.

In conclusion we believe that wilderness areas should be designated only by affirmative acts of the Congress for the following reasons:

1. It should be the legislative responsibility of the Congress to weigh economic development potentialities versus recreational potentialities.

2. It should likewise be the responsibility of the Congress to weigh the needs for mass recreation opportunities versus the restrictions placed on such opportunities by the wilderness concept.

3. The Congress should by statute fix the boundary lines of any areas designated as wilderness areas, just as it has historically exercised the legislative responsibility of fixing the boundary lines of public land areas to be set aside for resrticted purposes, such as national parks.

4. The Congress should make an affirmative decision as to the total amount, location and size of wilderness areas.

5. Although the Reorganization Act restricts the Congress to a veto in the case of reorganization plans, the factors to be weighed in the designation of wilderness areas are of a more substantive nature.

6. Affirmative and specific action by the Congress would insure that persons locally affected could testify before public hearings held by elected representatives.

7. The American people are entitled to have the affirmative judgment of the Congress, taking into consideration comprehensive natural resources surveys, as to whether a particular area should be statutorily restricted in its use.

8. The serious problems involved in the excessive ownership of land by the Federal Government compel the conclusion that the Congress should make affirmative, specific decisions as to what limited areas are to be preserved as wilderness areas on a nontaxpaing, nonincome-producing basis.

9. The Congress should weigh the fact that wilderness areas will not provide anywhere near the associated economic benefits provided by varied outdoor recreation facilities freely accessible to the general public.

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10. The Congress should make an affirmative decision as to which areas meet the physical requirements of wilderness areas "but which for economic and social reasons are more valuable for some other purposes," as stated by the Outdoor Recreation Commission's report.

11. The Congress should make an affirmative decision on the "especially difficult problem" of areas "suitable for zoning as either class III (natural environment areas) or with class V (primitive areas)," as stated by the Outdoor Recreation Commission's report.

12. The Congress should make an affirmative decision as to whether it would be better to treat certain primitive areas as quasi-wilderness areas rather than as pure wilderness areas, as pointed out by the Outdoor Recreation Commission's report.

13. The Congress should assume the responsibility of affirmatively deciding which areas will be deprived of the benefits of positive, multiple-purpose, sustained yield forest management.

14. Affirmative enactment of bills specifying wilderness areas would be in keeping with the letter and spirit of the Constitution which provides that:

> The Congress shall have power to dispose of and make all needful regulations respecting the territory or other property belonging to the United States * * *.

It would be unfortunate if the Congress abdicated this power in any respect whatsoever.

We believe it would be far better if the Congress were currently considering a well-rounded declaration of outdoor recreation policy which would encourage "shared responsibility, not only between public and private activity but among all levels of Government," for meeting overall problems related to outdoor recreation and multiple use of all natural resources, rather than considering at this time sweeping bills affecting massive areas but concentrating on only one limited aspect of outdoor recreation.

Pending formulation of a comprehensive declaration of outdoor recreation policy, the Congress may enact wilderness areas separately into law at any time it sees fit, providing a more orderly procedure than that presently contemplated. In the absence of an overall evaluation of the public policy considerations involved, we consider it unfortunate that wilderness bills are being considered essentially tieing the Congress' hands behind its back. The wilderness bills appear to create a presumption that all areas presently in a wilderness condition should be kept in a wilderness condition in perpetuity. We do not believe this to be so, and we believe the report of the Outdoor Recreation Commission says it is not so.

Section 3(h) of S. 174 provides that no areas other than those mentioned in section 3 (b), (c), and (d) shall be added to or eliminated from the wilderness system except by "Specific, affirmative authorization by law * * *." We submit this is likewise a highly desirable requirement for any statutory action on wilderness areas.

Therefore, we respectfully urge the Public Lands Subcommittee either to suspend consideration of blanket wilderness legislation until an overall outdoor recreation policy has been established, or to formulate an amendment which would provide that any statutory designation of primitive areas as wilderness areas should be only by affirmative act of Congress.

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We are very grateful for this opportunity to express our views on the important matters being considered by the distinguished Public Lands Subcommittee of the Interior and Insular Affairs Committee of the House of Representatives.

Mrs. PFOST. Thank you very much, Mr. Johnson.

The gentleman from Nevada, Mr. Baring.

Mr. BARING. I have no questions.

I want to compliment the gentleman on a very fine statement.

Mrs. PFOST. The gentleman from Pennsylvania.

Mr. SAYLOR. Mr. Johnson, in listening to your statement I think it, representing your position, is a very thorough statement. I would like to compliment you also in having with you my friend Dan Cannon with whom it is always a pleasure to deal.

I notice on page 10 you state:

> Surely Congress should exercise some affirmative judgment as to how many millions of acres should statutorily be classified and kept as wilderness area.

That is just what this bill is trying to do. At the present time Congress has nothing to say about it. The Secretary of the Interior, the Secretary of Agriculture can go ahead and designate any area they want if the land is within their purview and Congress has nothing to say about it.

Now, what do you have to say about that?

Mr. JOHNSON. Well, I believe the Congress does have something to say about it. The question is whether or not Congress will say anything about it, that is what we are talking about. You are saying Congress does not have the authority to say anything about it.

Mr. SAYLOR. I did not say that. I said under the present system which is in existence today and has been for a good many years.

Mr. JOHNSON. Would you not rather say custom than system?

Mr. SAYLOR. Well, if you have ever had any cases before the Federal courts you will find out that courts have taken the position that the rules and regulations issued and published in the Federal Register have the essential effect of law. So it is more than custom, it is the basis upon which a good many people have been fined and sent to jail, the basis upon which a good many people have found themselves differing with their Government. And the first regulation was put out, which I put in the record yesterday, by the Secretary of Agriculture in 1929; then 10 years later the Secretary of Agriculture issued the regulations which are in effect now and published in the Federal Register. Under these regulations the Secretary of Agriculture merely announces that within a wilderness area or within a national forest area certain areas are designated and he sets the boundaries that may become effective.

Mr. JOHNSON. Our position is that the advocates of this bill are asking for statutory action in order to insure certain areas will be kept under certain conditions indefinitely. We feel that heretofore that those areas that seem to need that treatment were so treated by the respective Secretaries, both of Interior and Agriculture. We feel that if statutory action is going to be taken in connection with a special use for special areas, then Congress should take that action with minute consideration of what these areas are to consist of and that we ought not to put them blanketwise into a system by statute.

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Mr. SAYLOR. Mr. Johnson, to me the weakness of your position comes in the fact that your organization has not protested since 1929 until now the present procedure. And all this act does is say that the Secretary shall review what he has done and report to Congress and if Congress does not like it, they will tell him so.

And from this time forward any area that is designated must be designated not by a Secretary under a rule or regulation, but by positive act of Congress. We are trying to do what you want and find you fighting it.

Mr. JOHNSON. We want the initiative of these things to originate in Congress. We do not want you simply to say that you do not like what is being initiated in the executive branch.

Mr. SAYLOR. The trouble with your position is that you are trying to say that these things have not existed, but for many years they have.

Mr. JOHNSON. I used the word custom perhaps wrongly, but it means to me what has been happening. In any event, this custom has continued over these many years that you speak of; but not before has any one classification of land been put into a special status for special use in the manner asked for in this bill, not originating in Congress. This bill is a departure from the customary procedure.

Mr. SAYLOR. Yes, this bill is a departure in the sense from here on out——

Mr. JOHNSON. The legislative branch——

Mr. SAYLOR. From here on out Congress is taking back the authority which they have allowed the Executive to exercise and we find you fighting it.

Mr. JOHNSON. No, we do not fight you on that because I think you have inadequately described what has taken place. I feel what Congress has never, never made a classification of land for a restricted purpose. I say Congress has only made those statutory designations.

Mr. SAYLOR. Oh, no, the Secretary of the Interior and the Secretary of Agriculture have made them, have been making them since 1924.

Mr. JOHNSON. But again, they are subject to review.

Mr. SAYLOR. When Congress passes an act, it is subject to review. You used a little while ago the term, or phrase, placing them in a status indefinitely. If this Congress passes an act, any act, be it on this subject or any other subject——

Mr. JOHNSON. That is true.

Mr. SAYLOR. The next Congress can repeal it.

Mr. JOHNSON. That is true, but we must take a look at the practical application of this too. Prohibition was subject to review, but it took quite a while to change it.

Mr. SAYLOR. That is what we are trying to do; we are giving one Secretary 15 years and the other one 10 years to review it.

Mr. JOHNSON. As one of the gentlemen representing the mining industry said, he could not wait long enough to have some of the executive decisions made, they would be out of business.

Mr. SAYLOR. So he wants Congress to act.

Mr. JOHNSON. He wants Congress to take a more specific look at the various sections of the country that are going to be put into wilderness and determine for themselves the real need for these classifications on a permanent basis.

Mr. SAYLOR. And Congress is going to do it.

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Mr. JOHNSON. Congress is going——

Mr. SAYLOR. Congress is going to do it. Congress under this bill says to the Secretaries, "Now over the years you have made these decisions. We want you to review them. You review them and report to us."

When they report to us, we are going to take positive action.

Mr. JOHNSON. You are going to take action, but it will be in the form of either saying "yes" or "no" to whatever they submit to you.

You asked the other day one witness what is public opinion, public interest. I think that is your responsibility. I think public hearings, long drawn out as they may be—and surely this one is—is in the public interest. This is where the public has a chance to say something. This is the way we want each one of those various portions of land to be reviewed.

Mr. SAYLOR. And we are going to have the Secretary review them. There is not anything in this bill that says the Secretary cannot go out and hold public hearings on it, is there?

Mr. JOHNSON. Our faith in Congress is a great deal stronger, I think.

Mr. SAYLOR. Now your position is that you have more faith in the elected representatives than you do in the executive branch of the Government?

Mr. JOHNSON. We give all credit to their technical knowledge, but I feel that we, especially in the West, would like to be able to have a voice in what is being classified. I use the word "irrevocably." I think that is true, too, from a practical point of view.

Mr. SAYLOR. One of the witnesses the other day suggested that he did not like including all of these primitive areas, he could go along with the review of the wilderness areas. What he is hoping to do, very simply, is to then get the present Secretary to designate everything that is primitive as wilderness and then you will not have any complaints.

Mr. JOHNSON. We go a little farther than that. We feel that the designations now have been made some years ago. We feel full consideration should be given to the Outdoor Recreation Review Commission's report, which is a 3-year study most capably done for Congress.

Mr. SAYLOR. As a member of that Commission, I want to thank you. It is not often I have gotten a compliment from this area.

Mr. JOHNSON. That report I feel confident is going to form the guidelines for all public outdoor recreation, and private, too, as far as that goes, for a number of years. We think that should be thoroughly studied and reviewed by the various agencies, the various secretaries, as well as Congress.

And we think that parts of that should be incorporated into an outdoor policy which Congress would make and then if there are areas which should be classified as wilderness, let us make them wilderness and keep them wilderness.

But we feel that the blanket approach subjects itself to criticism. They are going to be able to attack it, call them special interests or whatever you want. But I think if the designations were made more carefully, the wilderness areas would stand up under any attack.

Mr. SAYLOR. Thank you, Mr. Johnson.

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Mrs. PFOST. The gentleman from Alaska, Mr. Rivers.

Mr. RIVERS. No questions.

Mrs. PFOST. The gentleman from Minnesota, Mr. Langen.

Mr. LANGEN. No questions.

Mrs. PFOST. Thank you very much, gentlemen. We appreciate your contribution.

Our next witness is Mr. H. R. Glascock, Jr. forest counsel, Western Forestry & Conservation Association.

You may proceed, Mr. Glascock.

STATEMENT OF H. R. GLASCOCK, JR., FOREST COUNSEL, WESTERN FORESTRY & CONSERVATION ASSOCIATION

Mr. GLASCOCK. Thank you.

Madam Chairman, first I want to ask your permission to insert into the record an article from the Fifth World Forestry Congress entitled "Increasing Water Yields by Effective Cutting Methods," by Mr. Herbert C. Storey, Director, Division of Watershed Management Research, Forest Service, U.S. Department of Agriculture.

In the introduction to this paper he makes this concise statement:

> In some localities and at certain times of year, water supplies become insufficient to fully meet the demands of agriculture, industry, and municipalities. Therefore, in such areas consideration should be given to designs of timber cutting that might be expected to increase water yields either in total amount or at those times of the year when water uses are greatest.

And I would direct your attention to the concluding section of this learned paper entitled "Cutting Can Increase Water Yields." The statement is made:

> Measurements made on small watersheds give fairly reliable and conclusive evidence that cutting of timber can result in increased water yields.

I would ask this paper be included in the record of the hearing on the subject that was discussed yesterday, Madam Chairman. There was a discussion yesterday of the effect of cutting on the snow patch in the upper watershed and the relevance of the future possibilities of increasing water yield in the high mountain areas by such treatment.

Mrs. PFOST. Without objection, the article wil be placed in the record.

Hearing no objection, it is so ordered.

(The article follows:)

[Fifth World Forestry Congress, Seattle, Wash., Aug. 29–Sept. 10, 1960]

INCREASING WATER YIELDS BY EFFECTIVE CUTTING METHODS

(By Herbert C. Storey, Director, Division of Watershed Management Research, Forest Service, U.S. Department of Agriculture, Washington, D.C.)

INTRODUCTION

Commercial forest areas in the United States generally occur only in those regions having at least an average annual precipitation of 20 inches. With average annual precipitation of this much or more, forested areas constitute major sources of water for farmlands, industries, and communities. As these forest lands in general occur in mountainous topography with relatively steep stream channels, the water yielded therefrom is also important for hydroelectric power.

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In some localities and at certain times of year, water supplies become insufficient to fully meet the demands of agriculture, industry, and municipalities. Therefore, in such areas consideration should be given to designs of timber cutting that might be expected to increase water yields either in total amount or at those times of the year when water uses are greatest.

INCREASING YIELDS BY REDUCING LOSSES

Water yields may be increased in total amount by reducing losses due to any one or all of the following processes: interception of precipitation, transpiration by plants, and evaporation from soil or snow surfaces. Water yields during the drier seasons of the year may be increased by reducing transpiration or evaporation during that season or by retarding snowmelt and thereby extending the availability of water later in the spring and early summer.

INTERCEPTION

Interception of rainfall by tree crowns can constitute an appreciable percentage of the annual precipitation. In the north-central part of the United States, Mitchell (7)[1] determined interception in a jack pine (*Pinus banksiana*) stand was about 21 percent of the total precipitation and in a mixed hardwood-hemlock stand, about 18 percent.

In the State of California, Kittredge (4) found that in a young plantation of Canary Island pine (*Pinus canariensis*) interception varied from 17 to 28 percent of the precipitation. In South Africa, Wicht (12) found that a stand of poplar (*Populus sp.*) in full leaf intercepted 15 percent of the precipitation while only 3 percent was intercepted during the leafless season. Niederhof and Wilm (9) determine in the State of Colorado that interception by a mature lodgepole pine (*Pinus contorta*) stand amounted to about 30 percent of the rainfall during the summer. In England, Law (6) showed interception by a dense Sitka spruce (*Picea sitchensis*) plantation to be about 38 percent of the annual precipitation. And in California, an 80-year-old stand of ponderosa pine (*Pinus ponderosa*) intercepted about 12 percent of the average annual precipitation, according to Rowe and Colman (10). Thus it appears reasonable to assume that if interception is reduced, there should be an increase in the amount of water available for streamflow. Although it does not necessarily follow that the increase in streamflow would be equal to the reduction in interception, an appreciable portion of the 5 to 10 inches (13–25 centimeters) of water that might be saved should be realized in increased water yields.

Studies have shown that cutting trees will reduce interception. For example, Niederhof and Wilm (9) found that the reduction in interception of rainfall was proportional to the intensity of the cut in a mature lodgepole pine (*Pinus contorta*) stand. Their figures show that a virgin stand of lodgepole pine intercepted 30 percent of the summer rainfall, whereas a stand that had been treated by removing half the commercial stand and thereby reducing the residual stand to 6,000 board feet per acre (35.5 cubic meters per hectare) intercepted only 18 percent of the summer rainfall, and an area that had received a commercial clear cut leaving only small scattered trees intercepted only 10 percent of the rainfall.

Wilm and Dunford (13) in another study in Colorado found that 30 percent more snow and rain reached the ground on a commercial clear-cut area than under a virgin stand of lodgepole pine, and 15 percent more reached the ground where half the commercial stand had been cut.

EVAPOTRANSPIRATION

Evapotranspiration (excluding interception) from forested areas can also constitute a considerable percentage of the annual precipitation. In Colorado, Wilm and Dunford (13) determined these losses from a mature lodgepole pine stand to be nearly 6.5 inches (16.5 centimeters) annually or about 25 percent of the annual precipitation.

In California, Anderson and Gleason (2) estimated evapotranspiration losses plus interception in dense old-growth red and white fir (*Abies magnifica* and *A. concolor*) and mixed stands of red fir and lodgepole pine (*Pinus contorta*)

[1] Numbers in parentheses refer to literature cited.

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amounted to a little over 21 inches (54 centimeters) annually. If interception makes up about 7 inches (18 centimeters) of these losses, evapotranspiration would be about 14 inches (36 centimeters) or approximately 30 percent of the total annual precipation.

In the State of North Carolina, Kovner (5) estimated total evapotranspiration and interception by an oak-hickory stand to be about 39 inches (98 centimeters) annually with an average annual precipitation of about 70 inches (178 centimeters). If interception makes up about 15 inches (38 centimeters) of the total loss, evapotranspiration would be about 24 inches (61 centimeters) or approximately 32 percent of the annual precipitation.

Thus, the quantities involved in evapotranspiration losses of such magnitude that it is reasonable to assume that reduction in these losses through cutting of timber would provide a significant amount of increased water available for streamflow. Studies have shown that the opportunity for realizing gains through manipulation of the vegetative cover would be greatest in areas of deep soils. In areas with shallow soils (12–18 inches (30–45 centimeters) deep or less), although removal of the vegetation or reduction in its density would tend to reduce or eliminate transpiration losses, evaporation from the soil would undoubtedly increase and could effectively remove moisture throughout the depth of shallow soil. In deeper soils a gain would be realized as evaporation is generally effective only in the top 12 to 18 inches (30–45 centimeters) of soil, whereas trees will remove water throughout the depth of root penetration.

Several studies indicate that timber cutting will have an effect on evapotranspiration losses. In most cases the cutting resulted in a reduction in losses, but this may not be the case in all instances. For example, in Colorado, Wilm and Dunford (13) showed that cutting a mature lodgepole pine stand so that the original stand of 12,000 board feet per acre (71 cubic meters per hectare) was reduced to 4,000 board feet per acre (24 cubic meters per hectare) resulted in an increase of evapotranspiration from an original quantity of 6.43 inches to 7.57 inches (16 to 19 centimeters) from the lighter stand. But, 0.80 inch (2 centimeters) of this increased loss was due to an increase in evaporation from the snow surface due to opening up of the stand. Thus moisture losses from the soil differed little (about 0.3 of an inch (0.8 centimeters) more from the 4,000-board-foot-per-acre stand (24 cubic meters per hectare)) in this area where soil depths are only from 12 to 24 inches (30–60 centimeters).

In South Carolina, thinning a 17-year-old loblolly pine (*Pinus taeda*) stand, thereby reducing basal area from 150 square feet per acre (35 square meters per hectare), to 75 square feet per acre (17.5 square meters per hectare), caused an appreciable reduction in soil moisture depletion (11). Starting both areas at field capacity with about 5.25 inches (13 centimeters) of available moisture (field capacity less wilting point) in the upper 48 inches (122 centimeters) of soil, 30 days of drying left only 1.5 inches (4 centimeters) of moisture in the unthinned area while 2.5 inches (6 centimeters) remained in the thinned. During the dormant season following thinning, winter rains recharged soil moisture to a depth of 8 feet (244 centimeters) under the thinned stand, whereas complete recharge did not occur below the 4-foot (122 centimeters) level in the unthinned stand.

Anderson and Gleason (2), in California, found that strip clear cutting in a dense old-growth fir stand reduced summer soil moisture losses 3.2 inches (8 centimeters) from 48 inches (122 centimeters) of soil and 4.6 inches (12 centimeters) from soils of 90-inch (229 centimeters) depth. They further found that a commercial cut in a mixed conifer stand (*Abies concolor* and *A. magnifica*, *Pinus jeffreyi*) removing all trees over 18 inches (45 centimeters) in diameter, totaling 35,000 board feet per acre (204 cubic meters per hectare), and leaving 2,000 board feet per acre (12 cubic meters per hectare), resulted in a decrease in summer soil moisture losses of about 1 inch (2.5 centimeters). In this area soil depths varied from 2 to 6 feet (61 to 183 centimeters).

Clear cutting a dense hardwood stand on a small watershed in the Coweeta Hydrologic Laboratory but leaving all the cut material in place, increased the water yield about 65 percent or approximately 17 inches (43 centimeters) the first year following cutting. As the cut material was well distributed over the ground surface, it is thought the evaporation from the soil was not increased and interception was only slightly decreased; therefore most of the increased water yield can be ascribed to a reduction in transpiration.

USAV-00002529

SNOW ACCUMULATION AND MELT

Some of the most striking effects of timber density and timber cutting have been noted in connection with snow accumulation and melt. This has particular significance in the United States because timber areas that receive an appreciable proportion of their annual precipitation in the form of snow constitute important sources of water and supply a significant part of streamflow during the summer months when water needs for irrigation, domestic and other uses are highest.

The effects of forests on snow and water yield from snow are complicated, being the resultants of a number of processes which may be conflicting or complementary. For example, Anderson, Rice, and West (3) have pointed out that—

1. Forests intercept snow; therefore they must reduce the snowpack.
2. Forests shade the snow; therefore they prevent melting and reduce evaporation, causing the snowpack to increase.
3. Forest trees radiate heat and use water; therefore they decrease the snowpack.

From this it is obvious that the relationships are complex and a practice aimed at increasing the total water yield from snow may not serve equally well to reduce melt rates and thereby prolong the water yield.

A number of studies show that openings in a coniferous stand result in greater accumulations of snow than occur under the forest canopy, and that this increase reaches a maximum for openings about equal in width to the average height of the surrounding trees. For example, Niederhof and Dunford (8) in Colorado, showed that the maximum accumulation of snow in a young lodgepole pine stand was found in openings with a diameter of 20 feet (6 meters) or more with the surrounding trees averaging from 17 to 23 feet (5 to 7 meters) in height. Anderson (1), in California, found the maximum accumulation, as represented by the depth on April 1, to be in a cleared strip of a width equal to about 90 percent of the tree height. On this date such a clear-cut strip would have about 60 inches (152 centimeters) of snow water equivalent when a dense forest would have about 46 inches (117 centimeters).

Studies also show that the melt rate increases with size of openings; therefore, to obtain the optimum combination of accumulation and prolonged melting, openings in the range of one-half to three-fourths of the surrounding tree height are indicated. For example, Niederhof and Dunford (8) showed the maximum storage-duration index occurred with openings of about 16 feet (5 meters) in diameter in a young lodgepole pine stand. Anderson (1) showed the best relationship to occur on cleared strips about one-half tree height in width.

Studies in the Sierra Nevada of California have shown some of the relationships between increments and depletion of the snowpack and several variables of the forest canopy. Anderson, Rice, and West (3) through a multiple-regression analysis of a large number of snow measurements under a wide variation of forest cover, showed that three forest variables had significant effects upon snow accumulation: Snow was increased 6 to 10 percent by the interception of solar energy as indexed by the cover density and depth in the path of solar energy, and snow was decreased 7 percent by the general hemispherical canopy cover, which served as an index to radiation melting and interception of snowfall. These results indicate that to the extent forests can be cut so as to leave the trees to the south and remove the trees to the north of or over a point, snow can be increased.

Their conclusions concerning the design of a forest managed for water production and how such a design might be attained are:

"Judging from these analyses, the 'ideal forest' would result from strip cutting. The strips would be oriented across slopes perpendicular to the hour angles with maximum solar energy; generally the strips would be east-west on north and south slopes, northeast-southwest on east slopes, and northwest-southeast on west slopes. Successive cuttings would proceed generally southward; that is, toward the maximum radiation. Once through a cutting rotation we would have established a wall-and-step forest. This forest would provide the maximum shade with the minimum interception and back radiation. The width of the cutting would be governed by the aim in water production—wider strips for maximum total water yield, narrower strips for maximum delay of melt. For the same delay in melt, wider strips would be cut on north slopes than on the south."

Although this pattern is recognized as being oversimplified and only a first approximation, it does constitute the first orderly integration of a number of complicated factors into terms of possible management direction.

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CUTTING CAN INCREASE WATER YIELDS

Measurements made on small watersheds give fairly reliable and conclusive evidence that cutting of timber can result in increased water yields. One such study was carried out on the Fraser Experimental Forest in Colorado where an appreciable portion of the annual precipitation occurs in the form of snow. Here the 714-acre (289 hectares) Fool Creek watershed contained 550 acres (223 hectares) of merchantable forest consisting of lodgepole pine (*Pinus contorta*) and spruce-fir (*Picea-Abies*) type. Following calibration of the watershed by comparison with an adjacent controlled watershed, 11.9 miles (19 kilometers) of logging roads were constructed and the timber then harvested in a pattern of alternate clear-cut and uncut strips. Altogether, 278 acres (113 hectares) of the watershed were cleared; this consisted of 35 acres (14 hectares) covered by the road system and 243 acres (99 hectares) within the clear-cut strips. During the first 2 years following cutting, water yields were increased an average of about 25 percent. Most of this increase came with the spring freshet, but slightly increased flows were measured in summer and autumn when water needs are highest. It should be pointed out that the clear-cut strips were not so oriented as to obtain the maximum benefits from reduction in solar energy reaching the snow surface, therefore this study does not give a measure of the full effect of best strip orientation on rate of snowmelt and consequent delay in runoff.

At the Coweeta Hydrologic Laboratory a 40-acre (16 hectares) watershed with a dense oak-hickory (*Quercus-Carya*) cover was clear-cut, all woody vegetation being mowed off at the ground surface. All the cut material was left where it fell. Here the average annual precipitation of about 70 inches (178 centimeters) occurs mainly in the form of rainfall. The first year following cutting, the water yield was increased 14.5 inches (37 centimeters) or some 65 percent. Vegetation was allowed to regrow and 13 years following cutting an even-age coppice stand had been established with a basal area of about 50 square feet per acre (12 square meters per hectare). This is about one-half the basal area of the stand before cutting. At this time the water yield was still 5 inches (12 centimeters) greater than would be expected under the uncut condition.

Although this particular method of cutting is not presented as a recommended watershed-management practice, it does show that cutting a hardwood forest where precipitation occurs largely as rain in an area of deep soils will produce increases in water yield. It also shows that the increase in yield will drop off in proportion to the rate of regrowth of the vegetation. In the study cited it is estimated that increased yields will be reduced to zero approximately 40 to 50 years after the original cut.

Mr. GLASCOCK. Madam Chairman, as an American citizen first of all, I would like to congratulate you and this committee on the manner in which you are conducting this hearing. I have had the privilege of sitting in on a few hearings previously, both conducted by the Congress and hearings conducted by the executive branch, and I believe that the exemplary manner in which this hearing is being conducted could not help but strengthen one's faith in the three branches of our Government, and the two Houses of our Legislature, as being a democratic and very constructive way to administer our public affairs.

Mrs. PROST. Thank you, Mr. Glascock. I am sure members of the committee appreciate your remarks very much.

Mr. GLASCOCK. I mean them sincerely. I am quite impressed.

Position: The position of the association on wilderness legislation, arrived at by mail ballot of its trustees is quite brief and is as follows:

We feel strongly that additional wilderness legislation is unnecessary to accomplish the desirable purpose of delineating and maintaining defensible areas of wilderness. If Congress, however, deems additional wilderness legislation necessary, we urge that it be confined to the existing wild and wilderness areas and such other Federal areas as Congress shall designate as predominantly valuable as wilderness by positive congressional action.

USAV-00002531

Amendments: We respectfully request consideration of the attached proposed amendments to section 3 of S. 174 which incorporate the 5,000-acre principle of the Engle Act of February 28, 1958 (72 Stat. 27) with respect to withdrawals of public lands for wilderness.

These amendments are in line with the extension of the Engle Act to require an act of Congress for public land withdrawals in excess of 5,000 acres in the aggregate for any project or facility of any department or agency of the Government, which extension is embodied in S. 1757, H.R. 6377, H.R. 8783, and similar bills widely cosponsored by Members of both Houses of the Congress including the chairman of this committee and Chairman Anderson of the Senate Interior Committee. The attached proposed amendments have been framed to provide for application of the Engle Act principle to national park, national wildlife refuge, and national game range areas, as well as national forest areas, should Congress deem it necessary to include them in a wilderness act.

Justification: We have strongly supported legislation along the lines of H.R. 6377. I might add this is the bill sponsored by Congressman Saylor. Our association, which has for 53 years promoted the conservation through wise use and protection of all western forests, is concerned over the large aggregate acreage of forest land in the West already reserved for special uses. Since 95.6 percent of the federally owned land in the United States is located in 18 Western States and such land constitutes the majority acreage of 5 of those States and a large percentage of the acreage of several others,[1] a real danger exists to western economies of overassignment of Federal lands to limited use. The many millions of acres in the West already so withdrawn should certainly be able to accommodate most of the special uses that can be justified.

We feel it must never be forgotten that Federal lands have a dual responsibility, or their benefits must accrue to two recipients:

1. To their stockholders, the people of the United States.
2. To the support of tributary communities dependent on the resources therefrom.

This fact was recognized by President Theodore Roosevelt in his message of December 2, 1901, when he asserted:

"The fundamental idea of forestry is the perpetuation of the forests by use. Forest protection is not an end in itself; it is a means to increase and sustain the resources of our country and the industries which depend upon them * * *.

"The practical usefulness of the national forest reserves to the mining, grazing, irrigation, and other interests of the regions in which the reserves lie has led to a widespread demand for their protection and extension * * *."

It clearly was the intent then that the forest reserves should undergird the local economies dependent thereon and that this was an important reason for their establishment. Similar intent surely accompanies other Federal lands.

Many of our sharpest Federal land use conflicts these days are in areas of high Federal ownership where we are told that the will of the stockholders is for a limited use which may not do most toward

[1] 1960 statistical appendix to the Annual Report of the Director, Bureau of Land Management, p. 12.

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meeting local needs. And who is to say that local needs should not be given important consideration? The present deliberations on reclassification of the nearly 2-million-acre Selway-Bitterroot Primitive Area in Idaho are a case in point. So the continuous, large-scale withdrawal of Federal lands for special purposes poses some very crucial problems for the West and the Nation as a whole.

It is quite understandable that the Federal land agencies are desirous of retaining their present prerogatives of withdrawing large tracts of public lands for special projects, purposes, and groups. However, close congressional scrutiny of each sizable acreage proposed for withdrawal may well be, in the last analysis, the only long-term safeguard against economic strangulation of hundreds of small western communities.

We therefore urge extension of the principle of the Engle Act, relating to defense withdrawals, to apply to wilderness withdrawals. The proponents of S. 174 who were leading advocates of the Engle Act should applaud the logic and equity of applying this principle to all withdrawals of public lands for special purposes.

WHAT THE AMENDMENTS WOULD DO

The amendments attached would, in brief, amend section 3 of S. 174 on extent of system as follows:

1. Wilderness, wild, and canoe areas would be placed in wilderness system upon enactment.
2. Any addition to or elimination from wilderness system which constitutes in the aggregate an acreage in excess of 5,000 acres could be made only by act of Congress.
3. Any addition to or elimination from the wilderness system which constitutes in the aggregate an acreage equal to or less than 5,000 acres could be made by approval of the U.S. Senate and House Committees on Interior and Insular Affairs.
4. Areas eligible for addition to the wilderness system would be national forest primitive areas and units of the national park system and national wildlife refuges and game ranges.
5. After 10 years following the effective date of this act, the wilderness system, as approved and enacted by Congress under the terms of this act and expansions thereof by Congress would be the extent of the Federal lands which could be maintained specifically for wilderness purposes.

CONCLUSION

Western Forestry and Conservation Association is hopeful that the committee and the Congress will give serious consideration to the wisdom of thus extending the principle of the Engle Act to encompass wilderness withdrawals. If Congress is to have more say on wilderness use of Federal lands, only by this close congressional scrutiny will such dedications be most defensible and long endure.

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(The amendments proposed in Mr. Glascock's statement follow:)

AMENDMENTS TO SECTION 3 OF SENATE-PASSED S. 174

EXTENT OF SYSTEM

National forest areas

Change section 3(b)(1) to read:

"The wilderness system shall include all areas within the national forests classified on the effective date of this Act by the Secretary of Agriculture or the Chief of the Forest Service as wilderness, wild, or canoe. The wilderness system shall include such other national forest areas in excess of five thousand acres in the aggregate as are included by Acts of Congress: *Provided*, That the areas classified as primitive shall be subject to review as hereinafter provided. Following enactment of this Act, the Secretary of Agriculture shall, within ten years, review, in accordance with paragraph C, section 251.20, of the Code of Federal Regulations, title 36, effective January 1, 1959, the suitability of each primitive area in the national forests for preservation as wilderness. Before the convening of Congress each year, the Secretary shall advise the United States Senate and House of Representatives of his recommendations with respect to the inclusion within the wilderness system of each area on which review has been completed in the preceding year, together with maps and definition of boundaries; *Provided*, That the Secretary may, as a part of his recommendations, alter the boundaries existing on the date of this Act for any primitive area proposed for inclusion in the wilderness system, recommending the exclusion and return to national forest land status of any portions not predominantly of wilderness value, or recommending the addition of any contiguous area of national forest lands predominantly of wilderness value: *Provided further*, That following such exclusions and additions any primitive area recommended to be included in the wilderness system shall not exceed the area classified as primitive on the date of this Act. The recommendation of the Secretary with respect to the inclusion in the wilderness system of a primitive area, or portions thereof, shall take the form of a legislative proposal to be introduced in Congress: *Provided*, That if Congress rejects such recommendation of the Secretary and no revised recommendation is made to Congress with respect to that primitive area within two years, the land shall cease to be a primitive area and shall be administered as other national forest lands. Recommendations on all primitive areas not previously submitted to the Congress shall be made during the tenth year of the review period. The wilderness system shall include such other contiguous natinal forest areas having acreage in the aggregate equal to or less than five thousand acres which are recommended for inclusion by the Secretary to the United States Senate and House Committees on Interior and Insular Affairs and which those committees approve for inclusion as being predominantly of wilderness value."

National park system areas

Change section 3(c)(1) to read:

"The wilderness system shall include such national park system areas in excess of five thousand acres in the aggregate as are included by Acts of Congress: *Provided*, That within ten years after the effective date of this Act the Secretary of the Interior shall review the units of the national park system. Before the convening of Congress each year, the Secretary shall advise the United States Senate and the House of Representatives of his recommendations with respect to the incorporation into the wilderness system of each such portion for which review has been completed in the preceding year, together with maps and definitions of boundaries. The recommendation of the Secretary with respect to each such portion shall take the form of a legislative proposal to be introduced in Congress: *Provided*, That if Congress rejects such recommendation of the Secretary and no revised recommendation is made to Congress with respect to each such portion within two years, the land shall remain outside the wilderness system and be administered the same as other national park system land outside the wilderness system. Recommendations on all national park system areas not previously submitted to the Congress shall be made the tenth year of the review period. The wilderness system shall include such other contiguous national park system areas having acreage in the aggregate equal to or less than five thousand acres which are recommended for inclusion by the Secretary to the United States Senate and House Committees on Interior and Insular Affairs and which these committees approve for inclusion as being predominantly of wilderness value."

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National wildlife refuges and game ranges

Change section 3(d) to read:

"The wilderness system shall include such portions of the national wildlife refuges and game ranges in excess of five thousand acres in the aggregate as are recommended for inclusion by the Secretary of the Interior within ten years following the effective date of this Act and incorporated therein by Acts of Congress. Before the convening of Congress each year the Secretary shall advise the United States Senate and the House of Representatives of his recommendations with respect to the incorporation into the wilderness system of each area recommended for such incorporation by the Secretary of the Interior during the preceding year, together with maps and definitions of boundaries. The recommendation of the Secretary with respect to each area shall take the form of a legislative proposal to be introduced in Congress. The wilderness system shall include such other portions of the wildlife refuges and game ranges having acreage in the aggregate equal to or less than five thousand acres which are recommended for inclusion by the Secretary to the United States Senate and House Committees on Interior and Insular Affairs and which these committees approve for inclusion as being predominantly of wilderness value.

Modification of boundaries

Change section 3(e) to read:

"Any addition to or elimination from the wilderness system of an area the acreage of which in the aggregate is in excess of 5,000 acres shall be made only by act of Congress. Any addition to or elimination from the wilderness system of an area specifically provided for under the provisions of this act the acreage of which in the aggregate is equal to or less than 5,000 acres shall be made by approval of the U.S. Senate and House Committees on Interior and Insular Affairs. The proposal for any addition or elimination shall be made by the appropriate Secretary after public notice of such proposal by publication in a newspaper having general circulation in the vicinity of such boundaries and public hearing to be held in such vicinity not less than 90 days after such notice if there is sufficient demand during such 90 days for such hearing. The Secretary shall advise the U.S. Senate and the House of Representatives of his recommendations with respect to such modification or adjustment."

Delete section 3(f) (Effective date of President's recommendations).

Effect of public notice of proposed addition to wilderness system

Redesignate section 3(g) as section 3(f) and rephrase to read:

"Public notice when given by either the Secretary of the Interior or the Secretary of Agriculture that any area is to be proposed under the provisions of this act for incorporation as part of the wilderness system shall segregate such area from any or all appropriation under the public land laws to the extent deemed necessary by such Secretary. Such segregation shall terminate (1) upon rejection of such proposal by the Secretary, (2) upon failure of the proposal to receive congressional approval during the session of Congress in which it was submitted, or (3) 5 years after the date of such notice if the proposal to incorporate such area as part of the wilderness system has not been submitted to Congress."

Add new section 3(g) as follows:

"After 10 years following the effective date of this act the wilderness system as approved and enacted by Congress under the terms of this act and expansions thereof by Congress shall constitute the extent of the Federal lands which shall be administered specifically for wilderness purposes."

Mrs. PROST. Thank you very much, Mr. Glascock.

Are there questions?

Mr. RIVERS. Madam Chairman?

Mrs. PROST. The gentleman from Alaska.

Mr. RIVERS. I had to go out and answer the phone, but just as I was going out I thought I heard you say it would be all right if areas already classified as primitive, wild, and wilderness would be included in this system at the outset; did you say that?

Mr. GLASCOCK. No, sir. I do not recall just where I was when you left, sir, but I said areas eligible for addition to the wilderness, or addition to the wilderness system, would be national forests, primitive

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areas, units of the park system, and national wildlife refuges and game ranges.

Mr. RIVERS. And you want those then attended to by act of Congress?

Mr. GLASCOCK. Yes, sir.

Mr. RIVERS. Within the existing primitive system.

Mr. GLASCOCK. Yes, if they constitute an acreage over 5,000 acres, by positive act of Congress; if they are less than that, by the approval of the Senate and House Interior Committees.

Mr. RIVERS. Thank you.

Mrs. PFOST. Are there further questions? Mr. Langen?

Mr. LANGEN. No questions.

Mrs. PFOST. Thank you very much, Mr. Glascock. We appreciate your appearance here this morning.

Mr. GLASCOCK. Thank you.

(The following supplemental statement was submitted to the committee by Mr. Glascock on May 14, 1962:)

SUPPLEMENTAL STATEMENT OF H. R. GLASCOCK, JR.

Unavailable at the time of our testimony last week were the attached pertinent data on watershed management research. It is an excerpt from the 1961 Annual Report of the Rocky Mountain Forest and Range Experiment Station just released. It constitutes the most recent information on the 20-year-old studies in the Fraser Experimental Forest to increase streamflows by timber harvesting.

The report shows that clear cutting the timber in alternate strips from 39 percent of the Fool Creek watershed has produced an average increase in water yield of 23.9 percent during the 5 years following this treatment without appreciable sedimentation. The future significance of these findings in the arid parts of the West, where water is already the limiting factor to life and development, is obvious. They point to the future necessity of systematic, judicious rotation of forest cover in the high mountain areas to increase snowpack and reduce water losses from evaporation and sublimation.

(The attachment follows:)

WATERSHED MANAGEMENT RESEARCH [1]

FOREST MANAGEMENT AND WATER YIELD IN ARIZONA

The influence of changes in plant cover upon streamflow from Arizona watersheds is of increasing interest. Fortunately, answers to some questions are coming now from watershed experiments on the Sierra Ancha Experimental Forest about 50 miles north of Globe, Ariz. Gaging stations were established on Workman Creek in 1938 to measure streamflow from an area covered by a forest of ponderosa pine, Douglas-fir, white fir, and Gambel oak. Elevations are between 6,590 and 7,724 feet for the bowl-like basin that drains to the west. This basin is divided into three watersheds, each with a perennial stream. The North Fork watershed contains 248 acres, the Middle Fork 251 acres, and the South Fork 318 acres.

Average annual precipitation on the three watersheds is 32 inches. The maximum amount of 53 inches was received in the 1940–41 water year. The driest water year was 1954–55, with a total precipitation of 20 inches. Streamflow for the pretreatment period average about 3.3 inches annually.

[1] Excerpt from Annual Report, 1961, Rocky Mountain Forest and Range Experiment Station, Forest Service, U.S. Department of Agriculture, Fort Collins, Colo.

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In 1953, a study of the results of changes in plant cover on these watersheds was started in cooperation with the Salt River Valley Water Users' Association. The effect of managing for high-quality timber production is being tested on South Fork. The Middle Fork serves as a control. On the North Fork, the forest on the moist site has been removed and that area planted to grass.

On the South Fork, the first cycle of timber cutting began in 1953 and was completed in 1956. About one-half of the merchantable timber was removed. Cutting was planned to favor growth of ponderosa pine and the most vigorous and healthy trees were reserved. In addition to harvesting merchantable trees, the following stand-improvement work was done: (1) Unmerchantable ponderosa pine infested with dwarf-mistletoe was poisoned; (2) hardwood trees on pine sites were poisoned; as were (3) white fir and hardwood trees that were overtopping pine trees in transition zones between pine and fir areas. In July 1957, a forest fire burned 60 acres in the upper southeast part of the watershed. This fire killed many pine trees. The harvest cut, stand improvement, road construction, and forest fire reduced the basal area of the forest cover by 46 percent. Streamflow has increased only slightly, if at all, as a result of the changes in the forest on South Fork. There has been an apparent increase of less than 0.10 area-inch, or about 3 percent for the years since treatment. This quantity is too small to be statistically significant. There is a tendency for a larger increase in wet years. The dry years since treatment have probably reduced the effect on runoff. More years of record will be necessary for definite conclusions, but for the present the inference is that single-tree-selection silviculture followed by intensive stand-improvement practices will have little effect on water yield from Arizona watersheds.

The area burned by the forest fire suffered heavy erosion. The first storm after the fire was one of the most intense ever recorded at Workman Creek. Total rainfall was almost 4 inches in a 4-hour period. About 40,000 cubic feet of soil was moved from the 60-acre burned area. Forty-three percent of this reached the channel and weir pond and the remainder was deposited on fairly level areas outside the burn. This erosion is perhaps near the maximum to be expected in Arizona from a single storm on the usual rather gentle topography found in the pine type.

On the North Fork watershed the 80 acres of moist site forest composed largely of white fir and Douglas-fir was cleared during September and October 1958 (fig. W–1). The boundary of the cleared area generally coincided with a topographic break between the incised stream channel and the more level upland areas. Where this break was not present, the area was cleared wherever white fir and Douglas-fir composed more than 50 percent of the trees 4 inches and larger.

Logs were cut from trees 10 inches in diameter at breast height and larger, and hauled from the area. Remaining material was pushed into windrows and burned. A mixture of slender wheatgrass, Kentucky bluegrass, and orchardgrass was then sown. Redtop was planted along the stream channels. A good catch of grass was obtained. The production at the end of the first season was 500 pounds per acre.

The first year after treatment was dry. Streamflow was 1.4 inches compared with an estimated flow of 0.9 inch had there been no treatment. The next year was above normal in runoff. Actual flow was 6.4 inches compared with an estimated flow of 4.4 inches. The first-year increase of 0.5 inch was not large enough for statistical significance. The second-year increase of 2.0 inches is statistically significant.

Again, more years are required to finally assess the results of this treatment. It is interesting that the proportion of timber removed is less on the North Fork, but that removal was concentrated on a smaller area and on the moist site.

The final result will help in designing systems of management for efficient water yield. Perhaps it will be possible to obtain a large proportion of the potential increase to water yield by special treatment of only a selected part of a watershed.

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TIMBER HARVEST IN COLORADO INCREASES STREAMFLOW

The snowpack and its forest environment has been a subject of study at the Fraser Experimental Forest in Colorado for 20 years. Early studies conducted on small plots formed the basis for large watershed experiments to determine the influence of (1) timber harvesting on snow accumulation and (2) melt on resultant streamflow.

Streamflow records have been maintained on Fool Creek, a 714-acre watershed, and East St. Louis Creek, a contiguous watershed of 2,000 acres. From 1943 to 1954 streamflow records were compared between these watersheds so that the seasonal flow of one watershed could be predicted from the other.

At the end of this calibration period it was decided to harvest 278 acres of the 550 acres of merchantable 300-year-old lodgepole pine and spruce-fir timber from the Fool Creek watershed. The silvicultural system used was clear cutting in alternate strips varying in size from 66 to 400 feet in width (fig. W–2). No cutting was done along the main stream channel for a distance of 90 feet on each side of the stream. Five miles of main-haul contour roads, and 8 miles of spur roads were constructed prior to logging. The total volume of timber removed from the strips was 3.5 million board feet. Of this, saw logs made up 62 percent of the cut, poles 28 percent, and posts and pulp the remainder. Road construction was completed by 1951; logging began in 1954 and ended in 1956.

What happened to streamflow as a result of this timber harvest? We have 5 full posttreatment years to answer this question. For each of these years, the excess of actual water yield over that predicted from the comparison with the untreated watershed is shown below:

[Area inches]

Years	Predicted yield	Actual yield	Difference
1957	19.6	23.0	3.4
1958	11.4	13.5	2.1
1959	10.5	13.6	3.1
1960	11.1	14.9	3.8
1961	8.8	10.9	2.1

Most of the increase in yield has occurred during the spring freshet period of May and June, but there has also been a small increase in the summer and early fall months. The early rise of Fool Creek is rapid and the spring peak has been higher than it would have been had the timber not been cut.

As is typical of streams from high elevations in Colorado, peak rates of runoff are comparatively low even after treatment. The maximum instantaneous peak runoff from Fool Creek to date is less than 22 cubic feet per second per square mile (c.s.m.). Because of the moderate runoff rate, few intense summer storms, rocky channels, and coarse-textured soils, sediment yield from Fool Creek is low. A basin at the foot of the watershed has trapped only 1.5 cubic feet of sediment (wet volume) per acre of watershed per year.

Mrs. PROST. Our next witness is Mr. Bert L. Cole, Commissioner of Public Lands, State of Washington Department of Natural Resources.

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STATEMENT OF BERT L. COLE, COMMISSIONER OF PUBLIC LANDS, STATE OF WASHINGTON DEPARTMENT OF NATURAL RESOURCES

Mr. COLE. Madam Chairman, and members of the committee, I am Bert L. Cole, Commissioner of Public Lands for the State of Washington, and administrator of the Washington State Department of Natural Resources.

I do not oppose the preservation of limited areas of purely wilderness character. However, I am here to register my opposition to S. 174, which would establish a National Wilderness Preservation System as a legal entity. I firmly believe that the Federal land managing agencies now existing have the authority and administrative machinery necessary to cope with the need of establishing more wilderness areas.

S. 174 would take away from Congress the authority through positive action to decide how much wilderness we should have. In effect, this would mean the constitutional responsibility of Congress would be abrogated through S. 174. In my opinion, S. 174 should be amended to require positive action by Congress for enactment of any wilderness proposal by the Chief Executive.

It is my firm judgment that S. 174 would lock up an unreasonable amount of productive land, causing a crippling economic impact. Furthermore, once land is locked into the wilderness system there is no provision for periodic review and changes in land use.

It is my conviction that before Congress agrees to lock up any portion of the vast areas of resources encompassed in S. 174, qualified individuals from existing Federal and State resource managing agencies should be given the opportunity to determine the highest and best use of such areas.

For the above reasons I strongly oppose the passage of S. 174.

I attach amendments I wish to submit for your serious consideration.

Thank you.

(The amendments referred to follow:)

AMENDMENTS TO S. 174

Amendments to Section 3(b)(1) and Section 3(b)(2)

[Asterisks indicate deletion. Italic indicates addition]

Section 3. (b)(1) The wilderness system shall include all areas within the national forests classified on * * * *January 1, 1962*, by the Secretary of Agriculture or the Chief of the Forest Service as wilderness, wild * * * or canoe. * * *

Section 3. (*b*)(*2*) Following enactment of this Act, the Secretary of Agriculture shall, within ten years, review, in accordance with paragraph C, section

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251.20, of the Code of Federal Regulations, title 36, effective January 1, 1959 * * * each primitive area in the national forests * * * *and determine the best public use for each portion thereof.* Before the convening of Congress each year, the * * * *Secretary* shall advise the United States Senate and House of Representatives of his recommendations with respect to the * * * inclusion within the wilderness system * * * of * * * *any portions of those* areas on which review has been completed in the preceding year, together with maps and a * * * *designation* of boundaries. * * * Any primitive area, or portion thereof * * * which * * * *has not been included* in the wilderness system * * * *by Act of Congress* within * * * *twelve* years following the enactment of this Act shall cease to be a * * * *primitive area* and shall be administered as other national forest land.

Section 3. (b) (3) The Secretary of Agriculture shall not, after twelve years from the effective date of this Act, maintain any lands under his jurisdiction in wilderness-type reservations except those lands already included in the wilderness system under the provisions of this Act.

Section 3. (b) (4) The purposes of this Act are hereby declared to be within and supplemental to but not in interference with the purposes for which national forests are established as set forth in the Act of June 4, 1897 (30 Stat. 11), and the Multiple Use-Sustained Yield Act of June 12, 1960, Public Law 86-517 (74 Stat. 215).

Section 3. (c) (1) (Delete).

Section 3. (c) (2) (Delete).

Section 3. (d) (Delete).

Amendments to Section 3. (e)

[Asterisks indicate deletion. Italic indicates addition]

Section 3. * * * (e) *Each unit of the wilderness system shall be reviewed by the administering agency as to its several resource values within each twenty-year period from the date of its inclusion in the wilderness system. The administering agency shall, upon completion of the review of each such unit, make public its findings together with recommendations for the modification of boundaries or for its continued inclusion or its deletion from the wilderness system.* Any proposed * * * modification or adjustment of boundaries *or the deletion* of any portion of the wilderness system established in accordance with this Act shall be made by the appropriate Secretary after public notice of such proposal by publication in a newspaper having general circulation in the vicinity of such boundaries and public hearings to be held in such vicinity not less than ninety days after such notice if there is sufficient demand during such ninety days for such hearing. The proposed modification or adjustment *or deletion of any portion of the wilderness system* shall then be recommended with map and description thereof to the * * * *United States Senate and House of Representatives.* Such recommendations * * * *for modification, adjustment or deletion of any portion of the wilderness system established in accordance with this Act* shall become effective * * * *only after specific affirmative authorization by law.*

Mrs. PFOST. Our next witness is Mr. Royce G. Cox, chairman, Inland Empire Multiple Use Committee, Lewiston, Idaho.

Mr. Cox, I would like personally to take this opportunity to welcome you here. We appreciate very much your interest in this legislation. I believe that you appeared at the committee hearings in McCall, Idaho, last fall and now have come to Washington because you have new or additional testimony to offer.

Mr. Cox. I did appear there, Madam Chairman.

Mrs. PFOST. Thank you very much.

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Mr. ASPINALL. Madam Chairman, before Mr. Cox gives his statement, is this statement of yours in any respect repetitive of what you said in Idaho?

Mr. COX. Portions of it are, sir, but the part I intend to cover here is pertaining to some new proposals for amendment.

Mr. ASPINALL. Am I then to believe that you have come here to have reprinted in the record of the hearing on this legislation repetitive material?

Mr. COX. No, sir. The portions of what I have to say here which would be repetitive material I would recommend would not be included in the record of the hearings.

Mr. ASPINALL. In other words, the first nine pages of this document you have handed to us is entirely new material?

Mr. COX. I could not say, sir, it is entirely all new material.

Mr. ASPINALL. Madam Chairman, of course the first nine pages are eligible for the record. I would suggest that the first nine pages may be read and the rest of it be made a part of the file except if there is any new material that is not repetitive the staff be allowed to take it out and we will include it in the record following Mr. Cox's statement.

Mrs. PROST. You have heard the request. Is there objection? Hearing none, it is so ordered, and you may proceed.

STATEMENT OF ROYCE G. COX, CHAIRMAN, INLAND EMPIRE MULTIPLE USE COMMITTEE, LEWISTON, IDAHO

Mr. COX. Madam Chairman, members of the committee, my name is Royce G. Cox. My home is in Lewiston, Idaho. I am chairman of the Inland Empire Multiple Use Committee, a group composed of members of six forest conservation and development organizations representing a large number of natural resource owners, operators, and users in Idaho, western Montana, and eastern Washington. The membership, objectives, and reports of our committee are summarized in the attached sheet, "Facts About the Inland Empire Multiple Use Committee."

I would like to point out the organizations represented here are North Idaho Forestry Association, the South Idaho Forestry Association, the Montana Forestry Practices Committee, the Idaho Forestry Practices Committee, and the Western Pine Association.

I appreciate the opportunity to appear before this congressional committee and present the viewpoints of a large number of western citizens who are greatly concerned about the wilderness bill.

We wish to reaffirm the support of our Inland Empire Multiple Use Committee for establishing and maintaining a reasonable acreage of wilderness on Federal lands, providing the needs of our local citizens for the other multiple uses of these lands are not jeopardized.

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As evidence of this support, please note that at Forest Service hearings on the reclassification of two primitive areas in the West, one of which was prior to the McCall hearing and one of which was after the McCall hearing, our committee recommended a total of 1,021,000 acres of wilderness, including 281,000 acres of commercial forest land. Nevertheless, we are strongly opposed to S. 174 because we are convinced it is unnecessary and not in the best interests of the public land States of the West.

Some of the amendments made to the bill prior to its passage by the Senate are highly favorable; however, the bill's basic defects have not yet been eliminated. Therefore, if your subcommittee decides S. 174 is to be given further consideration we hope you will add several needed amendments.

For the record here, I wish to repeat what you heard so frequently during your hearings in McCall last fall. You are to be commended for holding those hearings in the West close to the people most affected by this legislation. This was greatly appreciated by your friends in Idaho.

Mrs. PFOST. Thank you very much.

Mr. COX. Additional information and viewpoints have been developed since those McCall hearings that will be worthy of consideration by this committee.

Since the McCall hearings our committee has continued its study of the wilderness controversy. We find grassroots opposition to S. 174 growing ever stronger, as people begin to understand it more fully.

Many average citizens are still confused by the morass of terms, definitions, and complexities of the wilderness bill and the wilderness debate in general. This is particularly true of those folks who are not close to the subject or who have not had an opportunity to study it in detail.

Because of superb salesmanship by the chief sponsors of S. 174, many people have not fully realized just what this bill would do if passed in its present form. In many cases people change their opinion from support to opposition when they understand the definition of wilderness under S. 174 and the severe restrictions it would impose on such a vast area of public land.

More and more of these rank-and-file citizens are coming to realize that we cannot afford to risk the future economic and recreational development of local areas. This is true not only in Idaho but in many other Western States so dependent on the resources from Federal lands.

To say, as many proponents have, that the bill would include no lands not already included in restricted-use areas does not allay the fears of these western citizens because they have learned from experience that the wilderness issue is so charged with emotions that working out reasonable compromises is extremely difficult.

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These people realize that if S. 174 is passed in its present form, our possibilities for working out reasonable and justifiable boundary changes later would be even more difficult if not impossible. And these people also know that while the resources from the vast area of public lands which would—for all practical purposes—be locked up under S. 174, may not have been critically needed in the past, many of these resources will be needed in the not too distant future to provide jobs and recreation opportunities for the rapidly increasing number of families in Western States. These people want assurance that the key to the lock on these resources will not become lost in overly restricted Federal laws.

President Kennedy and Secretary of Agriculture Freeman have been quoted as saying we will need to double production of our natural resources by the year 2000 if we are to meet the demands of the future. You cannot do this if you lock up too much land.

While opposition to S. 174 is growing, our committee has found few people who are flatly opposed to all wilderness preservation. The basic issue, then, is not one of wilderness preservation versus complete elimination, but rather one of how much wilderness is justified and whether another Federal law is necessary to preserve it.

The following summary, supported by the attached documents, brings the position of our committee up to date.

SUMMARY OF THE RECOMMENDATIONS OF THE I.E.M.U. COMMITTEE

At the McCall, Idaho, hearings on S. 174 conducted by Congresswoman Pfost last October, the I.E.M.U. Committee presented three proposals for amendment to S. 174. Since then, after further careful study and talking to resource users, recreationists, and local citizens, we have expanded our proposals to a total of seven.

The additional four proposals are intended to provide for further reevaluation of wilderness and nonwilderness resources, to assure protection of multiple recreation use of the national parks, to provide for maintenance of existing private properties in primitive areas, and to assure sound management of national wildlife refuges and game ranges. The exact wording of the amendments, if accepted, would be left to Congress.

We are still strongly opposed to S. 174 because it is unnecessary and not in the best interests of Western States. However, if in its final judgment this committee feels a bill is necessary to give adequate recognition to wilderness preservation, we urge that S. 174 first be amended along the following lines:

1. To give Congress positive control of lands to be included in the national wilderness preservation system through affirmative procedures, rather than negative as under the present bill.

2. To specifically exclude national forest primitive areas from the wilderness system until a thorough inventory and a complete

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economic analysis of all values and resources has been completed, with final inclusion—by affirmative congressional action—of those areas determined to have their highest value as wilderness.

3. To make possible, under more realistic regulations, a thorough inventory and evaluation of the mineral potential in wilderness and primitive areas.

The next four, Mr. Aspinall, are new material.

4. To more specifically provide for future justifiable boundary changes of wilderness areas based on periodic review and reappraisal of relative values for wilderness and nonwilderness uses. Specific guidelines should be written into the bill to assure adequate evaluation.

5. To require the Secretary of the Interior to submit for positive action of Congress a total long-range plan for development and use of the national park system before recommending any area for wilderness classification.

6. To eliminate section 4 entirely or specifically provide for the choice of "free will" sale of private lands or trade for Federal lands of equal value outside wilderness areas.

7. To specifically require the Secretary of the Interior to complete a thorough inventory and economic analysis of all resource values contained in national wildlife refuges and game ranges, and to prepare a long-range management plan for these areas before recommending any part of them for inclusion in the wilderness system.

Our committee feels that these seven proposals, if adopted, would provide much more clear and positive safeguards to assure sound programs of integrated multiple-use management of the public's natural resources involved. If S. 174 is amended in accordance with these proposals, we feel we could then conscientiously support the bill, providing it is not changed in some way to make it incompatible with our views.

The basis for the above seven recommendations is given in the attached reports of our I.E.M.U. Committee entitled "Summary of the Wilderness Issue, April 17, 1962", and "Recommendations on the Wilderness Bill as Amended and Passed by the Senate, October 1961."

The April 17 report also contains a commentary on the cost of maintaining the wilderness preservation system, a factor in which Chairman Aspinall has expressed much interest. Mr. Aspinall, and other members of the committee who have this concern, are to be commended because this is a highly important aspect of the wilderness issue. Certainly it is something which cannot be glossed over by the glib and baseless assertion so often repeated by some proponents of S. 174 that, "the wilderness can be preserved without taking one dollar from anyone's pocket."

Also attached to this statement are two other reports, prepared by our I.E.M.U. Committee, on wilderness problems.

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These are: Report No. 1, dated February 1961, and titled "Proposal for the Selway-Bitterroot Wilderness Area", and Report No. 3 of January 1962, "Proposed Anaconda-Pintlar Wilderness Area."

I would appreciate these being filed in the record of this hearing. We present these reports, not as an answer to all aspects of wilderness classification, but rather as examples of two approaches to the task of national consideration of the complex problem involved in reclassifying two specific primitive areas for wilderness. Perhaps these will be of some value to the committee.

(The reports referred to appear at pp. 1639 and 1659.)

Mr. Cox. In conclusion, may I stress that our committee fully recognizes the values of wilderness for specialized recreation and spiritual stimulation. However, we also believe the amount and the kind of country set aside for wilderness must be kept in balance with the other needs of local and regional citizens for the material necessities of life.

Of paramount importance is the absolute necessity of protecting and developing the natural resources which sustain the basic industries of the West—agriculture, minerals, forest products. These industries form the foundation upon which rests all other social and economic development.

Our committee feels that a well-balanced, long-range, overall program of integrated natural resource management must be developed, not only for the West but for the Nation. Although there are many complex problems, much progress has been made during the last half-century; even greater progress will be made in the next, if the individuals, organizations and agencies involved will dedicate their sincere efforts and cooperation to the cause.

I deeply appreciate your courtesy and patience in listening to me. You face a serious responsibility in making your recommendations on this vitally important legislation. I know you will employ your highest intelligence, logic, and commonsense in arriving at your decision.

While we recognize you face a very serious problem here, we are confident, as evidence by the way in which these hearings have been conducted, we are confident you are going to arrive at sound, sensible, and reasonable conclusions.

Thank you very much.

(COMMITTEE NOTE.—The following material submited by Mr. Cox was found not to be repetitive of material included in the hearings at McCall, Idaho, October 30, 1961:)

LEWISTON, IDAHO, *April 20, 1962.*

FACTS ABOUT THE INLAND EMPIRE MULTIPLE USE COMMITTEE

The committee is composed of members of six forest conservation and development organizations representing a large number of private natural resource owners, operations, and users in Idaho, western Montana, and eastern Washington.

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The objective of the committee is to promote sound, integrated multiple-use management of the many natural resources on both public and private forest lands.

All committee members are employed in private forest land resource conservation and management. Their work includes the protection, development, and wise use of timber, minerals, grazing, water, wildlife, and recreation.

The committee was formed in December 1960, to study the Forest Service proposal for the Selway-Bitterroot wilderness area in Idaho and Montana. Since then, the committee has studied and reported on other phases of the wilderness issue.

At its first organizational meeting the committee elected Royce Cox, of Lewiston, Idaho, as its chairman and recently reelected him to that post. Cox is managing forester for Potlatch Forests, Inc.

Other members of the committee and the organizations they represent are:

Max Tripp, president, North Idaho Forestry Association, Inland Empire Paper Co., Millwood, Wash.

E. M. Stoddard, president, South Idaho Forestry Association, Sawtooth Lumber Co., Mountain Home, Idaho.

Mark Schoknecht, chairman, Montana Forest Practices Committee, J. Neils Division, St. Regis Paper Co., Libby, Mont.

Bruce Colwell, Chairman, Idaho Forest Practices Committee, Diamond National Corp., Coeur d'Alene, Idaho.

Arthur Lynn, forester, Western Pine Association, Post Office Box 222, Coeur d'Alene, Idaho.

To date, three major reports have been published by the committee:

(1) Proposal for the Selway-Bitterroot Wilderness Area, February 1961.

(2) Recommendations on the wilderness bill as amended and passed by the Senate, October 1961.

(3) Proposed Anaconda-Pintlar Wilderness Area, January 1962.

In the first report the committee expresses support for preserving a reasonable acreage of wilderness on Federal lands, but objects to the Forest Service proposed Selway-Bitterroot wilderness area as being too large and containing too many resources having higher values for nonwilderness uses. The committee recommends a wilderness area of 862,110 acres, including 182,000 acres of commercial forest. (The Forest Service proposal is for a total of 1,163,550 acres, including 447,400 acres of commercial forest.) More roads and camp grounds are suggested for the multiple-use area to be excluded from wilderness. The committee contends these changes would improve forest protection, make more resources available for local needs, and provide more recreation accessible to the average family. The committee points out that the net size of the Selway-Bitterroot wilderness area it recommends (862,110 acres) is twice as large as the Glacier Peak wilderness area in the Washington Cascades. The committee presented statements at the three Forest Service hearings in March 1961. (NOTE.—After receiving many pro and con statements, the regional forester sent an undisclosed recommendation to the Chief of the U.S. Forest Service in Washington, D.C. No official decision on the Selway-Bitterroot has been released to date.)

In the second report the committee analyzes the wilderness bill, S. 174, as amended and passed by the Senate and recommends opposition to the bill because it is unnecessary and detrimental to Western States. The committee reaffirms its support for a reasonable, carefully planned program of wilderness preservation balanced with the other needs of the Nation's citizens, but points out that adequate wilderness areas on national forests are already provided for under the Multiple Use Act of 1960, and that the wilderness bill, if passed, would too severely restrict the use of too large an area of public land. Recommendations for amendments to S. 174 are made.

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In the third report the committee gives general endorsement to the Forest Service proposal for reclassifying the Anaconda-Pintlar Primitive Area in Montana as a 157,800 acre wilderness area which includes 99,200 acres of commercial forest. The committee says the proposed Anaconda-Pintlar wilderness is reasonable in size and is well qualified for wilderness classification with a minimum of conflict with other uses. Recommendations are made for periodic reevaluation of mineral resources with future adjustments of wilderness area boundaries to be made when justified by the discovery or development of needed nonwilderness resources.

Copies of these reports are available on request. Write to Post Office Box 600, Lewiston, Idaho.

SUMMARY OF THE WILDERNESS ISSUE, APRIL 17, 1962

HOW MUCH WILDERNESS WOULD BE ESTABLISHED UNDER S. 174?

The bill specifies no exact acreage but the total potential is at least 65 million acres. Many people still do not realize the tremendous size of the proposed wilderness system nor the severe restrictions on use which would have the force of law if S. 174 is passed in its present form.

Probably the best indication of proposed size for the wilderness system has been given by Howard Zahniser, executive secretary of the Wilderness Society with headquarters in Washington, D.C. The society is one of the most active groups working for passage of S. 174. Speaking at the Forest Land Use Conference last September in Washington, Mr. Zahniser indicated the folowing areas qualified for inclusion in the wilderness preservation system proposed by S. 174.

	Million acres
1. National forest wild, wilderness, and canoe areas	6.8
2. National forest primitive areas	7.9
3. National park areas	20.1
4. National wildlife refuges and game ranges	24.0
Total proposed wilderness system	58.8

Mr. Zahniser indicated there are additional areas of Federal, State, private, and Indian lands also suitable for wilderness preservation. "But," he said, referring to the 59 million acres, "in a very probable sense these areas that we have here, this morning, looked at very quickly are indeed our hope for success in wilderness preservation. We should accordingly do our best to see that these areas that can constitute a national wilderness preservation system are preserved unspoiled." Thus a spokesman for the wilderness bill is urging setting aside for extremely limited recreational use an area of nearly 92,000 square miles, which is 1.1 times the size of the entire State of Idaho or 5,000 acres larger than the six New England States plus Delaware, Maryland and New Jersey.

WHAT IS MEANT BY "WILDERNESS PRESERVATION"?

The term "wilderness" has many different meanings, depending on a person's point of view. The "purist" concept of wilderness, however, is not widely understood.

Residents of large cities and many other average people often regard "wilderness" as an accessible area where they can "get away from it all" by driving with their families to a well-equipped campground for a weekend of camping, relaxation, and nature study. An example of such an area is the Palisades Interstate Park in New York and New Jersey.

Others regard the large areas of private tree farms as superb "wilderness" areas because they provide excellent hunting, fishing, camping, picnicking, berrypicking, etc.—with access over roads and trails built for multiple-use

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timber harvest and forest protection. Examples of such areas are the tree farms of the larger private owners in the West and the famed "Allagash" area of privately owned land in Maine. These private owners have kept their lands open to free public use, even installing free campgrounds in many cases. The National and State forests throughout the United States also provide vast areas of such accessible "wilderness," made highly usable to the average family through the construction of roads and campgrounds.

Besides providing an accessible "wilderness" for millions of people, these private and public forests have also provided a sustained supply of timber, minerals, grazing, water and wildlife under multiple-use management and protection.

To the wilderness purist, however, an area cannot qualify for wilderness unless it is so vast, remote, and undisturbed by man that he can completely isolate himself from all sights, sounds, and conveniences of civilization. Even the 3¼ million acres of primitive area in Idaho are not large enough to satisfy his desires.

What does the enthused wilderness group sponsoring S. 174 really mean when they say these areas must be "preserved unspoiled"?

This is clearly spelled out by section 6(b) of the bill which stipulates that "there shall be no commercial enterprise within the wilderness system, no permanent road, nor shall there be any use of motor vehicles, motorized equipment, or motorboats, or landing of aircraft nor any mechanical transport or delivery of persons or supplies, nor any temporary road, nor any structure or installation, in excess of the minimum required for the administration of the area * * *." The use of aircraft and motorboats is specifically prohibited except where already "well established," but even here the wilderness purist would pressure for complete elimination.

Grazing of livestock is prohibited except "where already well established."

Mineral prospecting and mining by methods which are incompatible with the wilderness regulations are prohibited, except through special permission of the President of the United States who must first be shown conclusively "that such use or uses in the specific area will better serve the interests of the United States and the people thereof than will its denial." (Quote from sec. 6(c)(2) of S. 174. Note that such proof must be based on the interest of the total United States, rather than on the needs of the local people so dependent on natural resources from Federal lands.)

These regulations mean that with very few exceptions wilderness areas may be entered only by foot or horseback, that there can be no permanent camps, resorts or lodges, that family access by auto will be completely blocked, that power equipment of any kind cannot be used, that mineral exploration using anything but handtools cannot be done, that all job-providing harvest of timber will be prohibited, that intensive big-game management using the most modern techniques of habitat development will be barred, that more than fringe use by the average sportsman will be beyond his means—because all these important uses will be either specifically unlawful or impractical under S. 174 as it is now written. These restrictions are necessary to preserve wilderness in its purest form, and some such areas should be maintained. However, there must also be assurance that needed natural resources will not be locked up. S. 174, as now written, does not give this assurance.

HOW MUCH WOULD THE WILDERNESS PRESERVATION SYSTEM COST?

The chief sponsors of S. 174 have said repeatedly: "The wilderness can be preserved without taking one dollar from anyone's pocket."

The incongruity of this statement is obvious to those close to the problem. Many millions of dollars annually must be spent now, just for basic fire protection of the vast forest and range lands which would go into the wilderness system. Additional large sums are required to handle the problems of wildlife management, maintenance of pack stock grazing, and trail stabilization to reduce erosion and protect watershed values. As timber stands grow older, more money will be required to control insect and disease epidemics so as to preserve the wilderness forests and to avoid jeopardizing adjacent nonwilderness forests. All of these costs will increase as wilderness use increases. Eventually, funds must be raised for management of the recreational use of the wilderness.

Congress will be required to continue appropriating essential funds to protect and preserve the wilderness. In spite of a popular fallacy, this money must still come from the pockets of U.S. taxpayers.

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Because of the excessively severe restrictions under S. 174, which would have the force of law, the wilderness areas will produce an insignificant income. There could be no revenues from timber harvest or mineral development—the backbone of the economy of many Western States. Hence the bulk of the cost of maintaining the wilderness areas would have to be borne by the productivity of other lands being managed for full multiple use.

Of course, it is impossible to estimate the total actual cost of the proposed 59-million-acre wilderness system in terms of the lost natural resources which would be locked up under the severe restrictions of S. 174, because no survey of these resources has ever been made. Conservative estimates of the commercial forest area in just the existing national forest primitive and wilderness areas total 4,691,000 acres, containing at least 32 billion board feet of timber. Much of this timber is overage and dying. In many areas insects and disease are taking heavy tolls. This is a tragic waste of a need natural resource.

The cash value of this standing timber under normal market conditions, if it were made accessible, would be at least $118 million. If this timber could be wisely managed under modern scientific methods and utilized by an integrated forest products industry the total economic value generated to just the point of retail sales would be $350 million annually. This process of management and utilization would provide direct employment for 13,000 people and would support communities totaling 89,000 population. This is much too high a price to pay for maintaining such an excessively large wilderness area. The locking up of such a vast amount of a resource having proven value cannot be considered true conservation. In order to generate a comparable dollar production ($350 million) 1,671,000 people would have to spend $30 per day on a 7-day pack trip each year, or a total of 11,697,000 trip-days per year. While wilderness use will undoubtedly increase, compare the above figure with the Forest Service record of 556,000 visits to national forest wilderness and primitive areas in 1958. The difference is even more significant in view of the fact that the majority of these visits were hunters and fishermen traveling only a few miles from the ends of roads and airstrips rather than true wilderness trips.

The above estimates of timber values in national forest primitive and wilderness areas are on the conservative side. Nevertheless, they serve to illustrate the sacrifice in just this one natural resource, timber, which the American people must make if only part of the areas proposed by wilderness extremists is actually maintained as permanent wilderness. If the total proposed area and the potential values of the as yet undiscovered and unknown mineral resources were considered, the resource loss would be many, many times greater.

The fact should be made clear to more people that the cost of maintaining such special-use areas is much more than the cash outlay, great as it is, for merely their protection and administration. Some of the resources from these limited-use areas are actually needed today, and the demand will become more critical in the future to provide the jobs and recreational opportunities for our rapidly increasing population.

Certainly, a reasonable acreage of parks, wilderness, and other special-use areas is fully justified; however, extremely careful consideration must be given to the selection of such areas and to the laws establishing them so that the future development of critically needed multiple resources will not be jeopardized.

In respect to wilderness, the IEMU Committee feels that adequate areas can be established and maintained without locking up other needed resources. However, in our opinion, S. 174 as now written, does not give sufficient assurance of this.

HOW SHOULD WILDERNESS AREAS BE SELECTED?

The IEMU Committee feels this should be done on the basis of highest use. The committee has set three basic principles to guide it in its studies of the wilderness problem.[1]

1. The multiple-use concept of natural resource management includes wilderness as a valid use.
2. Those areas of public land having a higher value as wilderness than for any other use should be preserved and managed essentially as wilderness.

[1] At Forest Service hearings on the Selway-Bitterroot and Anaconda-Pintlar Primitive Area reclassifications, the IEMU Committee recommended a total of 1,021,000 acres of wilderness, including 281,000 acres of commercial forest.

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3. Those areas having a higher value for uses other than wilderness should be excluded from wilderness areas except where essential to preserving overall wilderness characteristics.

The determination of the relative values of any given area for wilderness and nonwilderness uses is not an easy task. It cannot always be measured directly in dollars and cents. Values change. Societies' needs change. New minerals are discovered. New uses, methods, and equipment are developed. Therefore, a decision made today is not good for all time. This is why we strongly recommend specific provisions for periodic review of established wilderness and nonwilderness areas.

This review should be made periodically—say every 10 years—or whenever justified by the discovery of new minerals or other needs of society. The review should be made by a highly qualified board of examiners and experts in all natural resource fields, representing public and private, National and State agencies. Provision should be made for justifiable boundary changes of established wilderness areas based on a reappraisal of relative values of wilderness and nonwilderness uses. This should be a give-and-take procedure: certain areas would be transferred from wilderness to other higher value uses; other areas would be transferred into wilderness classification where this use is proven to be its highest value in the foreseeable future. While this procedure would not satisfy all the demands of wilderness purists, it is their best hope for maintaining a reasonably large area for their special, limited use.

Sponsors of S. 174 have said repeatedly they do not want to "lock up" resources—that when a real need for these resources develops they should be made available. If these people really mean what they say, they should have no objections to an amendment to S. 174 which would guarantee the periodic review outlined above.

DOES THE WILDERNESS BILL AFFECT PRIVATE LANDS?

Many promoters of S. 174 have said the bill does not affect private land. This is not true. Section 4 of the bill states: "The Secretary of the Interior and the Secretary of Agriculture are each authorized to acquire as part of the wilderness system any privately owned land within any portion of such system under his jurisdiction subject to the approval of any necessary appropriations by the Congress."

In the Selway-Bitterroot Primitive Area of Idaho-Montana there are several thousand acres of privately owned lands. Other private lands are in the Idaho Primitive Area. Both of these would become part of the wilderness system under S. 174, with no assurance that the private lands will not be condemned. Under present Forest Service policy private owners of commercial forest lands in the primitive areas may trade their holdings for lands of equal value outside the primitive area. The majority of the private owners of hunting and fishing lodges and guest ranches do not want to sell their property. These facilities provide not only a living for their owners but also a highly important service to hunters and fishermen. Without them, hunting access would be greatly reduced and overpopulation of game animals in crucial winter range areas would result. Also, the owners of these guest ranches voluntarily maintain many miles of trails on Federal lands at no cost to the Government. This work benefits both the hunter and Government firefighting crews by providing easier access to the back country. Yet, S. 174 specifically stipulates there can be no permanent lodges in wilderness areas and provides for the "acquisition" of all private property.

Section 4 of the wilderness bill should be eliminated entirely or amended to specifically provide for equal-value trade of commercial lands and to assure the owners of private property that they will not be forced to sell.

DOES S. 174 "RESTORE" CONTROL OF WILDERNESS AREAS TO CONGRESS?

Under present procedures Congress has positive control over the administration of wilderness and primitive areas. It can establish additional wilderness areas by regular congressional enactment, just as each national park was separately established. Directives can be given to the administrators responsible for the wilderness areas.

S. 174 would reverse this traditional roll of Congress by substituting "negative" action, through which Congress could only veto recommendations of the President respecting the establishment of wilderness areas. However, if Congress were too busy to take veto action by the time of adjournment, the President's recommendation would automatically become law without approval of Congress.

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Sponsors of S. 174 want this "negative" procedure because they know it will be easier to get their proposals through Congress.

If S. 174 is to come to a House vote, it should first be amended to specify regular, "affirmative" action of Congress. This would require that each proposal for wilderness classification be introduced in the form of a bill, with approval only by majority vote of both the House and Senate. Such procedure would assure adequate study and debate of the merits of the proposed wilderness areas. If Congress is going to accept the responsibility of making decisions on areas to be classified as wilderness it should insist on it right to "affirmative" control.

REVIEW OF IEMU COMMITTEE'S POSITION ON S. 174

The committee fully recognizes the special value of wilderness recreation for those people whose emotional and psychological nature requires this type of escape from the realities and pressures of modern living. We strongly support setting aside a reasonable acreage of wilderness on Federal lands, providing the needs of local citizens for the other multiple uses of these lands are not jeopardized. However, after thoughful study we are convinced there is no need for additional overly restrictive Federal laws to assure preservation of adequate wilderness. Specifically, we are opposed to S. 174 in its present form because we feel its basic defects have not been corrected, despite amendments prior to its passage by the Senate.

Previous reports by the committee have analyzed the wilderness bill in detail and have given many reasons for opposing it. Further comment on the four classes of land subject to transfer to the wilderness system if S. 174 is passed will clarify our position.

1. *Existing wilderness areas.*—The 6.8 million acres of wilderness areas in national forests have already been designated as "permanent wilderness" by the Secretary of Agriculture under regulations U-1 and U-2. Under the Multiple Use Act of 1960 these areas will be maintained as roadless wilderness by the Forest Service through administrative order—even if S. 174 fails to pass. Hence, the wilderness bill is not needed to assure preservation of these areas as wilderness.

2. *Existing primitive areas.*—The 7.9 million acres are now set aside in national forests as primitive areas under administrative order but are not yet permanently withdrawn from resource use. Under its present program, the Forest Service is following an orderly schedule of primitive area review with reclassification of extensive and adequate areas for permanent wilderness. If S. 174 is passed, all of the 7.9 million acres would automatically go into the wilderness system without adequate prior study. The areas would then be subject to review within 10 years; however, experience has shown that once an area is classed as "wilderness," working out reasonable boundary changes later is virtually impossible. These areas contain resources of family recreation, wildlife, minerals, and timber that will be urgently needed by our rapidly expanding population. Therefore, all existing primitive areas should be reviewed before wilderness classification.

3. *National park areas.*—The 20 million acres in national parks is the area estimated to now be of an essentially wilderness character—no roads or permanent campgrounds. In other words, only about 10 percent, or 2 million acres of the total national park system of 22 million acres is developed for recreation accessible to the average family. If S. 174 is passed in its present form, all of the 20 million acres of undeveloped area could be included in the wilderness system.

Primary proponents of S. 174 have indicated they will work hard for including in the wilderness system a maximum acreage of the undeveloped national park areas. The Wilderness Society urges at least 20 million acres. On areas actually included, regulations of S. 174 would prohibit the building of additional roads, campgrounds, trailer parks, and other facilities so urgently needed to make the outstanding scenic and geologic attractions of the national parks available to the increasing number of Americans.

This problem is also of great concern to Mr. Laurence Rockefeller, Chairman of the Outdoor Recreation Resources Review Commission. He stated in the December 16, 1961, Saturday Evening Post:

"I don't agree with the wilderness boys who want to put these natural areas in deep freeze for future generations. I'm for conservation and use * * *. Less than 5 percent of the Yellowstone is developed. They crowd all of the

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tourists into this 5 percent. We need new thinking about the use of wilderness recreation lands."

This threat to future development of national parks is one of the dangers of S. 174 which should be eliminated. This could be accomplished by an amendment requiring the Secretary of the Interior to submit for approval of Congress a total long-range plan for national park system development before any area could be permanently classified as "wilderness"—rather than the piecemeal procedures of the present bill. Future generations of Americans deserve this protection of their outdoor recreation heritage.

4. *National wildlife refuges and game ranges.*—These preserves total 286 in number and contain 28.3 million acres. Under S. 174 all or part of these areas may be recommended for inclusion in the wilderness system within 10 years by the Secretary of Interior. Parts of these areas perhaps should be preserved as wilderness but just how much and which areas is subject to debate.

The Wilderness Society contends that more than 24 million acres "belong in our wilderness system." This proposal deserves serious study.

At present the wildlife refuges and game ranges are, in most cases, available for oil, mineral, and timber production and some livestock grazing—if compatible with wildlife and game use. That such use is compatible in many areas has been demonstrated.

A proper balance between timbered areas for cover and shrub areas for food, with adequate water and minerals, provides the ideal habitat for many species of wildlife. Timber harvesting is a highly successful method of improving big game habitat in certain areas by opening overdense stands to stimulate the growth of low shrubs which the animals must have for food.

A new, effective tool in big game habitat management is the application of plant growth regulator by helicopter to overgrown browse areas; this stimulates new shoots from the base of the shrubs, providing an increased supply of palatable and easily reached food for deer and elk.

In many parts of the proposed wilderness system the food supply for big game is being crowded out by heavy forest growth. In other areas the food species of shrubs are growing too large and coarse for the game animals to eat. This is especially critical in certain lower elevation winter range areas where the animals are driven by deep snow. Yet S. 174 would eliminate two of the most effective methods for solving the problem because it prevents timber harvesting and specifically prohibits the use of aircraft and other motor-powered equipment.

The inclusion of too much of the wildlife and game preserves in overly restricted wilderness areas could lock up needed natural resources, limit access for scientific study, and seriously interfere with intelligent wildlife management. Therefore, if S. 174 is to become law it should first be amended to specifically exclude wildlife refuges and game ranges until after a thorough inventory of all resources is made and a comprehensive plan for long-range management is prepared.

SUMMARY OF THE RECOMMENDATIONS OF THE IEMU COMMITTEE

At the McCall, Idaho, hearing on S. 174 held last October by Congresswoman Pfost, the IEMU Committee presented three proposals for amendments to S. 174. Since then, after further careful study and talking to resource users, recreationists, and local citizens, we have modified proposal No. 2 to include wildlife refuges and game ranges; also, we have added three more amendments to provide for future reevaluation of wilderness and nonwilderness resources, to assure protection of multiple recreation use of the national parks, and to provide for maintenance of existing private properties in primitive areas. The exact wording of the amendments, as finally adopted, would be left to Congress.

We are still strongly opposed to S. 174 because it is unnecessary and not in the best interests of Western States. However, if in its final judgment, Congress feels a bill is necessary to give adequate recognition to wilderness preservation, we urge that S. 174 first be amended:

1. To give Congress positive control of lands to be included in the national wilderness preservation system through affirmative procedures, rather than negative as under the present bill.

2. To specifically exclude national forest primitive areas and national wildlife refuges and game ranges from the wilderness system until a thorough inventory and a complete economic analysis of all values and resources has been completed, with final inclusion—by affirmative congressional action—of those areas determined to have their highest value as wilderness.

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3. To make possible, under more realistic regulations, a thorough inventory and evaluation of the mineral potential in wilderness and primitive areas.

4. To more specifically provide for future justifiable boundary changes of wilderness areas based on periodic review and reappraisal of relative values for wilderness and nonwilderness uses.

5. To require the Secretary of the Interior to submit for positive action of Congress a total long-range plan for development and use of the national park system before recommending any area for wilderness classification.

6. To eliminate section 4 entirely or specifically provide for the choice of "free will" sale of private lands or trade for Federal lands of equal value outside wilderness areas.

Our committee feels that these six proposals, if adopted, would provide much more clear and positive safeguards to assure a sound program of integrated multiple-use management of the public's natural resources involved. If S. 174 is amended in accordance with these proposals, we feel we could then conscientiously support the bill, providing it is not changed in some other way to make it incompatible with our views.

INLAND EMPIRE MULTIPLE USE COMMITTEE REPORT NO. 1

FOREWORD

To All Users of Natural Resources:

If you are a citizen of the United States, you are a part owner of the lands administered by the Forest Service, and you have a personal interest in the proposals for reclassification of the 7,875,000-acre Selway-Bitterroot Primitive Area. The Forest Service proposal is outlined in a brochure entitled "Selway-Bitterroot Wilderness Proposal." Copies are available from the regional forester, Federal Building, Missoula, Mont.

Hearings to receive public views concerning the Forest Service proposal are scheduled for March 7 in Missoula, Mont., March 9 in Lewiston, Idaho, and March 14 in Grangeville, Idaho. Individual opinions may be presented at the hearings orally or in writing. Written comments may be sent to the regional forester, Missoula, Mont., before March 27, 1961.

These hearings are being conducted to give you a voice in determining how much and what kind of resources are to be developed and utilized in this vast area of primitive country and how much shall be designated as permanent, roadless wilderness, where access will be severely limited and certain present uses will be completely eliminated or severely restricted.

Everyone will be affected, directly or indirectly, by the decision finally made by the Forest Service; therefore, you have a vital interest in these hearings. The outcome will affect your job, cost of living, and recreational opportunities.

The following report is presented for your information. It was prepared by the Inland Empire Multiple Use Committee, a group working for sound, integrated conservation, development, and use of natural resources on both public and private lands. This committee firmly believes that wilderness is an important part of overall multiple-use resource management; it also believes the amount and kind of land classified as "wilderness" must be carefully weighed against the many other needs of society.

This report contains background data, analysis of this data, and a specific Selway-Bitterroot Wilderness Area proposal.

Your support of this committee's recommendations can be given through a brief oral or written statement. Be sure to request that your statement be included in the official record. Because of the extreme importance of this issue, everyone who possibly can should attend the hearings to make their views known.

Respectfully,

THE INLAND EMPIRE MULTIPLE USE COMMITTEE.

FEBRUARY 1961.

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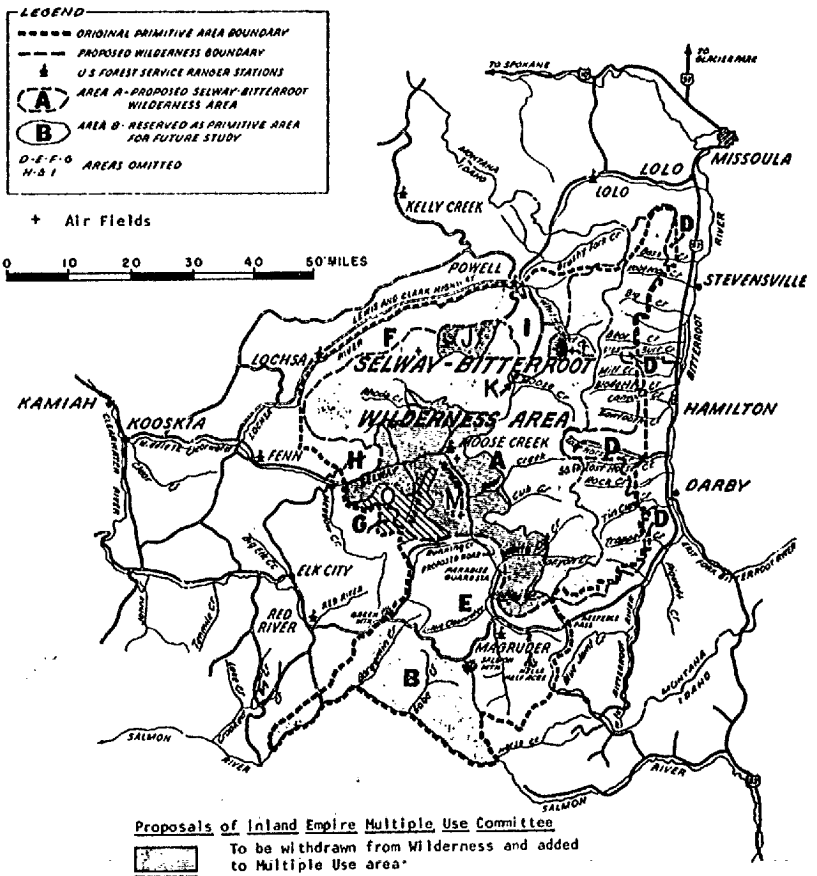
PROPOSED SELWAY-BITTERROOT WILDERNESS AREA

(Map Adapted from Forest Service Brochure)



INTRODUCTION

The Inland Empire Multiple Use Committee was formed at a recent meeting of natural resource managers to discuss the pending Forest Service proposal for reclassification of the Selway-Bitterroot Primitive Area. The committee has attempted to analyze all the multiple-use considerations involved—wilderness, recreation, fish and game, watershed, grazing, timber production, mining, and economic impacts. Careful study was made of type maps, timber volume estimates, national forest receipts, recreational use, and other data provided by the Forest Service. Reports of the Idaho Fish and Game Department were studied. Also, the opinions of local resource managers and users were sought.

In analyzing this information, the committee was guided by three general premises:

1. The multiple-use concept includes wilderness as a valid use.

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2. Those areas having a higher use value as a wilderness should be retained in the Selway-Bitterroot Wilderness Area.

3. Those areas having a higher value for uses other than wilderness should be withdrawn, except where needed to preserve true wilderness characteristics.

The committee gratefully acknowledges the cooperation of the Forest Service and the Idaho Fish and Game Department in making information available. The opinions and advice of many other persons is also appreciated. The committee accepts full responsibility for the use made of this information and for the interpretations and recommendations included in this report. Neither approval nor disapproval of the report by any of the information sources is in any way implied.

Additional copies of the report may be obtained from members of the committee and from:

1. Inland Empire Multiple Use Committee, Post Office Box 600, Lewiston, Idaho.
2. Idaho County Free Press, Grangeville, Idaho.

DETAILS OF PROPOSALS

Original Selway-Bitterroot primitive area

The Selway-Bitterroot primitive area is located in four national forests—Bitterroot, Lolo, Clearwater, and Nez Perce. The primitive area was established by the Forest Service in 1936. (Area encompassed by the heavy dashed line on the map in the front of this report.) This area covers a total of 1,875,000 acres, of which 50 percent, or 932,300 acres, are commercial forest land having the capacity for growing merchantable crops of timber. The total estimated volume of timber in this area is 6,916,480,000 board feet, of which 1,021,500,000 is Ponderosa pine, and the balance is Douglas fir, western larch, Engelmann spruce, grand fir, lodgepole pine, and western red cedar, with small volumes of other species. The history of this area is described by quoting from the Forest Service brochure: (1)

"In 1929 the Secretary of Agriculture put into effect regulation L–20. It provided for experimental forests and ranges and for a 'series of areas to be known as primitive areas within which will be maintained primitive conditions of environment, transportation, habitation, and subsistence with a view to conserving the value of such areas for purposes of public education and recreation.' The regulation prohibited construction or permanent improvements other than for administrative needs and certain types of occupancy. It allowed continued use of roads and of improvements in place.

"During the next 10 years, 73 primitive areas totaling 13½ million acres were established under regulation L–20. Many of these areas, including he Selway-Bitterroot, were selected with the idea that further study and possible changes would be necessary before some could be completely qualified as having true primitive conditions.

"Boundaries were drawn to include all parts of an area which might qualify. The boundary lines were, of necessity, based on then existing general knowledge of the area rather than on thorough, on-the-ground surveys. Also, at that time, there was less activity near the borders; little thought was given to establishing boundary lines that would protect the primitive environment from nearby developments.

"In 1939, after 10 years of experience in administering primitive areas, the Secretary of Agriculture issued new regulations. These provided for studies of existing primitive areas and directed that portions which qualified and whose greatest values were as wilderness, be classified as either wilderness or wild areas under the new regulations, U–1 and U–2. These regulations defined 'wilderness' more clearly and they require higher standards for wilderness areas. They also give added assurance of permanence."

Forest Service proposal for reclassification of the primitive area

1. Under the Forest Service proposal, a 1,163,550-acre Selway-Bitterroot area would be established from the existing 1,875,000-acre primitive area. In the proposed wilderness area 38 percent, or 447,400 acres, is commercial forestland supporting a total volume of 3,280,460,000 board feet. This is area A on the preceding map. See table 1 for details.

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TABLE 1.—*Present Selway-Bitterroot primitive area and Forest Service proposed revisions*

	Commercial forest land		Noncommercial forest land		Total area		Timber volume (in thousands of board feet)	
	Acres	Percent	Acres	Percent	Acres	Percent	Ponderosa pine	All species
Present Selway-Bitterroot primitive area	932,300	50	943,000	50	1,875,300	100	1,021,500	6,916,480
FOREST SERVICE PROPOSED REVISIONS								
1. Area to be classified wilderness:								
(a) Primitive area to be reclassified	441,940	------	695,350	------	1,137,290	------	----------	3,219,000
(b) Areas to be added	5,460	------	20,800	------	26,260	------	----------	61,460
Total	447,400	38	716,150	62	1,163,550	100	508,390	3,280,460
2. Area to retain primitive classification	95,800	51	93,000	49	188,800	100	369,060	1,096,130
3. Total area to be classified as wilderness or primitive (item 1 plus 2)	543,200	40	809,150	60	1,352,350	100	878,350	4,376,590
4. Area inside present primitive area, but not qualifying as wilderness and to be classified for multiple use. (Areas D, E, F, G, H, and I.)	371,430	68	177,780	32	549,210	100	513,110	2,601,350

2. The present Forest Service proposal would withdraw from primitive and reclassify for integrated resource development a total of 549,210 acres of which 371,430 acres, or 67 percent, is commercial forest land. The estimated volume of timber in this area totals 2,601,350,000 board feet. The areas withdrawn are shown as D, E, F, G, H, and I on the preceding map.

3. The Forest Service proposes to retain in primitive classification an area of 188,800 acres adjacent to the north side of the Salmon River (area B). This area contains 51 percent, or 95,800 acres, of commercial forest land supporting a volume of 1,096,130,000 board feet. The intent of the Forest Service is to review this Salmon River face at a later date in conjunction with the Idaho primitive area (1,223,600 acres) lying to the south of the river.

4. The total area to be managed as wilderness or primitive (items 2 and 3) under the Forest Service proposal is 1,352,350 acres. Of this, 543,200 acres, or 40 percent, is commercial forest land supporting a volume of 4,376,590,000 board feet of timber, of which 878,350,000 is ponderosa pine.

Committee proposal

The Forest Service should be commended for making their proposed withdrawals from the original primitive area. In general, the areas withdrawn have a higher integrated use value than wilderness value. However, the Forest Service proposal still leaves too much commercial forest land inside the proposed wilderness boundary. This land has a much higher value for integrated management of all resources than it does for wilderness alone.

This committee respectfully presents the following specific recommended changes:

1. Withdraw from wilderness classification and place under integrated resource management areas J, K, L, and M. The total area of these five proposed withdrawals is 308,840 acres of which 265,490 acres, or 86 percent, is commercial forest land supporting a timber volume of 1,712,920,000 board feet. (For more detailed data on these areas, see table 2.)

2. Add area G to area O and designate as a wild area. The total area of this unit is 58,620 acres of which only 10 percent, or 6,140 acres, is commercial forest land. The timber volume is only 35 million board-feet.

3. Leave Salmon River face (area B) as primitive area for later consideration. (Same area as described in 3 of Forest Service proposal.)

The total acreage to be classified as wilderness and wild area under the committee proposal is 862,110 acres in total. The area of commercial forest land is 21 percent, or 182,110 acres, which supports a timber volume of 1,568,740,000 board feet. (Item 4, table 2.)

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TABLE 2.—*Inland Empire Multiple Use Committee proposal*

	Commercial forest land		Noncommercial forest land		Total area		Timber volume (in thousands of board feet)	
	Acres	Percent	Acres	Percent	Acres	Percent	Ponderosa pine	All species
1. Recommended deletions from Forest Service proposed wilderness:								
(a) Area J (see map)	22,240	.....	4,410	.....	26,650	.....	.....	231,240
(b) Area K	1,280	.....	900	.....	2,180	.....	.....	13,360
(c) Area L	10,670	.....	.....	.....	10,670	.....	.....	110,950
(d) Area M	231,300	.....	38,040	.....	269,340	.....	.....	1,357,370
Total	265,490	86	43,350	14	308,840	100	438,400	1,712,920
2. Recommended for wilderness classification	175,970	22	627,520	78	803,490	100	54,000	1,533,740
3. Recommended for wild area classification:								
(a) Area G (Forest Service recommended omission from wilderness)	200	.....	7,200	.....	7,400	.....	.....	1,200
(b) Area O (Forest Service recommended inclusion in wilderness)	5,940	.....	45,280	.....	51,220	.....	.....	33,800
Total	6,140	10	52,480	90	58,620	100	0	35,000
4. Total wilderness and wild areas (2+3)	182,110	21	680,000	79	862,110	100	54,000	1,568,740
5. Recommended retain as primitive area (area B, Salmon River face, same as Forest Service proposal)	95,800	51	93,000	49	188,800	100	369,960	1,096,130
6. Total to be classified as wilderness, wild, and primitive (4+5)	277,910	26	773,000	74	1,050,910	100	423,960	2,664,870
7. Net reduction in wilderness and wild area (item 1, table 1; item 4, table 2): this land to be managed for integrated use	265,290	88	36,150	12	301,440	100	454,360	1,711,720

The net area reduction in wilderness resulting from the committee adjustments is 301,440 acres, of which 265,290 acres, or 88 percent, is commercial forest land. The volume of timber is 1,711,720,000 board feet. (Item 7, table 2.) The committee proposes this land be classified for integrated use.

The total area classed as wilderness, wild, or primitive under the committee proposal is 1,050,910 acres containing 277,910 acres, or 26 percent, of commercial forest land. The volume of timber is 2,664,870,000 board feet. (Item 6, table 2.)

The grand total area which would be withdrawn from primitive and reclassified as integrated use land (committee proposal plus Forest Service proposal) is 858,060 acres, of which 636,920 acres, or 75 percent, is commercial forest. The total timber volume on this area is 4,314,270,000 board feet. (Item 4, table 1 plus item 1, table 2.)

Discussion of committee's proposals

In consideration of premise No. 2, the committee agreed that nearly all the country in the high divides separating the major drainages is of true wilderness character. This high country contains dozens of lakes and many outstanding scenic attractions.

The committee also agreed that in consideration of premise No. 3, most of the commercial forest land involved has a higher value for integrated development of all resources than it does for the limited use of wilderness alone. However, certain areas of commercial forest are proposed for wilderness classification to give adequate size and continuity to the wilderness area. These are mainly the fingers or corridors of timber along the middle and upper reaches of the streams running into the Selway River. The total area of commercial forest land in the committee's proposed wilderness is 182,110 acres. If all this commercial forest land were withdrawn, the breadth of the wilderness across

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the Bitterroot and Selway divides would be narrowed to only a few miles, thus spoiling the wilderness concept.

The Buck Lake unit (area G) was in the original primitive area, but because it lies on the Meadow Creek side of the divide it is not proposed for wilderness reclassification by the Forest Service. The committee, however, proposes this unit be given "wild" area classification because it has outstanding recreational value as wilderness, containing several high lakes offering good fishing. This area, combined with the Moose Ridge unit (area O) totals 58,620 acres, and could be managed under regulation U-2 (5) as a wild area. Because roads approach it from two sides, this area is ideally located for people desiring to make a short pack trip into high, wilderness-type country.

The small area K was proposed for withdrawal from wilderness because it encompasses the end of the white sand road and is one of the very few points on the Idaho side of the Bitterroot divide where the motoring recreationist can obtain a good view of the rugged, spectacular wilderness lying to the east, south, and west. This access point should be preserved for the motoring recreationist.

The boundaries of the withdrawals proposed by the committee are not intended to be exact; rather they are suggested guides to the Forest Service for setting up more precise boundaries based on ridges and streams as may be necessary for administrative purposes. Also, straightening of boundary lines in places may be advisable to provide better shape and dimensions to both wilderness and nonwilderness areas.

The committee recognizes that its proposals, particularly those for withdrawing the lower Selway River from wilderness and placing it under integrated resource management, may meet with criticism from certain wilderness advocates, "wild river" boating groups, and others who fear that withdrawal from wilderness classification might spoil the Selway for their various special uses. Nevertheless, the committee sincerely believes that its proposals will result in far greater overall benefits to the local, regional, and national societies than will the Forest Service proposal. The reasons for this belief are developed in the following evaluations of the many resources encompassed by the area under consideration.

BACKGROUND INFORMATION

U.S. Department of Agriculture regulations covering wilderness and wild areas specifically prohibit roads, motorized transportation, commercial timber harvesting, established campgrounds, or other public service facilities (5). Enforcement of these regulations will create many problems in protecting and utilizing the wilderness values of the vast area (1,163,000 acres) the Forest Service proposes to designate as wilderness. The values of the surrounding integrated-use areas will also be jeopardized.

The following information illustrates the many complex problems of natural resource management and how they will be further complicated if the Forest Service proposal for the Selway-Bitterroot Wilderness Area is carried out.

Fire protection

Fire protection is one of the biggest problems in managing the wilderness area. The seriousness of this problem is clearly pointed out by quoting from the Forest Service brochure: (1)

"In 1934, just 2 years before the primitive area was set aside, two fires burned nearly a quarter of a million acres. These fires had been preceded by huge burns in 1919 and 1910. Considering the fire history of the area at a time before aerial fire control had become effective, the Forest Service had planned a network of fire roads. When the area was set aside, it was decided that roads already in the area would be used and maintained. Roads under construction would be finished, at least to logical stopping places. This was done except for the roads in Running Creek and below Paradise along the Selway River which were never completed. Plans for additional fire control roads were canceled in keeping with the new designation of the area."

Many fires have also burned in the primitive area in recent years, though none as large as in the early 1900's. Improved fire detection and suppression techniques have been partly responsible for this reduction, but of greater influence has been the lack of the extreme fire weather conditions which prevailed in earlier years. Such a cycle of extremely hot, dry weather can occur again.

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While the Forest Service proposal for reducing the size of the primitive area will ease the fire protection problem somewhat, the remaining wilderness area is still too large to be adequately and economically protected because of limited access imposed by wilderness regulations. Even with the continued use of smokejumpers and the expansion of helicopter landing spots, as planned, the wilderness will be a continual threat because the vast stands of commercial timber cannot be adequately protected or managed. Dead timber resulting from insect and disease epidemics creates tremendous volumes of dry fuel. The proposed wilderness area has a combination of high incidence of lightning strikes and inaccessibility which creates one of the most severe fire protection problems in the region. Because of all these factors, the wilderness area contains all the ingredients for catastrophic fires such as occurred so frequently in the early 1900's.

The cost of fire protection for the national forests in which the proposed wilderness area is located averages about 9 cents per acre annually. While the Forest Service could not provide a fire protection cost comparison between the primitive area and the surrounding national forest land, consensus of professional foresters is that protection costs are much higher in the primitive area because of poor access.

The committee's proposal would reduce the area of commercial forest to be classified as wilderness from 447,000 to 182,110 acres. Also, many more access roads would be extended to the perimeter of the wilderness. The combination of these two proposals would greatly lessen the threat of fire to the wilderness area.

Insects and disease

Insect and disease epidemics have killed many millions of board feet of timber in the primitive area in the past, and will in the future wilderness area. The spruce bark beetle epidemic in the 1950's is an example. Inaccessibility prevents, or severely hampers, insect and disease control measures, and it makes salvage impossible, thus resulting in a tragic waste of timber. The wilderness area will continue to be a serious threat because epidemics can easily spread to surrounding commercial timber stands. While the comimttee proposal to reduce the area of commercial forest to be classified as wilderness would not eliminate the insect-disease problem, it would greatly lower the losses.

Recreation use

Demands for outdoor recreation are accelerating rapidly as population grows and society becomes more complex. Visits to national forests in 1959 were 81,500,000, an increase of 347 percent since 1946 (6). For the national forests in region 1, recreation visits in 1959 were 3,320,350 for a total of 4,054,000 man-days of use. This was a 10 percent increase over 1958 (8).

The Forest Service has recognized this increased demand through its Operation Outdoors program which includes a substantial increase in campgrounds accessible to motoring and family-type recreationists.

In the rough, steep, narrow-canyoned country of the Lochsa-Selway region, flat areas suitable for campground sites are at a premium. This creates a difficult problem of providing adequate facilities to meet the greatly increased demand which will occur when the Lewis-Clark Highway is completed in the near future. This new connecting link between Montana and Idaho, which follows the course of the Lochsa River for much of its route, will attract many more tourists and recreationists to the Lochsa-Selway region. The Forest Service has partially recognized this problem through its proposal to remove the Selway face (area F on map) from wilderness. This will make more campsites available along the Lochsa. However, another connecting road up the Selway will eventually be needed, not only to properly manage the many other resources, but also to provide additional campground sites. This area is in the wilderness area proposed by the Forest Service; it is in the integrated-use area proposed by the committee. (Area M on map.)

Because of inaccessibility and prohibition of campgrounds, the Forest Service proposed inclusion of the lower Selway unit in wilderness will hamper proper development of recreational facilities. This is borne out by a study of Forest Service records.

The recreational use of the present Selway-Bitterroot Primitive Area is far below what it should be. Forest Service records show that in 1958, a total of 15,850 "recreational visits" were estimated for the Selway-Bitterroot Primitive Area, or a load of 8 visits per 1,000 acres. Most of these were hunters and fishermen penetrating only the fringes and more accessible parts

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of the primitive area. The actual number of true wilderness travelers is unknown.

For the nonprimitive area of region 1 national forests, there were 2,914,000 visits in 1959, or 137 visits per 1,000 acres. This is 17 times the primitive area use on a visits-per-acre basis, and is even more significant in light of the fact that the great majority of visits to the wilderness were not of a true wilderness nature.

Although the Forest Service proposal will open up more country for recreation, the ban against established campgrounds in the wilderness area will still limit its use. More access points and campgrounds around the perimeter of the wilderness area are needed; the committee proposal would make this much more feasible.

Big game management

The herds of big game in the Selway-Bitterroot Primitive Area are important assets, attracting thousands of hunters each year. Based on data in an Idaho Fish and Game Department report (2), the population of elk is estimated to be about 15,000 to 20,000 animals in the primitive area. Deer are abundant though not as numerous as elk. Sixty moose have been counted. Mountain goats are present in small herds, with a total estimated population of several hundred. A few mountain sheep have been seen.

The herds of deer and elk built up as a result of the early 1900 fires which created vast brush fields that provide food for the animals. However, many problems are developing in the maintenance and management of these big game herds. These problems are clearly illustrated by the following quotations from the "Clearwater Game and Range Study," Idaho Fish and Game Department, 1957 (2), with page numbers indicated (italicizing by committee):

Page 21: "In other words, the early fires which have created extensive browse fields, basically determine the distribution of the big game during the initial winter period."

Page 155: "Many game species are primarily succession species. They do not tolerate the climax, and were not plentiful, or even present in the typical original wilderness. Their habitat depends *not* upon the major primeval wilderness type of plant covering, but upon one of the lesser successional coverings. The elk in the project area winter on the open burns and depend upon the vegetation in these areas for their food. *Some of the vegetation has grown beyond the reach of the elk, and in some areas, coniferous reproduction is invading the burns. Under these conditions a general decline in elk numbers is anticipated.* In specific areas where the canopy is being opened, *particularly in areas being logged*, continued increases in elk numbers can be expected."

Page 21: "Fires in the upper reaches of this watershed and, to a lesser extent, *logging* in the lower portions have influenced the return of vegetation." (Big game browse.)

Page 22: "*Logging activity*, with its resultant removal of part of the mature timber, is the other main factor involved in creating early plant seral communities."

Page 29: "This change in the *logging practice*" (from lighter to heavier cuts), "which took place largely in the lower North Fork drainage, created an ideal environment" (for deer and elk), "resulting in a great increase in density and growth of shrub species."

Page 154: "*Logging* and burning of mature timber and the resultant brush fields create excellent habitat for deer in areas where they were formerly absent * * *."

Page 139: "These data also show that the Clearwater management unit has contributed the largest number of elk to the harvest during this 4-year period (1953–56) followed by the Selway and Lochsa management units, in that order. The Clearwater management unit has also supplied the largest number of deer." (Committee note: *The Clearwater management unit is the most accessible from the standpoint of logging road development.*)

Page 147 (reference to Selway management unit): "The smallest harvest, 1.2 percent was obtained in an area from Kooskia to Lowell, and the largest harvest, 26.8 percent, was obtained in an area from Lowell to Meadow Creek. This latter area includes the Selway side of the Coolwater Ridge and contains more roads than the rest of this unit. In addition, these roads are usually passable for a longer period of time than the higher mountain roads in this area."

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Page 148 (reference to table No. 26): Number of elk harvested in the Kooskia to Meadow Creek area of Selway management unit (nonprimitive area with road access), 525; number counted in same area in prehunting season census, 1,714. Number of elk harvested in Meadow Creek to Headwaters (primitive area), 783; prehunting census, 5,051. Harvest expressed as a percentage of census: Nonprimitive area, 30.6 percent; primitive area, 15.5 percent.

Page 148 (reference to table 27, Selway management unit): Number of mule deer harvested in nonprimitive area, 47; number in census, 70. Number harvested in primitive area, 65; number in census, 330. Harvest as a percent of census: Nonprimitive, 67.1 percent; primitive, 19.7 percent.

Committee conclusions.—The large fires of 1910, 1919, 1924, 1929, and 1934 resulted in vast areas of deer and elk browse in the Lochsa-Selway Basins. Much of this browse (in the older burns) has now grown out of reach of both deer and elk. Also, in many areas, conifer tree reproduction is beginning to crowd out the browse. This is creating a severe food shortage in the lower elevations used as winter range.

Consequently, there will be a severe decline in the Selway deer and elk herds unless some measures are taken to rehabilitate the habitat through fire, logging, or chemical means. It is doubtful that the deliberate use of fire or chemicals could be permitted under wilderness regulations. Logging or timber cutting is specifically prohibited.

Opening of the virgin forests through harvest of the mature trees by logging is an important factor in creating additional big-game food. The optimum deer and elk habitat contains open areas for the growth of browse species and timbered areas for cover and protection. This balance between food and shelter can be most easily and economically maintained through planned timber cropping.

Game harvest in the primitive area is not adequately balanced with the game distribution. Accessible areas are being overharvested and inaccessible areas underharvested.

The compatibility between timber management and big-game management has been clearly demonstrated in many areas. In some respects, the management of timber and big game is similar. Each is a natural resource, having the capacity to renew itself. The annual harvest of both timber and game can be balanced against annual increase so as to minimize natural mortality and achieve maximum production. Thus, under proper protection and management, each can be perpetuated on a sustained-yield basis.

Because of this natural compatibility, the big-game resource in the lower Selway Basin could be much more easily managed if the area were developed for integrated multiple use instead of wilderness. More access routes would spread hunters over a larger area so that harvest of animals could be balanced with populations. Also, the area would be made accessible for logging operations, thus providing an effective and economical method of improving big-game habitat which is much less destructive to big-game populations than wildfire.

Under this integrated-use approach, with timber harvesting operations properly coordinated with game habitat requirements, the predicted decline of the Selway deer and elk herds would be less severe than under wilderness conditions. At the same time, the 1,200-square-mile wilderness area proposed by the committee would provide ample wilderness-hunting opportunities.

Fish management

The fisheries resource is an important asset of the Selway-Bitterroot Primitive Area. The Selway drainage contains many miles of trout streams affording some of the best fishing in the State. In addition, there are dozens of mountain lakes, also providing some outstanding fishing. However, access can be gained to much of the area only by airplane or by packing in over the rugged trails. Consequently, enjoyment of the fishing opportunity is available only to a relatively few people—those who can afford the time and expense required to fly or pack in. As a result, much of the fishing is not utilized. If the use of airplanes for private access is barred under wilderness regulations, the fishing use would become even more restricted. Management of the lower Selway as an integrated multiple-use area would assure that this exemplary fishing would be available to more people, thus spreading the fishing pressure over a much larger area. This should improve the overall fish management problem in the State.

Some people fear that opening the Selway to greater access and logging operations would be harmful because too much fishing pressure would result, and the logging operations might damage fish habitat through siltation of

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spawning beds and removal of the shade and cover considered necessary to maintain optimum stream temperatures and protection for trout. However, some of the best fishing is found in highly accessible areas and in areas that have been logged. Also, no permanent damage to fish habitat from logging should occur if reasonable precautions are taken in locating and stabilizing logging roads. All of the Selway area is under Forest Service control and management. Forest Service timber sale contracts contain rigid requirements for skidroad cross-ditching and other methods of minimizing erosion of soil and siltation of streams. Some soil loss and stream turbidity will occur during and for a short time after logging operations; but under a well-planned road program, the turbidity is of short duration and siltation should not be a serious problem in fast-running streams such as are found in the Selway area.

Research is currently underway to develop facts about the effect of logging on trout habitat (4). More research is needed to learn how to maintain and improve steelhead and salmon spawning beds.

Upland game birds

Ruffed grouse, blue grouse, and Franklins grouse (fool hen) are part of the wildlife complex of the primitive area. These game birds provide food and sport during the deer and elk hunting seasons.

The habitat requirements of the ruffed grouse have been studied by the Idaho Cooperative Wildlife Research Unit, University of Idaho. According to one of the unit's research papers (9), a variety of vegetative types, including young conifer stands for roosting and protection, is necessary for optimum habitat and food. The skid trails, roads, and landings developed by logging operations make ideal areas for seeding Dutch white clover, Kentucky blue grass and other plants which produce food preferred by grouse. Quoting from the paper (9), pages 389–391:

"In the seeding experiments two conditions were found to be essential in establishing seedings under Idaho conditions; first, an adequate seedbed preparation, and second, sufficient sunlight reaching the ground. Seedings were made successfully in the ashes of burned piles of logging slash (fig. 2), in skid trails created by logging operations, and in logging roads following heavy summer and fall traffic."

On the basis of this study, it can be reasonably concluded that ruffed grouse management could be more easily improved if more of the wilderness area were opened to scientific timber cropping.

Future use of the Selway area for hunting, fishing and recreation

Forest Service regulations permit hunting and fishing in wilderness areas. However, these uses could be severely curtailed if the lower Selway unit is included in the wilderness area as proposed by the Forest Service. Continued use of the three privately owned hunting lodges presently available to sportsmen would be in serious doubt because regulation U-1 stipulates there shall be "no occupancy under special-use permit for hotels, stores, resorts, summer homes, organization camps, hunting and fishing lodges, or similar uses" (5). The Forest Service brochure (1) specifically states, in reference to these private holdings—"it is imperative that they be acquired in order to assure wilderness preservation." Loss of these lodges would mean a great reduction in the number of hunters and fishermen which would further complicate the already difficult game harvest problem.

The Forest Service says use of the existing landing fields would be permitted under wilderness regulations. However, regulation U-2 stipulates that landing of airplanes in wilderness areas for other than administrative needs and emergencies is prohibited, unless such use has already become "well established (5). The continued use of the airfield, therefore, depends upon interpretation of the term "well established."

Under the committee's proposal, the lower Selway unit would be under integrated-use management. Use of existing or future lodges and landing fields would definitely be permitted. Additional roads and campgrounds would be built, thus reducing the present overconcentration of hunters around the few existing access areas. More access points around the perimeter of the 1,200 square mile committee-proposed wilderness area would make it available to more people for wilderness travel as well as hunting and fishing. This should result in more business for commercial packers and guides by affording greater opportunity for wilderness pack trips, especially during the hunting season when big game animals are more numerous in the higher country.

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Mineral values

This is a brief summary of the situation pertaining to mineral values in the Selway-Bitterroot Primitive Area.

Existing surveys and information—none available on the primitive area. There are no known mining claims. The possibility of valuable mineral deposits is high, however, because the area is surrounded by proven deposits of highly strategic materials that are in great demand for defense and industry (3).

Proposed exploration—apparently no immediate program.

Forest Service regulation of mining in wilderness areas: Prospecting without the use of bulldozers may be permitted, and if a valid claim is proven, permission may be granted to develop it. However, it is likely that these activities would be discouraged in general and prohibited in certain areas where wilderness values would be damaged. Prospecting under primitive methods would undoubtedly restrict mining development.

Grazing of domestic livestock

During recent years only one permit for 100 head of cattle has been issued in the Selway-Bitterroot Primitive Area. The main reason for this limited use of the grazing resource is inaccessibility. Also, in many areas of the older burns, the regrowth of conifer forests has crowded out the grass and shrubs palatable to cattle and sheep.

Studies have shown the compatibility between timber management and domestic livestock grazing (15). Properly controlled grazing is not harmful to forest lands and can be beneficial to obtaining conifer reproduction under certain situations. Conversely, opening the mature forest by planned timber harvesting improves range conditions for livestock by permitting increased growth of forage plants for a period of time. Under proper management, competition on grazing areas between domestic stock and big-game animals can be kept under control. Therefore, the grazing resource could be more efficiently utilitzed under the committee's proposals than under the proposal of the Forest Service.

Dams and power development

Power withdrawals: A Forest Service map shows withdrawals covering about 65 miles of the Selway and tributary flowage inside the Forest Service proposed wilderness area. All but a few miles of this withdrawal lie within the integrated-use area proposed by the committee (area M); the balance lies within the upper Selway area (area E, classified for "multiple use" in Forest Service brochure).

Existing or proposed projects: None, except the Penny Cliffs project, recommended by the Army Corps of Engineers, which would back water up the Selway a short distance into the Forest Service proposed wilderness area. The portion of the Selway flowage affected lies in the lower Selway integrated-use area (area M) as proposed by the committee.

Watershed values

Because of its location and topography, the entire primitive area is a highly valuable watershed, storing vast quantities of water in the form of snow. This natural storage is critically important to the downstream economy, providing a large percentage of the source of electrical energy and domestic, industrial, and irrigation water for a significant segment of the Pacific Northwest.

Demands for water are increasing rapidly because of population and industrial growth. Studies in California, Colorado, and other States have shown that water yields can be increased and runoff better balanced through planned timber harvesting. (10) (11) (12) A variety of ground cover (open areas and various age classes of forest stands) provide a more efficient natural snow and water reservoir than all forest or all open area. Water runoff is spread over longer periods, reducing the threat of flood. The size, shape, and location of openings and timbered areas can be best and most economically controlled through logging. The watersheds of Seattle, Portland, Corvallis, and other cities have convincingly demonstrated the compatibility between modern logging methods and the sustained yield of high quality water. (13)

The committee believes the potential of the water resource can be better developed if the lower Selway unit were placed under integrated resource management rather than wilderness classification.

The need for the timber located in the proposed wilderness area

Within the foreseeable future, the lower Selway area will become vital to maintaining the rising curve of economic and industrial progress, along with

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our expanding recreational needs, so essential to our growing population. Future demands for forest products will require more intensive management on the total economically operable commercial forest land in all ownerships. This becomes increasingly important as urban and other uses continue to encroach on forest land. The acreage of commercial forest land removed from timber production by inclusion in such limited-use areas as wilderness must be carefully weighed against the overall future economic demand and recreational needs. The situation will become critical by 1975 (only 15 years hence) and more so by 2000.

These conclusions are supported by the following quotations from "A Summary of the Timber Resource Review," a report prepared by the U.S. Forest Service in 1958. (14)

"The most fundamental assumption is that population of the United States will be 215 million in 1975 and 275 or 300 million in 2000, as contrasted to an estimated 157 million in 1952." (These are increases of 37 percent for 1975 and 75 percent to 91 percent for the year 2000. Many now believe these estimates to be conservative.)

"Eastern softwoods and western species would have either substantial or very large sawtimber growth deficits under both lower and medium levels of timber demand in both 1975 and 2000."

"The Nation has no surplus of commercial forest land. The long-time trend in the Nation's forest land has been distinctly downward as land has been cleared for agriculture, as highways have been built, and as towns have sprung up and urban areas expanded. Further significant reductions in the acreage of land devoted to growing trees should be avoided in general or should be made with full realization that such withdrawals may adversely affect future timber supplies."

The Chief of the Forest Service, Dr. Richard E. McArdle, sums up the situation neatly in the foreword of the report by saying "What we do in the next 10 or 20 years will determine whether we shall grow enough timber to enable our children and their children to enjoy the timber abundance that we ourselves know."

In the light of these clear and substantiated assertions, it is difficult to justify the Forest Service proposal which classifies such a large acreage of commercial forest land (447,400 acres) as wilderness for limited use, with complete exclusion or severe restriction of most other valuable uses.

Economic values and comparisons

Forests are an important part of the Nation's economy; they are the life blood of the local areas in which they are located.

Locking up commercial timber stands in wilderness areas creates a significant economic loss to the Nation and a severe loss to local communities. The following comparisons are presented to illustrate this fact.

1. The national forests make a vital direct dollar contribution to the national and local governments. This monetary contribution is especially important to the local governments in the West because over half of the commercial forest land is owned by the Federal Government. In order to relieve the tax burden on private property which this excessive amount of nontaxable land creates, Congress has passed laws stipulating that the national forests shall return to the counties in which they are located 25 percent of the gross receipts from timber sales, grazing fees, and other cash receipts. This is payment "in lieu of taxes." The money is to be allocated for roads and schools. In addition, Congress appropriates 10 percent of the previous year's receipts, to be spent on roads and trails in the national forests.

In 1960 the four national forests in which the Selway-Bitterroot Primitive Area is located had net receipts totaling $3,547,003. A breakdown of actual payments to counties from these four forests could not be obtained. However, assuming full percentage payments on total gross receipts, the 25 percent fund returned to the counties a total of $886,750. The 10 percent road and trail fund totaled $354,700. The combined total is $1,241,450. This averages 16 cents per acre for the total national forest area of 7,521,826 acres.

Timber sale receipts alone were $3,489,269 and should have contributed $872,317 to the counties through the 25 percents fund and $348,927 through the 10 percent road and trail fund, or a combined total of $1,221,244. Therefore, the stumpage value produced for the 4,951,109 acres of commercial forest land in the four national forests should have averaged 70 cents per acre. The return to the counties should have averaged 25 cents per acre.

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If only two-thirds* of these average per acre returns are applied to the commercial forest acres (447,440) contained in the Forest Service proposed wilderness area, the total direct revenue lost to the Nation *each year* would be $208,787. The returns lost to the counties would be $74,567 *annually*.

Under the committee proposal, a net area of commercial forest and totaling 265,200 acres would be withdrawn from wilderness classification and managed for integrated resource development. Applying the same average per acre returns from timber sale receipts only, the total additional *annual* revenue produced from timber sales would be $123,800. The additional *annual* return to counties would be $44,213.

2. Another comparison can be gained by studying the existing timber volumes with conservative stumpage values applied. These stumpage values are low because of high road-building costs which would be required to harvest the timber:

The Forest Service' Proposed Wilderness

Sawtimber:					
Ponderosa pine	508,390	MBF	@	$10.00/M	= $5,083,900
Other species	2,388,590	"	@	2.00/M	= 4,777,180
	2,896,980	"	Ave	3.40	9,861,080
Poles & pulpwood	383,480	"	@	1.00	383,480
	3,280,460	"	Ave	$ 3.12	$10,244,560

Return lost to counties from 25% "in lieu" payment	$2,561,140
" " " " " 10% road & trail fund	1,022,456
	$3,583,596

The Committee's Proposed Wilderness

Sawtimber:					
Ponderosa pine	54,000	MBF	@	$10.00/M	= $ 540,000
Other species	1,326,000	"	@	2.00/M	= 2,652,000
	1,380,000	"	Ave	2.31	3,192,000
Poles & pulpwood	188,740	"	@	1.00	188,740
	1,568,740	"	Ave	$ 2.16	$3,380,740

Return lost to counties from 25% "in lieu" payment	$ 845,185
" " " " " 10% road & trail fund	338,074
	$1,183,259

In other words, the committee's proposal would save $6,863,820 in total stumpage value and $2,400,337 in returns to the counties. The main reasons for the difference are the lower acreage of commercial forest land and the lower volume of ponderosa pine sawtimber in the committee's proposed wilderness area.

3. A more realistic picture can be gained of the economic losses involved by determining what the potential of the timber production on the wilderness area would be under modern integrated management. Because of the ravages of past fires and insect and disease epidemics, the proposed wilderness area is far below its potential timber productivity. Under reasonably good management the allowable annual cut could be built up to at least 200 board feet per acre per year of sawtimber plus another 50 board feet of pulpwood. Thus the total combined wilderness and primitive area commercial forest land (Forest Service proposal) of 543,200 acres would produce, *each year*, a volume of 135,800,000 board feet of sawtimber and pulpwood having a stumpage value conservatively estimated at $423,700. The potential *annual* loss of returns to counties therefore is $148,300.

Since the future status of the Salmon River face presently held in primitive classification is unknown, a more realistic comparison may be to consider the Selway-Bitterroot Wilderness Area alone.

*The committee did not have time to analyze the productivity of the proposed wilderness areas as compared with the average for the four national forests. To assure conservative estimates, a value of two-thirds was assumed.

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For just the wilderness area, as proposed by the Forest Service, the annual production from the 447,400 acres of commercial forest land would be 111,850,000 board feet with a stumpage value of $348,000. The revenue lost to counties would be $122,115 *per year*.

For the committee-proposed wilderness and wild area, the *annual* production from the 182,110 acres of commercial forest land would be 45,527,000 board feet. The stumpage value would be $98,338. The loss to counties would be $34,418. Therefore, the committee's proposal would result in a gain to the counties of $87,697 *annually* over the Forest Service proposal.

4. The total value generated by 1,000 board feet of wood, converted into essential lumber and paper products and brought to the point of retail sales, is conservatively estimated at $374.(16) Applying this value to the allowable annual cuts of the various proposals gives a more complete picture of the cost of maintaining the wilderness area in terms of resource loss.

Forest Service proposed wilderness and primitive area: 135,800 thousand board feet times $374 per thousand equals $50,789,200 annual loss.

Forest Service proposed Selway-Bitterroot Wilderness Area: 111,850 thousand board feet times $374 per thousand equals $41,831,900 annual loss.

Committee proposed wilderness and wild areas: 45,527 thousand board feet times $374 per thousand equals $17,027,100 annual loss.

Savings under committee proposal (compared with Forest Service wilderness)—$24,804,800 *annually*.

5. To develop the picture of economic losses even further, the committee considered the total potential economic value which could be produced by the wilderness if the potential annual timber growth were utilized by integrated forest products industries. The harvesting of trees sets in motion a chain reaction of value additions that has far-reaching direct and indirect economic effects. Jobs and payrolls are created; homes, churches, stores, and factories are built; equipment and supplies are purchased; transportation and communication services are employed; income and property taxes are paid; insurance policies are purchased; money is invested in other creative enterprises—in short, the economic and social wheel of humanity is kept turning. This dependence of man upon the forest is illustrated by the following example, developed from factors provided by the U.S. Chamber of Commerce and checked against regional averages.

Total potential economic value.—The size of community the commercial forest land in the Selway-Bitterroot Wilderness Area (Forest Service proposal) would support if it were managed as an integrated-use area and the allowable annual cut (111,900 thousand board feet) utilized by integrated forest products industries.

(*a*) A forest products industry of:	
Total annual payroll	$7,833,000
Persons employed	1,510
(*b*) A dependent community of:	
Homes	3,100
Population	11,600
Total payroll	$13,793,000
Churches	12
Automobiles	2,416
Stores and shops	256
Retail sales	$6,000,000
Professional people	192
Acres of farm products	52,800
Schoolrooms	176
Teachers	144
Taxable property	$70,000,000
Life insurance	$12,000,000
Bank deposits	$8,000,000
(*c*) Taxes generated annually:	
Personal, State and Federal income tax	$1,379,300
Personal and real property tax	1,053,000
Industrial income tax	1,327,049
Total tax generated annually	3,759,349

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This illustration is hypothetical, to be sure, but it is realistic on the conservative side. It serves to clearly show the sacrifice the American people must make, directly and indirectly, when such vast areas of commercial forest land are placed in wilderness and barred from man's creative efforts.

SUMMARY

This report presents a proposal for reclassification of the Selway-Bitterroot Primitive Area. The report is prepared by the Inland Empire Multiple Use Committee, a group of natural resource managers interested in developing the best possible program of long-range natural resource conservation and use on both public and private lands. Background information on the Selway-Bitterroot area was obtained and analyzed. Economic values were studied. Opinions of local and regional citizens and other natural resource managers were sought. Careful consideration was given to all the multiple uses involved, including wilderness. On the basis of its study, the committee concludes that the area the Forest Service is proposing for classification, as the Selway-Bitterroot Wilderness Area (1,163,550 acres) is still too large and inaccessible. It cannot be adequately protected or utilized as a wilderness. It contains too much recreational potential, commercial forest land (447,000 acres), and other values to be barred from development by classification as a "limited-use wilderness." Problems of big game management would be more complicated. The loss of economic and social benefits would be too great. Therefore, the committee respectfully urges the Forest Service to reappraise its proposal for the wilderness area, reclassifying for integrated management those areas having a higher value for the development of all resources—recreation, fish and game, watershed, minerals, grazing, timber. Only that amount of integrated-use land required to preserve true wilderness values should be included in the wilderness area.

The committee's specific recommendations are summarized as follows:

1. The total area to be classified as "wilderness" should be reduced.

   Specific areas suggested for reclassification are listed in table 2. The committee's proposals result in a reduction in "wilderness" and "wild" area classification of 301,440 acres (from 1,163,550 to 862,110). The area of commercial forest land is reduced by 265,290 acres (from 447,400 to 182,110). The volume of timber is reduced by 1,711,720,000 board feet (from 3,280,460,000 to 1,568,740,000).

2. The areas withdrawn from "wilderness" classification should be placed under integrated resource management as part of the Forest Service program of multiple use.

   Additional roads should be built to provide better access for protection against fire, insects, and disease, for recreational use, for timber harvest and other resource development, and for more access points around the perimeter of the wilderness area.

   More campgrounds should be installed to handle the anticipated increase in recreational demands.

   Special consideration should be given to the problems of managing fish, game birds, and big game animals, with timber harvesting methods designed to maintain the maximum practicable compatibility with these important resources.

3. The area classified as "wilderness" and "wild" areas should be managed under U.S. Department of Agriculture regulations designed to preserve wilderness values.

4. In making these revisions and improvements, the Forest Service should carefully consider the economic impacts resulting from placing too much commercial forest land under "wilderness" classification.

The size of the Selway-Bitterroot Wilderness Area (803490 acres) proposed by the committee is more than adequate for true wilderness use. It is a vast area of over 1,200 square miles. It measures 63 miles east and west along the Lochsa-Selway divide and 66 miles north and south along the Bitterroot divide. It is mostly high, wild country, containing no roads. There are several hundred miles of trails affording wilderness-type access. Dozens of mountain lakes and hundreds of miles of streams are included. Areas of timber add variety and beauty to the landscape.

The Buck Lake-Moose Ridge Wild Area proposed by the committee contains 58,620 acres. While separated from the main wilderness area, it nevertheless has true wilderness values, containing many lakes and trails but no roads or

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other improvements. Access to the boundaries can presently be gained by road from two sides. This area provides the opportunity for a short wilderness trip of only a few days.

The committee recognizes wilderness as part of the multiple-use concept of natural resource management. However, the vital importance of the forest industry to local communities is also recognized, as is the necessity of meeting the rising demand for wood products. Because of these factors, the committee is convinced that including 447,000 acres of commercial forest land within the wilderness boundaries (as proposed by the Forest Service) would result in unnecessary losses to local, regional, and national economies. Other social benefits would be curtailed. If the committee's proposal were adopted, 265,000 acres of the commercial forest land would be removed from the limited use of wilderness and placed under integrated management to fully develop all resources and uses. A much greater flow of benefits would occur in the form of more jobs, more monetary returns to national and local governments, and more opportunities for camping, fishing, hunting, and wilderness travel. Therefore, the committee feels its proposal gives strong support to the conservation principle, first expressed by Gifford Pinchot, which has guided the Forest Service for over 50 years—"The greatest good for the greatest number in the long run."

CONCLUSION

This committee believes it expresses the feelings of the majority of forest land owners, operators, and users, as well as local citizens, when it says it believes wholeheartedly in maintaining a reasonable acreage of our scenic back country as wilderness. The value of wilderness country for recreation and spiritual stimulation is fully recognized. However, the committee also believes the amount and kind of country set aside for wilderness must be kept in balance with the other needs of local and regional citizens for the material necessities of life—food, shelter, clothing—as well as the maintenance of a reasonably high standard of living as expressed in the possession of the "beyond bare necessity" items everyone enjoys (good homes, churches, automobiles, television sets, sporting goods, camping equipment, a "dinner out now and then").

Of paramount importance is the absolute necessity of protecting and developing the natural resources which sustain the basic industries of our region—agriculture, minerals, forest products. These natural resource-using industries are the lifeblood of our region; they form the foundation upon which rests all other social and economic development. The future holds many challenges—improved national defense, more jobs for a rapidly increasing population, greater demands for outdoor recreation (including wilderness), a growing need for social and spiritual advances. If we are to meet these challenges, the basic industries must not only be maintained, they must be strengthened and greatly expanded.

In facing the responsibility imposed by these challenges, the committee urges that extremely careful consideration be given to the reclassification of existing primitive areas so that no large, contiguous tracts of land more valuable for integrated use of all resources are committed to the limited use of wilderness.

The committee feels that a well-balanced, long-range, overall program of integrated natural resource management must be developed. Although there are many complex problems, much progress has been made during the last half century; even greater progress will be made in the next through the sincere cooperation and dedicated efforts of all the individuals, organizations, and agencies involved.

APPENDIX

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(13) "Forest Management on the Cedar River Watershed," by A. E. Thompson, Seattle Water Department, Seattle, Wash. Journal of Forestry, March 1951.

(14) "A Summary of the Timber Resource Review." Forest Service, U.S. Department of Agriculture, Washington, D.C., January 1958.

(15) "The Influence of Sheep Grazing on Coniferous Reproduction and Forage on Cutover Western White Pine Areas in Northern Idaho," by V. A. Young, G. B. Doll, G. A. Harris and J. P. Blaisdell. The University of Idaho Bulletin, December 1942.

(16) Appendix reference: The figure $374 for the value generated by 1,000 board feet of wood, converted into essential lumber and paper products and brought to the point of retail sales was determined as follows: Basic data was obtained from the 1959 annual report of a representative integrated forest products industry. The total net sales ($114,357,495) were divided by the total amount of wood utilized (579,700,000 board feet). The resulting figure, $197.17, is the average value of 1,000 board feet of wood after being sawn into lumber or manufactured into plywood and paperboard. Additional value will be added through freight, further manufacturing (in the case of paperboard), and retail sales costs. This additional value was computed. The increase in value expressed as a percentage of the average selling price at the mill is 64.9 percent and 134.9 percent, for lumber and paperboard, respectively. The weighted average increase for lumber and paper combined is 89.9 percent. Thus the value of 1,000 board feet of wood at point of retail sales is $197.17 times 1,899 or $374.

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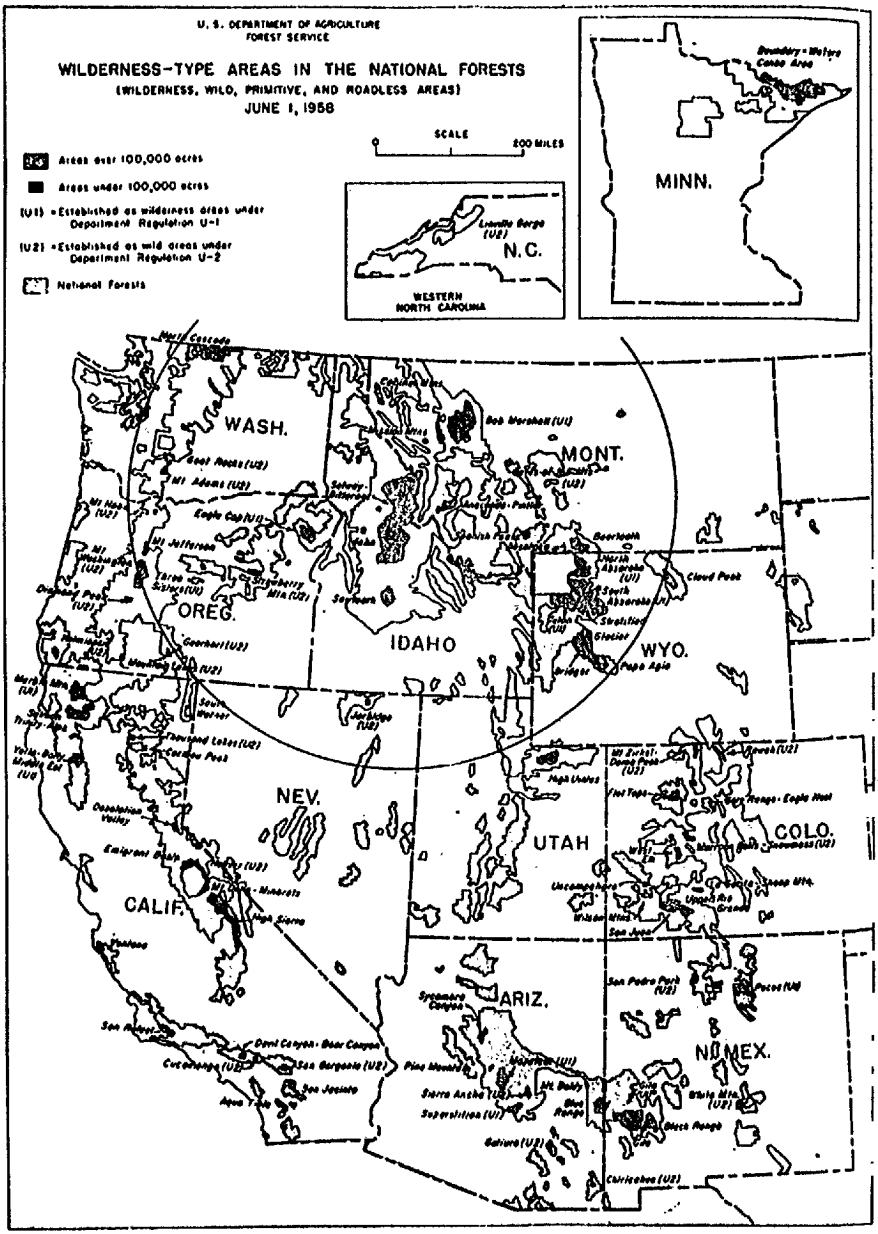

USAV-00002570

TABLE A.—*Wilderness-type areas and national parks total for United States*

	Number	Average
Wilderness areas	12	3,968,546
Wild areas	24	877,240
Roadless areas	3	814,456
Primitive areas	42	8,200,140
Total, wilderness-type areas	81	13,860,382
Total, national parks	29	13,130,239
Grand total	110	26,990,621

Source: Senate hearings, July 1958; and Conservation Yearbook, 1958.

TABLE B.—*Summary of wilderness-type areas and national parks within 375 miles of the Selway-Bitterroot Primitive Area*

	Acres
Idaho:	
Selway-Bitterroot Primitive Area (part in Montana)	1,833,039
Idaho Primitive Area	1,223,595
Sawtooth Primitive Area	200,942
Total	3,257,576
Montana:	
Bob Marshall Wilderness Area	875,000
Gates of the Mountains Wild Area	28,562
Absaroka Primitive Area	64,000
Anaconda-Pintlar Primitive Area	144,940
Beartooth Primitive Area	230,000
Cabinet Mountains Wild Area	88,940
Mission Mountains Wild Area	51,900
Spanish Peaks Wild Area	49,000
Total	1,532,342
Wyoming:	
Bridger Primitive Area	383,000
Glacier Primitive Area	177,000
North Absaroka Wilderness Area	359,700
South Absaroka Wilderness Area	506,300
Stratified Primitive Area	147,000
Teton Wilderness Area	563,500
Cloud Peak Wild Area	94,000
Popo Agie Wild Area	70,000
Total	2,300,500
Nevada: Jarbidge Wild Area	64,827
Oregon:	
Eagle Cap Wilderness Area	220,280
Three Sisters Wilderness Area	246,728
Mount Hood Wild Area	14,160
Mount Jefferson Wild Area	86,700
Mount Washington Wild Area	46,655
Strawberry Mountain Wild Area	34,080
Total	648,603

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TABLE B.—*Summary of wilderness-type areas and national parks within 375 miles of the Selway-Bitterroot Primitive Area*—Continued

	Acres
Washington:	
Glacier Peak Wilderness Area	[1] 458,505
North Cascade Primitive Area	342,495
Goat Rocks Wild Area	82,680
Mount Adams Wild Area	42,411
Total	926,091
Total, wilderness-type areas	8,729,930
National parks:	
Glacier	1,013,129
Yellowstone	2,221,773
Grand Teton	310,390
Total, national parks	3,545,292
Grand total, wilderness-type areas and national parks	12,275,231

[1] Resulting from reclassification in 1959 of part of the North Cascade Primitive Area.

Source: Senate hearings, July 1958; and "Conservation Yearbook, 1958."

TITLE 2300. RECREATION MANAGEMENT [1]

Wilderness areas, regulation U-1 (63 CFR 251.20)

(*a*) Upon recommendation of the Chief, Forest Service, national forest lands in single tracts of not less than 100,000 acres may be designated by the Secretary as "wilderness areas," within which there shall be no roads or other provision for motorized transportation, no commercial timber cutting, and no occupancy under special-use permit for hotels, stores, resorts, summer homes, organization camps, hunting and fishing lodges, or similar uses:

Provided, That roads over national forest lands reserved from the public domain and necessary for ingress and egress to or from privately owned property shall be allowed under appropriate conditions determined by the forest supervisor, and upon allowance of such roads the boundary of the wilderness area may be modified to exclude the portion affected by the roads.

(*b*) Grazing of domestic livestock, development of water-storage projects which do not involve road construction, and improvements necessary for the protection of the forest may be permitted subject to such restrictions as the Chief deems desirable. Within such designated wildernesses when the use is for other than administrative needs and emergencies, the landing of airplanes and the use of motorboats are prohibited on national forest land or water, unless such use by airplanes or motorboats has already become well established; and the use of motor vehicles is prohibited unless the use is in accordance with a statutory right of ingress and egress.

(*c*) Wilderness areas will not be modified or eliminated except by order of the Secretary. Except as provided in paragraph (*a*) above, notice of every proposed establishment, modification, or elimination will be published or publicly posted by the Forest Service for a period of at least 90 days prior to the approval of the contemplated order; and if there is any demand for a public hearing, the regional forester shall hold such hearing and make full report thereon to the Chief of the Forest Service, who will submit it with his recommendations to the Secretary. (20 F.R. 8422–23, Nov. 10, 1955.)

[1] Copied from the May 1958 Forest Service manual.

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Wild areas, regulation U–2 (36 CFR 251.21)

Suitable areas of national forest land in single tracts of less than 100,000 acres but not less than 5,000 acres may be designated by the Chief, Forest Service, as "wild areas," which shall be administered in the same manner as wilderness areas, with the same restrictions upon their use. The procedure for establishment, modification, or elimination of wild areas shall be as for wilderness areas, except that final action in each case will be by the Chief.

INLAND EMPIRE MULTIPLE USE COMMITTEE, LEWISTON, IDAHO, REPORT NO. 3

Enclosed is a report reviewing the Forest Service proposal for reclassifying the Anaconda-Pintlar Primitive Area in Montana as a "wilderness area."

May I call your attention to our committee's support of the Forest Service proposal in this case.

In brief, the Forest Service proposes to exclude 21,050 acres of the present primitive area and add 14,445 acres for a net reduction of 6,605 acres, resulting in an Anaconda-Pintlar Wilderness Area of 159,000 acres spanning over 30 miles of the Continental Divide.

While the essential characteristics of wilderness and primitive areas are similar, the "wilderness" classification more clearly defines "wilderness" and provides for more permanent and restrictive administration under Department of Agriculture regulations.

You may recall that we objected to the Forest Service-proposed Selway-Bitterroot Wilderness Area as being too large and containing too many resources having higher values for essential nonwilderness uses than for wilderness recreation. In the case of the Anaconda-Pintlar, however, we feel the area proposed for "wilderness" classification is reasonable in size as well as the amount of nonwilderness resources it will restrict. For example, the Anaconda-Pintlar is only one-seventh as large as the Selway-Bitterroot Wilderness Area proposed by the Forest Service, and contains only about one-fifth as much standing commercial timber volume. Because of higher elevations, growth rates and quality of timber are lower in the Anaconda-Pintlar.

Although the acreage of land classed as "commercial forest" is relatively high (63 percent, or 99,000 acres), and the volume of timber still substantial (673,900,000 board feet), we feel that various physical factors make the area a marginal one as far as economical development of the timber resource is concerned—at least in the foreseeable future. Also, problems of big game management, fire protection, and accessible family recreation are not nearly as great.

We have concluded that the Anaconda-Pintlar is generally well qualified for wilderness preservation with a minimum of conflict with other uses. Therefore, on the basis of present knowledge, we are not recommending any significant boundary changes.

Our major concern is for the mineral resources of the area, which have not yet been adequately determined. We are recommending periodic evaluation of these resources by qualified agencies so that knowledge on potential strategic minerals will be available in event of unforeseen local needs and national emergencies.

This is the third major report our committee has prepared on wilderness. Additional copies of all reports are available on request.

Your comments, criticisms, and questions will be welcomed.

ROYCE G. COX, *Chairman.*

INTRODUCTION

To All Users of Natural Resources:

The following report is presented for your information. It was prepared by the Inland Empire Multiple Use Committee, a group working for sound, integrated conservation, development, and use of natural resources on both public

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and private lands. This committee firmly believes that wilderness is an important part of overall multiple-use resource management; it also believes the amount and kind of land classified as "wilderness" must be carefully weighed against the many other needs of society.

Every citizen of the United States is a part owner of the lands administered by the Forest Service and has a personal interest in the proposed reclassification of the 164,408 acres of the Anaconda-Pintlar Primitive Area.

A hearing to receive public views concerning the Forest Service proposed Anaconda-Pintlar Wilderness Area is scheduled for February 20, 1962, in Butte, Mont., at the Finlen Hotel, 9 a.m. m.s.t. Individual opinions may be presented at the hearing orally or by written statement. Written comments may be sent to the Regional Forester, U.S. Forest Service, Federal Building, Missoula, Mont.

The committee has attempted to analyze all the multiple-use considerations involved—wilderness recreation, fish and game, watershed, grazing, timber, minerals, and their economic impacts.

In analyzing this information, the committee was guided by the same three general premises followed in previous studies:

1. The multiple-use concept includes wilderness as a valid use.
2. Those areas having a higher use value as a wilderness should be retained in the Anaconda-Pintlar Wilderness Area.
3. Those areas having a higher value for uses other than wilderness should be excluded, except where needed to preserve true wilderness characteristics.

The committee gratefully acknowledges the cooperation of the Forest Service in making information available. The opinions and advice of many other persons is also appreciated. The committee accepts full responsibility for the use made of this information and for the interpretations and recomemndations included in this report. Neither approval nor disapproval of the report by any of the information sources is in any way implied.

Respectfully,

THE INLAND EMPIRE MULTIPLE USE COMMITTEE.

JANUARY 1962.

DETAILS OF PROPOSAL—ANACONDA-PINTLAR PRIMITIVE AREA

The Anaconda-Pintlar Primitive Area is located in three national forests—the Bitterroot, Beaverhead, and Deer Lodge. The primitive area was established by the Acting Chief of the Forest Service on October 2, 1937. The area covers 164,048 acres in southwestern Montana, approximately 15 miles southwest of Anaconda, Mont. This area straddles approximately 40 miles of the Continental Divide at the headwaters of the Big Hole River in the Missouri River Basin; Rock Creek and the East Fork of the Bitterroot River in the Columbia River Basin.

The Anaconda Range forms the backbone of the area with elevations ranging from 6,100 to 10,475 feet. The Anaconda Range joins the lower Sapphire Mountain Range on the west, which extends along the east side of the Bitterroot Valley. The northeast portion of the primitive area has an number of high, barren, and precipitous peaks, which are the beginning of deep, rocky canyons into the Big Hole and Rock Creek drainages.

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There are 105,604 acres (63 percent of total area) of commercial forest containing an estimated 410 million board feet of sawtimber (sawtimber diameter breast high 11-plus inches) with an average stand of approximately 4,000 board feet per acre). These same 105,604 acres contain an estimated 201 million board feet of pole-size timber 5- to 11-inch diameter breast high, with an average pole stand of 3,000 board feet per acre). The potential annual harvest is an estimated 7 million board feet.

The history of this area is described by quoting the Forest Service brochure.[1]

"In 1929, the Secretary of Agriculture put regulation L-20 into effect. It provided for a 'series of areas to be known as primitive areas within which will be maintained primitive conditions of environment, transportation, habitation, and subsistence with a view to conserving the value of such areas for purposes of public education and recreation.' The regulation prohibited construction of permanent improvements other than for administrative needs and prohibited certain types of occupancy. It allowed continued use of roads and of improvements already in place.

"During the next 10 years, 78 primitive areas totaling 13½ million acres were established under regulation L-20. Many of these tracts, including the Anaconda-Pintlar, were selected with the idea that further study and possible changes would be necessary before some could be completely qualified as having true primitive conditions. Boundary lines were of necessity based on then existing general knowledge of the area rather than on thorough on-the-ground studies and surveys.

"In 1939, after 10 years of experience in administering primitive areas, the Secretary of Agriculture issued new regulations. These provided for studies of existing primitive areas. They directed that portions whose greatest values were as wilderness, be classified as either 'wilderness' or 'wild' areas under regulations U-1 and U-2. These define 'wilderness' more clearly, rule out some improvements under regulation L-20, and are more permanent in nature.

"When the Anaconda-Pintlar Primitive Area was established by the Acting Chief of the Forest Service on October 2, 1937, its size was calculated at 144,940 acres. This figure was used for statistical purposes until the current study revealed a total area of 164,408 acres.

"The management guidelines have been very effective in protecting the area's wilderness qualities. Although surrounded by industrial and agricultural communities, it remains outstanding wilderness. With the exception of the Carp Creek Trail, which has been widened into a jeep trail by prospectors, all present roads were in existence when the primitive area was established. The road in the Middle Fork of Rock Creek was improved by miners between 1939 and 1946. Modern passenger cars can now penetrate about 3 miles into the primitive area."

[1] "Anaconda-Pintlar Wilderness Area Proposal," available from U.S. Forest Service.

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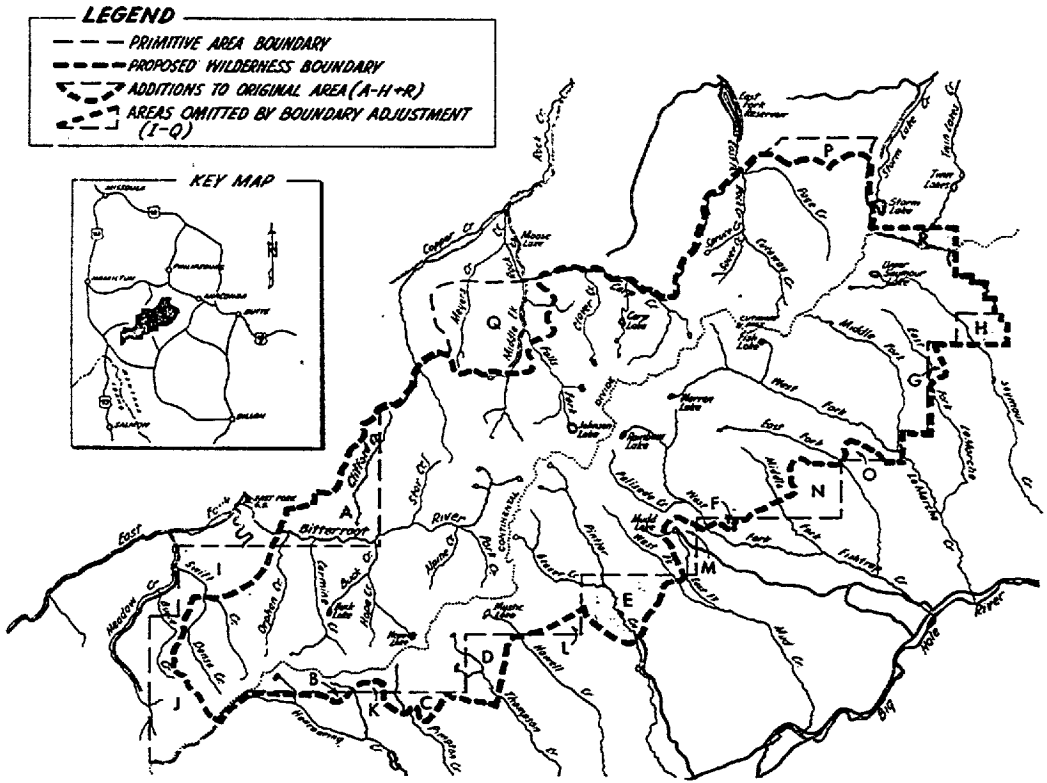
ANACONDA-PINTLAR WILDERNESS AREA (PROPOSED)



FOREST SERVICE PROPOSAL FOR RECLASSIFICATION

The following table from the Forest Service Report of June 15, 1961, summarizes the results of the proposed changes (see map, p. 4):

TABLE 1

	Net acreage
Anaconda-Pintlar Primitive Area	164,408
Additions:	
A. East Fork of Bitterroot River	5,838
B. Mussigbrod Creek	205
C. Plimpton Creek	768
D. Thompson Creek	2,130
E. Pintlar Creek	3,187
F. Fishtrap Creek	378
G. East Fork of La Marche Creek	371
H. Seymour Creek	1,088
R. Mount Tiny-Mount Howe (National Forest land only)	480
Total additions	14,445
Total area studied	178,853
Exclusions:	
I. East Fork Bitterroot	2,936
J. Meadow Creek-Bugle Creek	4,854
K. Mussigbrod Creek	243
L. McCormick-Roberts Creeks	634
M. Mudd Lake	1,130
N. Swamp Creek-West Fork Fishtrap Creek	2,701
O. East Fork Fishtrap Creek	557
P. Dry Creek	1,280
Q. Middle Fork Rock Creek-Meyers Creek	6,706
Total exclusions	21,050
Anaconda-Pintlar Wilderness Area, net total National Forest land	157,803
Private land, the Anaconda Co	1,257
Private land, MS 10570	21
Anaconda-Pintlar Wilderness Area, gross area	159,081

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MULTIPLE USE COMMITTEE'S STUDY AND RECOMMENDATIONS

Timber

The following table 2 summarizes Forest Service estimates of timber volumes and acres:

ANACONDA-PINTLAR AREA—COMMERCIAL FOREST ACREAGE (NATIONAL FOREST LAND)

TABLE 2.—*Primitive area*

COMMERCIAL FOREST ACREAGE

Forest	Total acres	11-inch-plus sawtimber	5-inch to 11-inch poles	Seedlings and saplings	Nonstocked	Total	Noncommercial acreage
Beaverhead	68,059	11,043	25,031	737	.....	36,811	31,248
Bitterroot	42,450	15,447	14,056	3,479	747	34,329	8,121
Deer Lodge	51,861	15,319	13,339	5,750	56	34,464	17,400
Total	162,373	41,809	53,026	9,966	803	105,604	56,769
Percent	100	26	32	5	.....	63	37

PROPOSED WILDERNESS AREA

Beaverhead	69,263	11,936	24,854	577	.....	37,367	31,896
Bitterroot	42,610	15,031	15,249	3,559	700	34,539	8,071
Deer Lodge	44,030	13,431	9,816	3,966	56	27,269	16,761
Total	155,903	40,398	49,919	8,102	756	99,175	56,728
Percent	100	26	32	5	.....	63	37

PRIMITIVE AREA

	Timber volumes, thousand board feet			Species acreage			
	Total volumes	11-inch plus sawtimber	5-inch to 11-inch poles	Lodgepole pine	Douglas-fir	Engelmann spruce	Total acres
Beaverhead	225,300	110,300	115,000	22,513	21	14,277	36,811
Bitterroot	266,000	176,000	90,000	14,656	6,052	7,498	28,206
Deer Lodge	209,500	123,700	85,800	16,658	6,000	6,000	28,658
Total	700,800	410,000	290,800	53,827	12,073	27,775	93,675
Percent	.....	.....	.....	57	13	30	100

PROPOSED WILDERNESS AREA

Beaverhead	236,500	116,500	120,000	21,608	21	14,042	35,671
Bitterroot	263,500	168,500	95,000	14,173	6,631	6,733	27,537
Deer Lodge	173,900	109,500	64,400	13,247	5,000	5,000	23,247
Total	673,900	394,500	279,400	49,028	11,652	25,775	86,455
Percent	.....	.....	.....	57	13	30	100

The proposed wilderness area contains an estimated 673,900 thousand board feet of timber of which 394,500 thousand board feet is sawtimber of 11-inch diameter breast high and larger. The remaining 279,400 thousand board feet is pole-size timber of 5- to 11-inch diameter breast high. The above estimated timber volumes are contained on 86,455 acres, giving an average stand of 5,000 board feet of sawtimber and 3,000 board feet of pole-size timber per acre. The Forest Service estimates a potential allowable annual cut of 7 million board feet.

By species, 57 percent of the stands are lodgepole pine, 30 percent Engelmann spruce, and 13 percent Douglas-fir. The bulk of the spruce is in the stream bottoms.

Shallow, rocky soils, steep slopes, difficult access, low-quality timber, low timber volumes per acre, and high elevation make the greater portion of the timber uneconomic with present costs of production and available markets.

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Because of rapidly improving logging methods, however (such as use of helicopters), it is conceivable that the better stands of timber could be economically harvested in the future.

There are some beautiful stands of mature and old-growth spruce enhancing the trail approaches to the higher country. Unfortunately, in some areas, these stands have been killed by bark beetles, and the remaining stands are threatened.

Large portions of the lodgepole pine stands were killed by mountain pine beetles around 1930. Although, this large volume of fuel contributed to some large fires in the past and still presents a serious hazard in many areas, there has been low fire occurrence in recent years. High elevation, short summer period, and natural fire breaks have aided in the low fire loss record. Nevertheless, the threat of fire cannot be ignored. Aerial detection and suppression will have to be relied on to give the primary fire protection.

Insects and disease are ever-present threats to the scenic values of wilderness areas. Forest Service policy provides for control of insects and disease when a buildup of either threatens to spread to commercial forest land outside wilderness areas. Control is difficult and expensive, however, again because of poor accessibility.

In rugged, undeveloped areas such as the Anaconda-Pintlar, the costs of detection and suppression of fire, insects, and disease are relatively high because of generally poor access by ground methods and equipment. This must be considered part of the extra cost of maintaining wilderness areas.

Water

The annual average precipitation for this area is 30 inches, which falls mainly as snow. This is due to the high elevation of the area, which makes for a short snow-free period usually 2½ to 3 months in the summer. This enhances the area's water quality and productivity for domestic, industrial, irrigation, and recreation uses, which is of first importance.

There are no power withdrawals or water impoundments. Two special-use permits for diversion ditches exist on the Beaverhead forest portion of the proposed wilderness area. A 1-mile section of ditch from Palisade Creek to Mudd Lake and a ¼-mile section from Fishtrap Creek to Swamp Creek will remain in the proposed wilderness area.

At present, the watershed value of this area is its highest use. It is recognized the other multiple uses, including wilderness, can be compatible with watershed management, when they are kept in harmony with it.

Minerals

The geologic knowledge of this area is limited. Even though there are known depositions of copper, tungsten, galena, and other ores in or adjacent to the primitive area, there has been no extensive exploration because of primitive area restrictions and inaccessibility.

The Forest Service brochure description of minerals of the area is limited to the following remarks:

"There are three patented mining claims in the Middle Fork of Rock Creek drainage near Senate Mountain which contain known copper deposits. These are in a part of the present primitive area recommended for exclusion. There is a patented claim near the head of Copper Creek inside the proposed wilderness. There are a few unpatented claims in the vicinity of Warren Peak. There was some prospecting for tungsten ore along the northeastern part of the boundary around 1956. To date, no commercial mining has been done in the primitive area."

The Forest Service proposed wilderness area includes a patented mineral claim MS 10579 in the head of Copper Creek on the Deer Lodge Forest and the Anaconda Co. lands in sections 31 and 33, township 4 north, range 13 west (area R in Forest Service brochure) near Mount Howe. The Anaconda Co. has expressed willingness to exchange for other national forest lands, but desires to retain mineral rights of the above-mentioned lands with the rights of exploration and removal because the geology is favorable to ore depositions.

It is important to our economy and national defense that this proposed wilderness area, along with all other existing wilderness and primitive areas, be open for mineral exploration to allow a thorough inventory and evaluation of the mineral potential.

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It should be clearly understood one mineral survey cannot be considered conclusive. Future developments in new uses of known minerals, need for new minerals, and rapid advances in mineral survey techniques make it necessary to keep the job of mineral evaluation continuously in progress. Particularly, in geologically complex areas such as this. These lands may harbor strategic minerals necessary to our economy and national defense and precious time could be saved by having this knowledge available in event of emergencies.

The committee feels no wilderness report can be complete without such information.

Grazing

There is at present a grazing allowance for 100 cow-months on the Beaverhead Forest portion of the proposed wilderness area. The Forest Service plans to continue the present allowance for grazing, although no new grazing permits will be issued. At one time, the Beaverhead Forest portion of the primitive area had grazing permits for 1,000 sheep-months and 350 cow-months. These permits were voluntarily discontinued due to foot rot-disease contracted by the sheep, short season and timbered areas which produced little forage, the rough terrain, and difficult access which makes livestock grazing unsuitable on much of the area.

No competition is likely between livestock grazing and recreation stock, since cattle use only the lower parts of the canyon bottoms.

Fish and game

A wide range of game animals inhabit the proposed wilderness area, including mountain goats, moose, elk, deer, black bear, beaver, mink, marten and weasel. Blue grouse, Franklin's grouse, and ruffed grouse also are present.

Elk and deer migrate outside of the area during the heavy snow months. Because of high elevations and limited forage areas, the winter food problem for elk is critical.

Rainbow, cutthroat, and brook trout are found in a number of the lakes and streams.

Recreation

Recreation use of the area has been limited mainly because of inaccessibility. Forest Service records show the following estimated annual recreation use of the primitive area:

Year	Visits	Man-days
1957	1,850	5,030
1958	1,870	5,110
1959	2,500	7,900
1960	2,800	9,000
1961	3,120	10,480

Although the American Forestry Association conducted a trail ride in the area during 1959 there have been few true wilderness area type visits. The majority of the visits were from sportsmen. These visits fluctuate in rate of occurrence and length of visit depending on the weather and the time of the hunting season set for the area. Early hunting seasons increase the number of visits.

The area has an excellent wilderness use potential, both for sportsmen and those seeking a wilderness experience. An improved trail system will encourage many more visits.

Increased use may also bring about the need for sanitation and campground facilities. Recreation riding and pack-stock feed may also become critical because the limited forage is needed by game animals.

The Beaverhead Forest portion of the proposed wilderness area is accessible only over private lands. This is not a problem. The Forest Service has had ingress-egress to the area and will no doubt obtain rights-of-way easements when sufficient use of the area is established.

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COMMITTEE RECOMMENDATIONS

In analyzing the Forest Service proposed Anaconda-Pintlar Wilderness Area, the committee attempted to evaluate the resource, and their impact on the local communities as well as giving consideration to the highest use. The committee has the following recommendations:

1. In general, the committee wishes to commend the Forest Service and support its reclassification proposal for the Anaconda-Pintlar Wilderness Area.

The area for most part contains true wilderness characteristics and would no doubt retain its wilderness character for many years regardless of classification. The committee recognizes the area to be a reasonable wilderness selection because of its sufficient size and wilderness qualities.

2. The committee sees one possible conflicting use of this area and its wilderness classification. The mineral potential is relatively unknown because of inaccessibility and primitive area restriction. For this reason the committee recommends the exclusion of 1,278 acres (see table 1) of private lands from the proposed wilderness area.

The committee also recommends a more thorough inventory and evaluation of the mineral potential of this area by the Montana Bureau of Mines and Geology and the U.S. Geological Survey to ascertain this potential at an early date. These mineral surveys should be made periodically to keep the information current. The mineral industry (including private individuals) should be allowed full opportunity to check these findings.

If valuable or strategic minerals are discovered, the wilderness value of the area affected should be reappraised against the mineral values as a basis for justifiable boundary changes.

3. The committee recognizes the watershed values of this area as its present highest use. The committee recommends that other uses of this area be in harmony with its water quality and productivity.

4. The committee recommends improvement and better maintenance of the trail system to aid administration and improve recreation use of the area.

5. The committee recommends that in future proposed wilderness area reports the Forest Service include more complete information on timber volumes and values by species. Where indicated timber values warrant, an up-to-date and accurate reinventory should be made before wilderness classification is proposed.

CONCLUSION

This committee believes it expresses the feelings of the majority of forest landowners, operators, and users, as well as local citizens, when it says it believes wholeheartedly in maintaining a reasonable acreage of our scenic back country as wilderness. The value of wilderness country for recreation and spiritual stimulation is fully recognized. However, the committee also believes the amount and kind of country set aside for wilderness must be kept in balance with the other needs of local and regional citizens for the material necessities of life—food, shelter, clothing—as well as the maintenance of a reasonably high standard of living as expressed in the possession of the "beyond bare necessity" items everyone enjoys (good homes, churches, automobiles, television sets, sporting goods, camping equipment, a "dinner out now and then").

Of paramount importance is the absolute necessity of protecting and developing the natural resources which sustain the basic industries of our region—agriculture, minerals, forest products. These natural resource-using industries are the lifeblood of our region; they form the foundation upon which rests all other social and economic development. The future holds many challenges—improved national defense, more jobs for a rapidly increasing population, greater demands for outdoor recreation (including wilderness) and a growing need for social and spiritual advances. If we are to meet these challenges, the basic industries must not only be maintained, they must be strengthened and greatly expanded.

In facing the responsibility imposed by these challenges, the committee urges that extremely careful consideration be given to the reclassification of existing primitive areas so that no large, contiguous tracts of land more valuable for integrated use of all resources are committed to the limited use of wilderness. In this respect, the committee has no serious criticisms of the Forest Service pro-

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posal for the Anaconda-Pintlar. The committee regards this area as a good example of the type of country which should be classified and maintained as wilderness, with the reservations mentioned previously.

The committee feels that a well-balanced, long-range, overall program of integrated natural resource management must be developed. Although there are many complex problems, much progress has been made during the last half century; even greater progress will be made in the next, through the sincere cooperation and dedicated efforts of all the individuals, organizations and agencies involved.

Mrs. PFOST. Thank you, Mr. Cox, the members of the committee realize that we do have a very complex problem in the wilderness measure.

Could you tell us in just a few words, using as examples our primitive areas in Idaho because we are both more familiar with them, how you feel the change from primitive to wilderness will change the manner in which the area is now being used.

Mr. COX. I did not quite catch the last.

Mrs. PFOST. What I am trying to say is: How do you think, when the primitive areas are designated as wilderness, that the uses will be changed from the present primitive uses today?

Mr. COX. Madam Chairman, the uses, of course, as permitted under the bill would not change from what they are today. But that is not the basic problem. We are concerned by the problem of ascertaining the values on these areas and an intelligent reclassification of the portions that should be put into multiple use and those portions which should go into wilderness. There are many thousands of areas in the Selway-Bitterroot Primitive Area which do qualify and should be reserved as wilderness. But our main concern is that we feel under the provisions of this bill, once they are placed into the system, it would be much more difficult to get those areas which are qualified for multiple use taken out of the system.

Mrs. PFOST. In other words, you are looking ahead to the possibility that one of these days certain areas may need to be used for cutting timber or for mining or something like that, and you feel that under the present primitive system the areas would be more readily accessible than they would be if designated wilderness areas. Is that your position?

Mr. COX. I will not say, Madam Chairman, it would be more readily accessible, but the possibility of working out these boundaries, these boundary changes, which are needed in the not-too-distant future would be more likely to occur under the present system than perhaps under the wilderness bill as now written.

That is why we are recommending—one of the recommendations for amendment is for positive congressional action. We feel that if Congress is going to accept the responsibility of reviewing these areas then they should assure that adequate debate will take place on the floor of Congress and not perhaps become bottled up in a committee or through perhaps blanketing wilderness areas in by default, as it were, through the inability of Congress, let us say, to actually bring the proposal to the floor of Congress for debate.

Mrs. PFOST. What is your opinion—you probably have heard me ask the question a few times—regarding the roads. The primitive areas in Idaho appear to have more roads penetrating them than any other primitive or wilderness areas. There are 192 miles of such roads in

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Idaho. What is your recommendation, should the committee see fit to place these areas into wilderness status, with regard to those roads? You are probably familiar with some of them, are you not?

Mr. Cox. Yes, Madam Chairman. This, of course, presents quite a problem and would have to be considered on the basis of considering each individual case on its own merits. Now I believe that some of the roads in the present Selway-Bitterroot Primitive Area should be kept open for the very good purpose that you outlined a day or two ago, for access by people who want to go in and enjoy the primitive area and perhaps a short wilderness trip of some type.

I know of several roads where there is a possibility of this. You can drive to the end of the road and hike a reasonably short distance and get into some very beautiful country, where you have the feeling of remoteness and wilderness and have a true wilderness experience.

However, if the roads are cut off, the difficulty of getting into the areas would be greatly increased. So I would feel in many cases these roads, the use of them, should be permitted and they probably should be excluded from the wilderness system itself.

In other words, the boundary should be taken around them in some such manner so that the roads would not be cut off.

Mrs. PROST. Thank you.

Now there is one other thing, No. 3 in your summary of recommendations, that bothers me a little and perhaps you can clarify it for me—

to make possible under more realistic regulations a thorough inventory and evaluation of the mineral potential in wilderness and primitive areas.

I think some of these minerals would fall in the category of "unknown" today.

Mr. Cox. That is right.

Mrs. PROST. I wonder if you could elaborate on that just a little to clarify what you mean by that statement?

Mr. Cox. Madam Chairman, I believe this is a very important phase of the problem which you are considering, this matter of mineral potential. Certainly the areas in the primitive and wilderness areas, the regions we have on the list, must contain minerals which will be of value to us in the future. We feel we simply could not risk the possibility of not knowing what is there in advance.

As some of the gentlemen brought out in previous testimony here, it is extremely important that some sort of an inventory be made of these minerals at more or less periodic intervals so we know what is there and where it is, so in the event of an emergency we will be much better prepared to develop this mineral potential if needed. How this would be done is a matter of great controversy. I think you received proposals here today and from some previous people testifying that one possibility would be the use of helicopters and power-drilling equipment which could be used and not destroy or even leave much evidence on the landscape, and that this could be done in such a way as to not damage the wilderness characteristics at all, in my opinion.

Does that explain and answer the question?

Mrs. PROST. That is helpful. In other words, you are saying that at regular intervals in the future you would recommend that a new look be taken at this. Do you mean that you feel we should keep it

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open for constant inventory or would you be satisfied that every 10 or 15 years a new look might be taken?

Mr. Cox. Madam Chairman, it should be done either on the basis of a periodic interval relatively short, not exceeding perhaps 10 years, or whenever the need for a new look becomes evident.

In other words, perhaps we discover a new mineral we do not even know about today, and say the Selway-Bitterroot contains geological formations that indicate the possibility of that mineral being present there. Then there should be a provision so that the geologic exploration could be made to determine if the mineral is there. So it would be done either on the basis of periodic intervals or whenever the need arises.

Mrs. PFOST. Thank you very much. The gentleman from Minnesota, Mr. Langen.

Mr. LANGEN. In the interest of time I hesitate to ask any questions, but let me just ask one. I note you have referred several times to the fact that there are some areas that you feel ought to be included in the wilderness area.

How did you arrive at this decision? Where are they and why, in your judgment, are those wilderness lands?

Mr. COX. Mr. Congressman, I wish I could have the pleasure of showing you some of them. We have many of them in Idaho. These are areas in the back country. They are, generally speaking, the higher and more scenic country containing many hundreds of beautiful lakes, stands of timber which may not be of great commercial value at the present time. Their highest use is for wilderness-type recreation and watershed values, big game. These lands under this present status, with one possible exception of minerals which may not be known that could exist there, this land, in our opinion, these areas are the ones which qualify for wilderness.

Mr. LANGEN. That is the exact point. How do you know there are no minerals there?

Mr. COX. We do not, and that is why——

Mr. LANGEN. If there are minerals there, I suppose they are as important as anywhere else.

Mr. COX. Certainly I agree with you. That is why we are recommending specific provision for inventory of these minerals and not to do it today and say, "This is good for all time," but to provide for some periodic review and inventory of the minerals as new ones are discovered.

Mr. LANGEN. Of course, that technically means you will not set aside any of it.

Mr. COX. This setting aside, sir, is something which perhaps is a matter of your concept of how long these areas should be set aside. It is conceivable you could set aside an area of wilderness today and it might remain so for many, many years, and then perhaps you would discover mineral deposits in one small portion of that wilderness area, and then that would be made available, but the balance of the wilderness would not be despoiled.

Mr. LANGEN. I am in agreement with you as far as the minerals are concerned. I am just trying to see whether or not we can arrive at some kind of a manner or a system by which we can accomplish this and at the same time satisfy the demands of a number of people and

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interests that have registered their approval or disapproval of the entire measure.

Mr. Cox. I can appreciate your problem.

Mrs. Prost. Are there further questions?

Thank you very much, Mr. Cox.

The subcommittee will stand in recess until 1:30 this afternoon.

(Whereupon, at 12:15 p.m., the subcommittee recessed, to reconvene at 1:30 p.m., the same day, May 11, 1962.)

AFTERNOON SESSION

Mrs. Prost. The Subcommittee on Public Lands will now come to order for the further consideration of the wilderness preservation system legislation.

Our first witness this afternoon is Mr. George Denison.

I would like to take this opportunity to welcome you, Mr. Denison, before the committee. We appreciate very much your coming here and spending a week in the Nation's Capital in order to testify before this committee.

STATEMENT OF GEORGE DENISON, LEWISTON, IDAHO

Mr. Denison. My name is George Denison. My address is Lewiston, Idaho. I am here to oppose the wilderness bill S. 174. I am representing 2,942 people on this petition to be presented here at this hearing—stockmen, lumbermen, miners, farmers and other business people from the States of Idaho, Washington, and Oregon, most of them from Idaho—2,234 from Idaho, 321 from Washington, 276 from Oregon, 75 from Montana, and 25 from other States.

LIVESTOCK

I have been in the stock business most of my life, over 40 years. In the last 10 years I have been prospecting and mining. That's 50 years or more all together.

My opposition to the wilderness bill is that if 3½ million acres are taken out of Idaho, this will work a hardship on the peoples of Idaho, who depend on our lumbering, mining and stockraising for their income. Cattle and sheep are a benefit to the range to help prevent forest fires.

Lumber companys and miners want livestock on their property to keep the grass and underbrush grazed off to protect the timber from fires.

Here is an example of some fisherman starting a fire. Mr. Charlie Dunham, now of Lewiston, Idaho, had 2,500 head of sheep on summer range on Nez Perce National Forest in Idaho. This was in wilderness kind of country. No roads as S. 174 says.

A fisherman camped on Johns Creek fishing and started a fire below his sheep and burned the band of 2,500 head, and this was a severe loss to Mr. Dunham, through carelessness of a fisherman. The fire burned at least 7,000 acres. It went to the top of the ridge and open country before the Forest Service could stop it. There weren't any roads, so they couldn't get enough men in to stop the fire sooner.

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At one time 30 bands of sheep or more, plus lots of cattle, grazed on summer range in what is now wanted for wilderness.

Now there is none that I know of. Wouldn't it be better to have this range used for livestock, mining and lumbering to give more employment to more people and more taxes for the State and Government?

If this is turned into a wilderness there will be no taxes. Wouldn't it be better to have some revenue from this than to have it turned into a trophy hunters paradise for a choice few and a fire hazard?

Mr. Dave Little of Emmett, Idaho, took over his father's livestock holding in southwestern Idaho in 1942. He grazed sheep on 18,000 acres of summer range in the Boise National Forest. Last year the Forest Service announced it was cutting his allotment to 1,050 acres because they claim the range is overgrazed.

This puts him out of the sheep business. Mr. Little said he spent $10,000 fighting to save his range as he wouldn't run sheep on range that was overgrazed because he wanted his sheep fat. He told us that a few days ago.

No stockman wants his stock on land that is overgrazed. The range was not overgrazed.

LUMBERING

The lumber and wood products is one industry in Idaho. It is the largest industry employing more people than any other. The lumbermen built roads into inaccessible places in order to get out their products.

If the wilderness is tied up now who is going to benefit by these resources? No one. The lumbering in this wilderness part hasn't been touched. There are trees ready for harvest now, and if not used will be lost and will build up a fire hazard.

These roads the lumbermen build into these places are used for recreation that gives more people a chance to get into the mountains that couldn't go otherwise to enjoy it with their small children and older people that can't walk into these places, and can't afford the price for someone to pack them into these places.

So let's use these resources to give employment to our unemployed.

The 12 Western States depend on lumbering, mining, livestock and farming for their income.

MINING

Since World War II the mining industry has been hurt worse than any other industry, and something should be done about the gold mines that have been closed. If they were opened up, it would help relieve the unemployment in our State. There's a lot of minerals in the wilderness that could be mined.

Idaho is one of the richest mineral States in the United States.

Walter Hovey Hill, a noted engineer, went east to attend his 50-year class reunion. When he returned to Grangeville, Idaho, he said:

> Idaho is the richest mining State in the Union—only the back of Idaho has been scratched on minerals.

More new valuable minerals are coming in every year.

Idaho is a big gold-producing State if they would turn gold loose and let people own it, it would reach its own level.

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A subsidy could be paid on new mined gold. That would open up our gold mines. It would give a lot of employment to men that are now unemployed. It would build up our gold reserve.

If this is taken into wilderness, it will close a vast reservoir of valuable resources. Thank you.

Mrs. PFOST. Thank you very much, Mr. Denison, for a very fine statement.

Mr. ASPINALL. Madam Chairman, Mr. Denison has with him a petition, and I would ask unanimous consent it be received and placed in the file, and a notation after this statement be made as to where this material may be found.

Mrs. PFOST. You are referring to the petition that has signatures of 2,234 from Idaho, 321 from Washington, 276 from Oregon, 75 from Montana, and 25 from other States?

Mr. ASPINALL. The gentlewoman is correct.

Mr. DENISON. Here is the petition.

Mrs. PFOST. Thank you very much.

(The petition will be found in the files of the committee.)

Mr. DENISON. There is my picture on there. And do not think I took these names out of the phone book, because the names and addresses are on there. I have a letter Mr. Butler sent to you, Mrs. Pfost, that he wants put in the record.

Mrs. PFOST. Thank you very much.

Mr. DENISON. I wish that fellow that talked so loud was here and asked me some questions. There is nothing that I put in that report that is not the truth. You know, if a man tells a lie he might have to eat it the next day. If you go up before a judge and tell a lie, you might have to face him the next day. If I go back to Idaho and I did not put that in they would run me out of the State.

I want to say one more thing about Gracie. We all love Mrs. Pfost in Idaho.

Mr. ASPINALL. So do we here.

Mr. DENISON. The people in Idaho hope she keeps on. You know, you get one rotten apple in the box and pretty soon they all are. That is the reason we have got two different parties, one to watch the other. When I see a man I do not like, I go over on the other ticket.

(Discussion off the record.)

Mrs. PFOST. Without objection, the statement of Ernest Butler, president, Mining & Resources Association, Inc., will be placed in the record immediately following Mr. Denison's statement. The attachments will be placed in the file.

Is there objection?

Hearing none, it is so ordered.

(The statement follows, and the attachments will be found in the file of the committee.)

STATEMENT OF ERNEST BUTLER, PRESIDENT, MINING & RESOURCES ASSOCIATION, INC., LEWISTON, IDAHO

Chairman and members of the hearing panel, the Mining & Resources Association, Inc., Lewiston, Idaho, wishes to submit for the hearing record the following exhibits: maps, information, and statement in relation to the Smothers' fluorite deposit of fluorspar in the Selway-Bitterroot Primitive Area which is proposed for wilderness by bill S. 174.

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Exhibit A. Note: Maps marked describing location of Smothers' fluorite deposit.

Exhibit B. Assays and report.

Exhibit C. Report of Mr. R. N. Appling, chief, Spokane Office of Mineral Resources.

Exhibit D. Letter canceling contract due to wilderness proposal.

Exhibit E. Mining claims and patented land in or near wilderness area.

Information was furnished by Mr. Austin Smothers, 312 Snake River Avenue, Lewiston, Idaho; Officer of Mineral Resources, Spokane, Wash.; Idaho Bureau of Mines, Moscow, Idaho; Bitterroot National Forest, Hamilton, Mont.; and Nez Perce National Forest, Grangeville, Idaho.

The objective in submitting this report to the House subcommittee on wilderness bill S. 174 is to give evident proof that valuable minerals do exist within areas proposed for wilderness.

Both north and south of the Smothers' fluorite property, there are known to be rich deposits of copper, gold, silver, and other valuable minerals.

The Mining & Resources Association, Inc., object to the above area being put into wilderness. We recommend that any areas that have mineral potentials be left intact and excluded from the wilderness system.

We further urge that a thorough geological, geophysical, geochemical examination be made of all affected areas to determine the mineral content and their values before any lands are set aside for permanent wilderness use.

Mrs. PFOST. Our next witness will be Mr. William E. Welsh, secretary-manager, National Reclamation Association.

Let the Chair say Mr. Welsh is a former Idahoan and happens to be temporarily misplaced in the Nation's Capital.

Mr. WELSH. I think "misplaced" is correct.

Mrs. PFOST. You are always welcome before this committee, Mr. Welsh.

Mr. WELSH. Madam Chairman, as a fellow Idahoan, and as a longtime personal friend and acquaintance, I want to say I am extremely proud of the manner in which you are conducting these hearings. We all are. We think you are doing an exceptionally fine job.

Mrs. PFOST. Thank you.

STATEMENT OF WILLIAM E. WELSH, SECRETARY-MANAGER, NATIONAL RECLAMATION ASSOCIATION

Mr. WELSH. And we also want to express our appreciation to the members of the committee for giving us this opportunity to appear here.

As you stated, my name is William E. Welsh. I am secretary-manager of the National Reclamation Association.

I am here today to represent the National Reclamation Association, two-thirds of whose members are irrigation farmers from the 17 Western States. These people have perhaps a greater reason to be interested in water and hence watershed protection and management than any other group of citizens in America. Their very existence depends upon an adequate flow of irrigation water throughout the entire growing season. That means well-sustained streamflow runoff. And that means that the watersheds of the rivers of the West must be well protected and properly managed.

As an indication of the interest of the members of our association in the overall problem of watershed protection and management, and particularly the interest in Federal lands of the West and proposed wilderness areas, I am submitting herewith a resolution adopted at the last annual meeting in Billings, Mont., pertaining to this subject.

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(The resolution referred to follows:)

RESOLUTION 2, 1961

WILDERNESS AREAS

Whereas there is widespread desire for the creation, within the public domain, of wilderness areas; and

Whereas creation of wilderness areas requires exercise of judgment so as to impose no unreasonable burden on the goal of administering the public domain so as to create conditions which will produce the greatest good for the greatest number, subject, however, to the recognition of vested or existing rights and uses: Now, therefore, be it

Resolved, That—

1. The actions of every public official having responsibility with respect to creation or continuation of wilderness areas should be governed by these principles:

(*a*) In every case where the public domain is capable of a variety of consistent uses, it should be made available for all such uses.

(*b*) Where potential uses are inconsistent, those most essential should have preference over those less essential.

(*c*) The following order of preference should prevail:

(1) National defense and uses in support thereof.

(2) Production of the necessities of life, especially water, food, fiber, timber, minerals, power, and the means of transportation and communication.

(3) Recreation for all.

(4) Specialized recreation for the few.

2. Wilderness areas should be created only by affirmative approval of Congress after adequate investigation and recommendation by both appropriate Federal agencies and affected States and local agencies, and this association opposes any legislation not embodying the principles expressed in this paragraph.

Mr. WELSH. From the foregoing resolution, it is clearly evident that the members of the National Reclamation Association endorse the principle of multiple use rather than single use with reference to the resources of the watersheds of the West. And it is for that reason that we do not enthusiastically endorse wilderness legislation. However, we believe that if in the opinion of the members of this committee it is desirable to enact wilderness legislation, then there should be several amendments to the bill now pending before the committee. Before presenting the suggested amendments, however, I would like to discuss briefly our ideas with respect to multiple use.

I hope that I may be pardoned for referring to my own experiences in order to illustrate the attitude of our association on this point. Before coming to Washington with NRA in 1949, I served for 24 years as watermaster on the Boise River in southwestern Idaho, where I had general supervision over diversion of water from the river to irrigate some 340,000 acres of land. The Boise River is only 115 miles long. It rises among the Sawtooth Mountains, where the highest peaks are 10,000 feet in elevation, and it empties into the Snake River at an elevation of 2,000 feet. In other words, it falls approximately 8,000 feet in a little more than 100 miles. Under such conditions, proper watershed protection and management is of the utmost importance. The successful growing of crops in this fertile valley and the well-being of the entire population of the valley depends upon an adequate supply of water during the entire growing season.

The attitude of the irrigators of the Boise Valley which, I believe, is typical of the attitude of the irrigation farmers of the entire West, was well illustrated by the chairman of the Boise River Water Users

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in a statement submitted before a congressional committee quite a number of years ago. This gentleman was a highly respected individual and a very active leader among the water users of that valley. And he was, of course, a very close coworker with you, Madam Chairman, and old friend of both yours and mine. His name was T. M. DeCoursey. The following is quoted from Mr. DeCoursey's statement:

> Any use or abuse of the watershed of the Boise River is of vital importance to every citizen of this valley. We believe that every acre of this watershed should be so utilized as to protect and preserve to the fullest possible extent this great natural resource—the watershed—for the benefit of all those who are dependent upon it for their subsistence.

This statement, I believe, is an excellent summary of our general feeling on this subject. These water users always approved the principle of multiple use. On the Boise River watershed, there were at times extensive timber cutting and logging operations. There was considerable mining, both placer and quartz, and there was grazing of livestock, both cattle and sheep. The water users never for a moment urged that this area should be set aside and that the resources should be wasted or not used. Their interest was in proper use without abuse.

In 1929 it was my privilege to take an active part in having Intermountain Forest and Range Experiment Stations established on the Boise River watershed by the U.S. Forest Service, for the purpose of determining the manner and extent to which the timber could be cut, the range lands grazed, and mining operations be carried on without doing injury to the watershed. One station is near Idaho City and one on the South Fork just above Arrowrock Dam. Those experimental stations are still in operation. The results and the information obtained have been invaluable.

The research carried on there has developed data as to how to plant nonrestocking areas in the ponderosa pine forests with a high degree of success, which trees to harvest-cut so as to minimize the risk of mortality by insects and disease, and to obtain natural regeneration and a sustained yield of saw timber. It has also been demonstrated in this same experimental forest how to build roads and how to skid logs without accelerating erosion or stepping up the discharge of sediment to downstream reservoirs. There has also been significant progress in finding ways of restoring deer browse on seriously depleted winter deer ranges along the fringes of the ponderosa pine lands in southwestern Idaho.

Prior to these studies, there were serious erosion problems on the foothill rangelands of the Boise River watershed, which were pouring sediment into Arrowrock Reservoir. The artificial rainmaker developed for that study has provided information on the minimum amounts of plant cover that must be maintained on range slopes to prevent accelerated erosion and damaging storm runoff. The watershed protection standards that have been developed from those early studies and from subsequent studies with improved infiltrometer apparatus, are now being used by the Forest Service throughout the intermountain region as a basic guide for managing the rangelands.

In short, the research program that has been carried forward on this watershed over the years has developed valuable information that will make it possible to continue with multiple use of the watershed

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resources, a policy which has proven highly satisfactory to all those who are dependent upon the resources of this watershed for their very existence, as well as those who enjoy its recreational areas.

In my opinion, that is conservation at its best. It is based upon commonsense. It contemplates the wise and fullest use of all the resources of the area, keeping ever in mind the necessity of maintaining a well-protected and properly managed watershed for the benefit of the entire population of the area. At the same time, the scenic and recreational attractions of the watershed are not only unimpaired, but enhanced. Tourists and vacationers who visit and enjoy the scenic and recreational attractions at Lucky Peak, Arrowrock and Anderson Ranch Dams and Reservoirs on the Boise River watershed exceed the number who visit and vacation in other areas of the watershed.

The program of the Forest Service, not only in this particular field of research, but in its overall management of the national forests, in my opinion, has been outstanding and highly commendable. We believe that the principle of multiple use as it has been applied to the Boise Valley watershed area and as it has been carried on by the Forest Service over the years, is entirely in harmony with the policies established by two of the Nation's outstanding conservationists more than half a century ago. The conservation movement as we know it today was given its greatest momentum under the leadership of former President Theodore Roosevelt and our first Chief Forester, Gifford Pinchot. These two great conservationists gave to the word "conservation" its true meaning. Their definition was:

> Conservation—the use of the natural resources for the greatest good of the greatest number for the longest time.

Gifford Pinchot in his book, "Breaking New Ground", made the following comment:

> Launching the conservation movement was the most significant achievement of the T.R. administration, as he himself believed. It seems altogether probable that it will also be the achievement for which he will be longest and most gratefully remembered.

Former President Theodore Roosevelt, in his message of December 2, 1901, stated:

> The fundamental idea of forestry is the perpetuation of forests by use. Forest protection is not an end in itself; it is a means to use and sustain the resources of our country and the industries which depend upon them.

Mrs. Gifford Pinchot in testifying before the Senate Interior and Insular Affairs Committee a few years ago stated:

> Conservation to Gifford Pinchot was never a vague, fuzzy aspiration * * *. The conservation he preached dealt with protection of the forest in terms of wise use and sustained yield. It dealt with the relation of these forests to the fertility of the soil, to erosion, and flood prevention * * *.

The first of the three great purposes of Mr. Pinchot, she said, was—

> to wisely use, protect, and renew the natural resources of the earth * * *.

We believe that the fundamental principle of single use underlying wilderness legislation is diametrically opposed to the philoophy of true conservation as established by Theodore Roosevelt and Gifford Pinchot. We recognize that there may be certain areas which are peculiarly adapted to wilderness, and that a wilderness system would

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be appropriate for such areas. We believe, however, that because of the extreme difference in the philosophy of conservation in it broad multiple-use sense on the one hand, and the narrower version of single use as exemplified by the wilderness legislation on the other hand, that there should be restrictions imposed upon the creation or addition of a wilderness area, whereby not only those who have a vital interest in that particular area, but everyone concerned could be sure that that area is better suited for wilderness than any other purpose.

For the foregoing reasons, if this committee feels that it is desirable to enact wilderness legislation, then we would like to suggest that consideration be given to the following amendments to pending legislation S. 174:

Amendment No. 1: To provide for affirmative congressional approval before inclusion of areas in the wilderness system:

Amend section 3(f), page 10, line 1, beginning after the word "adjournment," by striking the remainder of line 1, all of line 2, and line 3 through the word "recommendation," and inserting in lieu thereof the following:

The Congress shall have approved a concurrent resolution declaring itself in favor of such recommendation.

Comment: Attention is called to the NRA reolution shown previously in this statement, and particularly to the last sentence in that resolution, which, for emphasis, is again reproduced here as follows:

"Wilderness" areas should be created only by affirmative approval of Congress after adequate investigation and recommendation by both appropriate Federal agencies and affected State and local agencies, and this association opposes any legislation not embodying the principles expressed in this paragraph.

This, in our opinion, is by far the most important amendment to be considered.

Amendment No. 2: Amend section 3(b)(1) as follows:

Page 3, line 20, after the word "wild" strike the word "primitive," and after the word "canoe" strike the colon and insert a period.

Page 3, between lines 20 and 21, insert a subheading as follows: "National Forest Primitive Areas."

Page 3, line 21, strike the words "provided that the" and insert "(2)" and the word "The."

Comment: The purpose of this amendment is to provide that primitive areas shall not be added to the wilderness system except by affirmative action by the Congress. The effect of the proposed legislation now before the committee would be to add the vast and extended primitive areas to the wilderness system with one stroke of the pen.

The report by the Department of Agriculture on this bill indicates that there are now within the national forest primitive areas, nearly 8 million acres. These areas are scattered throughout 10 different States, with approximately 3,300,000 acres within the State of Idaho. Because of the importance of these extensive areas, we believe that they should be considered and acted upon separately.

Amendment No. 3: Amend section 6(c)(2), page 15, line 6, by striking the word "well" at the end of line 6.

Amend section 6(c)(2), page 15, line 11, by inserting a period after the word "continue" and by striking the portion of the word "sub-" at the end of line 7, and strike all of line 12 and all of line 13.

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Comment: The reason for this amendment is as follows: The word "well" in line 6 leaves too much to the discretion of the administrative official. If a livestock industry has established grazing within an area, its right should be recognized. The words at the end of the sentence in lines 11, 12, and 13 would also appear to give too much discretionary power to administrative officials. It is a well-known fact that the Forest Service already has authority to regulate grazing.

Amendment No. 4: Amend section 6, page 17, after line 10, by adding a new "subsection 9":

9. Other provisions of this Act to the contrary notwithstanding, the planning, establishment and maintenance of water conservation facilities, including preliminary surveys, construction and all other activities incidental thereto, shall be permitted wherever necessary, to allow the appropriation and development of water supplies in accordance with the law of the State wherein such facilities are located.

Comment: The experience encountered by the Bureau of Reclamation in connection with the development of the transmountain diversion under the Rocky Mountain National Park, for the Northern Colorado Conservancy District, as related by J. M. Dille in his book, "A Brief History of the Northern Colorado Water Conservancy District and the Colorado-Big Thompson Project," is a sad commentary on the history of reclamation development in that area. We hope that it will not be necessary to ever again encounter such an experience any place in the West.

The foregoing suggested amendments constitute our recommendations with respect to the legislation now before the committee, S. 174. We believe the adoption of these amendments would make the bill much more acceptable to the people of the West, generally. We do appreciate the opportunity of appearing before your committee and presenting our views on this important matter.

Mrs. PFOST. Thank you, Mr. Welsh.

Are there questions of Mr. Welsh?

Mr. ASPINALL. Madam Chairman?

Mrs. PFOST. The gentleman from Colorado.

Mr. ASPINALL. Madam Chairman, I am very pleased, Mr. Welsh has given us this statement for himself and the association which he represents. I am very glad to have the quotation from Governor Pinchot and former President Theodore Roosevelt, because I consider those great leaders of their era were the leaders of the present conservation movement in the United States, and I think their philosophy was sound and I think it is sound even today.

Mr. WELSH. I do, too, Mr. Chairman.

Mrs. PFOST. Thank you, very much, Mr. Welsh.

Mr. WELSH. Thank you.

Mrs. PFOST. Our next witness is Mr. Leonard R. Kuiper, director, Colorado Water Conservation Board, accompanied by Harry Woodward, director, Colorado Department of Game and Fish, in behalf of Governor McNichols.

Mr. ASPINALL. Madam Chairman, as you have stated, these gentlemen are from Colorado. The former director of the Colorado Water Conservation Board has been in the military service for almost 10 months now. Under his leadership, and under the leadership of the acting director, Colorado has made rapid strides forward with its

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water resource program. Mr. Kuiper is an engineer formerly from my district. I think he knows the question of the conservation of water very, very well.

Of course, Mr. Woodward has had years of experience in the conservation field.

I think that Colorado is to be complimented in having two gentlemen that have so much to do with water sit down at the same table and give us their presentation because there are some instances when their interests differ somewhat.

Mrs. PFOST. We are very pleased to have you gentlemen here.

STATEMENT OF LEONARD R. KUIPER, DIRECTOR, COLORADO WATER CONSERVATION BOARD; ACCOMPANIED BY HARRY WOODWARD, DIRECTOR, COLORADO DEPARTMENT OF GAME AND FISH, IN BEHALF OF HON. STEVE McNICHOLS, GOVERNOR OF THE STATE OF COLORADO

Mr. KUIPER. Thank you, Madam Chairman.

I would like to read Governor McNichols statement for the record. Governor McNichols regrets very much he was not able to be here today for this presentation, but other commitments have prevented him from being here, and he has asked us to submit this in his place.

(Reading:) Madam Chairman and members of the Public Lands Subcommittee, thank you for the privilege of presenting testimony before this committee in its consideration of S. 174, as passed by the U.S. Senate, to establish a National Wilderness Preservation System.

I regret that it is not possible for me to appear before the subcommittee in person, but I have asked Mr. Leonard Kuiper, director of the Colorado Water Conservation Board, and Mr. Harry Woodward, director of the Colorado Department of Game and Fish, to present to you the official position of the State of Colorado in regard to this proposed legislation.

We in Colorado have followed this proposed legislation with deep interest and concern, as I am sure have the other Western States where so much of our Nation's forest, park, monument, grazing, and other public lands lie.

In expression of that interest, Colorado expressed official opinions last year, when the bill was under consideration by the U.S. Senate. It is particularly gratifying to note that of the several items which we and others reviewed as objectionable in the Senate version of the proposed bill, four suggestions were adopted in amendment to the bill as originally introduced.

Certain basic points remain in the bill, however, which is now before you, and to which we must take specific objection and on which we propose specific amendment.

Probably most fundamental of these objections lies in the original designation of the wilderness system. By enactment of S. 174, the Congress will provide for the establishment of the principal portion of the wilderness system, including all national forest areas designated on the date of the act by the Secretary of Agriculture or the Chief of the Forest Service as "wilderness," "wild," "primitive," or "canoe"; and including all roadless areas of 5,000 acres of more in the national

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park system. These designations, in accord with section 3(b)(1) and section 3(c)(1) of the bill, are subject to Presidential review and subsequent recommendation to the Congress. Following receipt of such recommendation, according to section 3(f), the recommendations shall take effect on the day following adjournment sine die if neither the House of Representatives nor the Senate has resolved opposition to the recommendation, such resolution to include committee hearings on such opposition.

We should like strongly to express support for affirmative congressional designation by specific legislation for those areas found to be suitable for identification as a part of the wilderness system, rather than by the cumbersome method now proposed by the bill, of a Presidential recommendation subject to the negative action of the Congress. Such affirmative action will not deny the representation before the Congress of any information or recommendations by the executive department pertinent to the designation of areas for inclusion in the wilderness system, and it would avoid the essentially negative method of a veto on Presidential recommendations.

Further, we believe strongly that wilderness areas so created by specific act of the Congress also avoids the present identification by administrative order with the concomitant possibility of an arbitrary "wilderness" designation.

With congressional designation of wilderness areas, and the expression of public policy which would accompany such legislative action, such designations would exclude future administrative orders setting aside comparable areas under the guise of such other designations as "virgin," "natural," "roadless," and "scenic."

I note that section 3(h) of the bill provides that additions to, or eliminations from, the wilderness system shall be made only after specific affirmative authorization by law. We applaud this provision and restate our belief that it is far preferable to authorize the system and its expansion or contraction by specific acts of the Congress.

Section 3(i)(1) directs the Secretaries of Agriculture and Interior to include in their recommendations the independent views of the Governor of the State in which a potential addition to the wilderness system is proposed. I suggest that you may wish to pluralize the word "Governor," should each proposed area involve more than one State. I sincerely suggest further that no wild or primitive area should be designated within the boundaries of any State or States without the prior and express approval of the Governor or Governors of the States affected.

Similarly, recommendations for designation of segments of the wilderness system or additions, and deletions to the system, should be submitted to interested Federal agencies not under the jurisdiction or authority of the Secretaries of Agriculture or Interior. Such agencies would include, but not be liimted to, the Federal Power Commission, the Federal Communications Commission, and the Interstate Commerce Commission. These agencies should determine whether designation of a segment of the wilderness system would conflict with proposed or projected programs for which they would be responsible. Following such review by the States through their Governors and by other interested Federal agencies, the Congress would

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be in possession of complete and pertinent data with full recommendations on which to base appropriate legislative decision.

I should like to direct the subcommittee's attention to the well-known problems of water supply, storage, and use—particularly in the semiarid West, and to urge that this bill provide appropriate reviews of the effects of "wilderness" classification upon the stringent problems of water supply and conservation, as well as upon economic and industrial development. With the rapid rise in western population, and the effects of that growth on basic water and other development, including mining, it seems clear that "wilderness" classification of any area should receive careful joint review by Federal and State agencies prior to its inception.

We believe that provisions for public hearings as presently provided in the bill are inadequate. Before any areas are recommended for inclusion in the wilderness system, the full findings of mandatory public hearings should be incorporated in the reports of the Secretaries or the Federal agency having jurisdiction. Such public hearings should characterize not only the original designation, but also the subsequent actions proposing boundary modifications of the wilderness area. The records of such hearings also should be submitted to the Governor or Governors of the State or States involved for their guidance and for their comments thereon for the record.

We note with interest and approval under section 6(c) of the bill that Presidential approval may be extended to certain land uses within the wilderness system compatible with the national interest and the interests of the citizens. I suggest that you may wish to make specific in the bill a provision that where States, for the benefit of its counties, have been receiving revenues from existing wilderness, wild, and primitive areas in the national forests, the continuity of such revenues may be guaranteed. The loss of such revenues could be of serious consequence to the small, mountainous counties with limited tax resources.

I note further that Presidential approval, in section 6(c) may be extended to transmission lines, where desirable, as a permanent land use. I am inferring that such language in the bill includes powerlines, communications lines, and full transmission pipelines.

Sections 3(b)(2), 3(c)(2), and 6(a) of the bill imply that hunting and fishing will be permitted in areas included in the wilderness system. For the wise and conservative management of game and fish resources, I urge that the bill specifically authorize the respective States to manage these resources within the wilderness system, and that hunting and fishing be encouraged to the greatest extent possible and compatible with the operations of the system. In making these recommendations I recognize full well the necessity of regulating and controlling the activities of recreationists, including hunters and fishermen who use our public lands.

In submitting these comments for your review, we are acutely aware of the tremendous responsibilities which you face in the consideration of this bill. I want to assure you of our support for this bill. The amendatory recommendations which we are making to you are based on our firm belief that the Congress should be responsible through specific legislative action for the creation of the wilderness system and any subsequent modifications to that system.

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With our population growth in Colorado and in the West, we are extremely aware of public pressures and the need for designation of such areas as this bill proposes in its well-drafted statement of policy. We are equally concerned that the serious and wide-reaching impact of this bill be a continuing congressional responsibility, supplemented by specific executive department and State participation, to the end that potential economic development and population growth may not be denied full use of necessary natural resources consistent with the preservation of wilderness areas, defined to permit efficient administration and maximum public use.

Should the subcommittee desire further expansion or clarification of these comments and recommendations, I should be privileged to provide them.

That concludes the Governor's statement.

Mrs. PFOST. Thank you very much, Mr. Kuiper.

The Chair recognizes the gentleman from Colorado, Mr. Aspinall, the chairman of the full committee.

Mr. ASPINALL. Mr. Kuiper, in your work as engineer and also in your capacity as an employee of the State of Colorado, and your present capacity as director of the water conservation board, you are familiar, are you not, with the various areas of Colorado as far as present and future water resource development programs are concerned?

Mr. KUIPER. Yes, sir.

Mr. ASPINALL. In your opinion, do you consider that the future development of our water resource values, limited as they are, would in any way endanger a practical wilderness program?

Mr. KUIPER. No, sir, Congressman, I do not, specifically on your statement of a practical wilderness program. We feel that a practical wilderness program can be devised which will not adversely affect our water development program.

Mr. ASPINALL. Do we have sufficient areas which are primitive within themselves which could be put in a wilderness program and where there should be very little, if any, water resource development?

Mr. KUIPER. Yes, sir, we do.

Mr. ASPINALL. I think that is all.

I would like to ask Mr. Woodward a question.

Mr. Woodward, how long have you been with the Colorado Department of Game and Fish?

Mr. WOODWARD. I have been there about a year and a half, sir.

Mr. ASPINALL. Where were you before?

Mr. WOODWARD. Prior to that time I held a similar position in South Dakota.

Mr. ASPINALL. Are your present activities in the program which you now manage in Colorado carried on in a way so that they would not endanger a practical wilderness program?

Mr. WOODWARD. Of course, I think what the game and fish interests are concerned with is a practical wilderness program, and we want a wilderness program that under all circumstances, as we have stated, keeps these areas open to public hunting and fishing.

Now we would respect the need for controlling public access, for restricting wheeled vehicles, because this in itself is a serious problem in some parts of our system now. But we would want to keep this

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open and, as I say, on a practical basis. The only possible way to manage game in an area like this is to have it open to public hunting.

Mr. ASPINALL. Do you foresee any particular difficulties in the coordination of your responsibility in keeping these areas open and keeping the streams and lakes stocked and the game properly controlled with a basic wilderness program?

Mr. WOODWARD. No. I think they would be quite compatible.

Speaking from Colorado's standpoint, as far as the commercial interests are concerned in the matter of forests, for example, very few of the present wild and primitive areas have commercial timber stands. I think there would be a minimum of conflict there.

As far as the mining interests are concerned, and as far as water development is concerned, I think that practical boundaries can be selected that can be compatible to all of those uses.

Mr. ASPINALL. Are you engaged at the present time in stocking any lakes that are over 11,000 feet in altitude?

Mr. WOODWARD. Yes, sir, we are.

Mr. ASPINALL. How do you stock them?

Mr. WOODWARD. We do this by airplane and also by packhorse. We are beginning to experiment now with the use of helicopters for this purpose, and I would expect before long we will be doing most of this with helicopters.

Mr. ASPINALL. Do you mean to say you can use helicopters in the Rocky Mountains at altitudes of 10,000 and 11,000 feet?

Mr. WOODWARD. We have been experimenting and looking over some units that operate well up to 14,000 feet. As a matter of fact, we used them this year even in some of these primitive areas on our elk count, and it is a very satisfactory means of transportation in that kind of country.

Mr. ASPINALL. Madam Chairman, we have had furnished to us at our request a tabulation of the hunting license sales in the United States for the fiscal year 1960. This has been furnished to Mr. Pearl by Mr. D. W. Janzen, Director of the Bureau of Sports Fisheries and Wildlife of the Fish and Wildlife Service.

The tabulation is very interesting. It shows there have been 18,439,621 total license sales, with revenue take of $60,981,203.

I would ask unanimous consent this be placed in the record at this point.

Mrs. PFOST. Without objection, it is so ordered.

Mr. ASPINALL. Along with the letter of transmittal from Mr. Janzen.

(The documents follow:)

DEPARTMENT OF THE INTERIOR,
FISH AND WILDLIFE SERVICE,
BUREAU OF SPORT FISHERIES AND WILDLIFE,
Washington D.C., February 5, 1962.

Mr. MILTON PEARL,
House Committee on Interior and Insular Affairs,
New House Office Building, Washington, D.C.

DEAR MR. PEARL: The material you requested from Mr. S. E. Jorgensen of this office is enclosed. This includes our press release of October 30, 1961, relating to the number of licensed hunters in the United States and a tabulation of the number and value of resident and nonresident hunting license sales on a State by State basis.

This material covers fiscal year 1960 and is the latest available information.

Sincerely yours,

D. W. JANZEN, *Director.*

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Tabulation of hunting license sales in the United States in fiscal year 1960

State	Resident licenses		Nonresident licenses		Total	
	Number	Cost	Number	Cost	Number	Cost
Alabama	305,669	$656,627	5,785	$43,045	311,454	$700,572
Alaska	32,763	302,942	3,113	31,130	35,876	334,072
Arizona	214,450	638,305	6,215	98,200	220,665	736,505
Arkansas	209,444	493,428	14,197	236,523	223,641	729,951
California	1,269,726	3,601,843	1,043	35,275	1,270,369	3,637,118
Colorado	315,378	1,541,091	55,127	1,567,923	370,505	3,109,014
Connecticut	54,110	189,702	315	3,348	54,425	193,050
Delaware	25,328	56,988	364	7,280	25,692	64,268
Florida	191,546	949,400	2,093	30,080	193,639	979,480
Georgia	236,995	517,478	2,672	33,518	239,667	550,996
Hawaii	5,272	26,184	62	620	5,334	26,804
Idaho	351,173	646,323	13,647	308,515	364,820	954,838
Illinois	530,526	1,789,599	7,499	106,837	538,025	1,896,436
Indiana	628,800	801,054	3,155	24,469	631,955	825,523
Iowa	322,108	670,769	4,561	69,328	326,669	740,097
Kansas	334,627	472,314	11,019	139,812	345,646	612,126
Kentucky	270,235	911,904	7,341	113,785	277,576	1,025,689
Louisiana	278,288	278,288	2,384	11,920	280,672	290,208
Maine	153,648	388,611	27,227	634,925	180,875	1,022,936
Maryland	150,835	435,327	5,435	107,341	156,270	542,668
Massachusetts	135,350	418,673	1,640	25,095	136,990	443,768
Michigan	1,128,747	4,381,186	17,948	473,145	1,146,695	4,854,331
Minnesota	559,993	1,622,323	2,007	55,859	562,000	1,678,182
Mississippi	208,490	426,983	7,779	106,240	216,269	533,223
Missouri	433,064	1,534,034	5,882	118,682	438,946	1,652,716
Montana	317,578	676,741	14,966	629,385	332,544	1,306,126
Nebraska	346,211	709,648	9,624	144,360	355,835	854,008
Nevada	84,453	161,755	15,238	188,905	99,691	350,660
New Hampshire	73,435	145,226	20,777	453,123	94,212	598,349
New Jersey	187,659	755,239	2,630	33,156	190,289	788,395
New Mexico	113,985	598,403	4,786	182,070	118,771	780,473
New York	907,312	2,851,676	23,640	393,176	930,952	3,244,852
North Carolina	425,300	1,010,395	7,143	112,384	432,443	1,122,779
North Dakota	105,203	416,078	3,653	50,556	108,916	466,634
Ohio	706,369	1,528,034	3,472	52,080	709,841	1,580,114
Oklahoma	233,684	511,104	2,508	36,010	236,192	547,114
Oregon	589,278	1,622,956	3,429	97,295	592,707	1,720,251
Pennsylvania	1,392,682	3,567,662	45,032	898,740	1,437,714	4,466,402
Rhode Island	13,039	43,025	247	2,608	13,286	45,633
South Carolina	158,416	407,196	5,652	90,944	164,068	498,140
South Dakota	281,759	533,653	90,785	1,161,870	372,544	1,695,523
Tennessee	493,525	830,085	3,304	43,170	496,829	873,255
Texas	478,359	1,521,054	3,842	64,869	482,201	1,585,923
Utah	184,953	608,325	45,185	1,037,545	230,138	1,645,870
Vermont	86,894	154,739	24,379	317,714	111,273	472,453
Virginia	610,042	886,064	20,488	205,386	630,530	1,091,450
Washington	543,347	1,980,777	678	22,670	544,025	2,003,447
West Virginia	340,573	727,523	14,995	197,990	355,568	925,513
Wisconsin	686,884	2,591,881	10,198	245,550	697,082	2,837,431
Wyoming	101,403	264,897	45,892	1,081,940	147,295	1,346,837
Totals	17,807,968	48,853,912	631,653	12,127,291	18,439,621	60,981,203

Compiled by the Bureau of Sport Fisheries and Wildlife from information furnished by the State fish and game departments.

Mr. ASPINALL. Also there was furnished to Mr. Pearl by Lansing A. Parker, Assistant Director of the Bureau of Sports Fisheries and Wildlife, Fish and Wildlife Service, Department of the Interior, a tabulation of fishing license sales in the United States for 1960. This shows there were 23,232,927 licenses issued, with total revenue received of $52,142,836.53. I do not know exactly where that 53 cents comes in. But this is rather a large sum of money.

I would ask unanimous consent that this tabulation along with the letter of transmittal be placed in the record at this point.

Mrs. PFOST. Without objection, it is so ordered.

USAV-00002599

(The documents follow:)

DEPARTMENT OF THE INTERIOR,
FISH AND WILDLIFE SERVICE,
BUREAU OF SPORT FISHERIES AND WILDLIFE,
Washington, D.C., January 26, 1962.

Mr. MILTON PEARL,
House Committee on Interior and Insular Affairs,
New House Office Building, Washington, D.C.

DEAR MR. PEARL: The material you requested from Mr. S. E. Jorgensen of this office relating to the number and value of resident and nonresident fishing licenses on a State-by-State basis is enclosed.

This tabulation covers fiscal year 1960 and is the latest available information.

Sincerely yours,

LANSING A. PARKER, *Assistant Director.*

Tabulation of fishing license sales in the United States in fiscal year 1960

State	Resident licenses		Nonresident licenses		Total	
	Number	Cost	Number	Cost	Number	Cost
Alabama	496,869	$709,293.85	24,524	$79,531.00	521,393	$788,824.85
Alaska	37,950	184,331.99	8,166	81,660.00	46,116	265,991.99
Arizona	244,947	651,730.00	23,249	104,749.50	268,196	756,479.50
Arkansas	257,016	606,327.90	152,042	439,739.85	409,058	1,046,067.75
California	3,127,557	5,841,292.00	315,086	312,299.00	3,442,643	6,153,591.00
Colorado	283,894	933,055.00	119,841	523,924.50	403,735	1,456,979.50
Connecticut	103,862	394,939.32	3,781	16,941.00	107,643	411,880.32
Delaware	11,598	14,606.99	1,174	8,867.36	12,772	23,474.35
Florida	366,385	732,770.00	180,520	379,406.75	546,905	1,112,176.75
Georgia	471,280	603,061.00	12,698	28,570.50	483,978	631,631.50
Hawaii	1,678	3,677.50	4	12.50	1,682	3,690.00
Idaho	160,305	410,461.78	82,655	554,860.80	242,960	965,322.58
Illinois	670,414	1,337,184.60	19,945	75,612.25	690,359	1,412,796.85
Indiana	735,687	906,602.30	34,808	119,364.20	770,495	1,025,966.50
Iowa	379,152	723,848.63	12,420	46,486.85	391,572	770,335.48
Kansas	233,306	251,343.00	4,455	15,105.00	237,761	266,448.00
Kentucky	325,026	1,0 0,239.50	18,499	102,144.50	343,525	1,112,384.00
Louisiana	155,074	155,074.00	24,746	93,700.00	179,820	248,774.00
Maine	150,754	379,816.25	76,429	376,276.50	227,183	756,092.75
Maryland	83,865	230,628.75	16,509	77,182.00	100,374	307,810.75
Massachusetts	198,051	714,325.50	5,561	31,432.50	203,612	745,758.00
Michigan	1,079,626	1,749,137.00	243,776	1,095,467.00	1,323,402	2,844,604.00
Minnesota	1,214,609	1,217,030.10	317,167	1,135,208.95	1,531,776	2,352,239.05
Mississippi	205,050	385,866.00	80,483	142,223.00	285,533	528,089.00
Missouri	699,959	1,770,099.05	102,639	359,784.83	802,598	2,129,883.88
Montana	193,244	289,866.00	45,608	176,087.00	238,852	465,953.00
Nebraska	217,668	418,131.00	19,308	59,730.00	236,976	477,861.00
Nevada	37,755	148,934.00	25,010	122,186.50	62,765	271,170.50
New Hampshire	76,468	156,055.09	51,524	238,537.39	127,992	394,592.48
New Jersey	232,830	536,910.95	11,631	62,916.00	244,461	599,826.95
New Mexico	97,444	351,176.60	47,741	199,958.00	145,185	551,134.00
New York	703,986	2,438,822.45	62,730	226,445.25	766,716	2,665,267.70
North Carolina	435,400	789,985.53	45,073	86,946.44	480,473	876,931.97
North Dakota	74,516	74,516.00	2,984	8,952.00	77,500	83,468.00
Ohio	792,624	1,584,048.00	20,195	81,945.00	812,219	1,665,993.00
Oklahoma	382,303	732,583.75	87,160	305,661.75	469,463	1,038,245.50
Oregon	516,272	1,274,017.50	19,281	130,570.00	535,553	1,405,487.50
Pennsylvania	603,860	2,053,124.00	26,783	162,138.20	630,643	2,215,262.20
Rhode Island	22,073	44,934.50	476	2,829.00	22,549	47,763.50
South Carolina	257,896	436,647.55	22,656	95,177.70	280,552	531,825.25
South Dakota	99,154	198,308.00	47,889	85,513.00	147,043	283,821.00
Tennessee	682,941	772,277.87	189,804	349,700.73	872,745	1,121,978.60
Texas	846,632	1,820,258.50	0	0	846,632	1,820,258.50
Utah	184,601	492,411.30	15,656	74,594.00	200,257	567,005.30
Vermont	70,134	109,371.63	35,911	123,228.75	106,045	232,600.38
Virginia	540,325	672,602.00	5,782	34,582.00	546,107	707,184.00
Washington	354,694	1,487,406.25	16,338	103,984.00	371,032	1,591,390.25
West Virginia	245,253	510,153.00	11,714	53,101.50	256,967	563,254.50
Wisconsin	671,729	1,529,491.00	358,899	1,580,243.00	1,030,628	3,109,734.00
Wyoming	156,881	283,808.50	81,600	453,726.00	238,481	737,534.50
Total	20,189,997	41,123,532.98	3,132,930	11,019,303.55	23,322,927	52,142,836.53

Mr. ASPINALL. I think that is all I have, Madam Chairman.

Mrs. PROST. Are there further questions?

USAV-00002600

Thank you very much, gentlemen. We do appreciate your appearing here.

Mr. KUIPER. Thank you, Madam Chairman.

Mr. WOODWARD. Thank you.

Mrs. PROST. Our next witness is Mr. W. C. Hammerle, manager, policy programs, American Pulpwood Association.

STATEMENT OF WILLIAM C. HAMMERLE, FORESTER AND POLICY PROGRAMS, AMERICAN PULPWOOD ASSOCIATION, NEW YORK, N.Y.

Mr. HAMMERLE. I am William C. Hammerle, forester and manager of policy programs for the American Pulpwood Association, with headquarters at 220 East 42d Street, New York, N.Y. The American Pulpwood Association is composed of pulpwood producers, dealers, consumers and others directly concerned with the growing and harvesting of pulpwood—the principal raw material used in the manufacture of paper and paper products.

Our association presented its views and constructive suggestions for improving S. 174, in February 1961, before the Senate Committee on Interior and Insular Affairs. Some of our suggestions were accepted but unfortunately some serious objectionable features remain in Senate-passed bill, S. 174.

In the statement which follows we recommend for the consideration of this committee two major alternatives:

1. Table S. 174 and similar legislation to establish a National Wilderness Preservation System; or

2. If this committee determines that the present administration of the areas proposed in the wilderness system by the Departments of Agriculture and Interior is not adequate to safeguard these areas, and that action by the Congress to permanently restrict these areas to limited use is essential, we strongly urge your consideration of amendments to S. 174 which will—

(*a*) Give primitive areas the same treatment as national parks, wildlife refuges, and game ranges;

(*b*) Provide for positive action by both Houses of Congress;

(*c*) Provide clear definition of "Wilderness," and

(*d*) Provide for periodic review of wilderness system areas.

1. Table S. 174 and similar legislation: All of the areas referred to in the proposed legislation are in Federal ownership and will continue to remain so. Moreover, their present status as wilderness-type lands has been and will continue to be such under existing legislation and administrative regulations. There has been no significant effort on the part of the various commercial users of our forest resources to take over or attempt to allocate for their particular use any of the federally owned areas under consideration.

On the other hand, it seems quite obvious that groups interested only in preservation are attempting to create an urgency for action, without thorough study of the respective areas, in order to lock up large areas for all time for the benefit of a few people. This urgency ignores the recommendations of ORRRC for a thorough study of all recreation needs, thereby defeating the purposes of the Congress in establishing the Outdoor Recreation Resources Review Commission.

USAV-00002601

Wilderness-type areas on the national forests—where the first area was set aside in 1924—have not been usurped by commercial forest users or other economic users. On the contrary, the tables shown on the following page indicate constant growth of wilderness-type areas on the national forests from 1921 to 1961.

Please note that as of 1921—40 years ago—wilderness-type areas were not set aside as such. By 1961, however, the aggregate total of wilderness-type areas on the national forests had grown to nearly 15 million acres and the number of such areas increased to 83. This indicates a net annual growth of about 2 areas per year and over one-third million acres annually.

(Table 1 follows:)

TABLE 1.—*Wilderness-type areas on national forests*

Classification	As of 1939 [1]		As of 1951		As of Dec. 31, 1961	
	Number	Net area (acres)	Number	Net area (acres)	Number	Net area (acres)
(1) Primitive areas	70	12,963,176	56	10,294,241	38	7,852,958
(2) Canoe areas	2	850,614	3	886,673	[2] 1	886,673
(3) Wild areas:						
(a) From primitive	------	------	8	308,293	19	680,150
(b) New areas	------	------	6	209,191	11	367,404
Total	------	------	14	517,484	30	1,047,554
(4) Wilderness areas:						
(a) From primitive	------	------	6	2,360,642	13	4,430,068
(b) New areas	------	------	------	------	1	458,105
Total	------	------	6	2,360,642	14	4,888,173
Total, all areas	72	13,813,790	79	14,059,040	83	14,675,358

[1] Prior to 1924 there were no areas set aside as wilderness-type areas; 65 percent of the area indicated in 1939 was set aside in the 3 years 1931, 1932, and 1933.
[2] 3 divisions now classified as one, "Boundary Waters Canoe Area."

TABLE 2.—*Recapitulation—National forest areas set aside as wilderness-type areas*

	Number	Net areas (acres)
1921	None	None
1939	72	13,813,790
1951	79	14,059,040
1961	83	14,675,358

Mr. HAMMERLE. Until the findings of their studies and the final ORRRC report were available, there existed no uniform system for—

* * * classifying recreation lands designed to make the best possible use of available resources in the light of the needs of people.

Now, we do have "Guidelines for Management" which provide a system for classifying outdoor recreation resources into six classifications, and one of these, Class V: Primitive Areas, is specifically designed for the preservation of wilderness. Another, the Class III: Natural Environment Areas, while providing for other compatible uses, is closely allied to the objectives for wilderness areas but provide for much more extensive public use by those desiring "* * * in a natural environment * * *."

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Passage of wilderness preservation legislation prior to affording the administrative agencies an opportunity to thoroughly study and classify all recreation resources in accordance with the ORRRC "Guidelines for Management" is premature and not in the best interests of the American people.

The ORRRC report recommends (recommendation 8-6) that—

Congress should enact legislation providing for the establishment and management of certain primitive areas (class V) as wilderness areas.

However, its definition of and description of these areas is very specific. It states on page 113:

Recommendation 6-10: Primitive areas (class V) should be carefully selected and should be managed for the sole and unequivocal purpose of maintaining their primitive characteristics.

Once an area has been placed in class V, it should be managed so as to preserve the primitive condition and the isolation that qualified it for inclusion. There should be no development of public roads, permanent habitations, or recreation facilities of any sort. Their avoidance is the keystone of management. Mechanized equipment of any kind should be allowed in the area only as needed to assure protection from fire, insects, and disease. Any economic use of the area, such as the grazing of livestock, that may exist at the time of its establishment should be discontinued as soon as practicable and equitable, and no further commercial utilization of the resources should be allowed.

That is a wilderness area. It is one, however, that requires management to preserve its primitive character from the inroads of the pack trains of the wilderness enthusiasts and their intensive use of limited portions of the wilderness as well as the use of mechanized equipment, grazing, and other commercial uses. Legislation under consideration does not comply with the definition.

It is our considered opinion that this definition is the guide that should be used by the administrative agencies in their determination of areas which should be set aside as wilderness areas. And, that this definition should be the controlling factor in determining the number of areas and acreage to be included in each.

We recommend, for the present, that all legislation to establish a National Wilderness Preservation System be tabled for the reasons cited, namely:

1. The areas being considered are now in Federal ownership and will continue to remain so.

2. Wilderness areas, under administration of the Departments of Agriculture and Interior, have been increasing, and the record bears this out.

3. Forcing the administrative agencies to determine, in the next 10 years, the areas to be incorporated in the wilderness system precludes the effective planning and classification of all recreation resources. It would set back the development of a coordinated national recreation effort.

4. Selection of wilderness areas should adhere to the ORRRC definition of Class V—Primitive Areas. The number of areas and the size of each should be limited to areas meeting this definition of wilderness.

In line with our recommendation to table S. 174, your attention is called to the following resolution adopted by the Association of State Foresters; namely:

Now, therefore, be it resolved, That the Association of State Foresters now assembled in Macon, Ga., this 5th day of October 1961, does recommend and urge that Congress withhold final action on S. 174 until it has had ample

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opportunity to receive and fully consider the final report of the Outdoor Recreation Resources Review Commission. Furthermore, because these decisions affect the lives and economies of many people, that no lands be dedicated to this or any wilderness system until local hearings have been held with professional resource managers.

2. Or, provide essential amendments.

As stated in our introductory summary, the alternate, but very essential course of action for your committee is to amend the present bill, S. 174, as follows:

(*a*) Give "primitive areas" the same treatment as national parks, wildlife refuges, and game ranges.

Section 3(b)(1) of S. 174 recognizes the fact that the primitive areas on the national forests require review and have not been adequately studied to determine their suitability or need to be set aside as units of the Wilderness Preservation System. They should therefore be given the same consideration and treatment provided for units of the national park system, wildlife refuges and ranges. Our proposed recommendation would do this by not immediately and automatically including them in the system.

Proposed amendment:

Section 3(b)(1), page 3, line 20, delete the word "primitive" and change the colon to a period.

Page 3, line 21, delete the words "*Provided*, That" and insert a new subsection heading "(b)(2)".

Page 4, line 6, delete "continued".

Page 4, line 7, delete ", or exclusion therefrom,".

Page 4, line 12, delete "continued" and insert "included".

Page 4, line 19, delete "continued".

Page 4, lines 21 and 22, delete "continued".

Page 4, lines 22 and 23, delete ", or the exclusion therefrom".

Page 5, lines 4 and 5, delete "part of the wilderness system" and insert "primitive area".

Page 5, lines 9 and 10, delete "a part of the wilderness system" and insert "primitive areas".

Page 5, line 18, delete "continued".

Page 5, line 20, delete "part of the wilderness system" and insert "primitive area".

(*b*) Provide for "positive action" by both Houses of Congress.

Section 3(f) of S. 174 provides only for negative action by the Congress on recommendations of the President. We are not in favor of reversing the role of Congress from that of writing the laws, subject to veto by the President, to that of having merely veto power over legislation action written by the President. The Constitution reserved to the Congress the power to make the laws and this power should be preserved. Its preservation is of more vital importance to our Nation than is the preservation of wilderness.

Also, the "thirty" days provided for scheduling a hearing by the committee to which the President's resolution has been referred does not allow sufficient notice for those private citizens who desire to appear, either for or against, particularly those from the West where most of the proposed areas are located. Since the President is required, under S. 174, to present his recommendations to the Senate and the House of Representatives prior to the convening of Congress

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each year, on the primitive, national park and wildlife refuges and game ranges, the committees need not have separate hearings on each area but could have a combined hearing.

We believe these weaknesses in S. 174 should be corrected by the following amendments:

Proposed amendment:

Section 3(f), page 10, delete beginning with the word "neither" on line 1 through the word "to" on line 3 and substitute the following: "the Senate and the House of Representatives have approved a concurrent resolution in favor of".

Line 5, delete the words "of opposition" and substitute the words "in favor".

Line 8, delete the words "of opposition to" and substitute the words "in favor of".

Line 10, delete the word "thirty" and substitute "ninety".

Lines 14 and 15, delete the words "resolution of either House of Congress" and substitute "concurrent resolution of the Congress".

(*c*) Provide clear definition of wilderness.

Actually, S. 174 is contradictory in its provisions. In its statement of policy and definition of wilderness one set of standards is set up. Then, in its exceptions, the bill deviates widely from these standards. If there is to be a National Wilderness Preservation System established, the standards should be clear cut and there should be no special exceptions which are made to meet the questionable urgency and pressure for enacting legislation.

We would recommend that S. 174 confine its coverage to a more strict definition of wilderness. The guidelines for classifying lands for outdoor recreation provided in the ORRRC report, "Class V—Primitive Areas," are an appropriate guide for such action. This could be accomplished by eliminating from S. 174 the "Special Provisions", section 6(c), with the possible exception of subsection (3) the Boundary Waters Canoe Area; subsection (5) authorized appropriations for wildlife refuges and game ranges; subsection (6) application of State water laws; and subsection (7) jurisdiction of the States with respect to wildlife and fish in the national forests.

(*d*) Provide for periodic review of wilderness system areas.

As stated previously, the ORRRC report recommends "Guidelines for Management" and expresses a definite need for a thorough study and classification of all recreational lands. Because our ideas, needs, and knowledge change at an ever-increasing rate, we do not believe that lands under consideration should be frozen forever by action today which may be considered shortsighted tomorrow. We do believe that Congress should provide now, in this proposed legislation, appropriate safeguards for the future economic and social requirements of the local areas affected, and the future recreational and spiritual needs of an expanding population. For this purpose we suggest the following amendment to S. 174:

Proposed amendment: Add a new section to S. 174, which might be entitled, "Periodic Review of Wilderness Areas," to provide that 20 years after the effective date of the act, and at 10-year intervals thereafter, there shall be a review of the areas incorporated in the wilderness system under the act by the appropriate Secretary to determine the suitability and desirability of each area or portion thereof

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for retention in the system as a "true" wilderness area, as defined in the ORRC recommendations for "Class V—Primitive Areas."

Conclusions: In concluding our statement, we wish to urge for the consideration of this committee our first recommendation, namely:

1. Table S. 174 and similar legislation to establish a National Wilderness Preservation System; or

2. If the committee determines that legislation must be enacted at this time, we wish to stress the need for amending S. 174 so as to—

(*a*) Give primitive areas the same treatment as national parks, wildlife refuges and game ranges;

(*b*) Provide for positive action by both Houses of Congress;

(*c*) Provide clear definition of wilderness; and

(*d*) Provide for periodic review of wilderness system areas.

Thank you.

Mrs. PROST. Thank you very much for a very fine statement, Mr. Hammerle.

The Chair recognizes the gentleman from Colorado, Mr. Aspinall.

Mr. ASPINALL. Mr. Hammerle, you have been here during most of these proceedings, have you not?

Mr. HAMMERLE. Yes, sir; I have.

Mr. ASPINALL. You have heard the Congressman from Pennsylvania, Mr. Saylor, state that under the present situation it would be possible for the Secretaries of the two Departments concerned to tie up unlimited areas in their power of withdrawals, to remove them from all forestry programs and mining programs, and so forth. And yet in your recommendation to the committee you ask us to table the legislation in its entirety. I suppose the main reason for this is that you think we do not have time during this session to give it the consideration that it should have.

But would you not be better off if this committee could go ahead and establish by legislation, by legislative enactment, some primitive areas or wilderness areas and make a policy statement that the Department heads do not have authority to withdraw additional areas?

Mr. HAMMERLE. Mr. Aspinall, let me say this with regard to our recommendation, and maybe I was not able to bring it out too clearly.

One of our principal reasons for saying table today is this: That you might freeze them where they are for the time being if you so wanted to, but we feel that the report of the ORRRC Commission has set down guidelines for recreation that we have never had before. It has set up six classifications which we have never had an opportunity to have clearly defined before.

Now the big push, and it looks like it is going to be that for a good number of years, is the matter of providing outdoor recreation. We feel that with these guidelines that have been set down by the ORRRC, the first thing that should be done on all of these areas, the national forests, national parks, wildlife refuge areas, any of them where outdoor recreation is a good possibility for the benefit of the people—that first of all there should be a very careful study of all of the outdoor recreation needs and the suitablity of the various areas to fit into these various six classifications, and that creating a wilderness before such a thorough study can be done is putting the cart before the horse, because many of these areas, we feel, are going to be more greatly needed by the mass of the population that want to ride through

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or to large areas of wilderness, semiwilderness, whatever you might want to call it, and that after such a study is made, then all of us would know better what areas actually should be set aside for wilderness purposes.

Mr. ASPINALL. You have read the report of the Outdoor Recreation Resources Review Commission?

Mr. HAMMERLE. I have, sir.

Mr. ASPINALL. Have you read the task force report on wilderness?

Mr. HAMMERLE. I would not say I have read it from cover to cover now. They are both a little bit too voluminous.

Mr. ASPINALL. Each one of those reports puts some kind of a limitation upon the original idea of the wilderness program as it was formerly proposed; is that not correct?

Mr. HAMMERLE. That is correct, they do. The task force sets a minimum of 100,000 acres.

Mr. ASPINALL. I was very pleased this morning to have one of the statements—I have forgotten who made it now—which pretty well enunciated the philosophy in the task force report and showed some difficulties that we may have in trying to coordinate the program as set forth in S. 174 with the final recommendations to follow that task force report.

I think that is all.

Mrs. PFOST. The gentleman from Alaska?

Mr. RIVERS. No questions.

Mrs. PFOST. Thank you very much, Mr. Hammerle.

Mr. HAMMERLE. Thank you very much for the opportunity to present our statement.

Mrs. PFOST. Our next witness is Mr. Henry Clepper, executive secretary, Society of American Foresters, Washington, D.C. You may proceed.

STATEMENT OF HENRY CLEPPER, EXECUTIVE SECRETARY, SOCIETY OF AMERICAN FORESTERS, WASHINGTON, D.C.

Mr. CLEPPER. Madam Chairman and members of the subcommittee, my name is Henry Clepper. I am executive secretary of the Society of American Foresters, a national organization of 14,000 professionally educated foresters, established in 1900 with headquarters in Washington, D.C.

The concept of wilderness land management was set forth about four decades ago by professional foresters in the U.S. Forest Service. Over the years, under policies developed by professional foresters, the Forest Service set aside some 14.5 million acres of national forest and wilderness areas.

To date the only persons in America with on-the-ground experience in the management of wilderness areas are professional foresters. Likewise, the only persons who have the proved competence, by reason of education and experience, to manage wilderness areas are professional foresters.

The accomplishments in wilderness establishment and preservation during the past 40 years are not due alone to efforts by the Forest Service. Members of the Society of American Foresters not in the Forest Service have long helped promote the cause of wilderness. By

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mail referendum, the members of the society defined professional standards for national parks, national forests, and wilderness areas as early as 1938. In short, no single organization, governmental or nongovernmental, including the Forest Service itself, has had as long a history of study and development of wilderness as the Society of American Foresters.

Accordingly, the opinion of the members of the society, as expressed in a mail referendum held in December 1961, may be of interest to your subcommittee.

A total of 4,235 members, 71 percent of the voters, approved the principle that wilderness areas should continue to be established by executive action of the Secretaries of the Federal Departments that are administratively responsible for the establishment of present and potential areas suitable for wilderness preservation.

Less than 29 percent, 1,693 of those voting approved the proposition that wilderness areas should be included in a wilderness preservation system by act of Congress.

In closing, may I emphasize that the Society of American Foresters has been promoting wilderness areas and their scientific management for a longer period than any other agency or organization represented in these hearings, with the exception of the Forest Service.

In the considered opinion of a sizable majority of the professional foresters who voted on the society's referendum of December 1961, the present procedure for establishing wilderness areas is adequate and should be continued.

Thank you.

Madam Chairman, I would like to answer a question I believe my fellow Pennsylvanian, Mr. Saylor, would have asked me had he been here, if I may.

Mr. PROST. Certainly, Mr. Clepper.

Mr. CLEPPER. The question that Mr. Saylor, I am certain, would have wished to have asked me is the composition of our membership.

Fifty percent, almost exactly, of our 14,000 members is engaged in forestry for public services, that is, for the Federal Government, State governments, municipal governments, and so forth. About 37 percent of our membership is engaged in forestry work for private and industrial owners and operators of timberland, and the remaining percentage is in miscellaneous fields, including education and so forth.

So that the people who voted on this referendum that we held come from all kinds of employing agencies. Our membership is on an individual basis and does not include any industrial memberships. Thank you.

Mrs. PROST. Thank you, Mr. Clepper.

Are there questions of Mr. Clepper?

Mr. ASPINALL. Madam Chairman. Mr. Clepper, have you had any heated arguments within your organization concerning the legislative program to establish wilderness?

Mr. CLEPPER. Yes, sir, over a long period of years we have had. And one of the purposes of a professional society as you doubtless know, Mr. Aspinall, is to serve as a forum for the discussion of these matters rather than to try to regiment our members.

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Mr. ASPINALL. Have you lost any members in recent years or recent months because of the position you have taken which appears to be one of the middle of the road rather than the extreme on either side?

Mr. CLEPPER. No, sir, we have not.

Mr. ASPINALL. What is the relationship, if any, between your organization and the one which Mr. Pomeroy represents, the American Forestry Association?

Mr. CLEPPER. The American Forestry Association, of which I have had the honor of being a member for many years, is a citizens organization to which any American who is interested in conservation of natural resources may belong simply by paying dues. The Society of American Foresters, is made up of persons who are professionally educated in colleges and universities with curriculums for forestry, such as the distinguished one at Colorado University.

Mr. ASPINALL. How many dual memberships do you suppose there are?

Mr. CLEPPER. Between the two organizations?

Mr. ASPINALL. Yes.

Mr. CLEPPER. Mr. Pomeroy estimated yesterday probably only a thousand of our members were members of his organization. I would hope that we would have more members in his organization. I would have to accept his figures.

Mr. ASPINALL. Thank you.

Mrs. PFOST. The gentleman from Alaska?

Mr. RIVERS. No questions.

Mrs. PFOST. I should like to ask one or two questions, Mr. Clepper.

I notice that you feel the present procedure for establishing wilderness areas is adequate and that it should be continued. What is your No. 1 objection to placing these areas into a wilderness system?

Mr. CLEPPER. Madam Chairman, the objection is not to placing it, giving wilderness legal status. I think what our members are concerned about is the provision in the bill which would blanket into a wilderness preservation system areas which were never intended to be wilderness and, in fact, are not wilderness in character.

May I make this further statement? In other words, declaring that a certain tract of land is wilderness by act of Congress would not necessarily make it ecologically a wilderness area. I think that is what our members are concerned about.

Mr. RIVERS. Will the chairlady yield to me?

Mrs. PFOST. I will be glad to yield.

Mr. RIVERS. Along that line, then, referring to the areas designated as primitive which under this bill would all become blanketed in as wilderness, it is your contention that within these areas which have already been designated primitive there are actually acreages that are not in fact wilderness; is that the idea?

Mr. CLEPPER. I think that is true, Mr. Rivers, because of the fact they were never declared wilderness areas in the first place.

Mr. RIVERS. And the same would be true of all areas exceeding 5,000 acres which have no roads in them in national parks; would that not be true?

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Mr. CLEPPER. Well, they may be in fact wilderness, but they are not, and never have been, by the legislation that created them, declared as wilderness areas.

Mr. RIVERS. That is true. Now I have left forests, and I am on national parks. At this moment I realize that national parks are made available for mass recreation as well as for communing with nature in an isolated place. But you are aware of the language here which says that all areas within national parks exceeding 5,000 acres which have no roads become wilderness? Right?

Mr. CLEPPER. Yes, sir.

Mr. RIVERS. Now it follows that is a rather loose way of approaching it, because you think in fact that a lot of these areas that exceed 5,000 acres without roads in a national park are not necessarily wilderness. Is that not right?

Mr. CLEPPER. It could be they are not; yes, sir.

Mr. RIVERS. Well it could be, yes, of course. I am only talking about the possibilities of this thing.

What irks me is that Mount McKinley National Park, with approximately 2 million acres, has just one road right up the middle, and they can make a wilderness out of both halves of Mount McKinley National Park. It is very beautiful and scenic, but it is not all necessarily wilderness.

The same is true of Katmai National Monument and Glacier Bay National Monument, both having more than 2 million acres without roads. I think it is an outrage to say all of these vast areas shall all be blanketed as wilderness at the outset without their actually being wilderness.

So you see you and I are not too far apart.

Mr. CLEPPER. I regret to say I do not know too much about those areas on the ground. I have flown over them and, of course, it is impressive enough just to fly over them. Certainly they have wilderness character, that is correct.

Mr. RIVERS. What you are getting at is you would rather have the evaluation and review occur over a period of years and the desirable spots designated wilderness after review than have it happen before the review; is that your point?

Mr. CLEPPER. In essence, that is it, and I would just like to answer with a simple yes, because that expresses my viewpoint.

Mr. RIVERS. You mean "yes" is the plain answer?

Mr. CLEPPER. Yes, I agree with your statement.

Mr. RIVERS. Thank you.

Mrs. PFOST. The gentleman from Colorado.

Mr. ASPINALL. To ask the question in a little different way, is it your belief that Congress has already fulfilled its responsibility of setting up proper guidelines for the administrative establishment of these areas, wilderness, primitive, wild, and canoe areas, by taking no action at all at the present time, but by its own inaction permitting the administrative departments to do what they have done?

Mr. CLEPPER. It would be presumptuous on my part, Mr. Aspinall, to suggest that Congress should not do anything. My point is that up to this point the establishment of wilderness and the preservation of wilderness has been accomplished without the assistance of Congress, in fact, without the assistance of many of the people who are now very

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ardent proponents of wilderness. So that, if the Congress would find it desirable to establish guidelines, definitions, and so forth, certainly as a citizen I would like to see that done, at least I would never oppose it.

But the point is, if I may make this statement, sir, that doing what you have asked me as a question is one thing, but to pass legislation that would blanket into a wilderness preservation as a minimum 50 million acres of land, and possibly as many as 62 million to 100 million acres, seems to me not to provide for adequate prior review and consideration.

Mr. ASPINALL. However, you are not, as I understand your statement, satisfied with the areas that have been set up at the present time; therefore, you have some objection to the present program, and you do not want Congress to go ahead and blanket such areas into a wilderness program until they are further studied.

Mr. CLEPPER. Mr. Aspinall, as early as 1938 the Society of American Foresters had then proposed that the Congress give legal recognition to our wilderness system, which was then about 10 million acres. That is a long time ago. It is not the giving recognition to our present wilderness system that our foresters have any disagreement with; it is the blanketing four or five or six times that area into a wilderness system without the reviews having been given to the additional acreage that have already been given to the present wilderness system.

Mr. ASPINALL. Thank you very much.

Mrs. PFOST. Are there further questions?

Mr. RIVERS. Madam Chairman, I have one more question.

Mrs. PFOST. The gentleman from Alaska.

Mr. RIVERS. When you referred to the present wilderness system, you were speaking of those areas which have been specifically classified as wilderness?

Mr. CLEPPER. Yes, sir.

Mr. RIVERS. And you are not speaking about that which has been classified as primitive or wild. You mean what is now primitive and wild to be reviewed before any part of it becomes wilderness. Is that right?

Mr. CLEPPER. We in the forestry profession think that would be desirable, sir.

Mr. RIVERS. Thank you.

Mrs. PFOST. Would that remove your objection to the legislation if that were done? Or do you have further objection?

Mr. CLEPPER. I do not want to appear here under false colors, Madam Chairman. We are not so much objecting to the legislation as such. It is to all the implications involved in the legislation, a blanket legislation.

Mr. RIVERS. I spoke of unblanketing it by having a review before adding anything to the present wilderness acres. Would that remove your objection?

Mr. CLEPPER. Yes, sir.

Mrs. PFOST. Thank you very much, Mr. Clepper.

Our next witness is Mr. W. D. Hagenstein, executive vice president, of the Industrial Forestry Association.

We are glad to have you here.

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STATEMENT OF W. D. HAGENSTEIN, EXECUTIVE VICE PRESIDENT, INDUSTRIAL FORESTRY ASSOCIATION, PORTLAND, OREG.

Mr. HAGENSTEIN. Madam Chairman and the member of the committee remaining here at this time, I am sorry, Madam Chairman, that my good friend from Pennsylvania, Mr. Saylor, is not here, because I am sure that I was one of the gentlemen he was referring to this morning as he took leave of us, because he and I had the privilege of having a wilderness experience together a decade ago when I took him into the Pacific Ocean, which Mr. Aspinall referred to as one of our great wilderness areas, and helped Mr. Saylor catch his first Pacific salmon.

Mrs. PFOST. That is very interesting.

Mr. HAGENSTEIN. My name is W. D. Hagenstein and I reside in Portland, Oreg. I am a professional forester and a registered professional engineer in Washington and Oregon. I am executive vice president of the Industrial Forestry Association which has been promoting constructive forest management throughout western Washington and western Oregon since 1934.

Industrial Forestry Association members are engaged in the business of growing and harvesting timber and manufacturing every kind of forest product for the Nation's consumers. They operate 347 manufacturing plants, more than 6 million acres of certified tree farms and employ more than 71,000 people with an annual payroll around $375 million.

Before I discuss S. 174, which would create a national wilderness system, let me emphasize that the Industrial Forestry Association has long favored establishment of wilderness areas in the national forests. We appeared before several public hearings called by the Secretary of Agriculture when he was in process of reclassifying primitive and limited areas in our region as wilderness. In each case we made recommendations for specific boundaries based on field studies and full consideration of the economy of the surrounding areas.

There is no argument about the desirability of wilderness. Everyone is for it. It is simply a question of where, how much, and how we go about it. And that is the onerous decision which this committee has before it.

We have consistently opposed the bills creating a national wilderness system since 1957 when such were first considered by the Congress. We opposed them first because we believed such legislation unnecessary because the area of wilderness reservations has been increasing steadily since the Forest Service established the first one nearly 40 years ago.

Second, we have consistently believed that no case has yet been made that wilderness is the highest and best use of millions of acres of uninventoried Federal lands.

Third, we have always believed that the superimposition of another "system" on three already well established and publicly accepted Federal land systems would result in public confusion and inefficient management.

Fourth, we have always maintained that dedication of any area to single use, for whatever purpose, until justified by study, is premature.

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We find S. 174 inconsistent with the act of June 4, 1897, which established the purposes of the national forests and the act of August 25, 1916, which established the National Park Service and the purpose of the national parks.

Inconsistent, we say, because S. 174 would negate the long established policy of Congress that both national forests and national parks are for use and enjoyment of all the people who own them. This is exactly why the Multiple Use Act (act of June 12, 1960) sets forth—

that the national forests are established and shall be administered for outdoor recreation, range, timber, watershed and wildlife and fish purposes—

and clearly states that the—

purposes of this Act are declared to be supplemental to, but not in derogation of, the purposes for which the national forests were established as set forth in the Act of June 4, 1897.

Congress was carefully protecting the I O U it gave our grandfathers 65 years ago when it established as objectives of the national forests—

to improve and protect the forest within the reservation, * * * for the purpose of securing favorable conditions of waterflows, and to furnish a continuous supply of timber for the use and necessities of citizens of the United States.

To show the importance of the management, protection, and use of Federal lands for the majority of the people of the United States, we attach table 1 which lists the Federal ownership throughout the West. The Federal Government owns more than 1 out of every 2 acres. In some States, including State ownership, the public owns 2 out of every 3 acres.

Land provides the basic economy of the West. The contribution from the land is self-evident when you learn that agriculture provides $6.2 billion, mining $3.9 billion, and forestry $3.5 billion annually to the people of the West. These three basic income providers directly produced 22 percent of the West's total income payment of $64 billion in 1960. Of course, they provided all the rest, too, because all basic wealth originates on the land and in the West this means Federal land, for Uncle Sam owns more than half the total. Certainly, without the products of the field, mine, and forest we would have no western economy and consumers in the more populous States would be less well fed, housed, clothed, transported, and thus have less opportunity for recreation.

Allow me to outline briefly what the national forests means to jobs, payrolls, and community stability in our own region.

Half the economy of Washington and Oregon stems directly from the growing and harvesting of trees and manufacturing of forest products. The forest industry employs 150,000 people with an annual payroll of $800 million. Annual value of forest products is $2¼ billion. Over 3,000 of our 7,500 industrial plants use wood as their basic raw material. Another 100,000 persons serve and supply the forest industry and transport and distribute its products.

Until 1945 most of our timber harvest came from private forests. For the last 20 years private owners have been making giant forestry strides through tree farming. Many operators, having been in business for a half-century or more, are now supplementing their raw material needs from public timber, principally the national forests.

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A decade ago our industry was getting only 15 percent of its raw material from the national forests. Now it is getting a third. During the next 25 to 50 years the national forests will be the largest single source of our timber needs, while we are growing the young timber on our tree farms to usable size.

Many years ago the Forest Service set aside, for wilderness and other noneconomic use, areas which were designated primitive. The intent was to leave them in their natural state until their resources had been carefully inventoried and studies made to determine which parts of them were suitable for permanent wilderness and which should be devoted to multiple use.

With continued growth of the Northwest's population there is an urgent need for more jobs and recreation. Pressures for unreasonable withdrawals for wilderness pose an economic dilemma for our people.

On one hand the time has come for the national forests to make the contribution they were long ago destined to do by providing our basic economy with its principal raw material during the next half-century. If they don't, we cannot forestall the inevitable hiatus of raw material so essential to keep our industry running steadily to provide the country with forest products and our States with their most significant payroll.

On the other hand, everyone recognizes the importance of providing additional outdoor recreational facilities, including wilderness. But wilderness is used only by a handful, as the average citizen wants to drive close to where he camps, swims, hikes, skis, boats, picnics, or just looks at nature's beauty. Hundreds of thousands of acres set aside in roadless wilderness require great areas adjacent to be reserved primarily for accessible recreation. This is dramatically emphasized by the so-called high mountain policy for the national forests of our region, announced late last month by the Forest Service. This policy sets forth plans for the management of 4 million acres of national forest land, over and above the more than 2 million acres already classified as primitive, wild, and wilderness areas, primarily for recreation. Economic uses, except possibly water development, will be minimized and only allowed where they will not interfere with the primary purpose—recreation.

Therefore, the reduction of timber growing capacity and other job creating potentials caused by wilderness withdrawals is only a fraction of that which is actually lost. What must be done to safeguard the economy of hundreds of Oregon and Washington communities totally dependent on the forest industry is careful inventory of any area withdrawn for wilderness or any other single use to give our people assurance that if such withdrawals are made they will not adversely affect jobs, home ownership, and stability of our communities.

The Federal lands also contribute importantly to revenues of local government from the portion of receipts from the national forest paid to the counties and the portion of receipts from mineral resources paid to the States (tables 2 and 3).

Many Western counties depend heavily on the percentage of receipts they receive from the sale of resources from the national forest, principally timber. This was authorized by the act of May 23, 1908, and

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provides that 25 percent of all money received from each national forest shall be paid to the State in which the national forest is situated to be expended as the State legislature may prescribe for the benefit of the public schools and public roads of the county or counties in which the national forests are situated. Also for the benefit of the counties, and in recognition of the fact that these lands were denied to their tax tolls when set aside as national forest, Congress authorized in the act of March 4, 1913, that 10 percent of national forest receipts be used by the Secretary of Agriculture for roads and trails within the national forest.

As you know very well, Madam Chairman, and as Mr. Rivers will find out as Alaska becomes developed more and more, the receipts that come to these counties are the basis of the kind of quality that we get in our schools and our roads in many of our public-land counties, particularly those that have 30, or 40 or 60 percent of their land in national forests.

The West, with few exceptions, as most of you know, as you represent Western States, is the most rapidly growing part of our Nation. Any proposal to create a blanket, single-use land system ignores the problems posed by the steady rise of our population. More people need more jobs. More people need more food. More people need more water. More people need more wood. More people need more hides. More people need more gas and oil. More people need more minerals. Yet it is proposed to lock up and prohibit development, management, and use of a large area of unsurveyed, unexplored, and virtually unknown Federal lands when all studies indicate we are going to need more of everything.

The best illustration of our growing need for commodities from the land was contained in an ad of the Caterpillar Tractor Co. in the August 26, 1961, issue of the Saturday Evening Post. It featured a four-color picture of a 22-month-old youngster named Robert enjoying himself in his wading pool. The text said:

> When he is 16 years old our Nation will need tens of thousands more miles of new roads, 25 million new homes * * * over 50 percent increase in our present supply of water * * * more than double our electric power, 30 percent more lumber and 50 percent more pulpwood, over 100 million additional farm acres under soil conservation, thousands of water-retention structures, 50 percent more mineral ores, twice our present oil supply.

These can only come through multiple use of most of our productive land.

The 1960 census reveals a population in the 11 Western States of more than 27 million. The most recent projections for the year 1970, less than 8 short years away, show an increase of 7½ million more (table 4). This is an increase of more than 27 percent. How can we provide the jobs and essential commodities from the millions of acres of Federal lands which will be closed to grazing, forestry, mining, water development, and outdoor recreation for everyone, if S. 174 is enacted? It can't be done with the vast area of roadless wilderness proposed.

From Federal data we have tabulated the proportion of Federal lands in each of the 11 Western States which S. 174 would reserve for single-purpose use (table 5). This shows a range of 1.7 percent of the Federal lands in Utah to 20.6 percent in Washington. This

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indicates the importance of careful examination of each area proposed for wilderness on a local basis, State by State, because this is where we live, work, pay our taxes, educate our children, and enjoy our recreation.

The report of the Outdoor Recreation Resources Review Commission makes the general recommendation that—

> Congress should enact legislation to provide for the establishment and preservation of certain primitive areas as "wilderness area."

This has been taken by some as an outright endorsement of S. 174, but further in the report the Commission says:

> Primitive areas should be carefully selected and should be managed for the sole and unequivocal purpose of maintaining their primitive characteristics.

We interpret this to mean that any blanket selection of areas for permanent wilderness, as envisioned by S. 174, without comprehensive study and review, would defeat the purpose of such selection. Wilderness which can't stand scientific scrutiny will certainly be under public pressure for restoration to productive use in the long run.

If this committee concludes that wilderness legislation is necessary because officials of the Forest Service and National Park Service are now failing to meet justifiable demands for wilderness, then as a minimum, to preserve the jobs and recreational opportunities for most of the people, Industrial Forestry Association recommends consideration of four amendments.

First, we can think of no better protection for the future of hundreds of western communities surrounded by and dependent on public lands than to justify wilderness as highest and best use through the normal legislative process. This means introduction of a bill in Congress authorizing a specific wilderness area, with boundaries clearly delineated, referral to the appropriate committees, and public hearings in the area affected to determine whether the proposed wilderness reservation can be accomplished without adversely affecting jobs, payrolls, and recreational needs of most of the people. After all, as testimony by the Forest Service last year before the Senate Interior Committee showed, less than two-thirds of 1 percent of all visitors to the national forests use the millions of acres of wilderness which have already been established.

This is amply substantiated by the ORRRC report which showed that the primary desire for outdoor recreation was the kind a family could reach, use and return from in 1 day. Therefore, we believe requirement of positive action by Congress, area by area, will better safeguard the people of the United States in the management, use, and enjoyment of their public lands than S. 174 provides. Such procedure would put the burden of proof on the proponents of a specific wilderness area that theirs is the highest and best use for society, rather than putting one Member of Congress or two Senators in the hole of trying to right a wrong against their constituents by getting enacted a resolution of disapproval of recommendations of the President.

The second amendment we suggest is requirement that the independent professional views of all appropriate Federal and local government resource agencies be sought during consideration of any area

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proposed for wilderness reservation. We plan everything else today. Why shouldn't we use our best scientific brains to plan optimum use of our Federal land?

Implicit in such amendment is requirement of evaluation of each area proposed for wilderness in comparison with its value for other use, rather than on the basis of its wilderness character alone. This amendment should also include an evaluation of the total acreage of all wilderness areas in comparison with the demand and need for such areas.

A third amendment we recommend would require periodic inventories of all resources within all wilderness areas to determine finally if the purpose of their reservation is meeting the needs or whether changed circumstances require that the areas, or part of them, be devoted to other uses.

The last amendment we suggest is extremely important to public land counties. It is one which would reimburse them annually for the amount of revenue which they lose when productive national forest lands are withdrawn for wilderness. If wilderness withdrawals have potential receipts through forestry, grazing, or harvest and use of any other resource, the counties are morally entitled to share in them.

Under such amendment amounts due the counties for withdrawal of productive forest lands would be relatively easy to calculate. The Forest Service knows how much timber is in the area, can determine its allowable annual cut, knows the value of timber from its sales nearby, and can easily place a dollar value on the allowable cut lost by inclusion in a wilderness. If such an amendment is not adopted, Congress is reneging on the I O U it gave the people of the West 65 years ago. Its principal terms were that when the national forests were needed to develop local economies, they would be ready, willing, and eager to play their part. It is only fair for local government to expect reasonable reimbursement for lands removed from their rightful tax base.

The public ethic involved in the wilderness system proposal is whether public lands shall serve all or a few. Prohibition of productive use of public lands can be countenanced by a nation, whose rising population is shrinking its land base, only when it will not impair the public good.

Our conclusions on S. 174 are as follows:

First, the United States cannot afford the wilderness system approved by the Senate—can't afford it because our increasing population needs more food and fiber.

Second, in the arid West, where water is life, we cannot preclude, by excessive wilderness withdrawal, the development of additional water supplies.

Third, we cannot run the risk of failing to locate every potential area of mineralization and oil-bearing sands to provide these sinews of our industrial might and national security.

Fourth, we cannot afford the luxury of allowing ourselves to be convinced of the need for more jobs and recreation and in the same breath be asked to give up our means for providing both.

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Fifth, if the people of the West are going to be chained in economic slavery by a Federal Government which fails to recognize its responsibility for managing its lands in the best interests of its citizens, then our economic, social, and political future will surely be lost in the wilderness.

Finally, because the Industrial Forestry Association believes that S. 174 is harmful to the future well-being of the citizens of the United States, it recommends that it not be enacted. It does recommend that wilderness areas be established individually by specific acts of Congress after land use studies which determine highest and best use of each area of public land, subject to periodic review and providing for reimbursement to local government for loss of revenue caused by wilderness withdrawals.

(The tables follow:)

TABLE 1.—*Federal ownership or management of land in 11 Western States*

	Total land area	Federally owned land [1]	Percent total land area	Managed by Federal Government Indian tribal lands	Percent total land area	Federally owned or managed lands	Percent total land area
	Thousand acres	*Thousand acres*		*Thousand acres*		*Thousand acres*	
Arizona	72,688	32,396	44.6	19,383	26.7	51,779	71.3
California	100,314	45,071	44.9	496	.5	45,567	45.4
Colorado	66,510	24,156	36.3	746	1.1	24,902	37.4
Idaho	52,972	34,050	64.3	409	.8	34,459	65.1
Montana	93,362	27,815	29.8	1,557	1.7	29,372	31.5
Nevada	70,265	60,726	86.4	1,062	1.5	61,788	87.9
New Mexico	77,767	27,300	35.1	5,815	7.5	33,115	42.6
Oregon	61,642	31,580	51.2	1,208	2.0	32,788	53.2
Utah	52,701	36,466	69.2	2,253	4.3	38,719	73.5
Washington	42,743	12,666	29.6	1,813	4.2	14,479	33.8
Wyoming	62,404	30,219	48.4	1,753	2.8	31,972	51.2
Total	753,368	362,445	48.1	36,495	4.8	398,940	52.9

[1] Excludes trust properties, Indian tribal lands.

Source: Statistical Abstract of the United States, 1960.

TABLE 2.—*National forest receipts and disbursements to counties in 11 Western States, fiscal year 1961*

	National forest total receipts	25 percent fund disbursed to States		National forest total receipts	25 percent fund disbursed to States
Arizona	$1,609,001	[1] $501,106	Oregon	40,897,868	10,224,467
California	10,769,846	2,692,462	Utah	565,832	141,458
Colorado	1,111,651	277,913	Washington	17,239,961	4,309,990
Idaho	4,485,813	1,121,453	Wyoming	620,287	155,072
Montana	2,045,708	511,427			
Nevada	164,284	41,071	Total	89,094,990	20,122,959
New Mexico	584,739	[1] 146,540			

[1] Includes school section fund, act of June 20, 1910.

Source: U.S. Forest Service.

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TABLE 3.—*Bureau of Land Management receipts under Mineral Leasing Act in 11 Western States, 1960*

	Total receipts	Share to State [1]	Share to reclamation fund [1]
Arizona	$676,000	$253,500	$354,900
California	6,499,000	2,437,125	3,411,975
Colorado	9,154,000	3,432,750	4,805,850
Idaho	237,000	88,875	124,425
Montana	4,586,000	1,719,750	2,407,650
Nevada	428,000	160,500	224,700
New Mexico	17,603,000	6,601,125	9,241,575
Oregon	145,000	54,375	76,125
Utah	7,268,000	2,725,500	3,815,700
Washington	2,000	750	1,050
Wyoming	33,165,000	12,436,875	17,411,625
Total	79,763,000	29,911,125	41,875,575

[1] Receipts under the Mineral Leasing Act are distributed 37½ percent to States, 52½ percent to reclamation fund, and 10 percent to U.S. Treasury.

Source: "Statistical Abstract of the United States, 1961."

TABLE 4.—*Projection of population of 11 Western States*

	1960 [1]	1970 projection [2]	Percent increase 1960 to 1970
	Thousands	*Thousands*	
Arizona	1,302	1,802	38.4
California	15,717	20,296	29.1
Colorado	1,754	2,197	25.3
Idaho	667	700	4.9
Montana	675	755	11.9
Nevada	285	453	58.9
New Mexico	951	1,126	18.4
Oregon	1,769	2,317	31.0
Utah	891	1,151	29.2
Washington	2,853	3,459	21.2
Wyoming	330	379	14.8
Total	27,194	34,653	27.4

[1] Source: "1960 Census of Population—Final Population Counts," Nov. 15, 1960, Bureau of Census.
[2] Source: "Current Population Reports—Population Estimates," Aug. 9, 1957. Series P-25, No. 160, Bureau of Census.

TABLE 5.—*Proportion of Federal lands in 11 Western States which would be reserved for single purpose use by S. 174*

	Federally owned land [1]	Federally owned land committed by S.174 to single purpose use [2]	Percent committed to single purpose use
	Acres	*Acres*	
Arizona	32,396,000	3,752,927	11.6
California	45,071,000	5,792,274	12.9
Colorado	24,156,000	1,329,125	5.5
Idaho	34,050,000	3,129,916	9.2
Montana	27,815,000	4,196,007	15.1
Nevada	60,726,000	3,287,909	5.4
New Mexico	27,300,000	1,389,837	5.1
Oregon	31,580,000	1,355,103	4.3
Utah	36,466,000	630,866	1.7
Washington	12,666,000	2,615,390	20.6
Wyoming	30,219,000	4,770,652	15.8
Total	362,445,000	32,250,066	8.9

[1] Source: Statistical Abstract of the United States, 1960.
[2] Sources: U.S. Forest Service, U.S. Park Service and U.S. Fish and Wildlife Service. Includes wilderness, wild, and primitive areas in national forests; national parks and monuments; and Federal wildlife refuges.

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Mr. HAGENSTEIN. One last point I would like to make, Madam Chairman, is that the vast forest areas without roads are highly unprotectable, first, against fire, and, secondly, against insects.

For a number of years now, since 1957, I have been the chairman of an organization called the Western Forest Pest Committee, which includes representatives of Federal, State, and private organizations throughout the western United States, British Columbia, Alaska, and Alberta, which coordinated the exchange of information on getting after our forest pest problem, primarily concerned with insects, but also with diseases and animal damage to forests where this is a problem.

We know from the tremendous amount of money which the United States and the State governments and the private owners have spent in recent years in the States of Washington, Oregon, Idaho, and Montana in controlling such pests as the spruce budworm that we have got to continue doing that sort of thing.

The spruce budworm is one we can control, whether the area is wilderness or not, providing we can get permission to use airplanes. But when we get into bark beetles, which have destroyed much more timber in the West that has been harvested by man, and destroyed by fire, there are only two ways to fight them. One way is combating them by spraying the trees with oil sprays, and the other way is to fell the tree and remove the logs from the woods while the broods of beetles are still in them.

About 28 years ago in your district, Madam Chairman, I had an unusual experience on a fire. As I look back now, I am glad I had it, although at the time I did not think I would ever be glad of spending almost 57 days fighting the Peak King fire, which is now in the Selway-Bitterroot Wilderness Area.

When my good friend, the Chief of the Forest Service, remarked on Monday, in response to a question, I believe by Mr. Olsen, that he could not recall any catastrophic—that is the word he used—fires in a primitive area or wilderness area in the last 8 or 10 years, he forgot that in this very area last summer there was another serious fire.

I have here, and I realize under the rules of the committee it cannot be incorporated in the record, the "Clearwater Tribune," published last August 10, an article from it which tells about the tremendous lightning storm that came through the Clearwater Forest and of the fires which occurred in there, and the cost of getting after them.

For example, they point out that the Forest Service was spending over $1,000 an hour for helicopter service and was spending $325 per hour for the 18 bulldozers they used, and they estimated suppression costs, because of the tremendous storm and the number of fires, while only 4 reach project proportion, a half million dollars.

Who is to say here, with or without roads, what would have happened, had there been roads, how much faster could you have gotten there.

I remember very well going from Spokane out to Selway Falls, which is the end of the road, and then walking for 20 solid hours in 1934 with a bedroll and a tool, each of 300 of us, up that mountain. I remember very well the night we stood 6 miles away across the West Fork of Geddey Creek and saw the young timber burn which had resulted from the destruction caused by the original fire in 1910. At

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6 miles distance that crown fire was so intense we could feel the heat in our faces and at the fire camp—the only place safe to have a fire camp was in the burn itself—when you went to bed after a 15- or 16-hour day, dead tired, you went right to sleep, but first you had to submerge yourself in the sleeping bag down under the ash. All the water had to be brought in to the men by mule pack. No springs, no creeks up in the high mountains had any water during that period.

It was during the same kind of weather last summer that we had this catastrophic fire. I would call it catastrophic in that it cost the people of the United States a lot of money to suppress it, and it destroyed part of a certainly important wilderness watershed and other values.

In conclusion, it seems to me that, if the people of the United States were going to have a wilderness system of the proportions that are proposed, some way we are going to have to figure out a way to pay for it. That is one of the weaknesses, in my opinion, in the proposals that have been made covering this subject to date. We cannot have it for free.

By locking up productive resources, by jeopardizing the future of the western communities, by jeopardizing the millions of dollars that we are spending in forestry in the West, both on public and private lands, by now adequately protecting these areas without roads, we are endangering the values we are building up under multiple use.

Thank you very much.

Mrs. PFOST. Thank you very much, Mr. Hagenstein.

I should like to ask if you feel that, had the area which experienced these very serious fires been administered as regular national forest land rather than as a primitive area, would there have been more ready access to them, so that the fires could have been curbed sooner?

Mr. HAGENSTEIN. Certainly Madam Chairman, where there are roads where you can get sufficient men in and mechanical equipment and tank trucks in there quickly, you have a better chance than where you have to take a man 3 or 4 miles or a good deal farther from the roads.

Mrs. PFOST. Of course, that is naturally true, but I wondered whether or not the terrain is such that perhaps even if it had not had the designation of primitive it might not still be in a sort of primitive status. What is your opinion on that?

Mr. HAGENSTEIN. That varies very much, of course. You have to really get down to specific areas when you discuss it, because many areas in the Selway-Bitterroot, I remember from experience, are very rough topographically, and even with roads are hard to get to.

I can take in my own two States which I live and work and show you a good deal of land of very low elevation and very easy to get to with roads that are now in primitive and wilderness areas.

Mrs. PFOST. Getting back to the original question, I am not sure I understand the answer. Maybe I overlooked something you said. Let us take this particular area where you fought the fire in recent years, which had been burned over in 1910, is the terrain such that the Forest Service would probably, at the time of this second catastrophic fire, have had roads in it if it had not been in primitive status?

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Mr. HAGENSTEIN. Yes, I think the Forest Service would have for protection, first because of the high frequency of lightning storms and fires, and the history of the 1910 and 1934 burn, and the subsequent Engelman's spruce beetle attack.

Mrs. PFOST. Thank you very much.

The gentleman from Colorado.

Mr. ASPINALL. Of course, Mr. Hagenstein, this is where we come in direct conflict with the extremists of the wilderness area. I suggest to one of my very good friends, who is a supporter of this legislation, that the spruce population of the Rocky Mountain National Park area was such it was getting ripe and that spruce bark beetles could infect it at any time and turn it into gray ghosts as far as the mountainside is concerned, and lightning storms could occur and start it on fire and it would become a blackened mountainside.

His comment to me was, "Yes, but that is nature's activity and it should be let to occur."

That is the philosophy on one side, and your philosophy on the other side apparently is that timber should be harvested before it becomes a prey to insects, and to catastrophic natural occurrences. Is that correct? I cannot reconcile those two positions.

Mr. HAGENSTEIN. They are not irreconcilable if we adequately study, in my opinion, these areas carefully before we put them into a permanent wilderness, if we put in areas that can be justified from the standpoint of our growing population and the needs of our communities and our economy, and really make the case for a defensible wilderness we can set aside for all time. But if we do not do that, the selection is going to be in vain because the pressure of our growing population in this country will force the further use for the development of the timber, for the development of water resources, for the search for minerals, as many of these competent men from the mining industry explained to you, and for the use of many of the areas for grazing, and certainly above all from a practical political standpoint, in my opinion, the need of spreading out our own people and for outdoor recreation.

Mr. ASPINALL. Would you personally approve any program for any area which would set it aside as a wilderness area without fire protection for forest values?

Mr. HAGENSTEIN. Yes, I would, but they would have to be carefully selected. There are parts of the country where climatic conditions are such and the vegetation types are such that they can be set aside with minor hazards, and I think some have been. But by and large, in the areas where you have high frequency of lightning fires, meaning many parts of the Northern Rockies, Idaho and Montana particularly, and also parts of the Cascades in my two States, and certainly in California, the risk always to the adjacent multiple-use lands from a fire building up from those storms in the wilderness and spreading out to the adjacent areas may be too great to run.

Mr. ASPINALL. Let me ask you this: If a fire occurred in that kind of an area which was designated a wilderness area, would you favor fighting it or just letting nature take its course and burn up as much of the resource value as it would burn up?

Mr. HAGENSTEIN. No, sir. I would fight it with everything we had.

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Mr. ASPINALL. Thank you very much.

Mrs. PFOST. The gentleman from Minnesota.

Mr. LANGEN. Madam Chairman, just one question that follows right along with this. I have never quite been able to determine just what the viewpoint here is as compared to what we are doing today. You talk about the need for fire protection and the need for some kind of control of bugs and insects and so on.

Now without the legislation we are back where we are today. And that is the testimony. And so we have the fires and have the bugs and so on.

Mr. HAGENSTEIN. Right.

Mr. LANGEN. So actually you are recommending something that must be different than what we are doing, either in the way of building roads or bringing equipment or something else in in order to provide these controls.

Mr. HAGENSTEIN. We are inadequately protecting many of the areas in the mountainous parts of the West today because of inaccessibility. It is all good and well, Mr. Langen, to talk about the fine work the smoke jumpers have done—and they have done a marvelous job. It is a very dangerous job for the men to drop into the high mountain cups there.

It so happens that two of my classmates were two of the men in charge of the first jumping crew, and I had a chance to get firsthand from them a lot of their experiences. There has been a lot of improvement made. The Forest Service is extremely conscious of the safety hazards and try to do something constructive. The fact is when you get a fire like this you have got to get men and equipment in faster and by air if you are going to do the job effectively in stopping the fire and keeping the damage relatively small. Particularly when you have conditions like in north Idaho last summer. The papers said the temperature was 116 degrees, the humidity 6, 7, 8 percent at 5 o'clock standard time every afternoon. And winds of 60 miles an hour were blowing. The dead timber killed by the beetles, the trees still remaining standing from the 1934 and 1910 fires in the area were just great roman candles. When you get a fire with winds like that, man is almost powerless. What we need to do to prevent a lot of this is to get fire breaks in there where we have got a chance to fight the fires instead of having to go long distances and to drop men by air if we get conditions that are apt to build up into a big conflagration.

Mr. LANGEN. Who is going to do all of this? Who is going to cover all of those large areas?

Mr. HAGENSTEIN. The Forest Service has the responsibility under the law. You gentlemen gave that to them years ago, and they have tried hard to do it, and have made substantial improvements over the years. But in my own lifetime we have had a dozen real catastrophic fires despite everything we have done, because you get into a cycle where the weather is bad, you have had a drought for a period of a few years, the moisture content goes down, and all it takes is a lightning storm or a careless human to touch it off, and off it goes.

Our country, with its growing population, has not enough timber resources for us to lose one tree that we can save.

Mr. LANGEN. That is all.

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Mrs. PFOST. The gentleman from Alaska.

Mr. RIVERS. No questions.

Mrs. PFOST. Thank you very much, Mr. Hagenstein.

Mr. HAGENSTEIN. Thank you very much for your courtesy.

Mrs. PFOST. The next witness is Mr. L. Dan Jones, general counsel, Independent Petroleum Association of America.

Mr. POWELL. Madam Chairman and members of the committee, I would like to say that I am not L. Dan Jones. My name is William Powell and I am here as his supernumerary because he could not be here today. With your permission, I would like to read a short statement setting forth the association's views.

Mrs. PFOST. You may proceed.

STATEMENT OF WILLIAM I. POWELL, ATTORNEY, INDEPENDENT PETROLEUM ASSOCIATION OF AMERICA

Mr. POWELL. My name is William I. Powell, and I am attorney for the Independent Petroleum Association of America.

The Independent Petroleum Association of America is a national trade association of some 6,000 independent producers of crude and natural gas, including land and royalty owners with membership in every oil-producing area in the United States. The primary interest of the members of the association is the production of oil and gas within the borders of the United States.

The very substantial development of the resources of the public lands States is persuasive evidence of the wisdom of the historical policy of Congress in advocating the multiple-use concept. Based upon this experience, we wish to urge that any violation of this historical policy through withdrawals of large acreages for special single-purpose use should be permitted only as an exception to the general multiple-use policy. Further, that an exception only be permitted where it can be clearly shown that such single-purpose use is (1) essential, and (2) incompatible with other uses.

We feel that, if it be deemed appropriate for any withdrawal for a single-purpose use, such as wilderness, such action should be only taken after a careful land-use study, including public hearings and that any such withdrawal of substantial acreages be accomplished only through affirmative action of Congress.

Experience of the petroleum industry has demonstrated that its operations can be made compatible with other activities within the multiple-use concept. Oil and gas operations have been conducted on the public domain, under proper governmental regulation, without being in conflict with recreational, wildlife, or other multiple-use goals. Over the years, oil and gas operations have been carried on in harmony with the farmer, the rancher, National Forest Service, private estates, city and county municipalities, and many, many other owners of the property being drilled.

In our opinion, if this legislation should become law, it would deal a serious blow to the multiple-use policy which has worked so well over the years in the development of our national land reserve, and would retard development of oil and gas operations in the various public land States.

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The development of the large acreages in the United States under the jurisdiction of the Federal Government and finding of large reserves on these lands has proven to be in the overall interest of all its citizens from the standpoint of peacetime economic growth and also national defense.

The large areas in the national forest and national park lands involved in S. 174 contain acreages potentially productive of oil and gas. For example, the South Absaroka National Forest east of Yellowstone is an area covered by nonpetroleum igneous rock overlaying sedimentary formations which are potentially petroleum bearing. There has been considerable interest in this area on the part of the petroleum industry in recent years. Despite the fact, however, that the national forest and national park lands involved in this bill in general are not at present of general interest to petroleum prospectors, we believe the procedure of wholesale withdrawal from multiple use as provided in S. 174 is inadvisable because it would not follow what appears to us to be the more appropriate procedures as outlined above.

As to wildlife refuge and game range lands, we believe it would be extremely inadvisable to bar them from multiple-use development, including petroleum exploration and development, as proposed in S. 174. It is known that much of these lands contain geological structures favorable to the existence of petroleum and considerable acreage within the game range lands are now actively being explored today; and in some instances, production is being obtained.

In conclusion, we recommend that this legislation be amended as follows:

(1) Set forth in the preamble that a wilderness system can be adequately and effectively established in harmony with multiple-use development.

(2) Wilderness areas can only be created by affirmative congressional action.

(3) Wildlife refuges and game ranges be eliminated from the bill.

If I may, Madam Chairman, in addition to my remarks I have just given you, I would like to make one observation. I have had the pleasure of being here this week and listening to both sides of this issue, and I might say I have received quite a liberal education on both sides.

There is one thing that sticks out in my mind more than anything else, which is that each witness, whether he be one that advocates multiple use or single-purpose use, each more or less feels that his use or uses are paramount in importance to everyone else's.

From that background and from what I have heard this week, I am all the more convinced that this is a matter which should be left affirmatively in the hands of Congress.

I firmly believe that Congress is the only one, the only body in Government that is capable of weighing the various sides of each of these interests that can come up with what is in the best interest of the national security and national citizenry of this country.

I think this was raised earlier in the week—what is the national interest and who has the responsibility for it? And I think it is generally agreed, if it is not, it should be, that Congress has that responsibility; and, as I say, that is all the more reason why Congress should

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be the one entity that weighs the various petitions, the various reasons, and all, from everyone that considers that his use is paramount, so that in the end Congress can decide whether an area should be used for one purpose or for another purpose or for many other uses.

And unless that is done, I fear there is no Government body downtown, especially at the Cabinet level, that really can take into consideration the full picture; they may not know the national security involved, they might not know the economic effects on the various States involved. There are various other factors they may miss and really do an injustice to the Government, and our society as a whole.

As I said earlier, I think that this is all the more reason, and much more so than I did when I first came up here this week, that Congress is the only entity that is capable of doing this job and doing it right.

Also, if I may add, I have heard here this week, as well as in previous debates and testimony, that some feel the folks that represent commercial interests have not always had at heart the real interests of all our people, and I would like to, if it be necessary—and I hope it is not necessary—to disabuse this record of that feeling so far as the oil industry is concerned.

If I may, I would like to read two or three short paragraphs from an article written by J. Richard Shaner, who is a freelance writer. It is in a booklet called, "Keeping the Forest Primeval."

Among other things, Mr. Shaner states:

> Perhaps the most impressive example of the compatibility of wildlife and oil can be found in Louisiana, the Nation's second-largest oil-producing State. Much of the petroleum produced comes from the State's coastal marshes and tidal flats, the sites of one of the Nation's greatest concentrations of migratory wildfowl.
>
> A half dozen or more oilfields are visible from the Federal refuge along Pass-aLoutre. In Cameron Parish, only a stone's throw from another large oilfield, lies another enormous preserve. Innumerable colonies of terns, gulls, herons, and pelicans set up housekeeping in these surroundings annually.
>
> Avery Island is known throughout the world as a wildlife sanctuary and horticultural showplace. It's also a prolific oilfield. The number of birds there is so great that Avery Island was able to provide Florida with enough herons and egrets to repopulate the Everglades after plume hunters had threatened the birds with extinction.
>
> The man who started Avery Island was Edward Avery McIlhenny, hunter, explorer, naturalist, author, philanthropist, and sportsman. Some years ago, when Florida was concerned over the entrance of oilmen in wildlife areas, McIlhenny said:
>
> "Oil is found only under small areas, and these can be completely protected if the proper regulations to ward against damage are enforced. I don't think there is any oil company in existence which would knowingly allow any damage to wildlife or scenic beauty. The oil development at Avery Island has not in the least disturbed the wildlife sanctuary."

I will not go further.

I would like to mention, too, there are cases set forth in here where oil operations were ceased because one of the whooping cranes was about to hatch an egg, and in order not to bother it the operation stopped for several weeks, and it hatched, and then they diverted a pipeline so they would not bother it.

I am just trying to get across to the committee, if it is necessary, that these folks who are trying to develop the public domain are not as bad as they are sometimes pictured. They are folks with the proper outlook, and they have a lot of interest and a lot of concern with things that are beautiful, but we also feel an obligation to also tell

the other side of the picture. That it is in the best interest of the National Government and national society to develop our natural resources.

Thank you.

Mrs. PFOST. Thank you very much, Mr. Powell. Certainly I think many of the committee members, if not all of us, recognize the fact that industry has been cognizant of the various displacements and has tried in many instances to correct conditions that might exist in order to allow nature to proceed or to take care of certain existing circumstances.

One of the things I was interested in, as I listened to your statement, was that you said you felt more convinced than ever that perhaps Congress should have the responsibility of placing the uses on the areas that would be involved.

Would you be better satisfied with the Congress having jurisdiction over reviews, rather than to leave it to the executive branch, to determine the primitive, the wilderness, the wild and canoe status?

Mr. POWELL. I certainly would be less than honest if I did not agree that those areas that have been set aside in the past as well as those proposed to be set aside in the future, should all be under the review of Congress so that a full long-visioned study could determine if there are some areas in there now that should not be; and that maybe there are some not in there (wilderness) that should be. But again I reiterate that Congress is the best judge of what should or should not be in the various land reserves whether it be for wilderness or other uses.

Mrs. PFOST. In the event, then, that this measure should be amended to that extent and would eliminate this one concern of yours, would this place you in favor of the wilderness legislation rather than being in opposition?

Mr. POWELL. This, plus the other one or two recommendations I made, certainly would remove the opposition of our association.

Mrs. PFOST. Thank you very much.

The Chair recognizes the gentleman from Colorado, Mr. Aspinall.

Mr. ASPINALL. No questions.

Mrs. PFOST. The gentleman from Minnesota?

Mr. LANGEN. No questions.

Mrs. PFOST. The gentleman from Alaska.

Mr. RIVERS. No questions.

Mrs. PFOST. Thank you very much, Mr. Powell.

Mr. ASPINALL. Madam Chairman, I would ask unanimous consent now to proceed to witness number 25, who is Mr. Warwick M. Downing, and the statement of that witness out of order so that the statement, which follows very closely what Mr. Powell has just given us, may be placed immediately following his statement.

Mrs. PFOST. Without objection, Mr. Downing's statement will be made a part of the record.

Mr. ASPINALL. Madam Chairman, I would like to make this introduction to Mr. Warwick M. Downing's statement: Mr. Downing, of course, is a man who has been engaged in oil and mineral resource development, and also in conservation programs for many years. Mr. Downing is ill and has been unable to come to Washington for the hearing.

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I would recommend that all of the members of the subcommittee and of the committee read Mr. Downing's statement because it comes from a man who is approaching 90 years of age with lifelong experience in these fields. And after having read the statement myself, I feel it is a most valuable statement for the committee's use.

(The statement follows:)

STATEMENT OF WARWICK M. DOWNING

I am making this statement in behalf of the Interstate Oil Compact Commission. The Compact Commission favors the wilderness idea and wildlife generally, but opposes the present bill in its present form.

Let me add that the Interstate Oil Compact Commission is a public body authorized by the Constitution of the United States, and created by Act of Congress and by the legislatures of 32 of the oil-producing States. Such legislation has given this public body power to recommend measures for the greater ultimate recovery of oil and gas. In the exercise of this power the commission has made numerous recommendations. Such recommendations have proven valuable to Congress and to the several States, and have been treated with great respect, to say the least. I do not wish to imply that the commission represents the viewpoint of any State, as each State is a sovereign in its own right. But its recommendations do express the viewpoint of the members of this public body, whose only thought and purpose is the public welfare, and whose right to recommend is given by the Constitution of the United States, the Congress and the legislatures of 32 sovereign States.

I note that Senator Anderson has said that the establishment of a Wilderness Preserve System as provided in S. 174 will be "without real danger to anyone." This is all that we ask.

It is said that the wilderness bill assures continuation of grazing where it now occurs; that mining claims now filed on are protected; that oil and gas prospecting and mineral prospecting may be continued: and that water development is possible. But such provisions are not operative without the order of the President, to be given in specific cases.

But let me ask in all fairness, why should the President of the United States, with his multitudinous duties and problems, take time to determine matters of this character? As a matter of fact, he would not make any such determination. He would refer it to the Secretary of the Interior, and the Secretary of the Interior would refer it to the Assistant Secretary for Fish and Wildlife, and I need not comment upon how that official would act. He would do everything in his power to prevent Presidential approval.

By way of illustration, I should like to mention the difficulties Denver is now having with the wildlife people. Against a background of drought, Denver has spent some $120 million in the last 7 years on dams, reservoirs, tunnels and water facilities generally, in order to insure a vast metropolitan area of an adequate municipal water supply. These water facilities are built and in place. In many cases they are located on Federal land pursuant to preliminary authorization. Denver has not been able to firm up the right-of-way for these facilities on acount of the demands of the wildlife people. I am advised that demands of the wildlife people upon Denver for fish bypasses, releases of water and limitations in flow of water would result in the seizure of water owned by Denver sufficient to supply, on a firm and permanent basis, a city of 300,000 people. The matter has been under negotiation for many years. It is still under negotiation. The dispute involves only about 30 miles of stream and there are hundreds of miles of stream stocked with fish, which should be sufficient for fishermen, without harming Denver's water supply. The attitude of the wildlife people has been rough, domineering and unalterably opposed.

As I understand the present bill, the proposed act creates a Wilderness Preserve System which shall include, first, all areas within the National Forest classified by the Secretary of Interior as wilderness, wild, primitive, or canoe, comprising 6,773,080 acres, and by me referred to as the primitive area: and, second, additional forest preserve lands supposed to have wilderness value, amounting to 8 million acres, and by me to be referred to as wild lands: and, third, 5,000 acre blocks in the National Parks comprising about 22 million acres; and, fourth, such portions of the wildlife refuges and game ranges as the Secretary of the Interior may recommend, amounting to 24 million acres, which I will refer to herein as the game ranges.

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Apparently, the principal argument of those favoring the bill is that the wilderness area comprising some 54 million acres, exclusive of the primitive area, is only a very small fraction of our public lands area. But this small fraction of our total public lands area, of perhaps 800 million acres, covers an area of more than one-third of the State of Colorado. Our largest American oil field in area is only 25,000 acres. Furthermore, if we visualize the use by the people of the proposed wilderness system, the percentage of our people who will ever take advantage of the wilderness area in any one year, is exceedingly small; my guess is, $5,000 a year. I am, of course, referring to the use of the wilderness area as defined in the act itself, an area that is kept in its primitive state, and where anyone who wishes to enjoy it must carry on their back their food and bedding.

The national parks can be created only by Congress; certainly, the result has been of the very greatest value to our people. Our national parks have been of such value to the Nation, and are so desired by the people, that it would seem unnecessary to change their administration or character. I haven't the figures, but I am sure there are several million of our people each year who visit the national parks, the national forests, State parks, and the Denver Mountain Parks. It seems to me folly to take from our national parks large areas which will be visited by the millions, and set them aside for the exclusive use by a trickle of wilderness enthusiasts. Why deny the millions the benefit of our beautiful scenic areas, in order that a trifling number of hardy people may enjoy a mountain climb in solitude?

As a citizen, I am bitterly opposed to the idea that departmental policies may become the law of the land, without direct congressional approval, and that the so-called veto power given to Congress by this bill is really a delusion and a snare and ought to be forever squelched, and squelched so effectively that the idea will never again show its head. I feel strongly that the greatness of America in the past, and her greatness in the future, will depend upon action by Congress rather than by the President. Certainly, the Founding Fathers intended that government through the three great branches should be preserved.

I well remember, at a hearing before the Secretary of the Interior some 3 years ago, it was shown that in Alaska, the building of roads by oil developers was highly beneficial, because it made accessible vast areas for moose and other animals which otherwise would not be available.

Pictures were shown of oil wells in California where deer and other animals, out of curiosity, perhaps, came down to the drilling site to investigate and seemed to enjoy the work there going on. It was shown that in Louisiana, where there are vast so-called wilderness areas under State control, the principle of multiple use had been adopted, and was highly successful.

I do not think you have thought about the tremendous importance of the development of our natural resources. It has been because of our natural resources that America has become so great and powerful. There is certainly nothing more important than oil development. In fact, the highest duty of our Government is to provide for national defense. I am sure that we all feel the necessity of doing everything—not something—but everything, possible to make strong our national defense, which means that in the continental United States we should have an adequate supply of energy, petroleum and liquid fuels instantly available for use in case of war. Of greater importance, is it that we develop our natural resources and stay strong in our energy resources, because, if we put down our guard and weaken our means of defense, we invite attack and conquest by an aggressor.

It is said that this legislation will really help our orderly resource development. I really cannot see where resource development will be helped one iota. Resource development is quite different than recreational development. They are both highly important but aid to one does not necessarily aid the other.

The answer to this great conflict is to adopt the principle of multiple use. This principle has been adopted by the Departments and by Congress. It would solve questions of governmental power and would be highly helpful, not only to resource development, but to wilderness use. Multiple use simply means that neither industry nor wilderness has any God-given right to the exclusive use of our public lands and thereby prevent the development of our mineral resources.

Concretely, my suggestions are:

1. That the primitive area aforementioned, comprising 6,773,080 acres, be set aside as wilderness.

2. That the U.S. Geological Survey be directed to survey the wild lands, the national park lands and the game reserve lands, and report whether there is any reasonable possibility that said areas have any value for mining or for industrial

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use; and that all lands where there is a reasonable possibility that the same have any value for mining or for industrial use, be stricken from the proposed wilderness system.

3. That, as to all the above areas except the primitive lands, the principle of multiple use be applied. A test period of 10 years is provided for in the bill in order to determine the value of many millions of acres for wilderness purposes. It seems to me, also, that during the same test period the same area should be tested for its industrial and mineral value. Obviously only a small part of this tremendous area will ever be needed for wilderness purposes.

Such a policy would be in conformity with and follow the provision of the Outdoor Recreation Resources Review Act approved January 28, 1958, as follows:

"The Commission shall recognize that lands, waters, forests, rangelands, wetlands, wildlife, and such other natural resources that serve economic purposes also serve to varying degrees and for varying uses outdoor recreation purposes, and that sound planning of resource utilization for the full future welfare of the Nation must include coordination and integration of all such multiple uses."

In this same connection, I refer to the Mineral Use Act, 30 U.S. Code, section 521, which act was passed on August 13, 1954, and which provides for multiple use in a large part of the public domain, and also 30 U.S.C., section 241, which provides that native asphalt and bituminous rocks and sands may be leased under the multiple use principle, notwithstanding the existence of an outstanding lease upon the same area issued under any other provision of the mineral leasing law.

4. That there be no additions to wilderness areas established without an act of Congress expressly authorizing the same.

5. That the right to explore and produce be made clear, positive, and certain, and with only such regulations as the Secretary may prescribe in order that the beauty of the area may not be harmed.

6. That all provisions relating to the participation of the President to legislative matters be eliminated because, in fact, the President will never act upon his own viewpoint concerning the many matters he is called upon to recommend and such provisions confuse the issues and are entirely deceptive in their manner.

7. It seems to me that the principal thing to overcome is to check and subdue the overzealousness of the wildlife people. They should realize that while there are fish and birds to be looked after, human beings should also have adequate protection; that while wildlife is extremely important, our national safety and our national defense are even more important. After all, our growth as a Nation, our power in the world, has not been created in the slightest degree by wilderness advocates, but by industry. Therefore, the wilderness bill should not provide for tremendous wilderness areas (far more than will ever be needed). Our national safety depends upon the strength of our oil reserves. A new oil field on the public domain is far more important than that birds, fish, and bear should not be molested.

A personal word: I think I have a record of creational endeavor which will prove my sincerity in my opposition to the wilderness bill in its present form and I believe the results of my efforts for recreation have been greater than that of any other individual. I was the chief promoter of our Denver Mountain Parks System which, by the way, has given recreation to more people than any other place in the world. I battled unsuccessfully for a Denver National Park covering the Mount Evans region. I had a prominent part in the creation of Rocky Mountain National Park. I was pretty much responsible for the playground system of Denver and our parkway and boulevard system.

The essence of my plea is that both sides of the controversy get together and fight for a sensible bill—a bill which, in its language and enforcement, will not injure mining or industrial development, and at the same time, will provide adequate areas for wilderness purposes. Don't let the wildlife enthusiasts get away with their demands for excessive area for wilderness, and don't pass a bill that effectually will prevent the discovery of minerals on a tremendous acreage of land never tested for minerals, but which may add billions in minerals, which may give us security against national disaster.

Mrs. PROST. Our next witness was to be Mr. L. V. Venable, in behalf of the Olympic Development League, Seattle, Wash.

Mr. Venable has sent a message that he is unable to be present.

Without objection, his statement will be placed in the record at this point.

Hearing no objection, it is so ordered.

(The statement follows:)

STATEMENT OF OLYMPIC DEVELOPMENT LEAGUE SUBMITTED BY L. V. VENABLE

Madam Chairman, I am L. V. Venable, of 2422 Eyres Place West, Seattle, Wash. I am director and past president of the Olympic Development League and speak for that organization today.

The Olympic Development League is an association of civic, labor, community and commercial organizations of the Olympic Peninsula of Washington. It is primarily concerned with the development and protection of the resources and economy of the Olympic Peninsula. Since timber and recreation are the major economic forces of this region and much of the land is federally owned, the league has naturally been interested in and has familiarized itself with the wilderness bills which have been introduced to date, including S. 174 as passed by the Senate.

We live in the shadow of the 898,000-acre Olympic National Park and the 425,000-acre Olympic National Forest, and have had every opportunity to observe their workings, to study the recreational values and to obtain the reaction of tourists and all visitors who come seeking outdoor recreation. We are convinced that the executive provisions for roadlessness written into the wilderness bill are a denial of rights to motorists and all others who are entitled to enjoy scenic beauties even though physically or financially unable to penetrate into unbroken wilderness.

The economy of the Olympic Peninsula has never developed to anywhere near its potential. A major supply of prime timber, estimated at 17½ billion board feet, was removed from use when over a half million acres of Olympic National Forest land were added to the Olympic National Park under an act of Congress of 1938. The promise and expectation were that the tourism and recreation gained by this act would more than offset the loss of jobs and revenue to peninsular communities and counties from the loss of timber use. This offset has yet to occur. The population and economy of the four counties involved have failed to advance with those of the rest of the State. In fact, many of the dependent communities have declined.

Less than 1 percent of the Olympic National Park is developed with roads and campgrounds. A large percentage of the more than 1 million visitors tallied each year do not leave the Olympic Highway which cuts through the edges of the park. Countless campers are turned away each year due to lack of access and facilities.

Nearly all of this park consists of areas "of 5,000 acres or more without roads" which could, and likely would, be included in the wilderness system if S. 174 is enacted in its present form. As the committee knows, the National Park Act of 1916 does not prohibit road and campground development. And the act of April 9, 1924 (43 Stat. 90) specifically authorizes the Secretary of Interior "* * * to construct, reconstruct, and improve roads and trails, inclusive of the necessary bridges, in the national parks and monuments * * *."

The league, like Laurance Rockefeller, has been hopeful for new administrative thinking which would develop the national parks, without destroying the scenery, for the use and enjoyment of the people. Only thus will the recreational potential of the Olympic Peninsula ever be realized.

S. 174 as written would prevent this possibility from occurring. Most of the area of this 898,00-acre park would be put in the wilderness system where roads and motoring recreation, including camping, would be permanently barred.

The Olympic Development League therefore earnestly urges that, before enactment, S. 174 be amended to delete all reference to national parks. This is a logical request inasmuch as national park scenery is already protected under law. Having lost the use of the timber and highly productive timberland involved in the half-million-acre transfer out of the Olympic National Forest, the peninsula must not have its hopes further shattered by the foreclosure of ultimate full development of the recreational potential involved, which was to have offset the first loss. We respectfully request the committee's understanding and help in this plight.

Mrs. PROST. Our next, and I believe our last witness, is Mr. Ralph D. Hodges, chief forester of the National Lumber Manufacturers Association.

We are glad to have you before the committee, Mr. Hodges. You may proceed with your statement.

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STATEMENT OF RALPH D. HODGES, CHIEF FORESTER, NATIONAL LUMBER MANUFACTURERS ASSOCIATION

Mr. HODGES. The National Lumber Manufacturers Association with headquarters in Washington, D.C., is a federation of 16 regional, species and product associations representing the lumber industry in all parts of the United States. Its members account for a major part of the Nation's lumber production and a substantial part of the ownership of commercial timberlands. Some 3 million employees in the forest products industry are dependent upon healthy, stable production conditions for their livelihood.

We appreciate the opportunity to submit our views on the various bills to establish a National Wilderness Preservation System.

As you well recognize, the lumber industry—including owners, managers, and employees in the thousands of lumber communities in which our industrial plants are located—is completely dependent upon our Nation's forest resources for the raw material with which it serves the national need for lumber and wood products. Consequently, we are deeply concerned with any legislation which affects the forest, and have given careful attention to the provisions of the pending legislation.

Recreational use of forests not at issue: Our industry, recognizing the importance of recreation in our Federal forests, has supported their development for this type of use. Many of our companies have individually expended large sums to provide recreational facilities for public use on their own lands. Wilderness, however, is a highly restrictive type of recreational use.

Basic forest policy is at issue: Our industry strongly believes that when it is proposed to establish areas or delineate area boundaries in an arbitrary way for an exclusive use of forest lands—such as wilderness—full weight should be given to the basic policies under which the national forests must be managed. Those policies call for their most productive use for the permanent good of dependent communities and of all the Nation.

Existing authority attains objectives: The legislation under consideration is justified by its proponents on the grounds that it would "* * * secure for the American people of present and future generations the benefits of an enduring resource of wilderness * * *." We agree that certain carefully delimited areas of outstanding wilderness attraction, within the public lands owned by the United States, should receive primary-use management for wilderness purposes. The establishment and tenure of such limited areas, however, should continue under the responsibility already accorded the executive department of the Government. We believe that action by the executive department of the Government under existing authority and policies will substantially secure the objectives of the legislation under consideration.

Nature legislates wilderness generously: The proposed legislation states that—

> * * * an increasing population, accompanied by expanding settlement and growing mechanization, is destined to occupy and modify all areas within the United States and its possessions except those that are designated for preservation and protection in their natural condition.

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This statement may be true, if related to centuries instead of decades.

Those who have hiked in the vast back country of our forests, parks and other public lands, will recognize this statement, however, as exaggerated. Nature has liberally endowed us with millions of acres of rugged mountains and deserts where human habitation or works of many will seldom encumber the landscape. We believe anyone familiar with the public lands will agree that fair analyses will show the United States will always have a minimum of 25 million acres of wilderness because nature has already set it aside under a basic practical consideration. Any development would be prohibitively expensive and unrewarding.

Certainly, if there is any threat to its maintenance, it is not so imminent that we have to be afraid of losing wilderness during the brief period while we give individual review and study to the areas.

Wilderness use limited in popular benefit: If the pending bill is enacted, proponents claim that an adequate system of areas of wilderness to serve the recreational, scenic, scientific, education and conservation needs of the people will be secure. It is unlikely that all of these purposes would be served by the proposed wilderness system, except to a very limited extent, and only for that very small proportion of the American people who have the time, the means, and the desire to utilize remote roadless wilderness.

Legislated wilderness concept self-defeating: Park Service Director Conrad L. Wirth has stated that 95 percent of the use of the national parks is confined to the 5 percent of the lands adjacent to roads. Wilderness advocates complain about the overuse of this 5 percent.

Yet, the present legislation proposes that the currently inaccessible 95 percent of the national parks be put forever in wilderness, thereby preventing extension of roads for recreational use and enjoyment by the people. This use pattern is typical of all recreational areas, State, Federal, or private. Excessive dedication to permanent wilderness classification of areas appropriate for intensive recreation use appears certain in the long run to aggravate overcrowding of recreationists and foreclose possibility of relief. Actually, all of the above purposes, "recreational, scenic, scientific, educational, conservation, and historical," would be better served by retention of the lands in the national forests, the national parks, and similar areas outside of the proposed wilderness system.

Inclusion of primitive areas undesirable: Many of the areas that the proposed legislation would include within the wilderness system are truly wilderness in character, and, in fact, have little or no economic value outside wilderness use. But, the proposed legislation would also embrace vast additional areas which might not even fulfill the bills' own definition of wilderness.

The Forest Service has some 8 million acres classified as "primitive." This is only a term indicating that the particular areas have not yet been classified formally as permanent wilderness, or wild areas. Several of these primitive areas are now under study by the Forest Service to determine proper classification. Without question, parts of some of these areas should be classified for another use or uses which the NORRRC has recognized. Certainly they should not be included in the wilderness system before the wilderness characteristics of the

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areas have been determined. It is noteworthy that Interior Department lands are not so included.

The lumber industry does not oppose but, indeed, supports the establishment of appropriate reasonably defined areas of outstanding wilderness attraction as wilderness areas. But it strongly opposes the blanket inclusion of vast areas into a wilderness system without carefully determining beforehand which areas may be better suited for other resource uses when considered in the light of the future needs of our Nation. It appears that wilderness needs are being considered, in this instance, in a vacuum without consideration of other needs.

Wilderness system action cannot be isolated from total forest context: We strongly believe and urge that national forest areas proposed for inclusion in a wilderness system have the benefit of careful congressional scrutiny to assure that the use of each area involved will be in the best interest of the whole American people.

Congress should ascertain whether the benefits from dedicating areas to wilderness outweigh the potential multiple-use benefits which would be foreclosed.

If the Congress feels that it must assume the classification job now done by the Forest Service and other Federal land-managing agencies, then we believe the Congress should also assume the responsibility of assuring itself that its actions with respect to individual areas are based on sound consideration of all factors involved.

Certainly, Congress should make sure that the areas are suitable for permanent dedication. It would appear altogether reasonable and appropriate to suggest that the Congress should obtain from the several Federal land-managing agencies detailed reports as to the effect of wilderness classification on potential timber production, watershed development, mining, and other economic uses on each area and the effect on the economy of the dependent communities and surrounding areas. Public hearings should then be held by Congress after submission of the reports.

If Congress feels that the Federal agencies presently responsible for classifying and maintaining our wilderness areas are incapable of these functions, then it would seem to be wise to check the past actions of such Federal agencies on the basis of the suggested criteria.

The Outdoor Recreation Resources Review Commission, created by Congress in 1958, has completed its review of the Nation's present outdoor recreation resources, needs, and opportunities. In its final report the Commission recommended that—

> Congress should enact legislation providing for the establishment and management of certain primitive areas * * * as "wilderness areas."

However, the Commission did not endorse any particular legislative approach.

Positive congressional action preferable to enactment by inaction: One of the unusual features of this bill is that Congress would assume the responsibility for the incorporation of the areas into the wilderness system by the negative method of failing to pass a concurrent resolution in opposition to such inclusion. Congress would thus exercise its responsibility by nonaction, whereas the traditional procedure for Congress, the branch of Government which is closest to the problems of the citizens at the local level, is positive action.

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The most significant objection to enactment of wilderness legislation is centered primarily on two provisions of the proposed legislation. They are: (1) Immediate inclusion of national forest primitive areas, and (2) lack of affirmative action by the Congress.

If this committee concludes that wilderness legislation is essential to the Nation's well-being then we suggest that the proposed bills be amended to provide: (1) That existing national forest primitive areas remain outside any wilderness system until they have been individually reviewed, and classified, and (2) that recommendations of the executive agencies become effective only when affirmed by an act of Congress.

The effect of this amendment would be that primitive areas while remaining outside the system would be administered as lands within the system until they had been reviewed and a recommendation made by the Secretary of Agriculture to the President, the President had advised the Congress of his recommendations, and the Congress had approved the recommendation.

Conclusion: In view of the foregoing, we urge that the various wilderness proposals not be reported in their present form.

We support the establishment of wilderness areas based on their individual merits for such use. We therefore urge that this committee adopt language similar to that below—which is framed as an amendment to Senate-passed S. 174—as an amendment to any wilderness bill reported.

This is our amendment:

On page 3, line 17, strike out all through line 21 on page 5 and insert in lieu thereof the following:

(b) (1) The wilderness system shall include all areas within the national forests classified on the effective date of this Act by the Secretary of Agriculture or the Chief of the Forest Service as "wilderness", "wild", or "canoe": *Provided*, That the areas within the national forests classified as "primitive" may be included in the wilderness sysem as hereinafter provided. Following enactment of this Act, the Secretary of Agriculture shall, within ten years, review in accordance with paragraph C, section 251.20, of the Code of Federal Regulations, title 36, effective January 1, 1959, the suitability of each primitive area in the national forests for preservation as wilderness and shall report his findings to the President. Before the convening of Congress each year, the President shall advise the United States Senate and House of Representatives of his recommendations with respect to the inclusion within the wilderness system of each primitive area on which review has been completed in the preceding year, together with maps and definition of boundaries: *Provided*, That the President may, as a part of his recommendations, alter the boundaries existing on the date of this Act for any primitive area to be included in the wilderness system, recommending the exclusion and return to national forest land status of any portions not predominantly of wilderness value, or recommending the addition of any contiguous area of national forest lands predominantly of wilderness value: *Provided further*, That following such exclusions and additions any primitive area recommended to be included in the wilderness system shall not exceed the area classified as "primitive" on the date of this Act. The recommendation of the President with respect to the inclusion in the wilderness system of a primitive area, or portions thereof, shall become effective subject to the provisions of subsection (f) of this section: *Provided*, That if Congress fails to approve a recommendation of the President and no revised recommendation is made to Congress with respect to that primitive area within two years, the land shall cease to be a primitive area and shall be administered as other national forest lands: *And provided further*, That primitive areas with respect to which recommendations are submitted to Congress on the eighth, ninth, and tenth years of the review period herein provided shall retail their status as primitive areas until the expiration, in respect to each area, of a full session of Congress two years for resubmission of revised recommendations to Con-

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gress by the President, and if so resubmitted, until the expiration of a full session of Congress thereafter. Recommendations on all primitive areas not previously submitted to the Congress shall be made during the tenth year of the review period. Any primitive area, or portion thereof, on which a recommendation for inclusion in the wilderness system has not become effective within fourteen years following the enactment of this Act shall cease to be a primitive area and shall be administered as other national forest land.

On page 9, line 18, strike out all through line 15 on page 10 and insert in lieu thereof the following:

(f) Any recommendation of the President made in accordance with the provisions of this section shall take effect upon the day following the adjournment sine die of the first complete session of the Congress following the date or dates on which such recommendation was received by the United States Senate and the House of Representatives; but only if prior to such adjournment Congress approves a concurrent resolution declaring itself in favor of such recommendation: *Provided*, That, in the case of a recommendation covering two or more separate areas, such resolution may be limited to one or more of the areas covered or parts thereof.

Suggested additional language to accommodate conflicting views:

On page 5, line 21, strike out the period, insert a colon, and add the following:

And provided further, That pending the review of areas within the National forests classified as "primitive," such primitive areas shall be subject to the same use limitations as required under section 6 of this Act.

Thank you very much, Madam Chairman.

Mrs. PROST. Thank you very much, Mr. Hodges. Are there questions of Mr. Hodges?

Thank you again.

At this point the Chair would like to state that the record will be kept open through next Wednesday in order to receive additional statements for the record.

Mr. ASPINALL. Madam Chairman, reserving the right to object, and I shall not object, the record is open subject to the usual regulation of the committee that statements shall be in accordance with the committee's policy and accepted by the chairman of the subcommittee and the ranking member of the subcommittee.

Mrs. PROST. The gentleman is correct, and I thank the gentleman.

Is there anyone else in the room who desires to be heard on the wilderness preservation system legislation?

Let the Chair take this opportunity to thank those who have waited patiently in order to give your testimony today, and also let me state that the committee members realize their serious responsibility of attempting to either amend or perfect this legislation in such a manner that it can be acceptable, we hope, to the various facets, the various groups, the various industries who will be affected, or feel that they will be affected if the legislation is passed.

Of course, I would not presume to say that I have any crystal ball and can even tell what type of legislation will finally emanate from the subcommittee, or whether it will even be reported out of committee. But nonetheless, I believe you will recognize that the committee will certainly take under serious consideration the many suggestions that we have had the benefit of receiving here this week, as well as those that we were able to receive when last fall we were in the areas that will be materially affected by the legislation.

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The Chair recognizes the gentleman from Colorado, the chairman of the full committee.

Mr. ASPINALL. Madam Chairman, first I wish to thank the members of the subcommittee who have, in my opinion, very diligently discharged their obligations as members of the subcommittee during this last week in the consideration of the legislation before the subcommittee.

Especially do I wish to commend the chairman of the subcommittee for her diligence, conducting the meetings very effectively, saving time wherever possible, and yet permitting the various witnesses who desired to be heard to be heard as much and at such length as time would permit.

May I also state that the hearings held last fall and this week will be analyzed. It will take some time to make this analysis of the material that is before us. The committee will not mark up the legislation until it is pretty sure of the various interests that are involved, and the various approaches that have been suggested. We will proceed as rapidly as possible in line with what the gentlewoman from Idaho has said. We will try to give this legislation the considered judgment of a committee which is very varied in its approach to the program involved.

Thank you very much, Mrs. Pfost.

Mrs. PFOST. Thank you, Mr. Chairman. We appreciate those kind words.

Thanks to all of you and thanks particularly to my colleagues on the subcommittee and to the staff members who have been so diligent and stayed right through with us.

Without objection, subject to approval by the ranking minority member and myself, there will be included at this point in the record statements that have been submitted by those who oppose the wilderness legislation in the form passed by the Senate.

(The statements referred to follow:)

STATEMENT OF AMERICAN NATIONAL CATTLEMEN'S ASSOCIATION

Conforming to the request of the subcommittee chairman, the American National Cattlemen's Association, having appeared before the subcommittee at the hearings in Sacramento, Calif., November 7, 1961, will present no further oral testimony on the wilderness legislation you are considering. However, we respectfully request that this written statement be included as a part of the record of the proceedings and also be given consideration by the subcommittee members in their deliberations.

The basic position of the American National Cattlemen's Association remains the same as it was during the testimony previously presented to your subcommittee. There have been two or three events take place since that time, however, that compel us to make some slight modifications and additional suggestions for the committee to consider.

We still feel that the passage of the wilderness legislation would change nothing, add nothing, but would only put another restriction upon the land, that of roadlessness and nonuse for many productive purposes except grazing where it is established and certain other restrictive uses. The wilderness areas under the present administrators have remained in a natural state over many, many years of proper management and we believe the record of administering these lands should stand on its fine past performance. Further, management of our national forests is conducted under a multiple-use principle with wilderness

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specifically included under the law as one of these uses. To us, this seems quite sufficient. Consequently, we feel no additional legislation is necessary.

Since the field hearings were conducted, the Outdoor Recreation Resources Commission has issued its report. Throughout the report it is quite graphically illustrated that today's need is for mass recreational facilities in the great outdoors; particularly in areas close to centers of population. Wilderness is mentioned as a part of the total picture but we submit again to the subcommittee that wilderness areas actually provide recreational activity only for the few.

If, however, in deliberations the subcommittee feels compelled to pass S. 174 or some other form of wilderness legislation, we respectfully request that a specific amendment be applied to section 6 under special provisions, paragraph (c), subparagraph (2)(B). We suggest the following amendment:

"(B) The grazing of livestock, where established prior to the effective date of this act with respect to areas established as a part of the wilderness system by this act or prior to the date of public notice thereof with respect to any area to be recommended for incorporation in the wilderness system, shall be permitted to continue."

Our reason for recommending and suggesting this amendment is to make the point sufficiently clear that grazing of livestock shall continue. Livestock grazing provides a major if not the only source of tax revenue to run many local governments, a very important renewable natural resource use and one which will continue to remain vital to the future of certain communities and counties. We think further that it is unnecessary to use such words as "restrictions and regulations" inasmuch as it is definitely implied if not specifically stated that the various uses of the wilderness areas shall continue to be administered by the appropriate agency. Certainly, areas where domestic livestock grazing is permitted today, whether in or out of wilderness areas, are being regulated and administered in such a way that no change should be made by those charged with the responsibility.

We believe that it is eminently fair that livestock continue to graze in these areas inasmuch as it is not a damaging use and is completely compatible with the other multiple uses.

We also reiterate that Congress through positive action of both Houses should possess the power to change the boundaries of wilderness areas if and when necessary. Under the present wording, the President upon the advice of the Secretaries of Interior or Agriculture could recommend changes in the wilderness areas subject only to veto power by either House of Congress. This does not conform to the historical power of Congress to initiate and pass legislation. Concurrence of both Houses of Congress should be a basic requirement, if this legislation were to become law.

We thank the subcommittee for the opportunity of expressing our views further and hope that you will give favorable consideration to the suggestions we have made.

STATEMENT OF THE COLORADO MINING ASSOCIATION PRESENTED BY ROBERT S. PALMER

The official report of the U.S. Geological Survey, entitled "Minerals of Colorado, a 100-Year Record," published in 1961 under the authority of the U.S. Department of the Interior, includes the following pertinent data:

The mineral industry laid the foundation for Colorado's growth and is still, and will continue to be, a cornerstone of the State's economy. From 1858 through 1957 Colorado's mines, quarries and wells produced more than $6 billion in new mineral wealth. Of this wealth, about one-half was from metals, one-third from coal, petroleum and natural gas, and one-sixth from construction materials and nonmetallic mineral products.

This $6 billion, it should be remembered, represents values of the materials as they came from the ground. This figure does not account for the increase of values on fabrication nor the enormous gross income produced by any commodity as the money paid for it in all stages of production and use is passed from hand to hand. Except for coal, oil and gas, which are arbitrarily excluded from discussion here, all of this wealth, or nearly $4 billion worth, came from minerals. Except for native gold and the rock-forming minerals that comprise construction materials, most of the minerals as such are destroyed soon after they enter the stream of industry.

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Not all minerals have economic value, although nearly all the listed species that are commonly considered to be ore minerals have contributed directly to the State's mineral production in greater or lesser degree. A comparatively small number of nonmetallic minerals have also contributed, either through direct use, as limestone and gypsum, or as sources of chemicals.

Of the more than 400 mineral species described in this report, however, more than half have no value except as mineral specimens. Among the 200 or more minerals that are economically important, it is interesting to speculate further as to which species are really outstanding in terms of money value. It is impossible to do more than speculate as there are few facts on the relative abundance of minerals, as such, in the ores that have been produced in the State.

The summary which is given by one of the most outstanding geologists in the United States, namely, Dr. Edwin B. Eckel, is not of the mineral resources or mineral industry of Colorado, but of the known facts about the kinds of minerals that make up the rocks, soils, and ore deposits of the State. Of the several thousand distinct mineral species known to mineralogists, more than 440 have been identified in Colorado, more than any State except California.

The purpose of the report is to bring together condensations of all the significant facts on these minerals. The compilation is the finest and most up-to-date study completed in the State, and has been in progress since 1931. Many outstanding geologists of international reputation, mining engineers, mineralogists and other experts in various fields contributed to this official study.

Some Colorado minerals and mineral deposits were known long before the beginning of the written record. The Indians knew and used agate, chalcedony, and other forms of quartz for weapons and tools; they used clay for pottery and different mineral pigments for decorating pottery as well as their bodies; they produced turquois for decorations and they cherished crystals of quartz or other minerals as amulets. After the Indians came the explorers, trappers, and guides. The first written record of the occurrence of minerals in Colorado begins in 1858, when gold was first authentically reported.

Dr. C. W. Henderson in 1926 prepared a carefully documented summary of the beginning of Colorado mining history. Dr. Henderson was in large measure responsible for the outstanding cooperative geological survey program which has been conducted on a modest financial scale for the last three decades. This program was designed to help the prospector, miner, the roadbuilder and others who lay the foundation for the employment on a year-round basis of the people of Colorado.

It is interesting to note that in the absence of substantial appropriations by the Colorado Legislature, which are matched by the Federal Government, that only 20 percent of the State has been mapped geologically on a scale considered adequate for most purposes, and that the topographical studies which have been increased from year to year are only a little over 15 percent completed, although plans are going forward for larger expenditures in this field of activity.

Colorado has been justly called a vast empire of mineral wealth, with highly mineralized diversification. Production records indicate that under favorable economic conditions, mineral production rises; that when cheap imports from foreign lands invade the markets, mineral production sloughs off and, in many cases, is discontinued much to the distress of the areas in which minerals are produced, and the economies of those who furnish the producers of new wealth with supplies, equipment and facilities which permit mining progress.

The present Director of the Office of Minerals Exploration of the Department of the Interior, in an address, stated that: "We all know that the United States must have an adequate, dependable and continuing supply of raw materials. This is indispensable to meet the needs of an expanding population, a rising standard of living, and a national security. The amazing growth of the Nation since the turn of the century has not taken place without a tremendous increase in the consumption of metals and the mineral fuels. The amounts of these materials used today are huge in comparison with those of 20 or 30 years ago, and those of today undoubtedly will seem small when viewed 30 years hence. * * *

"For instance, the population of the United States is expected to reach 235 million by 1975, an increase of one-third. The gross national product, a measure of general business performance, is expected to reach $728 billion by 1975—an increase of approximately 45 percent. And both industrial production and construction are expected to almost double today's figures by the same year.

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Our energy requirements, another good indicator, are expected to reach 67,000 trillion B.t.u.'s in 1975—an increase of approximately 50 percent.

"The U.S. Bureau of Mines' economists believe that the per capita consumption of minerals during this period will increase by 50 percent. Putting this projection together with the expected increase in population, you get an increase of 75 percent in total consumption of minerals by 1975. Shifting technology, the use of new materials, advances in the recovery of scrap, and other factors will mean that the increased demand for minerals will not be shared equally by all. The increase in the consumption of mineral fuels and nonmetallic minerals will probably be somewhat greater than the 75 percent figure, and metals somewhat less.

"This estimate of sharply increased demand for minerals raises a serious question as to the ability of our domestic minerals resources to continue to supply a substantial portion of the mineral raw materials required for our expanding industrial economy and for national emergencies. What about the longer term? Will there be available to us the minerals and metals to support not only the high standard of living we now enjoy, but an enriched environment for those who are to follow us in increasing numbers? And can we find and produce the mineral materials to sustain economic growth? Just a few years ago there were glaring differences of opinion on this question. But today most experts are optimistic concerning the future. To be sure, we still have among us those who claim we are rushing faster and faster toward a time when a dwindling supply of mineral substance will bring about a deterioration of our standard of living. The depletion of high-grade ores and the growth of imports have been factors in building up a popular notion that the U.S. mining industry is bankrupt, and the country's mineral resources exhausted. This does not, however, justify the conclusion that the United States has become a 'have-not' nation, that our security is threatened by our increased dependence upon foreign sources for mineral raw materials, and that we have scraped the bottom of the barrel."

Dr. Nolan, the Director of the U.S. Geological Survey, has stated: "We probably need to fear, not the exhaustion of physical resources, but the dangers of inadequate or belated utilization of our intellectual resources." He stated further: "Research and technologic development have to a large extent eliminated from the conservation movement concern over the inadequacy of our resource base." This expression of faith on the part of the Survey Director, is based in part on the 16 percent of the continental United States, which is covered by geologic maps. Those of us who share that faith believe we have to get on with the job of completing the mapping of the country, and that public policies have to give encouragement to expanded programs of research and exploration, and to a wise and orderly development of our mineral resources.

We know full well that we face a difficult task in augmenting our easily accessible, known reserves of minerals now being depleted. We know also that we are up against ever increased costs. The conclusion is inescapable that along with research and other avenues of approach, we must discover new commercial deposits to keep pace with the future. It is now generally agreed that we may not expect to discover important new deposits merely by looking for outcrops. From now on we have to look below the surface.

Dr. Nolan has continued his correct analysis by saying that: "A common assumption, which geologically seems to be valid, has been that on the basis of the ratio between exposed and concealed areas, that there are at least two or three times as many deposits yet to be found as have been discovered thus far. This has been classified as probably a conservative estimate, for each year new discoveries on the outcrop remind us that all of the ore deposits that lie beneath exposed areas have not yet been discovered." He also (that is, the Director of the U.S. Geological Survey) has concluded that many mining districts remain to be discovered, perhaps as many as 10 times those now known; and that among these undiscovered districts there would be the same relative number of major districts, or "elephants" as has been found up to now.

These opinions are not the opinions of those engaged in the mining industry as expressed here, although a great many authorities of western mining associations are in agreement with these governmental officials. They are further in agreement with the statements of Dr. Nolan when he stated that: "We have probably found and mined a good deal less of the mineral deposits that actually exist within the United States of a quality comparable to those being mined now. Hence, it seems reasonable to assume that the value of undiscovered

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mineral deposits other than the fossil fuels is at least 10 times that of the production to date, giving us a target of roughly a trillion dollars in concealed deposits, and few would question that it is a target worth shooting at."

Referring further to the official study of Colorado's mineral industry conducted by Dr. Eckel, many scores of species, some of them new, will be added to the list of Colorado minerals in the years to come. Detailed studies of ore deposits, using new and improved methods of detection particularly on very fine grained ores, will continue to enlarge the list. The hydrous sulphate minerals, which occur in most metal and coal mines, and which coat the banks of intermittent streams and ponds in many parts of the State, have only to attract the interest of some mineralogist to yield a long list of mineral species heretofore unrecorded in Colorado.

Among mineralogists, Colorado is known not only for the variety of minerals that have been found in the State and for their enormous economic value, but especially for its richness in certain groups of minerals that are less abundant or less well developed in other parts of the world.

In Colorado, 24,156,000 acres or 36.3 percent of the total State's land area is owned by the Federal Government. This area does not include State lands or recently acquired governmental sites for various purposes. Of the 24,156,000 acres of federally owned land, 1,320,125 acres would be committed by S. 174 to a single purpose use, or 5.5 percent of the Federal land acreage. There are 11 areas in Colorado of the wilderness type in national forests as of July 17, 1961.

National forest wilderness type areas, the date of establishment, the acreage of area and national forest as of July 1961, are as follows:

Maroon Bells-Snowmass, 1933, established 1956, White River, 66,100 acres.
Mt. Zirkel-Dome Peak, 1931, established 1949, Routt National Forest, 53,400 acres.
Rawah, 1932, established 1953, Roosevelt National Forest, 25,579 acres.
West Elk, 1932, established 1957, Gunnison National Forest, 62,000 acres.

Under the national forest wilderness type areas, name, date of establishment, acreage of area and national forest as of July 1961, Colorado records show:

Flat Tops, 1932, White River, 117,800 acres.
Gore Range-Eagle Nest, 1933, Arapahoe-White River National Forest, for a total of 61,204 acres.
LaGarita-Sheet Mountain, 1932, Rio Grande National Forest, 38,030 acres.
San Juan, 1932, San Juan National Forest, 238,080 acres.
Uncompahgre, 1932, Uncompahgre National Forest, 53,252 acres.
Upper Rio Grande, 1932, Rio Grande National Forest, 56,600 acres.
Wilson Mountains, 1932, San Juan and Uncompahgre National Forests, 9,600 acres and 17,747 acres, totaling 27,347 acres.

(See exhibit A.)

In the Kremmling area, mentioned in these withdrawals, an interesting illustration of the effect upon mining activity can be given. A prospector and his wife and children who were practically destitute, made a mineral location which was frowned upon not only by the agencies heretofore referred to but by the Bureau of Reclamation as well. It was only after a constant effort on the part of the Colorado Mining Association and several State officials that the Bureau of Reclamation finally conceded the miner's right to mine in this area.

The mine, known as the McDaniel property, had to be conducted under Government supervision, with assurances being made that no Government property would be injured, including powerlines. The little mine developed into a source of income for this family and one of the richest small zinc deposits in the State. Specimens of this ore can be found in New York City in the offices of many of the major mining companies, in national museums, and in the specimen cases of many mineral collectors. The children grew up and at least one graduated from the Colorado School of Mines. Mrs. McDaniels became known for her mining ability and hard work. Money from the new mineral wealth reached as far as Detroit, where new automobiles were purchased and local, State, and Federal taxes paid.

Prospectors of this type have discovered in areas unknown for mineralization, substantial deposits of new mineral wealth. The Ouray area, including the famous Camp Bird mine, is included within one of these wilderness areas. Here, vast quantities of new mineral wealth, including gold, silver, lead, and zinc and other minerals have been produced in substantial quantities. Summit-

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ville in Rio Grande County, where some of the highest grade gold in the State was produced, is threatened if not already included in the areas proposed to be withdrawn.

The hundreds of claims located in these areas and patented cannot be ascertained in a quick study. Colorado has more patented mining claims (which, of course, would not be affected) than any other mining State. But as recently pointed out by John Wise, president of the Colorado Mining Association, there may be fractions or small parcels of land open between patented mining claims in the areas proposed to be included within wilderness reserves to be created by this promised legislation.

EXHIBIT A

Withdrawals do not include proposed withdrawals and withdrawals of recent date by the Bureau of Land Management, as illustrated by—

Colorado 014334, concerning the withdrawal of 8,287 acres of public land near Gunnison, Colo., from all forms of appropriation including locations under the U.S. mining laws.

Colorado 037314, concerning 800 acres of public land near Monte Vista from mineral entry.

Colorado 033334, concerning withdrawal from mining location of 1,155 acres of public land in Arapaho, Gunnison, San Isabel, and San Juan National Forests.

Colorado 031703, withdrawal of 17 acres of public land in Kremmling, Colo., from operation of the mining laws.

Colorado 030420, concerning 1,500 acres of public lands in San Juan and Pike National Forests from operation of the mining laws.

Colorado 031000, concerning withdrawal of 2,640 acres of public lands in the Pike National Forest from operation of the mining laws.

Colorado 017977, concerning withdrawal of 98 acres of public land domains at the entrance of Mesa Verde National Park in southwestern Colorado.

Colorado 027960, concerning the withdrawal of 116 acres of land from location and entry under the general mining laws in the Gunnison National Forest in western Colorado.

Colorado 014711, concerning the withdrawal of 5,966 acres of land from appropriation under the mining laws in Gunnison, Colo., on or near Cebolla Creek.

Colorado 027843, concerning the withdrawal of 4,078.88 acres of land from mineral entry in the San Juan National Forest in southwestern Colorado.

Colorado 014355, concerning withdrawal of 1,400 acres of land on the Williams Fork River southwest of Parshall, Colo.

Colorado 027679, concerning the withdrawal of 632 acres of land from mineral entry in south-central Colorado, in Rio Grande National Forest, etc., etc.

Colorado 066554, concerning the withdrawal of 1,483 acres of land in the Roosevelt Forest area and 3,351 acres in the San Isabel Forest area from mineral entry.

Colorado 071589, concerning the withdrawal of 1,780 acres of land in the Rio Grande National Forest from operation of the mining laws.

These orders indicate that the Bureau of Land Management and other similar agencies have been quite active in the current and past few years in the withdrawal of areas from mineral location.

Obstacles to mining progress would result with no benefits being derived whatever to those who believe in the single use as compared with the multiple-use theory, which has been supported by many segments of the population of the State of Colorado.

The total production of mineral from Ouray County is estimated from the Camp Bird alone at $50 million. While this is not an imposing figure under present-day expenditures, it has considerable importance as an illustration of what can be done in an isolated area which could not have been done had the area been withdrawn as proposed in S. 174.

To bar adequate prospecting and development for presently known minerals which are to be found in the future from the use and enjoyment by the people of America and keep from these people the employment which is so essential in the national interest, would be contrary to the advancement of the economy not only of the districts affected but of the country as a whole. Only a small group

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of people would have the financial and physical resources to pack into these practically inaccessible areas.

The proposal has been classified as "class legislation" but more than that it is a restrictive measure, which will prevent the adequate development of the public domain under the multiple-use theory for the benefit of all the people of the United States.

In recent years, more than 14 million acres of land in the categories of wilderness, wild, or primitive, have been officially set aside for more than 20 years and have remained unused or unknown by over 98 percent of the American people. Constant pressure is applied through legislative proposals, designed to add 50-100 million more acres of untouchable land and to create within this country a wilderness system which would deprive the miner, properly equipped to do a job to make America largely self-sufficient in the field of mineral production in the years to come, from access to these areas.

The Senate Committee on Interior and Insular Affairs conducted a study of the advances being made behind the Iron Curtain in the exploration for, development of, and production of minerals. This report indicates that it is the policy of the Soviet Government to encourage the opening up of new areas for mining purposes and the encouragement by the government in numerous ways of those who seek out and produce new mineral wealth. Khrushchev recognizes that the United States is the most highly developed economic power in the world today. However, he claims that with the Soviet's higher annual rate of growth and the developments of their new mineral wealth, that they will eventually become self-sufficient and will catch up with the United States in the next 10 to 15 years. Such boasts are probably exaggerations but this does not mean that the United States, instead of withdrawing areas from proper utilization, should not give proper attention to encouragement of those who wish to develop the areas and expend their time and money in the search for new mineral wealth. Thus, while we are restricting our activities in these respective fields in the United States, Russia is encouraging and promoting the search for minerals in those areas where mineral production has not taken place in the past.

Objection is further raised to enactment of the bill because it is believed that it would blanket into the wilderness system almost 8 million acres of unclassified national forest lands presently designated as "primitive," and make possible the inclusion of an estimated 22 million acres of land presently contained in national parks, monuments, and other units of the national park system, and an estimated 24 million acres in wildlife refuges and game ranges. Within 10 years the desirability of having these areas, totaling approximately 54 million acres, made a permanent part of the wilderness system would be reviewed by the Secretary of the Interior. If during one full session, neither House of Congress took action to disapprove any such recommendation, the areas included within such recommendation would become a permanent part of the wilderness system.

There is every reason to agree with the minority report of the Senate committee, which considered this matter, that the abdication of congressional authority over such a large portion of public land becomes clear when viewed in connection with the act's prohibition within the wilderness system of commercial enterprise, permanent roads, use of motor vehicles, motorized equipment or motorboats, or landing of aircraft nor any other mechanical transport or delivery of persons or supplies, nor any temporary roads, nor any structure of installation, in excess of the minimum required for the administration of the area for the purposes of this act.

Of course, these prohibitions are subject to certain limited exceptions authorized by the President upon his determination that such expected uses in the specific area will better serve the interests of the United States and the people thereof than will their denial. It is pointed out that stripped of the fine-sounding language, the wording of this legislation simply means that land is not to be used by man except to a very limited extent by a very limited number of the species. On the contrary, the majority of the people near these proposed areas contend that: "Production makes progress and is essential to America's future."

Laurance S. Rockefeller, head of Outdoor Recreation Resources Review Commission, has been authorized by Congress to make the first nationwide inventory of outdoor recreation facilities, and is conducting a survey of 50 States and will report within the year to Congress the results of the Commission's findings.

In a preliminary report to the Nation, through the pages of the Saturday Evening Post, he stated that: "We'd like to give outdoor recreation lands the rec-

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ognized status of forests, power, mining, grazing, and other national resources. Congress should make the Nation's policies in this respect." He added: "I don't agree with the wilderness boys who want to put these natural areas in deep freeze for future generations. I am for conservation and use."

Ottmar Kaub, of St. Louis, Mo., currently points out that in Rio Blanco, Colo., where he and his associates have sizable interests, that there are huge deposits of vanadium, uranium, oil shale, and other minerals. This is one of Colorado's counties where a sizable primitive area has been created. Mr. Kaub states that there is room in this area for from 100 to 300 mining companies to take advantage of the production of minerals.

One of the wild areas in northern Colorado is close to the known fluorspar deposits in that area. One branch of the Government helped finance the production and stockpiling of fluorspar up until recently, and an extensive report by the U.S. Geological Survey has been written as to the extent of possibilities in this area. Current prices for this product do not justify production. There are possibilities for the discovery of and production of badly needed nonmetallics from this area. It seems inconsistent that one branch of the Government would encourage production while another branch of the Government is recommending withdrawal from multiple use.

The major wilderness area in Colorado is in the San Juan country, where major production of numerous types of minerals has taken place. The economy of the district has been drastically affected by nonproduction during the present adverse economic conditions. The majority of the people in this area are adversely affected when large areas such as the San Juan Wilderness Area are withdrawn from multiple use.

As H. K. Savage points out in correspondence to Congressman Clyde Doyle: "Only the young and vigorous who are fond of roughing it (a small percentage of the population) will be benefited by the present provision of this bill, and it will prevent the development of mineral resources which are badly needed." He continues: "Suppose that 30 years ago a large reserve with Grand Junction, Colo., as its center had been withdrawn from development. At that time uranium was only a word in the dictionary. Today, Grand Junction is the center of a thriving uranium industry which is of national importance. In that same area, 30 years ago oil and gas were but little more than a possibility. Today, they are a growing industry with further developments underway. In recent years large sources of potash have been discovered and their development is in progress. Thirty years ago oil shale was a worthless rock because no economic method of processing had been developed. Today research has established the fact that it can be an enormous source of energy and that further research can make it economic. Consider the importance to the Nation as a whole of the development of these resources. Consider the number of jobs their development has created along with the substantial benefits to many people as compared to the pleasure of a small group."

As another prominent member of the association puts it: "Anyone who has prospected in the Mountain States knows there is plenty of awesome wilderness for those who would get off the best paved roads and into the back country; that there are so many areas where there is not a soul for miles and miles, just the prospector and God. Any experienced person in this field with a grain of commonsense should know that this is true.

It is pointed out by many in the field of mineral production that section 6(c)(8) as follows: "Nothing in this Act shall be construed to prevent, within national forest and public domain areas included in the wilderness system, any activity, including prospecting, for the purpose of gathering information about mineral resources which is not incompatible with the preservation of the wilderness environment," that this provision is nothing but a "sop" and is in a sense meaningless, for possibly these rigid restrictions with respect to equipment use and road development, would limit prospectors to the use of a simple pick, and possibly a sample sack basis.

Those in the mining industry look with extreme skepticism at the possibility of developing information which would convince the President that mining would better serve the people's interest than would retention of the so-called wilderness status, especially when it is recognized that those agencies of Government wielding great influence in Washington, who would desire retention of wilderness status, would possibly have greater access to the ear of the President and the officials advising the President than the lowly mining industry.

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From a practical standpoint, it is pointed out by those in the mining business that the objective is not merely to stay in business with no increase in demand, but a mining concern must find new reserves to replace ore being currently mined. Expenditures must be made for additional search, particularly in areas which have not been thoroughly prospected in the past. Unless basic new wealth-producing industries are given proper incentives to grow and prosper, all of the dependent agricultural, stock raising, manufacturing, and other service industries of the communities involved will decline.

It is contended by many that passage of this bill, as presently written, will adversely affect the tourist industry as well, for no roads can be built to the locked-up scenery, no boating, no skiing nor resorts or campsites of any kind. Who can say with any assurance that present wilderness areas and those proposed for the future are not essential prospective grounds for certain metallic ores, or nonmetallic industrial minerals and chemical raw materials, or coal or petroleum? Surveys have not been completed to prove or disprove any conclusions in this respect. Future research will undoubtedly develop new uses for many of the minerals which have not as yet been produced commercially within the State of Colorado. In fact, the mining industry by constructing roads, where needed, has opened up the country for the tourist, the fisherman, the hiker, the skier, the hunter, and has even made available these roads for fire and pest control.

The Western Governors' Advisory Council, meeting in Salt Lake City, adopted the following resolution as to public lands:

"(1) Since the mineralized area of economic potential in public lands makes up but a small fraction of 1 percent of the total area, it is not to the advantage of the Western States or of the Nation as a whole that these mineralized areas be withdrawn for all time or locked up in wilderness systems or other Federal reserves; furthermore, under no circumstances should there be any permanent withdrawals of any Federal lands without the concurrence of the Governor of the State in which the lands are located; and (2) an adequate study be made to determine if the true intent of the principle of multiple use of public lands is being properly carried out in all areas by all agencies of the Government."

It is respectfully recommended that subparagraph (8), section C, subsection (c) be amended to read as follows:

"(8) Anything in this Act to the contrary notwithstanding lands within the wilderness system shall continue to be open to prospecting and subject to location and entry in the same manner and to the same extent as under existing mineral laws of the United States and the rules and regulations applying thereto."

Production records for Colorado are listed by counties, and some of the counties' total production records are subsequently listed and attached hereto.

Summarizing:

1. Colorado is a vast mineralized area, containing diversified mineral deposits of several thousand distinct mineral elements known to mineralogists, of which 440 have been identified in Colorado—more than any State except California.

2. Colorado has not completed its geological mapping of the State. Only 20 percent has been completed on a scale considered adequate for most purposes.

3. The needs of the Nation are great for future utilization by the ever-growing population of the United States.

4. On the basis of the ratio between exposed and concealed areas, there are at least two or three times as many deposits of minerals yet to be found as have been discovered.

5. Many new mining districts remain to be discovered, perhaps as many as 10 times those now known; that among these undiscovered districts there would be the same relative number of major districts as have been found up to now.

6. In Colorado 24,156,000 acres, or 36.3 percent of the total State's land area is owned by the Federal Government. The policy of the Government should be to encourage multiple use in these areas rather than restrict them to a single use, or perhaps no use at all.

7. There are 11 areas in Colorado of the wilderness type in national forests.

8. Numerous other withdrawals from mineral entry have been made by the Bureau of Land Management preventing mineral entry.

9. The United States should not discourage those who seek to search out and develop new mineral deposits, particularly at a time when the Soviet Government has adopted a contrary program; namely, of encouraging prospecting for and development of new mineralized areas.

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10. Congress should not surrender to the executive branch a traditiona power; namely, that of disposing of Federal territory. The Constitution give to the Congress exclusive power to dispose of territory of the United State This provision calls for affirmative action by the Congress on any such proposal and has been so interpreted by the courts. Such a delegation of power by th Congress is contrary to the basic concept of representative government.

If the measure is to be approved by action of Congress, the bill should b so amended as to restore the affirmative power of Congress to dispose of land in question.

TABLE 1.—*Mineral production in Colorado* [1]

Mineral	1960		1961 (preliminary)	
	Short tons (unless otherwise stated)	Value (thousands)	Short tons (unless otherwise stated)	Value (thousands)
Beryllium concentrate ..... gross weight	304	$53	915	(2)
Carbon dioxide (natural) ..... thousand cubic feet	155,871	20	160,000	$21
Clays ..... thousand short tons	490	1,424	601	1,457
Coal ..... do	3,607	21,090	3,480	(2)
Copper (recoverable content of ores, etc.)	3,247	2,085	3,920	2,352
Gem stones	(3)	45	(3)	45
Gold (recoverable content of ores, etc.) ..... troy ounces	61,269	2,144	63,110	2,209
Gypsum ..... thousand short tons	82	296	89	323
Iron ore (usable) ..... thousand long tons, gross weight	11	80	30	180
Lead (recoverable content of ores, etc.)	18,080	4,231	18,050	3,863
Mica: Scrap	310	4	500	(2)
Natural gas ..... million cubic feet	107,404	12,781	120,000	14,800
Natural gas liquids:				
Natural gasoline ..... thousand gallons	73,179	4,138	79,300	4,600
Liquid petroleum gases ..... do	104,275	4,938	105,300	5,000
Peat	9,384	37	10,500	42
Petroleum (crude) ..... thousand 42-gallon barrels	[4] 47,469	[4] 137,660	47,125	136,663
Pumice ..... thousand short tons	32	70	37	63
Sand and gravel ..... do	19,053	16,882	19,620	17,390
Silver (recoverable content of ores, etc.) ..... thousand troy ounces	1,659	1,502	1,881	1,702
Stone ..... thousand short tons	2,442	4,651	2,900	5,400
Tin (content of concentrate) ..... long tons	10	12	(2)	(2)
Uranium ore	1,149,583	23,462	1,354,600	23,891
Vanadium ..... thousand pounds	8,053	(3)	9,466	(2)
Zinc (recoverable content of ores, etc.)	31,278	8,070	42,850	9,856
Value of items that cannot be disclosed: Cement, feldspar, fluorspar, lime, molybdenum, perlite, pyrites, salt, tungsten concentrate, and values indicated by footnote 2	.....	99,743	.....	123,021
Total, Colorado [5]	.....	[4] 343,104	.....	350,178

[1] Production as measured by mine shipments, sales, or marketable production (including consumption by producers).
[2] Figure withheld to avoid disclosing individual company confidential data.
[3] Weight not recorded.
[4] Revised figure.
[5] Total adjusted to eliminate duplicating value of raw materials used in manufacturing cement and time.

STATEMENT OF RICHARD V. LEA, FORESTER, DIAMOND NATIONAL CORP., NEW YORK TIMBER UNIT, OGDENSBURG, N.Y.

In the push to get some wilderness legislation through Congress this year, it should not be forgotten that the situation which created the "forever wild" concept of the forest preserve in the New York State Adirondack Park, undoubtedly resulted from pressure such as this.

The fine work of the Outdoor Recreation Resources Review Commission in applying some commonsense and perspective to the situation should not be ignored. The first step in implementing this report, the creation of a Bureau of Outdoor Recreation, has been taken. To pass S. 174 in its present form is to ignore logical planning and coordination of all land-management activities.

The "primitive areas" classification of the Forest Service is a good case in point. These areas are temporarily classified by the Forest Service. As they are inventoried and carefully examined they then might be classified as permanent

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wilderness areas by the Department and carefully defined as to boundaries. Under this bill all 8 million acres would automatically become locked-up wilderness yet the Forest Service lists 2.3 million acres of commercial forest land in these primitive areas which would be lost for human use. It is this hasty action which I am against.

As a professional forester and land manager working in and around the forest preserve, I know of the waste of resources that such a locked-up area creates. The ORRRC report indicates a major need for day camping and picnicking areas in the urban East for the motoring public rather than large roadless wilderness areas. Before such new action is taken at the Federal level, full examination of all aspects should be made.

If it becomes apparent that such legislation cannot be stopped, I would strongly suggest that amendments be made to—

1. Delay any definite classification of wilderness areas until a policy for such classification is presented by the new Bureau of Outdoor Recreation and the Recreation Advisory Council. The areas then should be carefully delineated and presented to Congress for inclusion.

2. Make positive action by Congress to approve such recommendations mandatory, not negative action as is now the case. This is in keeping with the present power of Congress to take positive action rather than have to object to voice its will.

The whole matter of land management for multiple use is of vital concern to the general public to meet their recreation needs as well as their needs for forest products. I do not feel that this bill will serve this great majority but will favor the small minority. I believe there should be provisions for all types of recreational needs and with commonsense classification of lands, these needs can be provided.

STATEMENT OF MADERA COUNTY CHAMBER OF COMMERCE, PRESENTED BY GORDON W. TUCKER, PRESIDENT

The directors of the Madera County Chamber of Commerce are in full accord with the preservation of presently defined wilderness areas, of which several thousand acres are located in the eastern portion of Madera County. However, they are opposed to the proposed wilderness bill, S. 174, in its present form.

Some objections are:

1. It sets up an ideal system for class legislation whereby minority groups can continually hammer and bring pressure for locking up needed multiple-use Federal lands in the wilderness domain.

2. It locks up millions of acres of primitive areas before they have been fully studied, inventoried, and classified before being relegated forever to a wilderness domain.

3. It does not require positive action by Congress on any executive proposals or recommendations for reclassifying lands to wilderness areas.

4. It does not assist in providing urgently needed overall recreation for the vast majority of the general public but only cater to the whims and ideologies of a chosen few.

5. Wilderness legislation of this type is not necessary because Federal agencies already are provided with the necessary authority to administer to and maintain adequate and substantial wilderness areas for in excess of the needs of people who can afford and do visit them.

6. State and local governments should be gauranteed some rights in voicing their approval or disapproval for withdrawal of additional lands for wilderness designation in the respective areas.

We hope your committee will give some deep consideration and thought to this proposed wilderness legislation as in its present form, it can promote some confusion and unnecessary controversy.

STATEMENT OF EDWIN E. MARSH, EXECUTIVE SECRETARY, NATIONAL WOOL GROWERS ASSOCIATION

Since the National Wool Growers Association testified in hearings on proposed wilderness legislation at Montrose, Colo., November 1, 1961, we are conforming to the request of the Public Lands Subcommittee chairman and have not requested

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time for presentation of further oral testimony. However, we are submitting this written statement because it contains some additional data which was not submitted at the Montrose, Colo., hearings. We respectfully request that this statement be made a part of the record and that it also also be given consideration by the subcommittee and other members of the House Interior Committee in their deliberations on wilderness proposals.

We still oppose passage of S. 174 because we feel there is already adequate authority to establish new wilderness areas if the presently established, vast wilderness areas are not sufficient for the needs of the Nation. The report of the Outdoor Recreation Resources Review Commission (ORRRC) submitted to the President under the title "outdoor Recreation for America" states that there are many areas now managed for wilderness purposes under existing statutory authority. We agree that these many areas should continue in their present wilderness status. Inasmuch as the Forest Service has never substantially changed any wilderness areas it has created over the last 35 years, it is difficult to see why such legislation as S. 174 is necessary to protect wilderness. If, however, present statutory authority is not adequate to permit establishment of additional wilderness areas, when need or desirability can be shown, then it would seem logical to add wilderness lands by passage of a specific act for each new area just exactly as Congress has been establishing national parks since 1916.

The report of the ORRRC also stresses the need for mass recreational facilities, particularly in areas close to urban centers. The present need, therefore, is not for vast new wilderness areas in addition to those already established. Wilderness areas will not provide recreational activity for the masses. They will interest only that very, very small percentage of our population wanting to "rough it" in areas that would prohibit automobiles, roads, motels, and other 20th century facilities demanded by most people for their comfort and enjoyment.

Although we see no need for, and oppose S. 174, if the Public Lands Subcommittee deems it advisable to take some action on this bill, then we respectfully request that the following language be substituted as an amendment for subparagraph (2)(B) of paragraph (c) of section 6 entitled "Use of the Wilderness":

"(B) The grazing of livestock, where established prior to the effective date of this act with respect to areas established as a part of the wilderness system by this act or prior to the date of public notice thereof with respect to any area to be recommended for incorporation in the wilderness system, shall be permitted to continue."

In requesting this amendment we have been joined by the American National Cattlemen's Association, which speaks for and represents the interests of the cattle producers of the Nation as our organization does for the sheep producers. This amendment would accomplish two important purposes:

1. It would clarify continuance of the established grazing of livestock as one of the compatible and necessary uses of areas placed in wilderness status. Present wording of this bill in this section is somewhat vague and certainly subject to various interpretations. Grazing of livestock is most essential to the economic welfare of many communities of the Western States where a very high percentage of the land affected in this wilderness proposal is located. In some of these cities and towns sheep and cattle production provides the major portion of taxes for roads, schools, and other necessities.

2. Also, through this amendment grazing of livestock would continue under all of the present restrictions and regulations established over the years for such use by the Secretaries of Interior and Agriculture. The amendment would preclude establishment of further unnecessary restrictions and regulations for grazing use, since these areas would continue to be administered by the Secretaries of Interior and Agriculture, depending on the land areas involved.

If the subcommittee deems it advisable to take favorable action on S. 174, then we respectfully urge careful consideration and adoption of this amendment.

We feel it is highly essential that we again set forth our firm conviction that a very necessary amendment to S. 174 is one to require positive congressional approval of any land areas to be included in the proposed wilderness system, rather than the negative approach of a congressional veto, as presently set forth in S. 174.

In conclusion may we again express our appreciation for this further opportunity to present (1) our opposition to S. 174, and (2) amendments necessary, if it is enacted, to protect in some measure the economic welfare of the livestock industry and many western communities affected by this legislation.

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STATEMENT OF JOSEPH W. PALMER, EXECUTIVE DIRECTOR, NEW MEXICO PETROLEUM INDUSTRIES COMMITTEE

This will express the position of the New Mexico Petroleum Industries Committee in opposition to Senate bill 174, the Federal Wilderness Act.

A resolution to this effect by our organization was unanimously adopted at our most recent convention last September. A copy is attached.

We regard as objectionable in the bill, as now written, two features: One, the taking away from the Congress its constitutional authority to decide what lands are to be designated as wilderness; and, two, apparent abandonment of the traditional concept of multiple use of public lands. We believe our industry has proved that oil and gas exploration and development is compatible with wildlife conservation and preservation of the Nation's forest lands.

(The resolution referred to follows:)

NEW MEXICO PETROLEUM INDUSTRIES COMMITTEE, ANNUAL CONVENTION, SEPTEMBER 24–26, 1961, ALBUQUERQUE, N. MEX.

RESOLUTION NO. 7

Whereas Senate bill 174, the Federal wilderness bill, has been passed by the U.S. Senate and is awaiting action by the U.S. House of Representatives; and

Whereas its provisions would unduly restrict the exploration of oil and gas only allowing such operations within the lands so designated, as "wilderness," with the consent of the President of the United States; and

Whereas the State of New Mexico would be faced with the prospect of having large portions of Federal land placed in the "wilderness" category, resulting in loss of revenues now paid to the counties and cities by the Federal Government on sharing basis: Therefore be it

Resolved, That the New Mexico Petroleum Industries Committee, in meeting assembled, urge the New Mexico Members of the 87th Congress and successive Congresses to reject all legislation with the intent of Senate bill 174.

Resolutions of 1961 adopted September 26, 1961, at convention.

STATEMENT OF NORTH IDAHO CHAMBER OF COMMERCE SUBMITTED BY DEL. W. MCPHERSON, SECRETARY

Your attention is directed to the following statement which was adopted as a resolution by our organization in regular session on May 5, 1962.

Your favorable consideration will be greatly appreciated.

"Whereas the economy of Idaho has always been and continues to be closely associated with and directly dependent upon the judicious use of its public land areas which comprise approximately two-thirds of the area of the State; and

"Whereas the continuing withdrawal of extensive tracts of these lands for restricted and exclusive uses, such as wilderness, recreational and administrative facilities, and fish and game reserves, is steadily reducing the quantity of such lands that are available for productive and job-creating enterprises; and

"Whereas the realization of Idaho's potential for expanding tourist trade will be severely handicapped by the dedication of a vast acreage of public land to a restricted type of wilderness recreation which will have little attraction to the heavy volume of motorized tourist traffic which demands convenient accessibility; and

"Whereas these dedications of valuable public lands for nonproductive uses not only deprive the State of extensive resources for future economic growth, but also limits the sources of revenue available for providing the essential services of State and local governments: Now, therefore, be it

"*Resolved*, That the North Idaho Chamber of Commerce renew and reemphasize its longstanding position of support for the sound conservation principle of multiple use of public lands and opposition to all extensive withdrawals of a permanent nature before a thorough inventory has been prepared of all potential resources in that area. Specifically we oppose the wilderness bill (S. 174) as passed by the Senate and now pending before the House of Representatives, unless further amended to prevent the permanent locking up of valuable natural resources necessary to Idaho's growth and progress; and be it further

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"*Resolved*, That copies of this resolution be transmitted immediately to the House Committee on Interior and Insular Affairs of the U.S. Congress, which opens hearings on S. 174 on May 7, 1962, at Washington, D.C. Further, that copies be sent to all of Idaho's congressional delegation."

STATEMENT OF THE OREGON CATTLEMEN'S ASSOCIATION PRESENTED BY GEORGE W. JOHNSON, EXECUTIVE SECRETARY

To me forest management means a growing forest, one that may have trees ready or about ready to harvest but young growth also that is growing to someday be used for building material, plup, or raw material that will create employment and add wealth to our Nation. Also one that may provide grazing for livestock and wild game, one that is so managed that not for long is it other than something beautiful to gaze upon. It is not stagnant, it is growing, it is life. To me grass or soil management is maintaining fertility, preventing erosion, to grow good crops to feed the people, to grow good grass for livestock, to maintain wildlife in reasonable amounts. All of this is maintaining ranches and adding to the wealth and general welfare of our Nation.

Forest management in my estimation is not the growing of trees to maturity but not to be harvested, only to die, fall down to decay without having added anything to the wealth of our country. To me grass management is not for the grass to grow to maturity, die and decay with the only value being humus added to the soil. To me the beauty of the forest, the mountains, the grassland is not to seal them off so that only a few fortunate people may see them, but to make them available to all, to protect, conserve, and use them in a way that they will provide employment, provide raw materials for building, for livestock feed and areas for recreation. To me the multiple use concept is the logical avenue of approach.

In my humble opinion all the time and expense of holding hearings, the time spent on debate in Congress and other expense necessary because of the introduction of the wilderness bill has been and will be a waste of the taxpayers' money. What is to be gained by this legislation? Some areas of the national parks and U.S. national forests are roadless which should be adequate for those few who have the time and money to spend hiking or packing to the remote areas. Some people are under the mistaken idea that as soon as areas are opened by roads that they will be denuded and destroyed forever. This is not the case as evidenced by many areas in the national forests that are maintained for multiple use. They have beauty, they provide feed for livestock and game and have added to our economy by supplying raw materials for building and manufacturing. If they are destroyed it is because we failed to manage properly. This need not happen. Logging methods, proper brush disposal, grazing and big game management if properly applied along with respect of the grounds by recreationists will allow multiple use and still conserve and maintain the resources for succeeding generations.

Admittedly in the past we have had land denuded of its forests and we have had and still have some gullies on farmland and we have had land that was overgrazed. But to prevent this and still make use of the area is what we have been working for and I say definitely making progress. Isn't that why we had the U.S. Forest Service established and why we have had other conservation agencies established and why all the agricultural experiment stations and educational institutions have preached and talked conservation of our natural resources? So is that any reason why they need to be locked up and only used to look at or should we be concerned with the original intent of Teddy Roosevelt when he said, "The forest reserves will inevitably be of still greater use in the future than in the past"? Additions should be made to them wherever practicable and their usefulness should be increased by thoroughly businesslike management. To eliminate the multiple use concept does not seem like business management to me. To put a road into an area does not mean that the country will be scarred or hurt beyond recognition. I have traveled over the old Lolo Trail between Pierce, Idaho, and Missoula, Mont. Its just as pretty and wild as if I had had to go on a saddle horse. Fires sometimes make a wooded area look worse than if it had been logged and pray tell me how are you going to get into the wilderness area to fight these fires and aren't some of the fortunate few who get to this remote area going to mess it up the same as if they had traveled by car, and aren't they going to be just as careless

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with fire as if they had gone by car and isn't the ability to fight these fires diminished by closing them to roads and equipment?

If there was anything to be gained by all this discussion and expense then we could look on it in a different light but as Senator Allott has pointed out it is not a conservation measure. It will not add to the economy of the areas involved and certainly will have little value for recreation because it precludes the development of areas for mass recreation.

It would be more sensible to table this measure until such time as the proper surveys can be made to determine in what way these lands can be used to make their fullest contribution to society, and until such time as a plan can be developed so these lands can be managed for the best interest of the people of the United States.

STATEMENT OF PACIFIC LOGGING CONGRESS SUBMITTED BY CARWIN A. WOOLLEY, SECRETARY

Since S. 1176 was first introduced in the U.S. Senate some 5 or 6 years ago, the problem of how best to preserve our wilderness heritage has become one of the major emotional and political issues of our time. The original bill has been reintroduced many times in the form of S. 4028, S. 1123, and finally as S. 174, which is now before your committee for final recommendation as to whether the bill, as presently written, should be enacted into law.

S. 1176 and each of its subsequent revisions has been of extreme concern to the membership of the Pacific Logging Congress, as it has been to all industries which are, in varying degrees, dependent upon our Federal lands for their continued existence and economic growth essential to supply the increasing consumer demands of our growing Nation. We have presented testimony at several hearings, and have endeavored to present our views in a constructive manner.

Our basic position has been, and is, that specific wilderness legislation is unnecessary and undesirable since it would place wilderness in a specially favored category out of all proportion to its importance in the orderly use of our natural resources, and more importantly, because we believe that existing and pending legislation and departmental policies already provide more than adequate assurance for the continued preservation of wilderness.

It should be particularly noted that we have never opposed the principle of wilderness preservation. We support it enthusiastically as one of the beneficial multiple uses of public lands. Our objections have been directed entirely against specific provisions contained in the various wilderness bills which are detrimental to the best interests of the Nation, and which unnecessarily complicate the proper management of our natural resources.

It should also be noted that although the Pacific Logging Congress believes that specific wilderness legislation is unnecessary we have not, and will not, oppose enactment of wilderness legislation for this reason alone.

The purpose of this letter is to review our statement on S. 174 to the Public Lands Subcommittee of the House Committee on Interior Affairs, November 6, 1961, at Sacramento, Calif., in the light of the recommendations of the NORRR Commission. We are extremely gratified that the House still has the opportunity to apply the findings of this outstanding Commission to S. 174 which was passed by the Senate without reference to this fine and constructive report.

Our statement listed six specific objections to S. 174 and outlined suggestions which, if incorporated into the proposed legislation, would permit an orderly and constructive approach to the complicated problem of wilderness preservation. We believe that the NORRRC report "Outdoor Recreation for America" substantiates our objections to S. 174 without qualification and strongly supports our suggested amendments.

The only seeming inconsistency is that the report recommends (Item No. 9, p. 8, and recommendation 8–6, p. 131) that "Congress should enact legislation providing for the establishment and management of certain primitive areas (class V) as wilderness areas."

As stated above, even though we do not believe specific wilderness legislation to be necessary, we have no quarrel with those who do. Our only concern is that its provisions be constructive. The quoted recommendation could just as easily apply to legislation such as the Multiple Use Act of 1960 for Forest Service lands, and similar legislation which is now before Congress applying this same concept to Department of Interior lands.

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In fact, there is a strong implication in the language used throughout the NORRRC report that each individual area should be enacted into class V (wilderness) separately in the same manner that National Parks and Monuments are presently established.

It should be most emphatically noted that the Commission did not recommend legislation establishing a "National Wilderness Preservation System" neither did it, even by inference, recommend enactment of S. 174. This point is particularly important since we have noted that several outdoor organizations, as well as newspaper reports have stated that the Commission report endorsed the principle of establishing such a system. We have been unable to find anything in the report to support this interpretation.

S. 174 WAS PREMATURE

In our statement of November 6, 1961, our point No. 1 was that enactment of wilderness legislation before release of the NORRRC report would be premature. We believe that the detailed and factual information contained in this report makes the correctness of our position self-evident.

WILDERNESS "SYSTEM"

Our point No. 2 opposed the establishment of a "National Wilderness Preservation System" as a legal entity. We noted that S. 174 would establish a new Federal system of lands composed of portions of several existing systems. We fear that the language contained in the present title of S. 174 is purposely designed to leave the door open for eventual establishment of a new Federal agency for administration of wilderness, or more likely, for transfer of all the system to the administration of one of the existing agencies. We have suggested that the present title of S. 174 be deleted and the following, or similar language substituted:

"S. 174. A bill to insure the preservation of wilderness for the permanent good of all the people and for other purposes."

This proposed change would, in no conceivable way, affect the specific administrative provisions of the bill, but it would make it more difficult for any person or organization to justify establishment of a new administrative agency, or transfer of all wilderness areas to the jurisdiction of one existing agency. In addition, it would properly identify the purpose of the bill to preserve wilderness, rather than to establish a new Federal system of lands.

We are gratified that this concept is endorsed in principle throughout the NORRRC report and specifically it is stated on page 132 that:

"It should be emphasized that while implementation of the classification system may result in some changes in management policies and practices, it need not result in changes of present jurisdictional responsibilities."

We therefore repeat our recommendation that the words "A bill to establish a National Wilderness Preservation System * * *" be deleted from the title of S. 174 and more general wording substituted embodying the principle of wilderness preservation, rather than the establishment of a new Federal land system as the objective of the bill.

CLASSIFICATION WITHOUT JUSTIFICATION

Our point No. 3 opposed the provisions of S. 174 which give statutory designation of "wilderness" to national forest "primitive" areas before land use studies have been made and recommendations as to final boundaries have been submitted to Congress by the Secretary of Agriculture. We recommend that all areas now officially classified as primitive areas by the Forest Service be excluded from the act until such time as their inclusion is recommended on the basis of professional analysis as to their highest value to the Nation.

The NORRRC report does not specifically discuss classification procedures for presently established primitive areas, but it does emphasize throughout that the key to lessening future land use conflict lies in careful application of scientifically applied classification procedures. On page 81 the report states:

"It is not for a series of crash programs * * * the effectiveness of land, not sheer quantity, is the key."

Again on page 93 it states:

"Careful planning and coordination of effort will not only reduce conflict between recreation and other resource uses, but in many instances, can open up new recreation opportunities without detriment to other uses."

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On page 95:

"* * * more effective management of land and water resources and more careful planning are urgently needed."

On page 96:

"Because of the wide variety of possible recreation activities on many areas, the purposes for which each area is particularly suited must be carefully determined to assure a desirable variety of opportunity and of values."

In this respect it is interesting to refer back to a statement of the Department of Agriculture addressed to the chairman of the Senate Committee on Interior and Insular Affairs which appears on page 11 of the printed proceedings of the June 19 and 20, 1957, hearings on S. 1176 in Washington, D.C. The quotation refers to the provisions of the bill which would give primitive areas the statutory designation of "wilderness areas" upon the effective date of the act with provisions for later review and recommendation for removal of portions deemed not suitable for wilderness. It is important to note that this provision of S. 174 has not been changed in any significant manner from the corresponding provisions of S. 1176 to which the quotation refers. The quotation is as follows:

"By tending to freeze the status quo of existing wilderness-type areas *the bill would strike at the heart of the multiple-use policy of national forest administration.* The bill would give a degree of congressional protection to wilderness use of the national forest which is not now enjoyed by any other use. *It would tend to hamper free and effective application of administrative judgment* which now determines, and should continue to determine, the use or combination of uses to which a particular national forest area is put. The balancing of conflicting demands, and the weighing of one use priority against another is the key to workable multiple-use management." [Italic supplied.]

In this same letter, the Forest Service recommends a substitute bill for S. 1176 and its recommendation, also on page 11, in regard to wild, wilderness and primitive areas, is as follows:

"3. Define 'wilderness,' include national forest wilderness and wild areas as wilderness under the act, and direct the Secretary of Agriculture *to designate presently classified primitive areas within 10 years* as to whether they are predominantly of wilderness value." [Italic supplied.]

These two quotations exactly state the position of the Pacific Logging Congress on this specific provision, except that we have deemed it inappropriate to suggest a time schedule for classification of primitive areas.

CLASSIFICATION OF PARKS OBSTRUCTED

Our point No. 4, of our November 6, 1961, statement pointed out the contradictory language of section 3(C)(1) "National Park Areas" of S. 174, where the first sentence states that all undeveloped areas of national parks over 5,000 acres in size shall be incorporated into the wilderness system upon the effective date of the act, subject to further provisions. The following provisions however, provide that actually no portion of the national parks would automatically be incorporated into the wilderness system on the effective date of the act.

In other words, the first sentence instructs the Park Service as to what areas should be included, and leaves the strong inference that some portions of the national parks would automatically be included in the wilderness system, while the following sentences refute the first in its entirety.

We believe that the first sentence of section 3(C)(1) should be deleted. It serves no useful purpose whatsoever, and can only serve to complicate the orderly classification of national parks and monuments.

The first sentence carries the strong inference that any national park or monument lands over 5,000 acres in size without roads should be classified as wilderness, except perhaps for an occasional minor exception. In fact, it could well be argued that this sentence should be construed as a directive to the Park Service to classify their lands with this objective in mind. This concept is entirely contradictory to the findings of the NORRRC, which finds that the need for development of recreational opportunities is more acute in the national parks than for any other land category.

On page 86, the NORRRC report has this to say:

"It is not the total number of acres that is critical, it is the number of effective acres. Consider the anomaly posed by our parks and forests. For all their vastness overcrowding appears to be more and more prevalent. Newspaper pictures of campers being forced away from parks are now a familiar

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summer feature; so is bumper-to-bumper traffic on the roads to such popular areas as Yellowstone Park and Yosemite Valley.

"The congestion is somewhat delusory, however. In its survey, the Commission found that the trouble with the big open spaces is that large parts of them are being underused.

"* * * Because it is so visible, however, the congestion has diverted the attention of the public—and of recreation managers—from the great bulk of open space that is unused * * *.

"To a large degree then, there has been a failure to use well what is already available. The problem essentially is one of management * * * opening up unused parts of present sites, however, is just as imperative; indeed, *without this kind of development, the United States could spend billions on new parks and still not keep up with the demand.*" [Italic supplied.]

Laurance Rockefeller, Chairman of the NORRRC has been recently quoted in the Saturday Evening Post as follows:

"I don't agree with the wilderness boys who want to put these natural areas in deep freeze for future generations. I'm for conservation and use * * *. Less than 5 percent of the Yellowstone is developed. They crowd all the tourists into this 5 percent. We need new thinking about the use of wilderness recreation lands."

Please note that our proposed revision of section 3(C)(1) of S. 174 does not in any way lessen the opportunity for the National Park Service to classify its lands in any manner it deems appropriate. In fact, the deletion of the first sentence would remove a guideline that, if enacted into law could only be assumed to carry the force of a directive, and which would be in direct contradiction to the recommendations of the NORRRC, and to the best interests of the American people.

PURPOSE OF WILDLIFE REFUGES NEGATED

Our point No. 5 opposed statutory designation of wilderness areas within wildlife refuges and game ranges, for the reason that the establishment of a statutory wilderness area, under the present provisions of S. 174, on a wildlife refuge or game range would result in a situation where the management of the area for a wildlife refuge would be subordinated to the mandatory maintenance of a rigidly prescribed wilderness condition.

Enactment of S. 174 would effectively prevent management of any portion of wildlife refuges, designated as wilderness, as a game refuge. Habitat improvement would be impossible. Control of noxious forage and of encroachment of undesirable vegetation would be forbidden by law. Cement fishways around stream obstructions would be illegal, access roads to permit harvest of harmful game surpluses would be impossible. Drilling of wells, or construction of waterholes with machines in arid portions would be forbidden by law. The list of such examples, none of which materially affect the true primitive atmosphere of the area, could run into the hundreds, or perhaps thousands.

It is our belief that the primary objective of wildlife refuges and game ranges is to manage them for the best interests of the wildlife thereon. All other uses must be secondary. Under S. 174 wilderness is primary and mandatory by law. The wildlife refuge is secondary.

Therefore, we recommend that the provisions of S. 174 relating to wildlife refuges and game ranges be deleted in entirety. If this cannot be accomplished, we suggest that qualifying language similar to the following be added to the pertinent section of S. 174 before enactment:

"*Provided*, That nothing in this act shall be construed as to prohibit, or limit, the authority of the managing agency of any portion of a wildlife refuge, or game range, classified as wilderness under this act, to perform any action, otherwise prohibited by this act, deemed necessary for the proper management of the area as a wildlife refuge or game range."

We do not doubt that the wording of this suggested amendment could be improved, but we belive that the intent is vital.

LEGISLATIVE RESPONSIBILITY USURPED BY EXECUTIVE ACTION

Our sixth point was in opposition to the provisions of S. 174 which permit recommendations of the President concerning wilderness to become effective unless a resolution opposing such recommendation has been approved by at least one House of Congress.

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These provisions abdicate the constitutional authority and responsibility of Congress to dispose of public lands. Under S. 174 Congress does not have the right to initiate action, or to modify Executive recommendations. All it can do is to take negative action, or express passive approval by taking no action.

We believe that these provisions of S. 174, regardless of their effect on wilderness, are entirely contrary to the traditional and constitutional roles of the legislative and executive branches of Government.

We therefore repeat our previous recommendation that section 3 subsection (f) be amended so that no recommendation pertaining to the establishment, or revision, of wilderness areas shall become effective unless affirmatively approved by both Houses of Congress.

Our comments have been concerned only with specific provisions of S. 174 which we feel are harmful to the best interests of all the people of these United States. We have offered suggestions for amendments, which if adopted, would permit an orderly and constructive approach to the highly emotional problem of wilderness preservation. We believe that our suggestions would relieve much of the present controversy over S. 174, and would, in no way, detract from its effectiveness as a means to insure the preservation of wilderness.

We urge your favorable consideration of our recommendations.

STATEMENT OF PUBLISHERS' PAPER CO., PRESENTED BY HENRY E. BALDRIDGE

Publishers' Paper Co. manufactures annually some 145,000 tons of pulp and paper, the majority of this production being in sulphite newsprint paper. It also manufacturers annually some 25 million board feet of lumber from a sawmill operation. Approximately one-fourth of the timber supply of the company is obtained from U.S. Government lands. The company owns timberlands which will eventually be capable of sustaining the majority of the wood fiber needs of current mill production.

We object to setting aside programs for the use of one specific group whether they be timber operators, recreationists, wilderness advocates, watershed promoters, grazing interests, game interests, or others; rather, we would advocate multiple use of Government lands to provide the greatest good for the greatest number.

The legislation for a wilderness system advocates a single use of Government property without due consideration of maximum utilization of a natural resource of the country. Some years ago, the legislative bodies realized a need for wilderness and recreation, and, accordingly, authorized and established a Commission to review outdoor recreation with a request for a report of recommendations.

That report has been completed and recommendations were made for development of wilderness, but primarily the report emphasized need for developed recreational areas readily accessible to the general public. We would recommend that some wilderness areas are desirable but that moderation should be used in development of wilderness areas, recreational areas, set aside timber areas, or other items of special interests.

Currently, the U.S. Forest Service and the Federal Park Service have some recreational facilities including wilderness areas in their programs and rather than set up additional agencies to handle this one specific wilderness and recreational program, the thoroughness of the multiple use programs of the agencies now set up should be more thoroughly evaluated and considered before changes are made.

We urgently request that a wilderness system not be enacted; rather, Government lands should be evaluated and utilized in a light of multiple use.

STATEMENT OF SALT LAKE CITY CHAMBER OF COMMERCE, PRESENTED BY GUS P. BACKMAN, SECRETARY

The Salt Lake City Chamber of Commerce has appeared through its various committees at various hearings on S. 174, the wilderness bill.

We would like to place in the record with respect to mining the following statement:

"The provision in the present bill to the effect that recommendations of the President for wilderness system inclusions shall become effective unless dis-

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approved by a negative resolution of one House of the Congress is contrary to established procedure for disposal of the public lands by the Congress and should be stricken from the bill.

"In place of this provision it should be provided that only those lands which the Congress has already reviewed and set aside for exclusive recreational use be included in the present bill for immediate approval as wilderness system. All other areas which might be considered desirable for wilderness system inclusion should be made the subject of specific proposals to the Congress and the Congress should then follow normal legislative procedure in consideration of such proposals.

"All lands involved, principally wilderness-type lands of the national forests and wildlife ranges and game refuges, are now being administered by the departments which would continue to administer them if incorporated into the proposed wilderness system. Administrative regulations now in effect on those lands would very amply protect such wilderness value as they now have while they were being considered. Proper legislative procedure would provide opportunity for review of all resources, and of the resource needs of affected communities. It would also permit flexibility in the conditions which the Congress might find it necessary and advisable to provde in each such area set aside primarily for recreational use.

"The wilderness bill should provide that the mining laws continue to apply in such national forest areas as would be included in the wilderness system.

"The present wild, wilderness, and primitive areas of the national forest are open to prospecting and to claim locations, subject to regulations as to accessibility; and, therefore, as to extent and nature of development work. However, any party making a discovery of valuable mineral can, under present law, locate a claim to protect his rights to that discovery. Under the present bill his only recourse would be to convince the President of his rights. The difficulty of such a course would simply preclude any prospecting.

"It may be that this is the objective of the proponents of the present bill. However, as many Senators and Congressmen are supporting multiple use, including prospecting and locating of claims in certain proposed national parks, we feel that it is consistent that their support be given to continuation of these rights and uses on lands in which such rights and uses are presently permitted.

"The present regulatory power of the Secretary of Agriculture to establish wild and wilderness areas on the national forests should be clearly and definitely terminated. Otherwise, following the inclusion of such areas as now exist in the wilderness system, additional wild and wilderness areas could be set aside in the national forest. We don't say the Secretary would set aside such additional areas in which commercial activities would be materially restricted; we simply say he could, and therefore strongly recommend the abrogation of this authority."

STATEMENT OF TIMBER PRODUCERS ASSOCIATION, DULUTH, MINN., PRESENTED BY JOHN V. HOENE, EXECUTIVE SECRETARY

For 25 years, since my graduation from Cornell University, I have devoted most of my spare time and much of my professional time to the subject of conservation. These efforts have been aimed at developing and improving, not only our forest resources, but also our fisheries, duck and goose management, predator control, and water conservation. During this period, I have become thoroughly experienced in the terrain and conditions, not only of Minnesota, but of many other States. I have also become very much aware of the controversies between the conservationists, who believe in "wise use," which implies "multiple use," as contrasted with the preservationists, who are a vocal minority interested in locking up resources.

I have become increasingly alarmed at the fantastic efforts being made by the preservationists and more lately by the many articles published in some of our leading magazines. Much of this published material has been written in such a way as to make an opponent of unlimited wilderness look like some kind of despoiler. You, having been in public life, know how easily your opponents can draw you into a situation where you become branded for being against something. No matter how well intended are your motives, ofttimes the brand and the stigma remains.

The preservation crowd, though small in number, appears to have been able to attract some wealthy altruistic people who have made it possible to spread this message widely; meanwhile the college-trained professional foresters, who

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have the highest of motives and have spent a lifetime at their career, are frequently undermined and their motives questioned. This applies to foresters, whether working for the U.S. Forest Service, the State conservation departments, or the many industrial firms which own forest land. The hundreds of top game biologists who usually work closely with the foresters are also brushed aside in this clash of principles.

I maintain that these conservationists are generally more right than the preservationists. Most of the conservationists have much more professional experience, as compared to the other group which is largely composed of lay people.

We do not begrudge a few well-selected wilderness areas, despite the fact that most of northern Minnesota is wilderness and the same for Maine and the western Rocky Mountain States, as well as Canada. In fact, we have a wilderness area in the Superior National Forest of approximately 1 million acres. We maintain there is no need for a wilderness bill, since we have had ample proof over the years that the Department of Agriculture and the Department of Interior have added to wilderness areas constantly over the years.

Why, all of a sudden, this terrible fear, which is being expressed? Why is there so little faith in the President of the United States, the Secretary of Agriculture, the Secretary of Interior, the U.S. Forest Service, and Congress itself? We have seen no losses, but only gains by the preservation movements insofar as Government lands are concerned. Whereas some people insist that S. 174 be amended, and I agree with the amendments suggested by the American Pulpwood Association, I beg to repeat that, rather than discussing amendments, we should be discussing the basic idea of why a bill at all.

I have come into contact with many thousands of sportsmen and am an active member of several such groups. Practically all of these people are concerned, not with locking up, but with access. They want multiple use, which provides not only the best management of timber, which results in a more beautiful and healthy forest, but also results in the maximum of woods roads for the deer hunter, the partridge hunter, the duck hunter, the fisherman, the mushroom seeker, and the many others who desire outdoor recreation. As a local resident, I find myself using the Chippewa National Forest much more during the year than I do the Superior National Forest, even though the Superior is much closer to Duluth. One reason is that the Chippewa is much more accessible and generally much more productive of game and fish. Multiple use has been the keynote of this forest for many, many years, and the sportsmen in Minnesota are well aware of the fruits of this management. Some of the most beautiful stands of timber in our State are selectively harvested evergreen areas in the Chippewa National Forest and the surrounding State and industrial forests. Game has responded abundantly to this intelligent management by professional foresters and game and fish biologists.

Please don't throw our Government and our resources out of gear by passing this unnecessary law.

STATEMENT OF ASSOCIATED GEOLOGISTS SUBMITTED BY LLOYD E. FRIZZELL, B. SC.

It is the opinion of Associated Geologists, 21 Southeast 18th Avenue, Portland, Oreg., a geological consulting firm, that passage of bill S. 174 in its present form would be detrimental to the welfare of the communities embraced by certain areas that have been tentatively proposed as "wilderness" areas. This is especially true of the area designated the Kalmiopsis Wild Area in Curry County, Oreg.

Associated Geologists have been engaged for the past 3 years in research, reconnaissance and detailed geological studies of southwestern Oregon for industrial and mining companies that wish to engage in long-range mining programs in this area. Although the studies have been not yet completed, we do have enough information relating to the mineral potential of this area to state that it is mineralized and under consideration at this time by several mining and industrial companies for exploration and exploitation of its mineral potential. The area has a potential in copper, iron, chrome, and gold.

Both Curry County and adjoining Josephine County are depressed areas with chronic unemployment. This exists because the counties are so dependent on lumbering and its associated industries, which are so depressed at this time. New diversified industries are needed. Mining is the most logical industry

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because the raw resources are available. S. 174 would eliminate much of the potential mineral reserve in this area, as the provisions for mining are inadequate, discriminatory, and detrimental to the mining industry because, in our opinion, no one will invest the capital required to explore and develop a mineralized zone under the provision for mining in S. 174.

We suggest the following:

(1) The lands be classified as mineral or nonmineral before the boundaries for wilderness areas are determined;

(2) Classification of the lands be based on evidence presented to a three-man factfinding board with representatives from government, private industry, and a chairman from one of the universities in the area;

(3) Notice of intent to establish a wilderness area be advertised and a 5-year period be allowed for the surveys and evidence to be completed and presented to the board;

(4) If the board's decision is that the lands are mineral in character and would contribute to the economy and welfare of the county or counties embraced by the proposed wilderness area, then mineral entry should be granted under the present laws as pertaining to other Federal lands.

STATEMENT OF CALIFORNIA STATE MINING BOARD, SAN FRANCISCO, CALIF., SUBMITTED BY PHILIP R. BRADLEY

The California State Mining Board, appointed by the Governor and composed of citizens professionally acquainted with both mineral and wilderness resources of the Nation, approves in principle the preservation in their natural condition of wilderness elements where these are well defined and clearly predominant over value of other potential uses of land. It approves in principle measures that would control flagrant and unnecessary despoliation by the many activities of man, of any natural beauty of exceptional order. Nevertheless, it opposes the national wilderness system bill, S. 174, for reasons that include the following:

(1) The provisions therein for prospecting and mining under Presidential permission are wholly impractical and unfeasible. Such permission, it may be presumed, is most likely to be granted in times of emergency such as war or threat of war. In view of the extremely long period of time that must elapse between inception of prospecting and actual production of metal or mineral—a period that cannot be compressed appreciably by crash programs when wartime shortages of labor and implements exist—it is necessary that land that is to produce minerals during war be prospected thoroughly in years of peace, and, indeed, the ore bodies that are discovered must be developed well before a national emergency arises.

As to prospecting in times of peace, it seems required that Presidential permission for prospecting be dependent on first determining the land to be of greater value for production of mineral than as wilderness; but how determine such value without first prospecting? How prospect today without machines? Furthermore, the mining permitted is to be under regulation not limited by any terms of the bill and this prospect seems likely to be prohibitive of any effort toward the risky and difficult business of mining.

(2) Those metals and minerals needed in the future are most likely to be found in the areas as yet least prospected, most inaccessible, and most probably to be included in the wilderness system of S. 174. Prospecting is just now passing through the stages of a complete revolution in techniques and in mining company policy—policy that involves great risk, great areas, and great expense, and to which mining people have been driven by exhaustion of easily found ore bodies. To interfere with such work seems certain to interfere in turn, and perhaps fatally, with future industrial and fighting capacity of the Nation.

(3) As citizens interested in best government we oppose (*a*) the procedures proposed that give control over selection and classification of land to the executive branches of Government on simple failure of Congress to act in opposition thereto; (*b*) the procedures proposed, which provide that the Secretaries of the Interior or Agriculture may, at any time, merely by a notice of proposal to incorporate, bring into the wilderness system any part or all of the public domain—this can effectively deny to the citizen all his rights of appropriation thereof; (*c*) the principle of devotion of land to single use; (*d*) the principle of devotion

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of land to single and exclusive use upon administrative selection rather than subject to available forms of public approval; (*e*) the principle of devotion of land to single use inflexibly, without provision for means other than Presidential determination for reclassification of land in event of development of more important needs of the public interest; (*f*) incompatibility of the single-use principle and of the bill generally with recognized principles of conservation; and (*g*) the general proposition of delegating to the President powers traditionally those of the Congress in matters so important as disposition of the public domain.

(4) As citizens familiar with problems of transportation of persons and food and of provision of necessities of life in remote and wilderness areas, we oppose denial of use of such areas to all but the few today able to afford the time, energy, and money necessary to meeting these conditions. A comparison of the transportation and access problems of only 50 years ago in areas now incorporated into the national park system, for example, will reveal complete dependence of present day visitors, numbering in the millions, on highly developed systems of mechanized access for their enjoyment and use of such areas. The nature of the typical American family vacation will tend strongly to prevent utilization of wilderness areas by the public.

(5) Limited public interest in those existing remote areas or areas not accessible to modern transportation, now administered by Federal and State agencies, suggests both their area and administration are adequate to public needs for some time to come, and in little need of change, if any.

(6) The bill provides no guarantee that those Federal and State agencies concerned with mines, minerals, and geology may proceed with their normal programs and investigations, mechanized as necessary, of the lands of the Nation, without conflict with or interference by the provisions of S. 174.

STATEMENT OF E. C. CLEVELAND, BOISE, IDAHO

I want to go on the record as opposing S. 174. My reasons are as follows:

1. The bill is so written that changes in land status originate from the Executive rather than Congress where the people are represented. Therefore, I feel that this bill takes representation away from the people.

2. There is no need for this legislation. Land under consideration is being managed by the various Government agencies which are doing a satisfactory job if measured by governmental standards.

3. The outdoor resources reviewed while recommending establishment and preservation of certain primitive areas also states that the need in recreation is for areas which are available to the driving public. If we could have our primitive areas open for public use similar to the White Mountain area in the Northeast, these areas could be enjoyed by hundreds for everyone using the areas under the present classification.

4. A thorough inventory is needed of the areas in order that intelligent decisions on use can be made. What amount of timber is available for annual harvest? What is the carrying capacity for both wild and domestic animals? How much water is available from the watersheds? (Water yield can be increased 30 to 40 percent by changing patterns of the vegetation.) What minerals are in the area? How many lakeside campground areas are available if roads were put in to make them available to the driving public. These are hardly values to be thrown away by a wholesale change in classification to wilderness.

5. Wilderness areas are not recreation areas. A great majority of the people are unable to visit these areas because of time and money. Many who do are disappointed by the limitations of the areas visited; dirty campgrounds which according to the law should not be there; a lack of toilets, fireplaces, and drinking water, etc.

To me this is a wasting of our resources of water, timber, recreation, mineral, and wildlife. The agencies charge that the management of public lands could do a much better job if not saddled with restrictions imposed by this law.

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STATEMENT OF THE NEW ENGLAND COUNCIL SUBMITTED BY GARDNER A. CAVERLY, EXECUTIVE VICE PRESIDENT

The New England Council is a nonprofit regional organization composed of a cross section of industry, business, agriculture, labor, education, and government in the six New England States; it is dedicated to the economic development of New England and to those factors making such development possible.

The New England Council reaffirms its previously declared policy that the present use and future development of forests should be on a basis which will provide a continuing supply of wood for the manufacturing establishments relying upon them for raw material and should be managed so as to maintain a forest cover capable of renewing itself with improved quality for the future.

The New England Council believes that the region's forests, also, can make their contribution to New England's popularity as a recreation area for such activities as hiking, picnicking, camping, hunting, fishing, boating, and others, while maintaining their important direct contribution to the economy as a source of raw material for wood-using industries, under proper management and development; and for water conservation. This, we believe, is true multiple-use development.

Such multiple use is practiced on our many State-owned forests. It is also particularly well illustrated on the Green Mountain and White Mountain National Forests comprising 950,000 acres in our three Northern States, where competent forest management is continually developing facilities for tourists; where conservation of water and wildlife are integral parts of management; and where well-planned timber removal furnishes raw material to industries.

The so-called wilderness bill now pending before Congress would authorize the imposition of a much more limited use for parts of these national forests; keeping these areas from contributing their full share to the support of wood-using industries, and from realizing their full potential as recreation areas.

Therefore, The New England Council is opposed to the wilderness bill in its present form and to any other measures which would impose uneconomic limited use for truly multiple use now enjoyed on the lands of the national forests.

If the wilderness bill is to be passed, it should be amended in our opinion. Original public domain or lands never transferred to private ownership or directly into national forests or other designated Federal status may well be suitable for classification as wilderness areas.

On the other hand, lands in the older States which had been in private ownership and subsequently acquired by purchase by the Federal Government provided part of the timber supply for their regions, and it was never contemplated by the States when they approved Federal acquisition that limited use would be imposed.

It appears to us that concurrent agreement should be required with the States in this latter category, embracing any areas under consideration for wilderness status.

We in New England are especially proud of our forests; a major resource in a region of relatively meager natural resources.

STATEMENT OF SPOKANE CHAMBER OF COMMERCE

(Submitted by L. W. Makham, General Manager)

Members of our chamber's timber products and mining bureaus remain extremely concerned over provisions of the wilderness bill S. 174 to be considered by your committee the week of May 7.

Our chamber has registered this concern on previous occasions. We presented statements in opposition to broad wilderness legislation at the hearing in Bend, Oreg., in 1958, and in Seattle in 1959. We have mailed statements expressing the concern of the members of these bureaus more recently to the Senators and Congressmen from our State.

Our concern results primarily from the blanketing provisions of the legislation. We recognize that primitive and wilderness areas are valuable, but we believe that individual decisions should be made by Congress on each area before it is officially designated as a wilderness area. This is the manner in which wilderness areas have been set aside in the past. We believe the procedure is sound and should be continued to assure the optimum utilization of the resources of our public lands.

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STATEMENT OF WESTERN LUMBER MANUFACTURERS, INC., PRESENTED BY GEORGE A. CRAIG, SECRETARY-MANAGER

We appreciated the opportunity given our president, Mr. E. P. Ivory, to present testimony at the hearing held November 6, 1961, at Sacramento, Calif.

We respect your desire to restrict additional testimony to new material. "Outdoor Recreation for America," the report to the President and the Congress by the Outdoor Recreation Resources Review Commission, dated January 1962, is new and has some pertinent observations. On page 17, for example, there is this statement:

"Areas suitable for zoning as either class III (natural environment areas) or class V (primitive areas) present an especially difficult problem. The former classification permits wider recreation use and also other uses, while the latter preserves truly primitive conditions. Class III should usually be given the preference where the need to make the area available for general recreation use or for economic utilization of its resources is clearly more urgent than the need for its preservation in primitive conditions. Where this situation does not exist, the class V choice should be preferred, since once primitive conditions have been destroyed their restoration is virtually impossible."

On page 107, there is this further observation about class III (natural environment areas):

"Many areas suitable in part for assignment to this class, such as portions of the Allagash country of northern Maine and cutover areas in the northern Lake States, have been repeatedly logged, but their natural characteristics remain relatively unchanged."

Pages 71 notes that "quasi-wilderness" areas, even if managed to allow other limited uses and more recreation development in some parts, "could provide a form of wilderness experience that will satisfy a large proportion of those who seek it."

We believe that this report supports our position that primitive areas should not be included in the system proposed by S. 174. Further, we still see no evidence of need for the legislation. Finally, we believe that the bill's arrangement of giving positive control of the wilderness system to neither the Congress nor the administrative agencies will cause unnecessary difficulties in the designation and management of these areas, if the bill becomes law. Therefore, we respectfully urge that you give an unfavorable report on S. 174, and ask that this statement be made a part of the record of the May 7 hearing.

STATEMENT OF WYOMING COUNCIL FOR ECONOMIC DEVELOPMENT

We appreciate very much the opportunity of making a statement to this Committee on Interior and Insular Affairs concerning S. 174, the wilderness bill.

The Wyoming Council for Economic Development is an association consisting of the following business and agricultural organizations in the State: Wyoming Stock Growers Association; Wyoming Wool Growers Association; Wyoming Retail Merchants; Wyoming Farm Bureau Federation; Wyoming Mining Association; Wyoming Division, Rocky Mountain Oil & Gas Association; Wyoming Oil Industry Committee; Wyoming Development Association; Associated General Contractors of Wyoming; Wyoming Chamber of Commerce Executives; and the Wyoming Taxpayers Association. The interests represented here include virtually all of the economic endeavors of Wyoming. We are joined together to speak in unison about those subjects upon which we all agree. The purpose of this statement is to register our opposition to S. 174, the wilderness bill.

The very fact that a council such as ours, with its varied interests, has such a vital concern with this legislation, is indicative of the effect such a program would have on our State.

During a recent meeting of the council, much time was spent in consideration of S. 174. Each industry represented pointed out the effects of locking up the resources of our State into single-use areas of public domain. Such a policy would abrogate the multiple-use concept in the utilization of resources. It could prevent the mining and oil industries from developing mineral deposits. It would tend to reduce the grazing utilization and render many livestock units uneconomic. It may eliminate the lumberman and sawmill operator. It might have a serious effect on the retail business of Wyoming as well.

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With 51.2 percent of Wyoming's area under Federal ownership or management, the policy regarding the utilization of these lands has a material effect upon the future economic growth of Wyoming and the West. The policy trend has been one of restricting use rather than encouraging increased development through private or State ownership. S. 174 would be another step in a series of legislative and administrative moves aimed at curtailing development.

The next item which received the attention of the council was consideration of the Federal Government's "rural areas development" program, a program designed to cause Federal agencies in the State to stimulate crash efforts to "move forward" in economic development.

We recognize the present demand and the future needs for recreation.

We also recognize, through firsthand information, the compatibility of recreation as a phase of multiple use.

The vast tracts of near-timberline areas sealed off under the wilderness proposal will be accessible to only the few who can afford to hire someone to pack into these lands. One would have to stretch the imagination considerably to conceive this to be in the public interest.

We appreciate the opportunity to present our comments to the committee. We respectfully urge disapproval of S. 174 in its present form.

STATEMENT OF WYOMING WOOL GROWERS ASSOCIATION, DOUGLAS, WYO.

The Wyoming Wool Growers Association, which represents an industry that is the second largest of its kind in the Nation and contributes $71 million annually to the economy of Wyoming, strongly opposes the further withdrawal of public lands for the extension of wilderness areas and national parks. More than enough wilderness areas exist in the West. The principle of multiple use should apply to all public lands.

Wyoming's economy, as well as the economy of all the Western States, is highly dependent on the use made of the public lands lying within its boundaries.

It is highly important to the people of Wyoming and the West that the public lands remain accessible and be utilized to benefit the industries that are keeping the economy of Wyoming and the West strong.

Furthermore, the Wyoming Wool Growers Association strongly feels that any withdrawal of public lands be at the authorization of Congress and not the executive branch of Government.

STATEMENT SUBMITTED BY HON. WALTER S. BARING, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEVADA

Madam Chairman, in the hearings of the Public Lands Subcommittee reference was made to the letters that have been received by the committee and individual members of the committee requesting favorable action on the so-called wilderness bill with a specific request that the letter "be made a part of the printed record of the hearings."

The committee announcement, of course, said that statements would be accepted for the record. It is not customary to accept and print in the record letters from individuals that merely ask that the committee or a member take action one way or another on a specific piece of legislation where the letter does not present any reasons or arguments for the position taken.

Because of the number of letters asking *that they be made part of the printed record*, the subcommittee agreed that, while printing the letters in full would serve no useful purpose, we would print in the record lists of names of those who asked that their pleas for action be printed in the record. Since that agreement was reached, and after we finished taking oral testimony, my attention has been called to the fact that these requests were not spontaneous and, in fact, that they were part of an organized campaign by lobbyists. I think the committee and the people should know this.

As you know, we have many, many letters opposed to the wilderness legislation, but they just did not ask "to be made part of the printed record."

The campaign was undertaken in a letter dated April 19, 1962, which was sent out from Washington, D.C., and reprinted in the publication of the Wilderness Society. For the information of all concerned, a copy of the letter follows. In an effort to distort the public attitude toward this legislation, the letter spe-

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cifically urges people to send letters and ask that they be made part of the printed record.

Madam Chairman, I request that my statement and the attached letter be included in the record immediately before listing of names of those who wrote to the committee asking that their letters be made part of the record.

(The letter referred to follows:)

CITIZENS COMMITTEE ON NATURAL RESOURCES,
Washington, D.C., April 19, 1962.

DEAR FRIEND OF CONSERVATION: The House Subcommittee on Public Lands will hold wilderness bill hearings here in Washington, D.C., on May 7, 8, and 9, and executive sessions on May 10 and 11.

"All persons who desire to do so," the subcommittee chairman has emphasized, "will be permitted to file written statements for the consideration of the committee and for inclusion in the printed record."

This long-awaited hearing comes at a time when prompt action is imperative if the Wilderness Act, S. 174, is to be passed this year. The Senate approved S. 174 last September, 78 to 8, but well-financed opponents have organized an all-out effor to kill it in the House.

Conservation-minded citizens, who for the last 6 years have worked untiringly for passage of the wilderness bill, must counteract this opposition. It can be counteracted if these same conservation-minded people write to their Congressmen urging them to support the Wilderness Act and to work for its passage.

Each Member of the House of Representatives should be asked to urge members of the committee to report the Wilderness Act promptly without weakening amendments so that it may be brought to a vote on the House floor before time runs out.

(President Kennedy recently called this a key element in our conservation program.)

You can help now by taking these steps:

1. Send a letter (or statement) in support of S. 174 to Mrs. Gracie Pfost, chairman, Public Lands Subcommittee, room 1324, New House Office Building, Washington, D.C. Ask that it be made a part of the printed record of the hearings. A short, sincere expression of support (handwritten or typewritten) is most effective. If possible, send a copy of your letter or statement to your own Congressman (House Office Building, Washington, D.C.). You can get his name with a call to your local newspaper or chamber of commerce.

2. Write your own Congressman and ask him either to appear at the May 7 hearings of the Public Lands Subcommittee, or to submit a statement in support of S. 174. Ask im to send you a copy of his statement.

3. Get others, and groups also, to write to their Congressmen to present a statement to the subcommittee in support of S. 174 for the hearing record.

By following these steps, and by taking this action now, you can help in a most important way to gain passage of S. 174. Please write today.

Sincerely yours,

IRA N. GABRIELSON, *Chairman.*
SPENCER M. SMITH, Jr., *Secretary.*

In addition to the eligible statements that were submitted, the following requested that their position on S. 174, be printed in the record:

IN FAVOR

Adirondack Mountain Club, Inc., 402 Terrace Road, Schenectady, N.Y.
Alaska Conservation Society, Box 512, College, Alaska
Aitkin County Sportsmen's Clubs, Aitkin, Minn.
Altoona Wildlife and Conservation Club, Altoona, Pa.
American Alpine Club, 113 East 90th Street, New York, N.Y.
American Camping Association, Inc., Bradford Woods, Martinsville, Ind.
American Nature Study Society, R.D. 1, Homer, N.Y.
Anglers' Club of Philadelphia, 1617 Land Title Building, Philadelphia, Pa.
Animals' Crusaders, Inc., 2015 Hoyt Avenue, Everett, Wash.
Audubon Societies:
- Columbus Audubon Society, 86 Erie Road, Columbus, Ohio
- DuPage Audubon Society, Post Office Box 142, Wheaton, Ill.
- Florida Audubon Society, Winter Park, Fla.
- Hackensack Audubon Society, Hackensack, N.J.

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IN FAVOR—continued

Audubon Societies—Continued
Michigan Audubon Society, 3309 Isabella, Midland, Mich.
Olympia Audubon Society, Olympia, Wash.
Onondaga Audubon Society, Syracuse, N.Y.
Sewickley Valley Audubon Society, Sewickley, Pa.
Southwest Florida Audubon Society, Fort Myers, Fla.
Tropical Audubon Society, Miami, Fla.
Tucson Audubon Society, 1225 West Wabash Street, Tucson, Ariz.
Whittier Audubon Society, 10044 E. Kratt Lane, Whittier, Calif.
Mr. George Abbe, Troy, N.Y.
Miss Rae Abraham, New York, N.Y.
Mr. Bernard J. Ach, Friend, Nebr.
Mrs. John Q. Adams, Winnetka, Ill.
Mr. E. M. Agnew, New York, N.Y.
Mr. Vernon R. Alnardi, Seattle, Wash.
Mr. Robert G. Albrecht, Seattle, Wash.
Mr. Horace Marden Albright, Los Angeles, Calif.
Mrs. Carol I. Alderson, New York, N.Y.
Miss Elizabeth Alderson, New York, N.Y.
Mr. George Alderson, Portland, Oreg.
Mrs. David L. Anderson, Brooklyn, N.Y.
Mr. Frank R. Anderson, Utica, Ill.
Mr. James Anderson, Philadelphia, Pa.
Mr. and Mrs. Walter Anderson, Lake Oswego, Oreg.
Mr. Larry D. Alford, Long Beach, Calif.
Judge Florence E. Allen, Cleveland, Ohio
Mr. Nicholas J. Allen, Cincinnati, Ohio
Mr. F. A. Allis, Upper Montclair, N.J.
Alleen Ambrose, Vancouver, Wash.
Irene L. Anders, Palmyra, N.J.
Mr. Adolph T. Anderson, Grand Rapids, Minn.
Mr. Harry B. Anderson, Los Angeles, Calif.
Mr. Kenneth R. Anderson, Roseville, Calif.
Dr. and Mrs. David C. Angell, Ann Arbor, Mich.
Mr. and Mrs. Harold Angelroth, Cudahy, Wis.
Mr. Reed P. Anthony, Jr., Concord, Mass.
Mr. Donald F. Anthrop, Berkeley, Calif.
James C. Archer and others, West Palm Beach, Fla.
Mrs. Laird Archer, Fayetteville, Ark.
Mr. Stanley H. Arkwright, Billings, Mont.
Mr. Douglas B. Armstrong, Bedminster, N.J.
Mr. Peter Arnold, Concord, Mass.
Mrs. H. L. Arzt, Jackson, Minn.
Mr. Randolph Ashton, Morrisville, Pa.
Mrs. George O. Atkinson, Dearborn, Mich.
Mr. Henry R. Atkinson, Brookline, Mass.
Mr. C. M. Ayars, Brookline, Mass.
Mrs. George Azde, New Castle, Del.
Barrington Womans' Club, Route 1, Box 200, Barrington, Ill.
Boone County Sportsmen's Club, Boone, Iowa
Boy Scouts of America, Explorer Post 125, 121 East 68th Way, Long Beach, Calif.
Buck Ridge Ski Club, 976 Springhaven Road, Springfield, Pa.
Frederick A. Bacher, Jr., and Virginia R. Bacher, Salinas, Calif.
Mrs. William Guy Bailey, Finksburg, Md.
Mrs. Ernest H. Baker, Depoe Bay, Oreg.
Paul S. Baker, Huntington, Long Island, N.Y.
Mr. and Mrs. Roy O. Baker, Summerville, Oreg.
James C. Balderston, Contoocook, N.H.
Robert L. Baldwin, Nampa, Idaho
Mr. and Mrs. Harvey O. Banks, Belmont, Calif.
E. Eugene Barker, Crown Point, N.Y.
Joshua Barkin, Berkeley, Calif.
Mrs. L. S. Barksdale, Los Angeles, Calif.
Dorothy I. Barnett, Lucas, Ohio
Warren T. Barr, Youngstown, Ohio
Alexander James Barton, Stony Brook, Long Island, N.Y.
M. E. Bastian, Redmond, Wash.
Moreton R. Bates, Springfield, Mass.
Mr. and Mrs. D. H. Batty, Miami, Fla.
Mr. and Mrs. Walter Beal, New York, N.Y.
Richard D. Beards, Seattle, Wash.
George W. Beele and others, Cicero, Ill.
J. W. Beggs, Kansas City, Mo.
Robert F. Belden, Windsor, Conn.
Mrs. Clara G. Bell, Havertown, Pa.
Edward H. Bennett, Jr., Chicago, Ill.
Julian Bercovici, New York, N.Y.
Hilma Berglund, St. Paul, Minn.
Eleanor Berke, Downey, Calif.
Alphonse N. Bertrand, Swarthmore, Pa.
Gordon Bess, Canon City, Colo.
Dr. and Mrs. M. E. Bingham, Gainesville, Fla.
Jeannette C. Birchard, Radnor, Pa.
G. W. Bishop, Seattle, Wash.
Mr. and Mrs. Richard E. Bishop, Philadelphia, Pa.
E. Purot Bissett, Jr., Haverford, Pa.
Mr. and Mrs. Graham B. Blaine, Jaffrey Center, N.H.
Cecil B. Blankenship, San Lorenzo, Calif.
James F. Bodine, Rosemont, Pa.

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IN FAVOR—continued

Caroline Boekelheide and Virgil C. Boekelheide, Eugene, Oreg.
Mrs. John J. Bollinger, Vienna, Va.
Marshall Bond, Jr., Santa Barbara, Calif.
Preston L. Bonney, Everett, Wash.
Howard Booth, Las Vegas, Nev.
Mrs. Robert V. Booth, Painesville, Ohio
Martin K. Bovey, Chelmsford, Mass.
Dr. Robert Bowersox, Monterey, Calif.
Katherine Lamont Boyd, Southern Pines, N.C.
Charles S. Boyer, Mary U. Boyer, and Wm. J. Boyer, Pottstown, Pa.
John O. Bowman, Mayville, N.Y.
Marian M. Bozarth, Chicago, Ill.
Jack Bradbury, Portland, Oreg.
Mrs. William E. Bragner, Topsfield, Mass.
Mr. and Mrs. James M. Brame, Yakima, Wash.
Mrs. W. R. Breck, Rosemont, Pa.
W. J. Breckwridge and others, Minneapolis, Minn.
Mary M. Breck, Philadelphia, Pa.
Richard M. Brett, South Royalton, Vt.
Barbara Bridgford, Riverside, R.I.
Martha J. Fenn Brill, Newark, Del.
Cathryn Britton, Seattle, Wash.
M. J. Bronemeler, St. Louis, Mo.
Howard D. Brooks, Phoenix, Ariz.
James A. Brooks, Lafayette, Calif.
Paul Brooks, Boston, Mass.
Harvey Broome, Knoxville, Tenn.
Eleanor M. Brown, Athol, Mass.
Ja Anne Brown, Yampa, Colo.
Margaret B. Brown, Livingston, Calif.
Miss Mary Charlotte Brown, Portland, Oreg.
Roger C. Brown, Philadelphia, Pa.
Roger H. Brown, Lenox, Mass.
William L. Brown, Jr., Ithaca, N.Y.
Louise P. Browning, Devon, Pa.
Mrs. Betty Brueggeman, Coeur d'Alene, Idaho.
J. H. Brueggeman, Cour d'Alene, Idaho
Dr. Robert W. Buck, Boston, Mass.
A. E. Budell, Westfield, N.J.
Lolah Egan Burford, Austin, Tex.
Harold G. Burden, M.D., Napa, Calif.
P. R. Burgess, New York, N.Y.
Burgundy Farm Country Day School, Inc., Alexandria, Va. (7th grade)
John E. Burkam, Rutledge, Pa.
J. Randolph Burke, Bryn Mawr, Pa.
Robert L. Burnap, Hastings on Hudson, N.Y.
Amelia E. Burns,
Lillian E. Burns,
Spokane, Wash.
John S. H. Burns, Salisbury, N.C.
Irving W. Burr, West Lafayette, Ind.
Prof. Irven O. Buss, Pullman, Wash.
Joseph M. Buswell and others, Seattle, Wash.
Mr. and Mrs. L. B. Buterbaugh, Baltimore, Md.
Jebert Butterworth, Philadelphia, Pa.
Conservation Militant, Box 72, St. Paul, Minn.
Crow River Sportsmen Club, Rogers, Minn.
Cahokia Nature League, 9405 Richfield Road, East St. Louis, Ill.
California Association of Private Camps, Inc., 151 Laurel, Atherton, Calif.
California Federation of Women's Clubs, DeAnza District, 82258 Miles Avenue, Indio, Calif.
California Federation of Women's Clubs, Sequoia District, Post Office Box 12, Exeter, Calif.
California Roadside Council, 12 Garces Drive, San Francisco, Calif.
Camp Fire Girls, Inc., Long Beach, Council, 2120 Cherry Avenue, Long Beach, Calif.
Capitol Hill Southeast Citizens Association, 1521 35th Street, Washington, D.C.
Carbon County Conservation Club, Rawlins, Wyo.
Carnegie Tech Explorers Club, Box 825, Carnegie Institute of Technology, Pittsburgh, Pa.
Carteret County Wildlife Club, Inc., Morehead City, N.C.
Cascade County Wildlife Association, Post Office Box 626, Great Falls, Mont.
Chicago Ornithological Society, 134 South La Salle Street, Chicago, Ill.
Citizens Natural Resources Association of Wisconsin, Hickory Hill Farm, Loganville, Wis.
Clinton Fish & Game Protective Association, Inc., 181 Oak Street, Clinton, Mass.
Colorado Mountain Club, 1400 Josephine Street, Denver, Colo.
Colorado White Water Association, Denver, Colo.
Committee for the Preservation of the Tule Elk, 829 North Bushnell, Alhambra, Calif.
Comstock Society, Philadelphia, Pa.
Conservation Council of Eastern Pennsylvania, 131 Rex Avenue, Philadelphia, Pa.
Conservation League, 110 West 71 Street, New York, N.Y.
Capt. John Cadwalader, USNR, Annapolis, Md.
Mrs. John Cadwalader, Ambler, Pa.
Walter G. Cady, Pasadena, Calif.
Mrs. Ernest Cain, Morgantown, Ind.

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IN FAVOR—continued

William A Calder, Pullman, Wash.
Kingsland Camp, New York, N.Y.
Douglas T. Campbell, Kathleen H. Campbell, Mary E. Holtzclaw, Glendale, Calif.
Mrs. Thomas R. Campbell, White Bear Lake, Minn.
Raymond B. Canfield and others, Darien, Conn.
Ted W. Carlson, Seattle, Wash.
Wayne W. Carlson, Boone, Iowa.
Margaret K. Carpenter, Calabasas, Calif.
Alan W. Carrick, Princeton, N.J.
Hazel E. Carroll, Joe L. Carroll, Brownstown, Wash.
Jane Carruthers, Pasadena, Calif.
Robert D. Carson, Ann Arbor, Mich.
Annetta Carter, Albany, Calif.
Dorothy Carter, Luke Carter, West Palm Beach, Fla.
W. G. Cary, Memphis, Tenn.
Mrs. Richard Casad, Mansfield, Ohio.
Virginia Castro and others, New York, N.Y.
Gertrude Cates, Everett, Wash.
Samuel J. Caudill, Aspen, Colo.
Theodore Caving, Lake Forest, Ill.
James W. Chadwick, Elkins, W. Va.
Mrs. B. Arnold Chambers, Woodmere, Long Island, N.Y.
Henry M. Chance II, Philadelphia, Pa.
Mrs. L. R. Chandler, Norco, Calif.
Mrs. Philip W. Chase, Sewickley, Pa.
L. A. Cherbeneau, Denver, Colo.
Mrs. Charles B. Cheston, Blue Bell, Pa.
Radcliffe Cheston, Jr., Philadelphia, Pa.
William S. Child, Falls Church, Va.
N. M. Christensen, M.D., Eureka, Calif.
Arthur T. Christie, Jackson, Wyo.
Mrs. Charles F. Chubb, Coraopolis, Pa.
Mr. and Mrs. Milo R. Clare, Redding, Calif.
Anthony Clark, Medalia Clark, Grand Rapids, Mich.
Percy H. Clark, Philadelphia, Pa.
George L. Clarke, Cambridge, Mass.
David L. Clawson, Sacramento, Calif.
Miss Roberta Clay, Conway, Ark.
Mrs. Richard Clayton, Spring House, Pa.
Bill Clede, Cheshire, Conn.
Paul Clement, Minneapolis, Minn.
Mrs. Henry Clifford, Radnor, Pa.
Mrs. James E. Cloer, Washington, D.C.
Mrs. E. H. Coburn, Hartford, Conn.
Mabel E. Cody, Wethersfield, Conn.
Mrs. K. D. Coes, Montclair, N.J.
Mrs. Howard L. Coffman, Columbus, Ohio
Miss Janet Cohn, Bedford Village, N.Y.
Mrs. A. D. Cole, Shawnee, Kans.
E.M. Coleman, North Hollywood, Calif.
Mrs. Mary I. Compton, Berkeley, Calif.
Carl R. Condit, Everett, Wash.
Mrs. Frank E. Condon, Morris, Ill.
Mrs. R. E. Cone, Willow Springs, Ill.
Mrs. Katharine G. Connable, Ridgecrest, Calif.
Leo J. Connor and 11 other ranchers, Steamboat, Colo.
J. M. Conrader, Constance Conrader, Oconomowoc, Wis.
Harvey Converse, Kellogg, Idaho
Mrs. Louis A. Cook, Jr., Long Beach, Calif.
Harris N. Cookingham, Red Hook on Hudson, N.Y.
Mr. and Mrs. E. T. Coombs Fayetteville, Ark.
Elliot H. Corey, Hayward, Calif.
Charles I. Corp, Sierra Madre, Calif.
Walter H. Corson II, Plymouth Meeting, Pa.
Mrs. Earl W. Covey, Northfield, Mass.
Mrs. Anita Cowan, Tehachapi, Calif.
W. Sheffield Cowles, Farmington, Conn.
George A. Crago, Stellton, Pa.
Nessly Craig, Portland, Oreg.
Harriet C. Crane, Radnor, Pa.
A. Reynolds Crane, M.D., Philadelphia, Pa.
Robert K. Crane, Chicago, Ill.
Dorothy H. Crawford, Devon, Pa.
Neale E. Creamer, Los Angeles, Calif.
Deborah M. Crowell, James W. Crowell, Beverly Farms, Mass.
Mrs. Harold Cruikshank, Shaker Heights, Ohio.
Mrs. Morris D. Cultra, Jacksonville, Fla.
Delos E. Culver, Drexel Hill, Pa.
Florence V. Cummings, John H. Cummings, Chicago, Ill.
Pearson C. Cummin, Jr., Villanova, Pa.
Pat Cummins, Enumclaw, Wash.
T. Halter Cunningham, Alexandria, Va.
Mrs. William T. Curtis, Utica, N.Y.
Peter R. Czura, Lincoln, Nebr.
Dade County Conservation Council, 1329 North East 36 Street, Miami, Fla.
Delaware County Fish & Game Protective Association, Inc., Manchester, Iowa.
Desert Protective Council, Inc., Box 33, Banning, Calif.
Desomount Club, 4529 Abbey Place, Los Angeles, Calif.
Dormont-Mount Lebanon Sportsmen's Club, Pittsburgh, Pa.
Mr. and Mrs. Robert DaCosta, San Francisco, Calif.
Francis James Dallett, Philadelphia, Pa.
Mrs. R. A. Dannells, Downers Grove, Ill.
Mary M. Davidge, Albany, N.Y.
Miss Una V. Davies, Oswego, Oreg.
Gregory A. Davis, Los Angeles, Calif.
Helen F. Davis, New York, N.Y.

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IN FAVOR—continued

Mr. and Mrs. Irvin Davis, Woodlyn, Pa.
Miss Louise Davis, Nashville, Tenn.
Mrs. George L. Dealey, Oakland, Calif.
Vincent N. DeFelice, Woodland, Maine
Mrs. Lewis L. Delafield, Hewlett, N.Y.
Mrs. William Denby, Huntington, Long Island
Kathleen Denkman, Portland, Oreg.
Loretta E. Dennis, Los Angeles, Calif.
Mrs. Richard Derby, Oyster Bay, Long Island, N.Y.
H. R. DeSelm, Knoxville, Tenn.
Antelo Devereux, Ambler, Pa.
Frances R. Dewing, Newton, Mass.
Miss Mary L. Dexter, Milwaukee, Wis.
Dr. Mildred Dickeman, Oakland, Calif.
Helen C. Dickman, Brentwood, N.Y.
Miss Helen Dieschbourg, New York, N.Y. (Long Beach)
P. M. Doane, East Haven, Conn.
Margaret Dodge (Mrs. C. B.), Ravenna, Ohio
Edward A. Doelp, Cynwyd, Pa.
C. S. Dolhonde, Baton Rouge, La.
Mr. and Mrs. C. I. Dolph, Missoula, Mont.
Mrs. John W. Donaldson, Millbrook, N.Y.
Shirley and John Donaldson, Fresno, Calif.
Mrs. Henrietta W. Dotson, St. Petersburg, Fla.
Helen and Lawrence Douglas, Mill Valley, Calif.
Mrs. Lawrence Drake, Phoenixville, Pa.
Mr. and Mrs. G. Dramis, Flushing, N.Y.
Lulu W. Draper, Los Angeles, Calif.
Miss Caroline T. Drayton, Ardmore, Pa.
Kathryn W. Drobat, Miami, Fla.
Edward M. Drues, Tacoma, Wash.
A. Dawes Du Bois, Excelsior, Minn.
A. M. Dubois, San Bernardino, Calif.
Bill Duff, Coeur d'Alene, Idaho.
John W. Dukes, Townsend, Del.
Mrs. H. B. Du Pont, Greenville, Del.
J. R. Durham, Winston-Salem, N.C.
Lawrence E. Durham, Portland, Oreg.
Mrs. Richard H. Durrell, Cincinnati, Ohio
Mrs. William Duval, Jr., Muscatine, Iowa
Mrs. Don Dye, Fort Lauderdale, Fla.
Emergency Conservation Committee, 1705 Maple Avenue, Peekskill, N.Y.
Everett Citizen's Committee, Everett, Wash.
Ralph D. Eakin, Berkeley, Calif.
Albert A. Edelman, Brooklyn, N.Y.
Mrs. Preston W. Edsall, Raleigh, N.C.
E. M. Edwards, Philadelphia, Pa.
Ernest P. Edwards, Stockton, Calif.
Judith Edwards, Portland, Oreg.
Dallas F. Eklund, Kalispell, Mont.
Elizabeth Eksten and Henry Eksten, New Lisbon, Wis.
Daniel J. Elazar, Urbana, Ill.
Thomas Dawes Eliot, Fontana, Wis.
William L. Elkins, M.D., Philadelphia, Pa.
Lee Ellerbrock, Sierra Madre, Calif.
William and Mary N. Ellison, Meadowbrook, Pa.
Miss Nina H. Eloesser, San Francisco, Calif.
Thomas C. Emmel, Portland, Oreg.
Erike Engelfried, George C. Engelfried, and Rolf Engelfried, Manhasset, Long Island, N.Y.
Gordon A. Engle, Freeport, Ill.
Spencer Ervin, Bala-Cynwyd, Pa.
Alfred G. Etter, East Lansing, Mich.
James Evans, Seattle, Wash.
John Temple Evans, Devon, Pa.
Mrs. J. Kimball Evans, Buffalo, N.Y.
Norris Ewing, Santa Barbara, Calif.
Florida Nature Conservancy, 310 Biscayne Building, Miami, Fla.
Florida Speleological Society, Box 2581, University Station, Gainesville, Fla.
Fort Worth Anglers Club, Post Office Box 9223, Fort Worth, Tex.
Ica L. Faber, Madison, Wis.
Richard Fairbanks, Des Moines, Iowa
F. W. E. Farr, Gladwyn, Pa.
Peyton M. Farrer, Alamo, Calif.
A. C. Faubion, Blanche Faubion, Holtville, Calif.
Miss Lorimer Fauntleroy, Richmond, Va.
Mark Fawcett, Chadds Ford, Pa.
Miss Frieda Fehrenbacher, Portland, Oreg.
Mrs. Samuel P. Felix, Lansdowne, Pa.
A. E. Ferguson, Portland, Oreg.
George T. Ferguson, Paoli, Pa.
Mrs. G. R. Fessenden, Baltimore, Md.
Thorrel B. Fest, Boulder, Colo.
Melvin Finn, Miami, Fla.
Mrs. J. H. Fisher, Clayton, Ohio
Perry W. Fisher, Ithaca, N.Y.
Miss Isabelle T. Fisk, Cincinnati, Ohio
John Fiske, New York, N.Y.
Mrs. Louis J. Fitzhugh, Bakersfield, Calif.
Katherine T. Flickinger, Scoria, N.Y.
Mr. and Mrs. Arthur L. Ford, Middleboro, Mass.
Marshall Forrest, Bellingham, Wash.
Donald J. Forrester, West Missoula, Mont.
Herman Forster, New York, N.Y.
Edith L. Foster, Philadelphia, Pa.
Mrs. Maxwell E. Foster, Ipswich, Mass.
Keith Foster, White Sulphur Springs, Mont.
Cyril G. Fox, Media, Pa.
Mrs. Helen M. Fraser, West Palm Beach, Fla.
Robert E. Frederick, Phillipsburg, N.J.

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IN FAVOR—continued

Natalie Freeman, Bucks Co., Pa.
Robert E. Frenkel, Berkeley, Calif.
George W. Friede, Portland, Oreg.
Elizabeth W. Friedmann, Foxboro, Mass.
Mrs. Claude Frohn, Oregon City, Oreg.
Mr. and Mrs. Norman E. Fuller, Boise, Idaho
J. M. Fusco, Los Angeles, Calif.
Garden clubs:
- Garden Club of Alabama, 2012 Lucas Drive, Montgomery, Ala.
- Athens Garden Club, Athens, Ohio.
- Bethesda Community Garden Club, Bethesda, Md.
- California Garden Clubs, Inc., 82259 Miles Avenue, Indio, Calif.
- Cheverly Garden Club, 6207 Inwood Street, Cheverly, Md.
- Chorisia Garden Circle, 59 Dr. Kennedy Homes, Fort Lauderdale, Fla.
- Colorado Federation of Garden Clubs, 1075 South Fillmore, Denver, Colo.
- Concord Women's Garden Club, 4050 Poplar Avenue, Concord, Calif.
- Country Garden Club of Weston, 25 Pond Brook Circle, Weston, Mass.
- Depoe Bay Garden Club, Depoe Bay, Oreg.
- Dracaena Circle of the Garden Club, 1360 26th Avenue North, St. Petersburg, Fla.
- East Palo Alto Garden Club, Palo Alto, Calif.
- Garden Club of America, 598 Madison Avenue, New York, N.Y.
- Garden Club of Denver, 2125 Hawthorne Place, Denver, Colo.
- Garden Club of New Haven, 200 Blake Road, Hamden, Conn.
- Garden Study Club of the Peninsula, 118 Occidental, Burlingame, Calif.
- Glastonbury Garden Club, Glastonbury, Conn.
- Green Bay Tree Garden Club, 15 Carver Circle, Simsbury, Conn.
- Hallowing Point Garden Club, Lorton, Va.
- Hampton Gardens Garden Club, 8909 Stratford Street, Norfolk, Va.
- Hanover Garden Club, Hanover, N.H.
- Holland Garden Club, Holland, Mich.
- Home Interest Garden Club, Herndon, Va.
- Littleton County Gardeners, 40 Power Road, Littleton, Mass.
- Needham Garden Club, 68 Clarke Circle, Needham, Mass.

Garden clubs—Continued
- Pemboke Pines Garden Club, 7009 Southwest 13th Street, West Hollywood, Fla.
- Pennsylvania Garden Club Federation, Box 56, Stroudsburg, Pa.
- Pine Ridge Garden Club, 115 Overbrook Road, Fairfax, Va.
- Pound Ridge Garden Club, Pound Ridge, N.Y.
- Rumson Garden Club, Rumson, N.J.
- Sequoia Foothills District No. 5, California Garden Clubs, Inc., Route 1, Box 113A, Terra Bella, Calif.
- Spring Glen Garden Club, Hamden, Conn.
- Sunny Acres Garden Club, Broyhill Crest, Annandale, Va.
- Tamworth Garden Club, Tamworth, N.H.
- Virginia Federation of Garden Clubs, Roanoke, Va.
- Westgrove Garden Club, 420 Westgrove Boulevard, Alexandria, Va.

Great Falls Chamber of Commerce, Great Falls, Mont.
Robert L. Gabriel, Cedarhurst, N.Y.
Gary Gaffner, Seattle, Wash.
Alice Gallwas, Edward S. Gallwas, Tacoma, Wash.
Aaron Galuten, New York, N.Y.
Mrs. Richard Gambrill, Peapack, N.J.
Katherine Y. Gates, Leslie D. Gates, Jr., Carbondale, Ill.
Herley Gayman, Los Angeles, Calif.
Mrs. Raymond Geddes, Jr., Baltimore, Md.
Bob Gelleer, Portland, Oreg.
Dagmar Georgeson, Seattle, Wash.
Warren C. Gerald, Longview, Wash.
J. T. C. Gernon, M.D., Chicago, Ill.
Clarence Geyer, Green Bay, Wis
Edward E. Gibson, Chicago, Ill.
Mr. and Mrs. Russell J. Gilder, Grand Rapids, Mich.
John Warren Giles, Washington, D.C.
Cornelius Willet Gillam, Merion Station, Pa.
Mrs. John A. Gillespie, Glenolden, Pa.
George A. Gillies, Berkeley, Calif.
Mrs. Leo V. Gittzers, Wilmington, Mass.
Lee Gladstone, M.D., McHenry, Ill.
Mrs. Walter H. Glass, Wellesley, Mass.
Mr. and Mrs. Robert L. Grasser, Northridge, Calif.
Mrs. Eva R. Goalwin, New York, N.Y.
Mrs. Thomas R. Goethals, Brookline, Mass.
Arnold G. Golding, Cortland, N.Y.
Mr. and Mrs. Leo R. Goldman, Hillsdale, N.J.
McC. Goodall, M.D., Knoxville, Tenn.
Mrs. Wallace Goodfellow, Montrose, Pa.
Miss Lucy Goodrich, Augusta, Ga.

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IN FAVOR—continued

James A. Goodwin, West Hartford, Conn.
Mrs. Wanda Goody, San Francisco, Calif.
Fred Gordon, Bronx, N.Y.
Ruth Gorton, Cambridge, Mass.
Kenneth L. Gow, Houston, Tex.
Ronald L. Gower, Newton, Mass.
Eugene G. Grace, Jr., Philadelphia, Pa.
Henriette M. Granville, New York, N.Y.
C. Edward Graves, Carmel, Calif.
Robert C. Graves, Ph.D., and others, Flint, Mich.
Mrs. Frank W. Grebner, Blue Island, Ill.
Mrs. Atha Green, North Palm Beach, Fla.
Juliet Green, Los Angeles, Calif.
Esther Greene, New York, N.Y.
Mrs. Robert M. Greenig, New York, N.Y.
Miss Ethel M. Greenwood, Clinton, Mass.
Mrs. Catherine J. Gridley, Hillsboro, Oreg.
Dr. Robert S. Grinnell, New York, N.Y.
Terry Grubb, Mount Vernon, Ohio
Ronald L. Guenther, Santa Monica, Calif.
Olga Gull, Seattle, Wash.
James C. Gumbart, Macomb, Ill.
Mrs. Al Van Gundy, Lincoln, Nebr.
Joel F. Gustafson, Ph. D. San Francisco, Calif.
Henry B. Guthrie, New York, N.Y.
Burton S. Guttman, Eugene, Oreg.
Mrs. Alfred P. Haas, Brooklyn, N.Y.
Arthur H. Hacker, Jr., Elisabeth B. Hacker, Bryn Mawr, Pa.
Benjamin H. Haddock, M.S., Fanwood, N.J.
Mrs. Harriet G. Haine, Painesville, Ohio
Martha M. Hale, Haverhill, Mass.
Edward Hall, Seattle, Wash.
Mr. and Mrs. A. T. Hallowell, Little Silver, N.J.
John L. Halpin, Schenectady, N.Y.
Hildegard K. Hamilton, Flagstaff, Ariz.
Mrs. Edmond Hammond, Jr., Andover, Mass.
Henry D. Hammond, P.E., Union City, N.J.
R. Philip Hanes, Jr., Winston-Salem, N.C.
Mrs. Victor C. Hange, Beverly Hills, Calif.
Wayne Hanley, Hingham, Mass.
Mrs. Thomas J. Hanophy, Jr., Hartford, Conn.
Mrs. Raymond Hardgrove, Fond du Lac, Wis.
Ellen Mary Hare, Radnor, Pa.
T. Truxtun Hare, Jr., Edgemont, Pa.
Erma Harland, Troy, Idaho
Roger J. Harmon, Los Angeles, Calif.
Oliver L. Harle, Berkeley, Calif.
Margaret Harper, Lenoir, N.C.
Stanley W. Harris, Arcata, Calif.
Faye L. Hart, Bristol, Conn.
Grace A. Hart, St. Petersburg, Fla.
Benson Heale Harvey, Easthampton, Mass.
Edmund H. Harvey, Pocopson, Pa.
Dr. H. T. Harvey, San Jose, Calif.
Mrs. Vernon C. Harvey, New Hampton, N.H.
Peter Hatch, Portland, Oreg.
Robert M. Hatch, Springfield, Mass.
Mrs. James S. Hatfield, Philadelphia, Pa.
Raymond S. Haupert, Bethlehem, Pa.
Carl Haussman, Lansing, Mich.
Joseph C. Hayden, Lexington, Ky.
Mrs. Robert Haydock, Hewlett, Long Island, N.Y.
Dorothy M. Hayes, Philadelphia, Pa.
J. Louis Head, Monmouth, Ill.
Carl E. Heaton, Tacoma, Wash.
Mrs. Morgan Hebard, Philadelphia, Pa.
Mrs. Sidney Hechinger, New York, N.Y.
Otto A. Heck, East Meadow, Long Island, N.Y.
Frank Hefferlin, Seattle, Wash.
Katherine Ward Helfer, Searsdale, N.Y.
Mrs. Elizabeth S. Helfman, Brooklyn, N.Y.
Harry C. Helfman, Brooklyn, N.Y.
Dr. Elsie W. Helmrich, New Rochelle, N.Y.
Mrs. James T. Henderson, Jeromesville, Ohio
Mrs. Thelma D. Henderson, Portland, Oreg.
Carl Hertzman, M.D., Silver Spring, Md.
Robert M. Hewes, III, Gladwyne, Pa.
Mrs. Lewis W. Hicks, Barre, Mass.
W. A. Hiering, Lavallette, N.J.
Amelia Leavitt Hill, New York, N.Y.
Mrs. J. Bennett Hill, Wynnewood, Pa.
Miss Sylvia C. Hilton, New York, N.Y.
Don Carlos Hines, M.D., Indianapolis, Ind.
Gregory D. Hitchcock, Laguna Beach, Calif.
Mrs. Lindsay Hoben, Milwaukee, Wis.
Mrs. Margaret Hoerter, Seattle, Wash.
John S. Holden, Carbondale, Colo.
W. M. Hollenback, Jr., Philadelphia, Pa.
Walter J. Hollings, San Francisco, Calif.
T. E. Holmay, East Sandwich, Mass.
Miss Linda Holloway, East Orange, N.J.
William J. Holt, Jr., Bryn Mawr, Pa.
Richard H. Hooke, Cambridge, Mass.
Rudolf G. Hosse, Croton-on-Hudson, N.Y.
Mrs. Elizabeth Hovanec, Cleveland, Ohio
Paul A. Hovanec, Cleveland, Ohio

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IN FAVOR—continued

Dr. Grace E. Howard, Seattle, Wash.
Lucy T. Howat, Sunnyside, Wash.
Duane L. Howe, D.V.M., Laramie, Wyo.
S. Thatcher Hubbard, Sr., M.D., Spokane, Wash.
Paul J. Huchton, El Paso, Tex.
Mrs. Max Huffer, Nutley, N.J.
Michael S. Humphreys, Portland, Oreg.
W. B. Hussman, Boise, Idaho
Waldo Hutchins, Jr., and Laca A. Hutchins, New York, N.Y.
George E. Hyde, Metuchen, N.J.
Inter-Collegiate Outing Club Association, 948 North Pleasant Street, Amherst, Mass.
International Association of Game Fish & Conservation Commissioners (representing 50 State game and fish departments).
Izaak Walton League of America:
- Arlington-Fairfax Chapter, Virginia District.
- Beadle County Chapter, Huron, S. Dak.
- Berkeley County Chapter, Martinsburg, W. Va.
- Big Horn Chapter, Sheridan, Wyo.
- California State Division
- Dade County Chapter, Miami, Fla.
- Diablo Chapter, Walnut Creek, Calif.
- Fullerton Chapter, Fullerton, Calif.
- Green Lake Chapter, Ripon, Wis.
- Ikeetas Chapter, Monterey Park, Calif.
- Los Alamos Chapter, Los Alamos, N. Mex.
- Martin L. Davey Chapter, Kent, Ohio.
- Minnehaha Women's Chapter, Minneapolis, Minn.
- Grand Rapids Chapter, Grand Rapids, Minn.
- Northern California Chapters, Lafayette, Calif.
- Old Dominion Chapter, McLean, Va.
- Phil Fox Chapter, Fort Dodge, Iowa.
- Rochester Chapter, Rochester, Minn.
- Sanborn Chapter, Stillwater, Okla.
- Utica Chapter, Utica, N.Y.
- Waldport Chapter, Tidewater, Oreg.
- Wisconsin State Division

Mrs. Reuben H. Irish, Albany, N.Y.
Dr. and Mrs. Murray Israel, Roslyn Heights, N.Y.
W. N. Jackson, Sheridan, Wyo.
Sidney R. Jacobs, New York, N.Y.
Sheldon A. Jacobson, M.D., Vancouver, Wash.
Mrs. Donald Jameson, Indianapolis, Ind.
Edmund R. P. Janvrin, M.D., New York, N.Y.
Lulu B. Jaquith, South Bend, Ind.
Mr. and Mrs. Arthur M. Jens, Glen Ellyn, Ill.
Stevens A. Jervis, Palo Alto, Calif.
Henry L. Jodry, Kings Park, N.Y.
Mrs. Sheridan W. Johns, Jr., Morrisville, Pa.
Mr. and Mrs. Arthur C. Johnson, Mission, Kans.
Edith Warner Johnson, Gladwyne, Pa.
Helena Chase Johnson, Colorado Springs, Colo.
Recter W. Johnson, Tucson, Ariz.
Scott Johnson, St. Louis, Mo.
Eldy E. Johnston, McKeesport, Pa.
Doyle Jolley, Nampa, Idaho
Mrs. C. C. Jones, Delaware County, Pa.
Holway R. Jones, Oakland, Calif.
Lois M. Jones, Madison, Wis.
Mrs. Louis Winchester Jones, Pasadena, Calif.
Herbert L. Joseph, M.D., Vallejo, Calif.
Mrs. Archibald R. Judd, Hamburg, Pa.
James Watson Jutto, Dobbs Ferry, N.Y.
Kinston Recreation Commission, Post Office Box 323, Kinston, N.C.
Samuel Kass, New York, N.Y.
Mrs. Kenneth Kassler, Princeton, N.J.
Mrs. Raymond A. Katzell, Glen Cove, N.Y.
Donald J. Kees, Moscow, Idaho
R. K. Keiser, Reading, Pa.
Miss Elena S. Kellogg, Altadena, Calif.
Charles Kelly, Oceanside, Calif.
Irwin J. Kelly, Oceanside, Calif.
Donald Kelts, Corvallis, Oreg.
Mrs. Lora I. Kelts, Corvallis, Oreg.
John D. Kemper, Oakland, Calif.
Mrs. Helen B. Kerridge, Fullerton, Calif.
Jerome Kessler and Betty Kessler, Philadelphia, Pa.
Charles Paul Keyser, Portland, Oreg.
Lewis F. Kibler, M.D., Jamestown, N.Y.
C. C. Kimball, Lincoln, Nebr.
Leon Kind, Las Vegas, Nev.
Mrs. Benjamin A. King, Gambrills, Md.
Mrs. Robert M. King, Princeton, N.J.
William B. Kirchheim, Binghamton, N.Y.
Stephen C. Kleene and Nancy E. Kleene, Madison, Wis.
Mrs. Samson Klein, New York, N.Y.
Ada Kline, Brooklyn, N.Y.
Mrs. Harry Knabel, Long Island City, N.Y.
Miss Elizabeth Knapp, Mount Holly, N.J.
Mrs. Edgar Albert Knapp, Rumson, N.J.
Alfred A. Knopf, New York, N.Y.
Leroy Knott, Grand Rapids, Minn.
Evelyn R. Koenig, St. Louis, Mo.

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IN FAVOR—continued

Molly Kohrs, Portland, Oreg.
Martin P. Koke, M.D., San Diego, Calif.
Mrs. Mary A. Koons, Brodbecks, Pa.
A. E. Kopp, Reading Center, N.Y.
Mrs. Carl Kosh, Long Island City, N.Y.
N. J. Kramis, Hamilton, Mont.
Dr. Loven L. Kreck, D.D.S., Columbia Falls, Mont.
V. Kregn, St. Louis, Mo.
Dr. Hans Krimm, Utica, N.Y.
W. S. Krogdahl, Margaret K. Krogdahl, Lexington, Ky.
R. P. Kroon, Wallingford, Pa.
Mrs. Margaret Kuhl, Pittstown, N.J.
Lillian B. Lade, Needham, Mass.
Mrs. C. H. Lake, Wilmington, Del.
Miss Virginia Lake, Portland, Oreg.
Austin Lamont, M.D., Philadelphia, Pa.
Robert E. Landsburg, Mrs. Darlene D. Landsburg, Portland, Oreg.
Gerald E. Larson, M.D., Elk Horn, Iowa.
Miss Genevieve Latus, Franklin, Wis.
Sherman P. Lawton, Oklahoma (Anthropological Society).
Frank C. Layton, Lois L. Layton, Casper, Wyo.
Thomas H. Leavy, M.D., Denver, Colo.
H. T. Lebrenz, Detroit, Mich.
Mrs. Jane G. Leddy, Aspen, Colo
Hiram L. Lee, Berkeley, Calif.
Misses Anna and Ella Van Lehn, Brooklyn, N.Y.
Mr. and Mrs. Edward Lendrat, West Chester, Pa.
Nicholas Lentine, Whittier, Calif.
Mr. and Mrs. William J. Leslie, Miranda, Calif.
Attelee M. Levis, Russell T. Levis, Deerfield Beach, Fla.
Mrs. Frank M. Lewis and petition, Weston, Mass.
Heidi Lewis, Jerry T. Lewis, Margot M. Lewis, Redwood City, Calif.
Katherine D. Lewis, R. D. Lewis, New York, N.Y.
Wesley Libbey, Grand Rapids, Minn.
John Lichti, Templeton, Calif.
Miss Maxine B. Lightholt, Portland, Maine
Miss Toni Lincks, New Haven, Conn.
Alexander Lincoln, Jr., Meredith, N.H.
Eric Lindroth, San Bernardino, Calif.
Mrs. George N. Lindsay, Jr., Syosset, N.Y.
John A. Linford, Piedmont, Calif.
Mrs. Clifton Lisle, Chester Springs, Pa.
Caroline S. Livermore, Ross, Calif.
Miss Julia Lobotsky, Syracuse, N.Y.
Irving Lobsenz, Portland, Oreg.
Mrs. Dean P. Lockwood, Haverford, Pa.
Leola C. Lorenzen, Pullman, Wash.
Miss Flossie D. Lortz, Buffalo, N.Y.
Mrs. Winfield Lott, St. Petersburg, Fla.
Mrs. Edward K. Love, Jr., Florissant, Mo.
Douglas G. Lovell, Jr., Fort Washington, Pa.
Lita Lowry
Mrs. A. A. Luckenbach, Odem, Tex.
Mrs. Daniel Bremner Lunt, Ipswich, Mass.
Mazamas, 909 Northwest 19th Avenue, Portland, Oreg.
Michigan Natural Areas Council, 707 South Division, Ann Arbor, Mich.
Milwaukee Boys' Club, 1040 North Franklin Place, Milwaukee, Wis.
Mount St. Helens Club, Cowlitz County, Wash.
Charles McAllister, Yakima, Wash.
Virginia A. McCall, Bryn Mawr, Pa.
Mrs. Ruth N. McCammon, Cincinnati, Ohio
Mrs. Arthur L. McClish, Issaquah, Wash.
Mrs. John McCloskey, Philadelphia, Pa.
R. M. McCloud, Elsa McCloud, Milwaukee, Wis.
Miss Cecile McCollum, Montrose, Pa.
Mrs. Grayson P. McCouch, West Chester, Pa.
Mrs. Paul M. Macapia, Chicago, Ill.
Mrs. Copeland MacClintock, Berkeley, Calif.
D. A. MacInnes, New York, N.Y.
Dorothea F. C. Macomber, Wellesley, Mass.
Mrs. Stephen F. Maddock, Boxford, Mass.
Barbara B. Maddox, Livingston, Calif.
Jamie A. Maddox, Livingston, Calif.
Diane Malbin, Portland, Oreg.
Charles S. McCoy, Winnetka, Ill.
Bruch McDougal, Des Moines, Iowa
M. McGarvey, Portland, Oreg.
Earl J. McGrath, New York, N.Y.
Jane McKenrich, Abington, Pa.
Miss Kathleen McKiernan, Beverly, Mass.
Daniel McKinley, Painesville, Ohio
Vernon McMikle, Boise, Idaho
Ian I. McMillan, Shandon, Calif.
Laird McNeel, M.D., Burlington, Wis.
Keith A. McNurlen, D.D.S., Ames, Iowa
John McRee and others, San Francisco, Calif.
Keith Malcolm, P. J. Maloney, Seattle, Wash.
Jesse G. Manley, Lansing, Mich.
Mrs. Alice Mann, Miami, Fla.
T. Norman Mansell, F.A.D., Philadelphia, Pa.
Margaret Markley, Eugene, Oreg.
Bleecker Marquette, Cincinnati, Ohio
Miss Harriet Marrack, Palo Alto, Calif.
Mrs. John G. Marschke, Berkeley, Calif.
Charles Martensen, Delmar, Iowa
Mrs. Aimee Martin, Houston, Tex.
Don D. Martin, Fort Worth, Tex.
Dr. Paul S. Martin, University of Arizona

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IN FAVOR—continued

Mrs. J. B. Mason, Grand Rapids, Mich.
Marc and Alice Matson, Selah, Wash.
Mr. and Mrs. Paul Matson, Selah, Wash.
Miss Carole V. Maxwell, Portland, Oreg.
Emily G. Maxwell, New York, N.Y.
H. S. Mays and family, Napa, Calif.
Robert Mays, Portland, Oreg.
Mrs. W. M. Mayes, Ojai, Calif.
John F. Mehner, Ph. D., Edinboro, Pa.
Mrs. Robert R. Meigs, Philadelphia, Pa.
Thomas Menaker, Boston, Mass.
David F. Mendelson, M.D., Clayton, Mo.
R. Kurt Menning, Santa Clara, Calif.
William C. Menninger, M.D., Topeka, Kans.
E. H. Merlin, J. C. Merlin, Mary I. Merlin, El Cerrito, Calif.
A. H. Merrick, Cambridge, Mass.
Clifton R. Merritt, Helena, Mont.
Mrs. T. Maxwell Meryweather, Philadelphia, Pa.
David J. Meschi, Berkeley, Calif.
Margaret Meyer, Seattle, Wash.
Mrs. Claude Middleton, Granville, Ohio
Arthur P. Midouhas, Bristol, Pa.
Miriam San Miguel and others, New York, N.Y.
Edward J. Milanese, Brooklyn, N.Y.
Mrs. Jessie B. Milford, Inglewood, Calif.
Mrs. Ernest Miller, Bozeman, Mont.
Everett G. Miller, Baltimore, Md.
Henry W. Miller, Trenton, N.J.
Mrs. Joseph F. Guffey Miller, Concord, Mass.
Robert R. Miller, Ann Arbor, Mich.
Ruth Miller, Seattle, Wash.
William H. Miller, M.D., Wynnewood, Pa.
Elizabeth Thaw Millington, George P. Millington, Gwynedd Valley, Pa.
Elwood G. Mitchell, San Jose, Calif.
Harold D. Mitchell, Williamsville, N.Y.
Charles G. Mixter, Jr., M.D., Boston, Mass.
David E. Moe, San Luis Obispo, Calif.
Mary B. Moon, St. Helena, Calif.
Mrs. John W. Mofly, Philadelphia, Pa.
Helen Molenaar, Los Angeles, Calif.
James A. Montgomery, Jr., Philadelphia, Pa.
Robert L. Montgomery, Weatogue, Conn.
Mr. and Mrs. H. W. Moore, Cherry Valley, N.Y.
Eleanor Morris, Newton, Mass.
Henry B. Morris, Atlanta, Ga.
Mrs. Robert A. Morris, East Hampton, Conn.
Ruth J. Morris, New York, N.Y.
Mrs. Laurence S. Morrison, West Hartford, Conn.
E. L. Moser, Carmel, Calif.
Florence I. Mouckley, New York, N.Y.
Eugene T. Mudge, Northport, Long Island, N.Y.
Miss Elsa D. Muench, McLean, Va.
Max E. Muller, Long Island, N.Y.
Kurt H. Munchheimer, M.D., Rio Dell, Calif.
Arthur L. Myrland, Chicago, Ill.
National Campers & Hikers Association, Box 451, Orange, N.J.
Nature Friends, Inc., local, Los Angeles, Calif.
New York-New Jersey Trail Conference, Belleville, N.J.
Northampton Woman's Club, Inc., Northampton, Mass.
Virginia Ann Nall, Portland, Oreg.
Florence H. Nason, Philadelphia, Pa.
Emery Neff, Westmoreland, N.H.
John A. Nejedly, Martinez, Calif.
Charles W. Nelson, Sacramento, Calif.
Patience Nesbitt, Westfield, Wis.
Richard Nesse, Carmichael, Calif.
Mrs. M. Graham Netting, Pittsburgh, Pa.
Helen A. Newhouse, Schnectady, N.Y.
Miss Janet E. Newton, Milwaukee, Wis.
Mrs. Norman B. Newton, Glastonbury, Conn.
Helen Niblock, Everett, Wash.
William F. Nickel, Jr., New York, N.Y.
Prof. W. A. Niering, New London, Conn.
Mrs. William H. Noble, Philadelphia, Pa.
Kenneth S. Norris, Portuguese Bend, Calif.
Helen Northup, Madison, Wis.
Jacob Nussbaum, Ph. D., New York, N.Y.
Florida E. O'Brien, Miami, Fla.
Esther L. O'Connor, Kansas City, Mo.
Stewart M. Ogilvy, New York, N.Y.
Mrs. E. H. Ogilvie, Seattle, Wash.
Sarah I. Oliver, Worcester, Mass.
Chris E. Olsen (Mr. and Mrs.), West Nyack, N.Y.
Thelma L. Olson, Washington, D.C.
Miss Eleanor Onstine, Hollywood, Calif.
Mrs. Karl W. Onthank, Eugene, Oreg.
Boyd R. Opheim, Kalispell, Mont.
Oliver H. Orr, Jr., Raleigh, N.C.
Samuel Orr, New York, N.Y.
Miss Ivey H. Osborn, Havre de Grace, Md.
Lithgow Osborne, New York, N.Y.
Charles E. Osgood, Boston, Mass.
John R. Ott, Bala-Cynwyd, Pa.
Charles T. Owen, Atlanta, Ga.
Pennsylvania SPCA, 350 East Erie Avenue, Philadelphia, Pa.
Pennypack Valley Bird Club, 260 South 15th Street, Philadelphia, Pa.
Philadelphia Conservationists, Inc., 1500 Walnut Street, Philadelphia, Pa.
Pine Island Camp, Belgrade Lakes, Maine.
Pines to Palms Wildlife Committee of California, Inc.

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IN FAVOR—continued

W. A. Palm, Kirkwood, Mo.
Mrs. Gordon Parker, Colorado Springs, Colo.
Mrs. Paul E. Parker, Staten Island, N.Y.
Teresa W. Parker, Miami, Fla.
R. D. Parlaman, Franklin, Pa
E. D. Parrish, Atlantic City, N.J.
Miss Mary M. Parsons, New York, N.Y.
E. Warren Parsons, Macomb, Ill.
Docia I. Patchett, Santa Rosa, Calif.
Laurena Patton, Fayetteville, Ark.
George W. Paxson, Monroe, Mich.
Gary Payne, Portland, Oreg.
Tom Peacock, San Anselmo, Calif.
David B. Peakall, Ph.D., Syracuse, N.Y.
Miles L. Peelle, Adrian, Mich.
Adeline Peers, Topeka, Kans.
Mrs. W. H. Dannat Pell, New York, N.Y.
C. Dan Pennell, Van Wert, Ohio.
Miss Vera Pennington, Baltimore, Md.
Anna W. Perkins, M.D., Westerlo, Albany County, N.Y.
Miss Ethel A. Permell, Wellesley, Mass.
William Peterson, Litchfield, Minn.
Mrs. Ethan Allen Peyser, Seattle, Wash.
Mrs. Robert S. Pickens, Ashburn, Va.
John G. Pierce, Woodland Hills, Calif.
Marjorie F. Pierson, Morristown, N.J.
Gifford B. Pinchot, Upperco, Md.
Mrs. Harvey P. Pittelko, Kent, Wash.
Mrs. Doris Planz, Knoxville, Tenn.
Hildegard Plehn, Litchfield, Conn.
Mr. and Mrs. Norman H. Plummer, Arlington, Va.
Sylvia M. Polacsek, New York, N.Y.
Mr. and Mrs. H. W. Polk, Denver, Colo.
Mrs. F. T. Potvin, San Leandro, Calif.
Ralph C. Preston, Drexel Hill, Pa.
Miss Shoche D. Preston, Silver Spring, Md.
Jack Price, Pittsburgh, Pa.
Zachary S. Price, Seattle, Wash.
Prince School, eighth grade, Boston, Mass.
Margaret Prouty, M.D., Madison, Wis.
K. Hart Puffer, Ph. D., Flint, Mich.
Mrs. Paul A. Putnam, Fairfax, Va.
Rock Tavern Rod and Gun Club, Maybrook, N.Y.
The Ridges Sanctuary, Baileys Harbor, Wis.
Alan F. Randolph, Wilmington, Del.
Arnold J. Rawson, Wallingford, Pa.
Bayard D. Rea, Billings, Mont.
Marilyn Reed, Woodlyn, Pa.
Orville S. Reed, Hartford, Conn.
Clara Rees, New York, N.Y.
Thomas W. Reese, Hickory, N.C.
Mary Louise Reilly, Brockton, Mass.
Laura Reimherr, New York, N.Y.
Mrs. George G. Reynolds, Greenwich, Conn.
Mr. and Mrs. M. Rhyne, Los Angeles, Calif.
Mrs. James R. Richards, Cheverly, Md.
Mr. and Mrs. Edward A. Richardson, Glastonbury, Conn.
Eleanor Richardson, Baltimore, Md.
John W. Richardson, Jr., White Plains, N.Y.
David B. Richman, Florence I. Richman, and Melvin S. Richman, Yuma, Ariz.
Whitten W. Richman, Bryn Mawr, Pa.
Donald W. Richter, Rockville Centre, Long Island, N.Y.
Karen Richter, Flushing, N.Y.
Robert Riddell, Seattle, Wash.
Robert Rienow, Ravena, N.Y.
Fred M. Ringel, Jacksonville, Fla.
William A. Rivord, Sedro Woolley, Wash.
George A. Robbins, Ambler, Pa.
Lila Roberts, Chicago, Ill.
Ida P. Rolf, Ph. D., New York, N.Y.
Mrs. A. S. Romer, Cambridge, Mass.
Alice E. Roper, Barre, Mass.
Mrs. Ruth Rose, Halstead, Kans.
A. G. Rosengarten, Jr., Wayne, Pa.
C. P. Rosengarten, St. Davids, Pa.
Mrs. Frederic Rosengarten, Philadelphia, Pa.
Fred L. Rosenstiel, New York, N.Y.
Charles S. Ross, Summit, N.J.
Bruce L. Roudabush, Millbrae, Calif.
Robert D. Roughton, Fort Collins, Colo.
Mrs. Wayne Rowlands, Dexter City, Ohio
Mr. and Mrs. Alexander Rubi, Jr., New York, N.Y.
Alexander Rubi III, New York, N.Y.
Ravel Rubi, New York, N.Y.
Richard Rudquist, Grand Rapids, Minn.
M. E. Ruet, Baton Rouge, La.
Mrs. Stella P. Runge, Seattle, Wash.
Mrs. E. W. Rusch, Peekskill, N.Y.
Ernest Rusfeldt, Evelyn Rusfeldt, San Francisco, Calif.
Emma Rose Rush, Ventura, Calif.
Miss Helen A. Russell, West Chester, Pa.
Henry D. Russell, Dover, Mass.
Robert C. Russell, Iowa City, Iowa
John Rust, Burbank, Calif.
Ralph M. Rutledge, Idyllwild, Calif.
Eileen Ryan, Seattle, Wash.
Ronald A. Ryder, Fort Collins, Colo.
Santa Clara Rod and Gun Club, Santa Clara, Calif.
Sioux City Bird Club, Sioux City, Iowa
Skagit Alpine Club, Post Office Box 233, Mount Vernon, Wash.
Southeast Sportsmen's Club, 9037 Kingston Avenue, Chicago, Ill.
Summit Nature Club, Summit, N.J.
George A. Sacher, Downers Grove, Ill.

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IN FAVOR—continued

John W. Salin, New York, N.Y.
Mr. and Mrs. Andre J. Saltel, Redwood City, Calif.
Dale V. Samuelson, Yakima, Wash.
E. A. Sanchez, Denver, Colo.
E. Lee Sansum, Palo Alto, Calif.
Glen C. Sanderson, Champaign, Ill.
William Sattler, Genevieve Sattler, Concord, Calif.
Elliot Sawyer, Albany, Calif.
Harold D. Saylor, judge, Philadelphia, Pa.
Mrs. Robert L. Scales, Northampton, Mass.
Edward H. Schafer, Berkeley, Calif.
Mrs. Francis H. Scheetz, Gladwyne, Pa.
Robert G. Schipf, Carbondale, Ill.
Jerome H. Schloss, New York, N.Y.
George Schmidt, Wanaque, N.J.
Arthur Schneider and others, Delano, Calif.
George H. Schneider, Quincy, Ill.
Miss Klara E. Schneider, New York, N.Y.
Mr. and Mrs. Robert L. Schneider, Champaign, Ill.
Miss Helen F. Schock, St. Petersburg, Fla.
Gordon M. Schoepfle, Ph. D., St. Louis, Mo.
Dr. R. T. Scholes, Arlington, Va.
Robert G. Schultz, Yreka, Calif.
George A. Schumacher, M.D., Burlington, Vt.
Agathe Schurman, Schenectady, N.Y.
Ralph W. Schwartz, Auberry, Calif.
Lois Schwarze, Sacramento, Calif.
Bert Schwarzchild, San Francisco, Calif.
Alexander C. Scobie, Ardsley, N.Y.
Mrs. David H. Scott, Chappaqua, N.Y.
Mrs. Frederic W. Scott, North Garden, Va.
Miss Janet D. Scott, Wingdale, N.Y.
Walter E. Scott, Madison, Wis.
Charlotte R. Scripture, New York, N.Y.
Elizabeth Seeman, Erwin, Tenn.
Emil Sekerak, Castro Valley, Calif.
Eugene E. Sensel, Beacon, N.Y.
Miss Patricia Sevringhaus, Seattle, Wash.
J. Hall Sharon, Kalispell, Mont.
Mrs. Frederic C. Sharpless, Haverford, Pa.
Miss Pharfotes Sharpless, Philadelphia, Pa.
Helen Sharsmith, Albany, Calif.
Ruth Shattuck, Swampscott, Mass.
Miss Catherine D. Shaw, Los Angeles, Calif.
Mrs. Fred G. Shaw, Oakland, Calif.
Joseph L. Shaw, Genesco, Ill.
Mrs. T. Mott Shaw, Concord, Mass.
Dr. and Mrs. Harry Shay, Philadelphia, Pa.
Mrs. Robert Sheffield, Binghamton, N.Y.
Robert Sheffield, Binghamton, N.Y.
William G. Sheldon, Amherst, Mass.
S. Donald Sherrerd, Pinehurst, N.C.
Glen A. Sherwood, Logan, Utah
Mrs. Charles A. Shierson, Adrian, Mich.
Dr. Bernard Shore, St. Louis, Mo.
Mrs. Calhoun Shorts, Bellevue, Wash.
Mr. and Mrs. Russell A. Sibley, Elizabeth Sibley, Charlotte Sibley, Russell Sibley, Jr., Rochester, N.Y.
A. C. Siddall, Columbus, Ohio
Stella S. Simmons, San Diego, Calif.
Floyd B. Simonds, Sanibel, Fla.
Mrs. William Simpson, Jr., Winston-Salem, N.C.
Mrs. David Sinclair, Cornwells Heights, Pa.
Mrs. A. P. Smith, Woodlyn, Pa.
Ben W. Smith, Raleigh, N.C.
Mrs. Beulah W. Smith, Miranda, Calif.
Mr. William E. Smith, Leavenworth, Wash.
Mr. and Mrs. Clark J. Smith, El Cerrito, Calif.
Grace F. Smith, Chicago, Ill.
Mrs. J. Verity Smith, Duxbury, Mass.
Rev. Leland D. Smith, Crown Point, N.Y.
Lorraine Smith, Minot N. Dak.
Miss Lucille V. Smith, Gaithersburg, Md.
Mrs. F. Morton Smith, Hingham, Mass.
Sheldon M. Smith, Ithaca, N.Y.
Mrs. V. T. Smith, Washington, D.C.
Warren S. Smith, Oakland, Calif.
Mrs. Joseph P. Smyth, Sayville, N.Y.
John M. Snider, Ph. D., Hollywood, Calif.
Dave S. Sodano, Bucks County, Pa.
Lt. Harold A. Solberg, New York, N.Y.
Arlene C. Sommer, John H. Sommer, Vista, Calif.
Thomas K. Soulen, Madison, Wis.
J. Warren Southwick, Grand Rapids, Mich.
Constant Southworth, Washington, D.C.
Mrs. Warren B. Spickard, Mercer Island, Wash.
Walter R. Spofford, Ph. D., Syracuse, N.Y.
Miss Ruth Sprague, Knoxville, Tenn.
George R. Staebler, Centralia, Wash.
James C. Stanth, Nampa, Idaho
John S. Stanton, Carmel, Calif.
Mrs. Lawrence M. Stanton, Cornwall, Conn.
Richard C. Steadman, New York, N.Y.
Dawn Stephens, Woodlyn, Pa.
George C. Stephens, Woodlyn, Pa.
Mrs. George Stephens, Woodlyn, Pa.
Peter Stettenheim, East Lansing, Mich.
Clara Stevenson, Carmel, Calif.
Mrs. Richard C. Stevenson, Angola, N.Y.

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IN FAVOR—continued

Mr. and Mrs. Walter A. Stiles, Manchester, N.H.
Chas. Stilwell, Kathryn Stilwell, Grand Rapids, Mich.
Lillian M. Stockwell, Alameda, Calif.
Mrs. I. N. P. Stokes, New York, N.Y.
Mrs. J. S. Stokes, Bryn Mawr, Pa.
Miss Elsie Stoller, Kelso, Wash.
Charles Stone, Fort Collins, Colo.
Carolyn Storm, Ridgefield, N.J.
Barbara Stross, Portland, Oreg.
Guy Stoye, Sayville, N.Y.
John J. Stream, Martha Stream, Loveland, Colo.
Mr. and Mrs. Erwin Strohmaier, Berkeley, Calif.
William Suhr, New York, N.Y.
Mrs. Margaret Sullivan, Seattle, Wash.
W. E. Summers, Denver, Colo.
Mrs. Virginia M. Sutherland, Santa Monica, Calif.
Katherine W. Swan, West Hartford, Conn.
Miss Addie F. Sweet, Clinton, Mass.
Lennig Sweet, Denver, Colo.
Mrs. C. E. Swenson, Chesterfield, Mass.
Robert and Elizabeth Swenson, Yakima, Wash.
William C. Sykora, Brookfield, Ill.
Stephen Szybalski and others, Castro Valley, Calif.
Tacoma Sportsmen's Club, Inc., 903 Commerce Street, Tacoma, Wash.
Texas Ornithological Society, Austin, Tex.
The Trailfinders, Post Office Box 716, Banning, Calif.
Mrs. E. Adams Tait, St. Louis, Mo.
Mrs. Addison M. Talbott, Boulder, Colo.
Tom Tanner, Corvallis, Oreg.
Milton A. Tanzer, Denver, Colo.
Geraldine M. Tarner, Seattle, Wash.
Miss Philena H. Taylor, Mount Vernon, Ohio.
Mrs. S. M. Tenney, Hanover, N.H.
Mrs. O. J. Theobald, Towson, Md.
John K. Terres, Chapel Hill, N.C.
Mary E. Tezler, Idyllwild, Calif.
Arline Thomas, Hollis, N.Y.
Edith Lovell Thomas, Claremont, Calif.
Mrs. Richard K. Thomas, Haverford, Pa.
Richard W. Thompson, Detroit, Mich.
George W. Thomson, Detroit, Mich.
John P. Thomson, Providence, R.I.
Edith W. Tiemann, Westerly, R.I.
Mrs. Clarence Tolan, Jr., Villanova, Pa.
Milan Tomsovic, Sheridan, Wyo.
Granville Toogood, Philadelphia, Pa.
Stella Trautwein, Kansas City, Mo.
Herold A. Treibs, Richland, Wash.
Mrs. Alfred Tronzo, Wexford, Pa.
Mr. and Mrs. H. W. Turner, Schenectady, N.Y.
George F. Tyler, Jr., Philadelphia, Pa.
Charles R. Tyson, Philadelphia, Pa.
United Humane Fund, Inc., Mountain Center, Calif.
Mrs. Thelma A. Uhle, Allentown, Pa.
Gulla Ullensvang, Whittier, Calif.
Mrs. Jerry Urbanek, Lusk Wyo.
Virginia Society of Ornithology, Arlington, Va.
Helen Vale, Portland, Oreg.
Miles Valentine, Ambler, Pa.
Theodore Joseph VanDoren, Silver Spring, Md.
Louise Van Everen, Andover, Mass.
Mrs. A. E. VanUret, Glens Falls, N.Y.
Louis Van Wormer, Muriel D. Van Wormer, Sandy Van Wormer, Winter Park, Fla.
Frank A. Venn, Spirit Lake, Idaho.
Henry M. Vert, Spirit Lake, Idaho.
W. S. Vickerman, Moses Lake, Wash.
Mrs. Charles K. Villm, Jr., Chicago, Ill.
Miss Marian E. Vore, Oakland, Calif.
Washington Alpine Club, Seattle, Wash.
Western States Fish & Game Improvement League, Post Office Box 2305, Hollywood, Calif.
Wissahickon Valley Watershed Association, Inc., 473 Bethlehem Pike, Fort Washington, Pa.
Wyncote Bird Club, Wyncote, Pa.
Mrs. Jean Wagenhauser, Islip, N.Y.
Miss Karl Wagner, New York, N.Y.
Mrs. Cecil Walker, Palo Alto, Calif.
Miss Edith B. Walker, Morristown, N.J.
Mrs. John Walker, Mount Vernon, N.Y.
Eulalia Nyce Walker, Julie Nyce Walker, Michael Walker, and Paul Walker, Washington, D.C.
Mrs. Hubert B. Wall, Topsfield, Mass.
Robert B. Wallace, Doylestown, Pa.
Mrs. Philip Wallis, Bala-Cynwyd, Pa.
Grace M. Walls, Yakima, Wash.
John R. Wanamaker, Philadelphia, Pa.
Mrs. Cecila Ward, Seattle, Wash.
Mrs. Laura F. Warfield, Bethesda, Md.
Mrs. Charles H. Watson, Evanston, Ill.
Phyllis Wayte, Amityville, N.Y.
Mrs. E. B. Weathers, Scarsdale, N.Y.
Margaret K. Webb, Berkeley, Calif.
Mrs. W. L. Webb, Blue Mountain Lake, N.Y.
George W. Webber, Billings, Mont.
Burton S. Webster, Brooksville, Miss.
Douglas B. Webster and others, Pasadena, Calif.
Mr. and Mrs. Burton D. Wechsler, Gary, Ind.
Raymond D. Weeter, Moraga, Calif.
Mrs. Richard Weindling, West Nyack, N.Y.
Jacob J. Weinstein, D.D., Chicago, Ill.
George Weisel, Missoula, Mont.
Mrs. Julia H. Wellborn, Oakland, Calif.
Mr. Bernard B. Wellisch, Forest Hills, N.Y.

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IN FAVOR—continued

Edna M. Welsh, Ardmore, Pa.
Roby Wentz, Los Angeles, Calif.
W. H. H. Wertz, Wooster, Ohio
Mrs. Frank A. West, Washington, D.C.
Walter H. West, Jr., Philadelphia, Pa.
Joel A. Weston, Winston-Salem, N.C.
Samuel P. Wetherill, Haverford, Pa.
Carroll R. Wetzel, Philadelphia, Pa.
Walter E. Weyman, Richmond, Calif.
Emilie Margaret White, Washington, D.C.
Florence M. White, San Francisco, Calif.
Mrs. James R. White, Centerport, N.Y.
Ray J. White, Madison, Wis.
Miss Deborah Whitney, Mill Valley, Calif.
D. Alexander Wieland, Philadelphia, Pa.
Muriel S. Wiessuk, Stowe, Vt.
Constance L. Williams, Hartford, Conn.
Mrs. Edward O. Williams, Fort Lauderdale, Fla.
H. Justice Williams, Philadelphia, Pa.
Phyllis G. Williams, Gladwyne, Pa.
Robert T. Williams, Binghamton, N.Y.
Dennis and Loretta Wilson, Boston, Mass.
D. A. Wilson, Boston, Mass.
Ethel M. Wilson, Andover, Mass.
James Douglas Wilson, Chicago, Ill.
Theodore W. Wilson, Vancouver, Wash.
Paul W. Wiseman, Olympia, Wash.
Mrs. Caspar Wister, Philadelphia, Pa.
Helen G. Wolff, Philadelphia, Pa.
Katharine Wolff, Philadelphia, Pa.
Mr. Harold Wollak, Seattle, Wash.
Mrs. Leo Wollins, Beverly Hills, Calif.
Paul N. Wood, Winston-Salem, N.C.
Robert W. Woodbury, Los Angeles, Calif.
Miss Bernice A. Woodcock, Swampscott, Mass.
Alan Woog, Mercer Island, Wash.
Mr. and Mrs. Charles Worth, Aspen, Colo.
Anna M. Wright, Philadelphia, Pa.
Beaumont W. Wright, Philadelphia, Pa.
E. S. Wright, Nampa, Idaho
Kathleen Wright, Bronx, N.Y.
A. C. Wutzke, Coeur D'Alene, Idaho
Yahara Fisherman's Club, Inc., Madison, Wis.
Earl L. Yates, McLean, Va.
Lee E. Yeager, Fort Collins, Colo.
Gaylord Yost, East Lansing, Mich.
Mrs. Durrell R. Young, Highland Park, Ill.
Edith B. Young, Aurora, Ill.
Florence M. Youngberg, Ross, Calif.
Marguerite Yourcenar, Northeast Harbor, Maine.
Joe Yurcic, Gallup, N. Mex.
Richard J. Zanard, Staten Island, N.Y.
Mrs. E. T. Zarich, Highland Park, Ill.
William Zauche, Seattle, Wash.
Robert K. Zerbe, Glen Mills, Pa.
C. C. Zethraeus, Arlington, Tex.
Herbert S. Zim, Tavernier, Fla.
Paul E. Zollman, Minneapolis, Minn.
I. Zverow, Chicago, Ill.

OPPOSED

H. F. Anderes, Dinuba, Calif.
James C. Bangs, Pocatello, Idaho.
L. V. Brown, Spokane, Wash.
Chinook Rod and Gun Club, Chinook, Mont.
R. A. Crowe, Missoula, Mont.
Paul F. Ehinger, Westfir, Oreg.
Georgia Forestry Association, Atlanta, Ga.
Green Valley Lake Ski Club, Green Valley Lake, Calif.
Intermountain Logging Conference, Bigfork, Mont.
Thomas F. Kerns, M.D., Yakima, Wash.
Madera County Chamber of Commerce, Madera, Calif.
K. M. Macdonald, Bellevue, Wash.
R. D. McBeth, Seattle, Wash.
S. V. McQueen, Medford, Oreg.
Stanley D. Michaelson, Salt Lake City, Utah.
Willard C. Rhoads, Cody, Wyo.
Southwestern Montana Mining Association, Dillon, Mont.
Mrs. W. S. Tucker, Indianapolis, Ind.

Mrs. PFOST. The committee, then, stands adjourned.

(Whereupon, the subcommittee adjourned at 3:30 p.m.)

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