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H. R. 361 - H. R. 500 - H. R. 540 - H. R. 906

H. R. 1960 - H. R. 2162 - H. R. 7880

TO ESTABLISH ON PUBLIC LANDS OF THE UNITED STATES A NATIONAL WILDERNESS PRESERVATION SYSTEM FOR THE PERMANENT GOOD OF THE WHOLE PEOPLE, TO PROVIDE FOR THE PROTECTION AND ADMINISTRATION OF AREAS WITHIN THIS SYSTEM BY EXISTING FEDERAL AGENCIES AND FOR THE GATHERING AND DISSEMINATION OF INFORMATION TO INCREASE THE KNOWLEDGE AND APPRECIATION OF WILDERNESS FOR ITS APPROPRIATE USE AND ENJOYMENT BY THE PEOPLE, TO ESTABLISH A NATIONAL WILDERNESS PRESERVATION COUNCIL, AND FOR OTHER PURPOSES.

THURSDAY, JUNE 20, 1957

House of Representatives,

Subcommittee on Public Lands
of the Committee on Interior
and Insular Affairs,

Washington, D. C.

The subcommittee met at 10 a.m., pursuant to call, in room 1324, New House Office Building, the Honorable Gracie Pfof (chairman of the subcommittee) presiding.

Mrs. Pfof. The Subcommittee on Public Lands will now come to order for consideration of H. R. 361, by Mr. O'Hara; H. R. 500, by Mr. Saylor; H. R. 540, by Mr. Baldwin; H. R. 906, by Mr. Reuss; H. R. 1960, by Mr. Metcalf; H. R. 2162, by Mr. Miller of California; and H. R. 7880, by Mr. Porter, "To establish on public lands of the United States a National Wilderness Preservation System for the permanent good of the whole people, to provide for the protection and

administration of areas within this System by existing Federal agencies and for the gathering and dissemination of information to increase the knowledge and appreciation of wilderness for its appropriate use and enjoyment by the people, to establish a National Wilderness Preservation Council, and for other purposes."

Without objection, H. R. 361, by Congressman O'Hara of Illinois, and H. R. 500, by Mr. Saylor of Pennsylvania, will be printed in the record at this point.

The following bills, H. R. 540, by Mr. Baldwin; H. R. 906, by Mr. Reuss; H. R. 1960, by Mr. Metcalf; H. R. 2162, by Mr. Miller of California; and H. R. 7880, by Mr. Porter, will be referred to by number only, because they are identical bills to H. R. 500.

(H. R. 361 and H. R. 500 follow:)

85TH CONGRESS
1ST SESSION

H. R. 361

IN THE HOUSE OF REPRESENTATIVES

JANUARY 3, 1957

Mr. O'HARA of Illinois introduced the following bill; which was referred
to the Committee on Interior and Insular Affairs

A BILL

To establish on public lands of the United States a National Wilderness Preservation System for the permanent good of the whole people, to provide for the protection and administration of the areas within this System by existing Federal agencies and for the gathering and dissemination of information to increase the knowledge and appreciation of wilderness for its appropriate use and enjoyment by the people, to establish a National Wilderness Preservation Council, and for other purposes.

- 1 *Be it enacted by the Senate and House of Representa-*
- 2 *tives of the United States of America in Congress assembled,*
- 3 That, in order to secure for the American people of present
- 4 and future generations the benefits of an enduring resource
- 5 of wilderness, there is hereby established a National Wilder-

1 ness Preservation System. As hereinafter provided this
2 System shall be composed of areas in the United States and
3 its Territories and possessions retaining their natural pri-
4 meval environment and influence, which areas shall serve
5 the public purposes of recreational, scenic, scientific, educa-
6 tional, conservational, and historical use and enjoyment by
7 the people in such manner as will leave them unimpaired for
8 future use and enjoyment as wilderness.

9 (b) The Congress recognizes that an increasing popu-
10 lation, accompanied by expanding settlement and growing
11 mechanization, is destined to occupy and modify all areas
12 within the United States, its Territories, and possessions ex-
13 cept those that are set apart for preservation and protection
14 in their natural condition. Such preservation of areas of
15 wilderness is recognized as a desirable policy of the Govern-
16 ment of the United States of America for the health, welfare,
17 and happiness of its citizens of present and future generations.

18 It is accordingly declared to be the policy of Congress
19 (1) to secure the dedication of an adequate system of areas
20 of wilderness to serve the recreational, scenic, scientific, edu-
21 cational, and conservation needs of the people and (2) to
22 provide for the protection of these areas in perpetuity and
23 for the gathering and dissemination of information regarding
24 their use and enjoyment as wilderness. Pursuant to this
25 policy the Congress gives sanction to the continued preserva-

1 tion as wilderness of those areas federally owned or controlled
2 that are within national parks, national forests, national wild-
3 life refuges, or other public lands, and that have so far retained
4 under their Federal administration their primeval character.
5 It is pursuant to this policy and sanction that the National
6 Wilderness Preservation System is established. Within the
7 units of this System designated for inclusion by this Act,
8 and in those that may later be designated in accordance with
9 its provisions, the preservation of wilderness shall be para-
10 mount.

11 (c) A wilderness, in contrast with those areas where
12 man and his own works dominate the landscape, is hereby
13 recognized as an area where the earth and its community of
14 life are untrammled by man, where man himself is a mem-
15 ber of the natural community who visits but does not remain
16 and whose travels leave only trails.

17 For the purposes of this Act the term "wilderness" shall
18 include:

- 19 (1) The wilderness, wild, roadless, and primitive areas
20 as presently designated by the Secretary of Agriculture or
21 the Chief of the Forest Service within the national forests;
22 (2) Those units within the National Park system herein
23 or hereafter designated as units of the National Wilderness
24 Preservation System, except those portions set aside here-
25 under for roads and accommodations for visitors;

1 (3) The national wildlife refuges and ranges herein or
2 hereafter designated as units of the National Wilderness
3 Preservation System, except those portions set aside here-
4 under for roads and installations of buildings and other
5 facilities;

6 (4) The areas within Indian reservations classified as
7 roadless or wild and included in the National Wilderness
8 Preservation System with the consent of the tribal council
9 or other duly constituted authority; and

10 (5) Such other areas as shall be designated for inclusion
11 in the National Wilderness Preservation System in accord-
12 ance with the provisions of this Act.

13 SEC. 2. The National Wilderness Preservation System
14 (hereafter referred to in this section as the System) shall
15 comprise (subject to preexisting private rights, if any)
16 the federally owned or controlled areas of land and water
17 provided for in this section and the related air-space reser-
18 vations.

19 (a) The System shall include the following roadless,
20 wild, and wilderness areas within the national forests:
21 Caribou, Little Indian Sioux, and Superior Roadless Areas,
22 Superior National Forest, Minnesota; Chiricahua Wild Area,
23 Coronado National Forest, Arizona; Galiuro Wild Area,
24 Crook National Forest, Arizona; Sierra Ancha Wild Area,
25 Tonto National Forest, Arizona; Mount Zirkle Dome Peak

5

1 Wild Area, Routt National Forest, Colorado; Gates of the
2 Mountains Wild Area, Helena National Forest, Montana;
3 San Pedro Parks Wild Area, Santa Fe National Forest, New
4 Mexico; Linville Gorge Wild Area, Pisgah National Forest,
5 North Carolina; Gearhart Mountain Wild Area, Fremont
6 National Forest, Oregon; Kalmiopsis Wild Area, Siskiyou
7 National Forest, Oregon; Mount Hood Wild Area, Mount
8 Hood National Forest, Oregon; Mountain Lakes Wild Area,
9 Rogue River National Forest, Oregon; Strawberry Moun-
10 tain Wild Area, Malheur National Forest, Oregon; Goat
11 Rocks Wild Area, in portions of Gifford Pinchot and Sno-
12 qualmie National Forests, Washington; Mount Adams Wild
13 Area, Gifford Pinchot National Forest, Washington; Mazatzal
14 Wilderness Area, Tonto National Forest, Arizona; Supersti-
15 tion Wilderness Area, in portions of the Crook and Tonto
16 National Forests, Arizona; Marble Mountain Wilderness
17 Area, Klamath National Forest, California; Bob Marshall
18 Wilderness Area, in portions of the Flathead and Lewis and
19 Clark National Forests, Montana; Gila Wilderness Area, Gila
20 National Forest, New Mexico; Pecos Wilderness Area, in
21 portions of the Santa Fe and Carson National Forests, New
22 Mexico; Eagle Cap Wilderness Area, in portions of Wallowa
23 and Whitman National Forests, Oregon; North Absaroka
24 Wilderness Area and South Absaroka Wilderness Area, both

1 in the Shoshone National Forest, Wyoming; Teton Wilder-
2 ness Area, Teton National Forest, Wyoming.

3 Additional wilderness and wild areas may be designated
4 for inclusion in this System by the Secretary of Agriculture.
5 Such designations shall be reported, with maps and descrip-
6 tions, to the secretary of the National Wilderness Preserva-
7 tion Council established hereunder. These designations by
8 January 1, 1966, shall include, but shall not necessarily be
9 limited to, the areas within the national forests classified as
10 primitive by the Department of Agriculture on January 1,
11 1956, with such modifications in boundaries as may be made
12 upon reclassification as wilderness or wild.

13 The administration and any proposed addition, modifica-
14 tion, or elimination of wilderness, wild, or roadless areas
15 shall be in accordance with such regulations as the Secretary
16 of Agriculture shall establish in conformity with the purposes
17 of this Act, and any such proposed addition, modification,
18 or elimination shall be reported with map and description
19 to the secretary of the National Wilderness Preservation
20 Council established hereunder. Any addition, modification,
21 or elimination, except as provided in section 3, subsection
22 (c), paragraph (1), shall take effect as provided in sub-
23 section (f) below.

24 (b) The System shall include the following units of
25 the National Park System: Acadia National Park, Maine;

1 Arches National Monument, Utah; Badlands National Monu-
2 ment, South Dakota; Big Bend National Park, Texas; Black
3 Canyon of the Gunnison National Monument, Colorado;
4 Bryce Canyon National Park, Utah; Capitol Reef National
5 Monument, Utah; Carlsbad Caverns National Park, New
6 Mexico; Cape Hatteras National Seashore Recreational Area,
7 North Carolina; Channel Islands National Monument, Cali-
8 fornia; Chiricahua National Monument, Arizona; Colorado
9 National Monument, Colorado; Crater Lake National Park,
10 Oregon; Craters of the Moon National Monument, Idaho;
11 Death Valley National Monument, California and Nevada;
12 Devils Postpile National Monument, California; Dinosaur
13 National Monument, Colorado and Utah; Everglades Na-
14 tional Park, Florida; Glacier National Park, Montana;
15 Glacier Bay National Monument, Alaska; Grand Canyon
16 National Park and Grand Canyon National Monument, Ari-
17 zona; Grand Teton National Park, Wyoming; Great Smoky
18 Mountains National Park, North Carolina and Tennessee;
19 Hawaii National Park, Territory of Hawaii; Isle Royale
20 National Park, Michigan; Joshua Tree National Monument,
21 California; Katmai National Monument, Alaska; Kings Can-
22 yon National Park, California; Lassen Volcanic National
23 Park, California; Lava Beds National Monument, California;
24 Mammoth Cave National Park, Kentucky; Mesa Verde Na-
25 tional Park, Colorado; Mount McKinley National Park,

1 Alaska; Mount Rainier National Park, Washington; Olympic
2 National Park, Washington; Organ Pipe Cactus National
3 Monument, Arizona; Petrified Forest National Monument,
4 Arizona; Rocky Mountain National Park, Colorado; Saguaro
5 National Monument, Arizona; Sequoia National Park, Cali-
6 fornia; Shenandoah National Park, Virginia; Theodore
7 Roosevelt National Memorial Park, North Dakota; White
8 Sands National Monument, New Mexico; Wind Cave Na-
9 tional Park, South Dakota; Yellowstone National Park,
10 Idaho, Montana, and Wyoming; Yosemite National Park,
11 California; Zion National Park and Zion National Monu-
12 ment, Utah.

13 Additional units of the National Park System may be
14 designated for inclusion in the System by Act of Congress
15 or by executive order or proclamation of the President. No
16 unit of the National Park System shall be removed from the
17 System except by Act of Congress.

18 Ninety days after giving public notice the Secretary of
19 the Interior shall designate within each unit of the National
20 Park System named for inclusion in the System such area
21 or areas as he shall determine to be required for roads, motor
22 trails, buildings, and necessary accommodations for visitors.

23 A notice of each such designation, together with a map and
24 description of the affected area or areas, shall be forwarded
25 to the secretary of the National Wilderness Preservation

1 Council established hereunder. Each such unit of the Na-
2 tional Park System shall become part of the National Wilder-
3 ness Preservation System when this designation has been
4 made. Designations shall be made not later than January 1,
5 1966, or within two years after the unit has been added to
6 the System, whichever is later. Should the Secretary fail
7 to make such a designation for any such unit of the National
8 Park System within the time limit specified, that unit shall
9 automatically then become a part of the System.

10 No designation of an area for roads, motor trails, build-
11 ings, and necessary accommodations for visitors shall modify
12 or affect the application to that area of the provisions of the
13 Act approved August 25, 1916, entitled "An Act to establish
14 a National Park Service, and for other purposes."

15 (c) The System shall include the following national
16 wildlife refuges and ranges: Aleutian Islands National Wild-
17 life Refuge, Alaska; Aransas National Wildlife Refuge,
18 Texas; Bogoslof National Wildlife Refuge, Alaska; Cabeza
19 Prieta Game Range, Arizona; Cape Romain National Wild-
20 life Refuge, South Carolina; Charles Sheldon Antelope
21 Range, Nevada; Delta National Wildlife Refuge, Louisiana;
22 Desert Game Range, Nevada; Fort Peck Game Range,
23 Montana; Kenai National Moose Range, Alaska; Kodiak
24 National Wildlife Refuge, Alaska; Kofa Game Range, Ari-

1 zona; Moosehorn National Wildlife Refuge, Maine; National
2 Bison Range, Montana; Nunivak National Wildlife Refuge,
3 Alaska; Okefenokee National Wildlife Refuge, Georgia;
4 Red Rock Lakes Migratory Waterfowl Refuge, Montana;
5 Seney National Wildlife Refuge, Michigan; Sheldon Na-
6 tional Antelope Refuge, Nevada; Wichita Mountains Na-
7 tional Wildlife Refuge, Oklahoma.

8 Additional national wildlife refuges and ranges may be
9 designated by the Secretary of the Interior for inclusion in
10 the System. Such designations shall be reported, with maps
11 and descriptions, to the secretary of the National Wilderness
12 Preservation Council established hereunder. No wildlife
13 refuge or range shall be removed from the System except
14 by Act of Congress.

15 Ninety days after giving public notice the Secretary of
16 the Interior shall designate within each national wildlife
17 refuge and range named for inclusion in the System such area
18 or areas as he shall determine to be required for roads and
19 buildings and other installations for administration and pro-
20 tection of the refuge or range for wildlife. A notice of each
21 such designation together with a map and description of the
22 affected area or areas shall be forwarded to the secretary
23 of the National Wilderness Preservation Council established
24 hereunder. Each national wildlife refuge and range named
25 for inclusion shall become part of the National Wilderness

1 Preservation System when this designation has been so made
2 for that national wildlife refuge or range. Designations shall
3 be made not later than January 1, 1966, or within two years
4 after a refuge or range has been added to the System, which-
5 ever is later. Should the Secretary fail to make such a desig-
6 nation for any such national wildlife refuge or range within
7 the time limits specified, that refuge or range shall automati-
8 cally then become a part of the System.

9 (d) The System shall include the following roadless
10 areas and wild areas on Indian reservations and such addi-
11 tional roadless and wild areas on Indian reservations as the
12 Secretary of the Interior may designate, but no such area
13 shall be included until the tribe or band within whose reser-
14 vation it lies, through its tribal council or other duly con-
15 stituted authority, shall have given its consent to the inclusion
16 of the area within the System: Black Mesa Roadless Area,
17 Navajo Indian Reservation, Arizona; Black River Roadless
18 Area, Fort Apache and San Carlos Indian Reservations,
19 Arizona; Columbia-San Poil Divide Roadless Area, Colville
20 Indian Reservation, Washington; Fort Charlotte Wild Area,
21 Grand Portage Indian Reservation, Minnesota; Goat Rocks
22 Roadless Area, Yakima Indian Reservation, Washington;
23 Grand Canyon Roadless Area, Hualapai Indian Reservation,
24 Arizona; Grand Portage Wild Area, Grand Portage Indian
25 Reservation, Minnesota; Mesa Verde Roadless Area, Con-

1 solidated Ute Indian Reservation, Colorado; Mount Adams
2 Wild Area, Yakima Indian Reservation, Washington; Mount
3 Jefferson Roadless Area, Warm Springs Indian Reservation,
4 Oregon; Mount Thomas Roadless Area, Fort Apache Indian
5 Reservation, Arizona; Mission Range Roadless Area, Flat-
6 head Indian Reservation, Montana; Painted Desert Roadless
7 Area, Navajo Indian Reservation, Arizona; Rainbow Bridge
8 Roadless Area, Navajo Indian Reservation, Arizona; Wind
9 River Mountains Roadless Area, Shoshone Indian Reservā-
10 tion, Wyoming.

11 The administration and any proposed addition, modifica-
12 tion, or elimination of roadless and wild areas on Indian
13 reservations shall be in accordance with such regulations as
14 the Secretary of the Interior shall establish in conformity
15 with the purposes of this Act subject to the consent of the
16 several tribes or bands, through their tribal councils or other
17 duly constituted authorities, each with regard to the area or
18 areas within its jurisdiction. Any addition, modification, or
19 elimination shall be reported, with map and description, to
20 the secretary of the National Wilderness Preservation Coun-
21 cil. Nothing in this Act shall in any respect abrogate any
22 treaty with any band or tribe of Indians, or in any way mod-
23 ify or otherwise affect existing hunting and fishing rights or
24 privileges.

25 (e) The System shall also include such units as Con-

1 gress may designate by statute and such units as may be
2 designated within any federally owned or controlled land
3 and/or water by the official or officials authorized to deter-
4 mine the use of the lands and waters involved. The admin-
5 istration, modification, and elimination of such units shall be
6 as prescribed by Congress or in accordance with regulations
7 that shall be established in conformity with the purposes of
8 this Act by the official or officials authorized to determine
9 the use of the lands and waters involved.

10 (f) Any proposed addition to, modification of, or elim-
11 ination from the National Wilderness Preservation System
12 otherwise than by Act of Congress, except on Indian reserva-
13 tions and except as provided in section 3, subsection (c),
14 paragraph (1), shall be reported to Congress by the secre-
15 tary of the National Wilderness Preservation Council upon
16 receipt of notice and shall take effect upon the expiration of
17 the first period of one hundred and twenty calendar days,
18 of continuous session of Congress, following the date on
19 which the report is received by Congress; but only if during
20 this period there has not been passed by either House of
21 Congress a resolution opposing such proposed addition, mod-
22 ification, or elimination. Within any federally owned unit
23 within the National Wilderness Preservation System the
24 acquisition of any privately owned lands is hereby authorized
25 and such sums as the Congress may decide are hereby author-

1 ized to be appropriated for such acquisition out of any money
2 in the Treasury not otherwise appropriated.

3 SEC. 3. (a) Nothing in this Act shall be interpreted as
4 interfering with the purpose stated in the establishment of
5 any national park or monument, national forest, national
6 wildlife refuge, Indian reservation, or other Federal land
7 area involved, except that any agency administering any
8 area within the National Wilderness Preservation System
9 shall be responsible for preserving the wilderness character
10 of the area. The National Wilderness Preservation System
11 shall be devoted to the public purposes of recreational, educa-
12 tional, scenic, scientific, conservation, and historical uses.
13 All such use shall be in harmony, both in kind and degree,
14 with the wilderness environment and with its preservation.

15 (b) Except as otherwise provided in this section, and
16 subject to existing private rights (if any), no portion of
17 any area constituting a unit of the National Wilderness
18 Preservation System shall be devoted to community produc-
19 tion, to lumbering, prospecting, mining or the removal of
20 mineral deposits (including oil and gas), grazing by domestic
21 livestock (other than by pack animals in connection with
22 the administration or recreational, educational, or scientific
23 use of the wilderness), water impoundment or reservoir
24 storage, or to any form of commercial enterprise except as
25 contemplated by the purposes of this Act. Within such areas,

1 except as otherwise provided in this section and in section 2
2 of this Act, there shall be no road, nor any use of motor
3 vehicles, nor any airplane landing field or other provision
4 for mechanized transportation, nor any structure or installa-
5 tion in excess of the minimum required for the administration
6 of the area for the purposes of this Act.

7 (c) The following special provisions are hereby made:

8 (1) Roads over national forest lands reserved from
9 the public domain and necessary for ingress and egress to
10 or from privately owned property shall be, and roads over
11 national forest lands otherwise acquired may be, allowed
12 under appropriate conditions determined by the forest super-
13 visor. Upon allowance of such roads the boundary of the
14 area shall thereupon be modified to exclude the portion
15 affected by the roads. The new boundaries shall be re-
16 ported, with a map, through the Chief of the Forest Service
17 to the secretary of the National Wilderness Preservation
18 Council. All such changes shall be included in the next fol-
19 lowing annual report of the Council but need not be sepa-
20 rately reported to Congress.

21 (2) Within national forest areas grazing of domestic
22 livestock and the use of airplanes or motorboats where these
23 practices have already become well established may be per-
24 mitted to continue subject to such restrictions as the Chief
25 of the Forest Service deems desirable. Such practices shall

1 be recognized as nonconforming use of the area of wilder-
2 ness involved and shall be terminated whenever this can be
3 effected with equity to, or in agreement with, those making
4 such use.

5 (3) Other provisions of this Act to the contrary not-
6 withstanding, the management of the Superior, Little Indian
7 Sioux, and Caribou Roadless Areas in the Superior National
8 Forest, Minnesota, shall be in accordance with regulations
9 established by the Secretary of Agriculture in accordance
10 with the general purpose of maintaining, without unneces-
11 sary restrictions on other uses including that of timber, the
12 primitive character of the roadless areas, particularly in the
13 vicinity of lakes, streams, and portages.

14 (4) Any existing use authorized or provided for in the
15 Executive order or legislation establishing any national wild-
16 life refuge or range may be continued in accordance with
17 permit granted under such authorization or provision, but any
18 nonconforming use of the areas of wilderness involved shall
19 be terminated whenever this can be effected with equity to,
20 or in agreement with, those making such use.

21 SEC. 4. (a) A National Wilderness Preservation Coun-
22 cil is hereby created to consist ex officio of the persons at
23 the time designated as the chairman and the ranking minority
24 member of the Committee on Interior and Insular Affairs
25 of the Senate, the chairman and the ranking minority mem-

1 ber of the Committee on Interior and Insular Affairs of the
2 House of Representatives, the Chief of the United States
3 Forest Service, the Director of the National Park Service,
4 the Director of the Fish and Wildlife Service, the Com-
5 missioner of Indian Affairs, the Secretary of the Smithsonian
6 Institution, and also six citizen members known to be in-
7 formed regarding, and interested in the preservation of,
8 wilderness, two of whom shall be named initially for terms
9 of two years, two for terms of four years, and two for terms
10 of six years, by the President. After the expiration of these
11 initial terms, each citizen member shall be appointed for a
12 six-year term. When initial or subsequent appointments are
13 to be made to this Council any established national organiza-
14 tion interested in wilderness preservation may make recom-
15 mendations to the President regarding candidates any of
16 whom would be deemed suitable for appointment to the
17 Council. The Council shall choose from among its members
18 a chairman who shall serve for a two-year term. The Secre-
19 tary of the Smithsonian Institution shall be the secretary of
20 the Council and, subject to the Council, shall maintain its
21 headquarters.

22 (b) The Council shall serve as the repository for, and
23 shall maintain available for public inspection, such maps and
24 official papers regarding the National Wilderness Preservation
25 System as may be filed with it. Upon receipt of a report of

1 a proposed addition, modification, or elimination of an area
2 as required under section 2 of this Act, the secretary of the
3 Council shall report such proposed action to the Senate and
4 to the House of Representatives. The Council shall serve
5 as a nonexclusive clearinghouse for exchange of informa-
6 tion among the agencies administering areas within the Sys-
7 tem. The Council shall make, sponsor, and coordinate sur-
8 veys of wilderness needs and conditions and gather and dis-
9 seminate information, including maps, for the information
10 of the public regarding use and preservation of the areas of
11 wilderness within the System, including information and maps
12 regarding State and other non-Federal areas which the Coun-
13 cil shall consider important to wilderness preservation. The
14 Council is directed to consult with, advise, and invoke the aid
15 of the President, the Secretaries of Interior and Agriculture,
16 and other appropriate officers of the United States Govern-
17 ment and to assist in obtaining cooperation in wilderness pre-
18 servation and use among Federal and State agencies and pri-
19 vate agencies and organizations concerned therewith. The
20 Council, through its Chairman, shall annually present to Con-
21 gress, not later than the first Monday in December, a report
22 on the operations of the Council during the preceding fiscal
23 year and on the status of the National Wilderness Preserva-
24 tion System the close of that fiscal year, including an anno-
25 tated list of the areas in the System showing their size, loc-

1 tion, and administering agency, and shall make such recom-
2 mendations to Congress as the Council shall deem advisable.

3 (c) The Council shall meet annually and at such times
4 between annual meetings as the Council shall determine, or
5 upon call of the chairman or any three members. Members
6 of the Council shall serve as such without compensation but
7 shall receive transportation expenses and in addition a per
8 diem payment to be fixed by the Council, not to exceed
9 \$25 a day, as reimbursement for expenditures in connection
10 with attending any meeting of the Council. A sum sufficient
11 to pay the necessary clerical and administrative expenses
12 of the Council and its members, not to exceed an annual
13 expenditure of \$50,000, and such additional sums as the
14 Congress may decide for carrying out the purposes of the
15 Council, including printing, are hereby authorized to be ap-
16 propriated out of any money in the Treasury not otherwise
17 appropriated. The Council is authorized to accept private
18 gifts and benefactions to be used to further the purposes
19 of this Act, and such gifts and benefactions shall be deductible
20 from income for tax purposes.

21 SEC. 5. This Act shall be known by the short title
22 "National Wilderness Preservation Act."

85TH CONGRESS
1ST SESSION

H. R. 361

A BILL

To establish on public lands of the United States a National Wilderness Preservation System for the permanent good of the whole people, to provide for the protection and administration of the areas within this System by existing Federal agencies and for the gathering and dissemination of information to increase the knowledge and appreciation of wilderness for its appropriate use and enjoyment by the people, to establish a National Wilderness Preservation Council, and for other purposes.

By Mr. O'HARA of Illinois

JANUARY 3, 1957

Referred to the Committee on Interior and Insular
Affairs

85TH CONGRESS
1ST SESSION

H. R. 540

IN THE HOUSE OF REPRESENTATIVES

JANUARY 3, 1957

Mr. BALDWIN introduced the following bill; which was referred to the Committee on Interior and Insular Affairs

A BILL

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- 1 *Be it enacted by the Senate and House of Representa-*
- 2 *tives of the United States of America in Congress assembled,*
- 3 That, in order to secure for the American people of present
- 4 and future generations the benefits of an enduring resource
- 5 of wilderness, there is hereby established a National Wilder-

1 ness Preservation System. As hereinafter provided this
2 System shall be composed of areas in the United States and
3 its Territories and possessions retaining their natural pri-
4 meval environment and influence, which areas shall serve
5 the public purposes of recreational, scenic, scientific, educa-
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7 the people in such manner as will leave them unimpaired
8 for future use and enjoyment as wilderness.

9 (b) The Congress recognizes that an increasing popu-
10 lation, accompanied by expanding settlement and growing
11 mechanization, is destined to occupy and modify all areas
12 within the United States, its Territories, and possessions ex-
13 cept those that are set apart for preservation and protection
14 in their natural condition. Such preservation of areas of
15 wilderness is recognized as a desirable policy of the Govern-
16 ment of the United States of America for the health, welfare,
17 and happiness of its citizens of present and future generations.

18 It is accordingly declared to be the policy of Congress
19 (1) to secure the dedication of an adequate system of areas
20 of wilderness to serve the recreational, scenic, scientific, edu-
21 cational, and conservation needs of the people and (2) to
22 provide for the protection of these areas in perpetuity and
23 for the gathering and dissemination of information regarding
24 their use and enjoyment as wilderness. Pursuant to this
25 policy the Congress gives sanction to the continued preserva-

1 tion as wilderness of those areas federally owned or controlled
2 that are within national parks, national forests, national wild-
3 life refuges, or other public lands, and that have so far re-
4 tained under their Federal administration their primeval
5 character. It is pursuant to this policy and sanction that the
6 National Wilderness Preservation System is established.
7 Within the units of this System designated for inclusion by
8 this Act, and in those that may later be designated in accord-
9 ance with its provisions, the preservation of wilderness shall
10 be paramount.

11 (c) A wilderness, in contrast with those areas where
12 man and his own works dominate the landscape, is hereby
13 recognized as an area where the earth and its community of
14 life are untrammelled by man, where man himself is a mem-
15 ber of the natural community who visits but does not remain
16 and whose travels leave only trails.

17 For the purposes of this Act the term "wilderness"
18 shall include:

19 (1) The wilderness, wild, roadless, and primitive areas
20 as presently designated by the Secretary of Agriculture or
21 the Chief of the Forest Service within the national forests;

22 (2) Those units within the National Park System herein
23 or hereafter designated as units of the National Wilderness
24 Preservation System, except those portions set aside here-
25 under for roads and accommodations for visitors;

1 (3) The national wildlife refuges and ranges herein or
2 hereafter designated as units of the National Wilderness
3 Preservation System, except those portions set aside here-
4 under for roads and installations of buildings and other
5 facilities;

6 (4) The areas within Indian reservations classified as
7 roadless or wild and included in the National Wilderness
8 Preservation System with the consent of the tribal council
9 or other duly constituted authority; and

10 (5) Such other areas as shall be designated for inclusion
11 in the National Wilderness Preservation System in accord-
12 ance with the provisions of this Act.

13 NATIONAL WILDERNESS PRESERVATION SYSTEM

14 SEC. 2. The National Wilderness Preservation System
15 (hereafter referred to in this section as the System) shall
16 comprise (subject to preexisting private rights, if any)
17 the federally owned or controlled areas of land and water
18 provided for in this section and the related airspace reser-
19 vations.

20 NATIONAL FOREST AREAS

21 (a) The System shall include the following roadless,
22 wild, and wilderness areas within the national forests:
23 Caribou, Little Indian Sioux, and Superior Roadless Areas,
24 Superior National Forest, Minnesota; Chiricahua Wild Area,
25 Coronado National Forest, Arizona; Galiuro Wild Area,

5

1 Crook National Forest Arizona; Sierra Ancha Wild Area,
2 Tonto National Forest, Arizona; Mount Zirkle Dome Peak
3 Wild Area, Routt National Forest, Colorado; Gates of the
4 Mountains Wild area, Helena National Forest, Montana;
5 San Pedro Parks Wild Area, Santa Fe National Forest, New
6 Mexico; Linville Gorge Wild Area, Pisgah National Forest,
7 North Carolina; Gearhart Mountain Wild Area, Fremont
8 National Forest, Oregon; Kalmiopsis Wild Area, Siskiyou
9 National Forest, Oregon; Mount Hood Wild Area, Mount
10 Hood National Forest, Oregon; Mountain Lakes Wild Area,
11 Rogue River National Forest, Oregon; Strawberry Moun-
12 tain Wild Area, Malheur National Forest, Oregon; Goat
13 Rocks Wild Area, in portions of Gifford Pinchot and Sno-
14 qualmie National Forests, Washington; Mount Adams Wild
15 Area, Gifford Pinchot National Forest, Washington; Mazatzal
16 Wilderness Area, Tonto National Forest, Arizona; Supersti-
17 tion Wilderness Area, in portions of the Crook and Tonto
18 National Forests, Arizona; Marble Mountain Wilderness
19 Area, Klamath National Forest, California; Bob Marshall
20 Wilderness Area, in portions of the Flathead and Lewis and
21 Clark National Forests, Montana; Gila Wilderness Area, Gila
22 National Forest, New Mexico; Pecos Wilderness Area, in
23 portions of the Santa Fe and Carson National Forests, New
24 Mexico; Eagle Cap Wilderness Area, in portions of Wallowa
25 and Whitman National Forests, Oregon; North Absaroka

1 Wilderness Area and South Absaroka Wilderness Area, both
2 in the Shoshone National Forest, Wyoming; Teton Wilder-
3 ness Area, Teton National Forest, Wyoming.

4 Additional wilderness and wild areas may be designated
5 for inclusion in this System by the Secretary of Agriculture.
6 Such designations shall be reported, with maps and descrip-
7 tions, to the secretary of the National Wilderness Preserva-
8 tion Council established hereunder. These designations by
9 January 1, 1966, shall include, but shall not necessarily be
10 limited to, the areas within the national forests classified as
11 primitive by the Department of Agriculture on January 1,
12 1956, with such modifications in boundaries as may be made
13 upon reclassification as wilderness or wild.

14 The administration and any proposed addition, modifica-
15 tion, or elimination of wilderness, wild, or roadless areas
16 shall be in accordance with such regulations as the Secretary
17 of Agriculture shall establish in conformity with the purposes
18 of this Act, and any such proposed addition, modification,
19 or elimination shall be reported with map and description
20 to the secretary of the National Wilderness Preservation
21 Council established hereunder. Any addition, modification,
22 or elimination, except as provided in section 3, subsection
23 (c), paragraph (1), shall take effect as provided in sub-
24 section (f) below.

1 **NATIONAL PARK SYSTEM AREAS**

2 (b) The System shall include the following units of
3 the National Park System: Acadia National Park, Maine;
4 Arches National Monument, Utah; Badlands National Monu-
5 ment, South Dakota; Big Bend National Park, Texas; Black
6 Canyon of the Gunnison National Monument, Colorado;
7 Bryce Canyon National Park, Utah; Capitol Reef National
8 Monument, Utah; Carlsbad Caverns National Park, New
9 Mexico; Cape Hatteras National Seashore Recreational Area,
10 North Carolina; Channel Islands National Monument, Cali-
11 fornia; Chiricahua National Monument, Arizona; Colorado
12 National Monument, Colorado; Crater Lake National Park,
13 Oregon; Craters of the Moon National Monument, Idaho;
14 Death Valley National Monument, California and Nevada;
15 Devils Postpile National Monument, California; Dinosaur
16 National Monument, Colorado and Utah; Everglades Na-
17 tional Park, Florida; Glacier National Park, Montana;
18 Glacier Bay National Monument, Alaska; Grand Canyon
19 National Park and Grand Canyon National Monument, Ari-
20 zona; Grand Teton National Park, Wyoming; Great Smoky
21 Mountains National Park, North Carolina and Tennessee;
22 Hawaii National Park, Territory of Hawaii; Isle Royale
23 National Park, Michigan; Joshua Tree National Monument,
24 California; Katmai National Monument, Alaska; Kings Can-

1 yon National Park, California; Lassen Volcanic National
2 Park California; Lava Beds National Monument, California;
3 Mammoth Cave National Park, Kentucky; Mesa Verde Na-
4 tional Park, Colorado, Mount McKinley National Park,
5 Alaska; Mount Rainier National Park, Washington; Olympic
6 National Park, Washington; Organ Pipe Cactus National
7 Monument, Arizona; Petrified Forest National Monument,
8 Arizona; Rocky Mountain National Park, Colorado; Saguaro
9 National Monument, Arizona; Sequoia National Park Cali-
10 fornia; Shenandoah National Park, Virginia; Theodore
11 Roosevelt National Memorial Park, North Dakota; White
12 Sands National Monument, New Mexico; Wind Cave Na-
13 tional Park, South Dakota; Yellowstone National Park,
14 Idaho, Montana, and Wyoming; Yosemite National Park,
15 California; Zion National Park and Zion National Monu-
16 ment, Utah. .

17 Additional units of the National Park System may be
18 designated for inclusion in the System by Act of Congress
19 or by executive order or proclamation of the President. No
20 unit of the National Park System shall be removed from the
21 System except by Act of Congress.

22 Ninety days after giving public notice the Secretary of
23 the Interior shall designate within each unit of the National
24 Park System named for inclusion in the System such area
25 or areas as he shall determine to be required for roads.

1 and accommodations for visitors. A notice of each such
2 designation, together with a map and description of the
3 affected area or areas, shall be forwarded to the secretary
4 of the National Wilderness Preservation Council established
5 hereunder. Each such unit of the National Park System
6 shall become part of the National Wilderness Preservation
7 System when this designation has been made. Designations
8 shall be made not later than January 1, 1966, or within two
9 years after the unit has been added to the System, which-
10 ever is later. Should the Secretary fail to make such a
11 designation for any such unit of the National Park System
12 within the time limit specified, that unit shall automatically
13 then become a part of the System.

14 No designation of an area for roads and accommoda-
15 tions for visitors shall modify or affect the application to
16 that area of the provisions of the Act approved August 25,
17 1916, entitled "An Act to establish a National Park Service,
18 and for other purposes."

19 NATIONAL WILDLIFE REFUGES AND RANGES

20 (c) The System shall include the following national
21 wildlife refuges and ranges: Aleutian Islands National Wild-
22 life refuge, Alaska; Aransas National Wildlife Refuge,
23 Texas; Bogoslof National Wildlife Refuge, Alaska; Cabeza
24 Prieta Game Range, Arizona; Cape Romain National Wild-

1 life Refuge, South Carolina; Charles Sheldon Antelope
2 Range, Nevada; Delta National Wildlife Refuge, Louisiana;
3 Desert Game Range, Nevada; Fort Peck Game Range,
4 Montana; Kenai National Moose Range, Alaska; Kodiak
5 National Wildlife Refuge, Alaska; Kofa Game Range, Ari-
6 zona; Mooschorn National Wildlife Refuge, Maine; National
7 Bison Range, Montana; Nunivak National Wildlife Refuge,
8 Alaska; Okefenokee National Wildlife Refuge, Georgia;
9 Red Rock Lakes Migratory Waterfowl Refuge, Montana;
10 Seney National Wildlife Refuge, Michigan; Sheldon Na-
11 tional Antelope Refuge, Nevada; Wichita Mountains Na-
12 tional Wildlife Refuge, Oklahoma.

13 Additional national wildlife refuges and ranges may be
14 designated by the Secretary of the Interior for inclusion in
15 the System. Such designations shall be reported, with maps
16 and descriptions, to the secretary of the National Wilderness
17 Preservation Council established hereunder. No wildlife
18 refuge or range shall be removed from the System except
19 by Act of Congress.

20 Ninety days after giving public notice the Secretary of
21 the Interior shall designate within each national wildlife
22 refuge and range named for inclusion in the System such area
23 or areas as he shall determine to be required for roads and
24 buildings and other installations for administration and pro-
25 tection of the refuge or range for wildlife. A notice of each

1 such designation together with a map and description of the
2 affected area or areas shall be forwarded to the secretary
3 of the National Wilderness Preservation Council established
4 hereunder. Each national wildlife refuge and range named
5 for inclusion shall become part of the National Wilderness
6 Preservation System when this designation has been so made
7 for that national wildlife refuge or range. Designations shall
8 be made not later than January 1, 1966, or within two years
9 after a refuge or range has been added to the System, which-
10 ever is later. Should the Secretary fail to make such a desig-
11 nation for any such national wildlife refuge or range within
12 the time limits specified, that refuge or range shall auto-
13 matically then become a part of the System.

14 THE INDIANS' WILDERNESS

15 (d) The System shall include the following roadless
16 areas and wild areas on Indian reservations and such addi-
17 tional roadless and wild areas on Indian reservations as the
18 Secretary of the Interior may designate, but no such area
19 shall be included until the tribe or band within whose reser-
20 vations it lies, through its tribal council or other duly con-
21 stituted authority, shall have given its consent to the inclu-
22 sion of the area within the System: Black Mesa Roadless
23 Area, Navajo Indian Reservation, Arizona; Black River
24 Roadless Area, Fort Apache and San Carlos Indian Reser-
25 vations, Arizona; Columbia-San Poil Divide Roadless Area,

12

1 Colville Indian Reservation, Washigton; Fort Charlotte
2 Wild Area, Grand Portage Indian Reservation, Minnesota;
3 Goat Rocks Roadless Area, Yakima Indian Reservation,
4 Washigton; Grand Canyon Roadless Area, Hualapai Indian
5 Reservation, Arizona; Grand Portage Wild Area, Grand
6 Portage Indian Reservation, Minnesota; Mesa Verde Road-
7 less Area, Consolidated Ut Indian Reservations, Colorado;
8 Mount Adams Wild Area, Yakima Indian Reservation,
9 Washington; Mount Jefferson Roadless Area, Warm Springs
10 Indian Reservation, Oregon; Mount Thomas Roadless Area,
11 Fort Apache Indian Reservation, Arizona; Mission Range
12 Roadless Area, Flathead Indian Reservation, Montana;
13 Painted Desert Roadless Area, Navajo Indian Reservation,
14 Arizona; Rainbow Bridge Roadless Area, Navajo Indian
15 Reservation, Arizona; Wind River Mountains Roadless Area,
16 Shoshone Indian Reservation, Wyoming.

17 The administration and any proposed addition, modifica-
18 tion, or elimination of roadless and wild areas on Indian
19 reservations shall be in accordance with such regulations as
20 the Secretary of the Interior shall establish in conformity
21 with the purposes of this Act subject to the consent of the
22 several tribes or bands, through their tribal councils or other
23 duly constituted authorities, each with regard to the area or
24 areas within its jurisdiction. Any addition, modification, or
25 elimination shall be reported, with map and description, to

1 the secretary of the National Wilderness Preservation Coun-
2 cil. Nothing in this Act shall in any respect abrogate any
3 treaty with any band or tribe of Indians, or in any way mod-
4 ify or otherwise affect existing hunting and fishing rights or
5 privileges.

6 (e) The System shall also include such units as Con-
7 gress may designate by statute and such units as may be
8 designated within any federally owned or controlled land
9 and/or water by the official or officials authorized to deter-
10 mine the use of the lands and waters involved. The admin-
11 istration, modification, and elimination of such units shall be
12 as prescribed by Congress or in accordance with regulations
13 that shall be established in conformity with the purposes of
14 this Act by the official or officials authorized to determine
15 the use of the lands and waters involved.

16 (f) Any proposed addition to, modification of, or elim-
17 ination from the National Wilderness Preservation System
18 otherwise than by Act of Congress, except on Indian reserva-
19 tions and except as provided in section 3, subsection (c),
20 paragraph (1), shall be reported to Congress by the secre-
21 tary of the National Wilderness Preservation Council upon
22 receipt of notice and shall take effect upon the expiration of
23 the first period of one hundred and twenty calendar days,
24 of continuous session of Congress, following the date on
25 which the report is received by Congress; but only if during

1 this period there has not been passed by either House of
2 Congress a resolution opposing such proposed addition, mod-
3 ification, or elimination. Within any federally owned unit
4 within the National Wilderness Preservation System the
5 acquisition of any privately owned lands is hereby authorized
6 and such sums as the Congress may decide are hereby author-
7 ized to be appropriated for such acquisition out of any money
8 in the Treasury not otherwise appropriated.

9 USE OF THE WILDERNESS

10 SEC. 3. (a) Nothing in this Act shall be interpreted as
11 interfering with the purpose stated in the establishment of
12 any national park or monument, national forest, national
13 wildlife refuge, Indian reservation, or other Federal land
14 area involved, except that any agency administering any
15 area within the National Wilderness Preservation System
16 shall be responsible for preserving the wilderness character
17 of the area. The National Wilderness Preservation System
18 shall be devoted to the public purposes of recreational, educa-
19 tional, scenic, scientific, conservation, and historical uses.
20 All such use shall be in harmony, both in kind and degree,
21 with the wilderness environment and with its preservation.

22 (b) Except as otherwise provided in this section, and
23 subject to existing private rights (if any), no portion of
24 any area constituting a unit of the National Wilderness
25 Preservation System shall be devoted to community produc-

15

1—tion, to lumbering, prospecting, mining or the removal of
2 mineral deposits (including oil and gas), grazing by domestic
3 livestock (other than by pack animals in connection with
4 the administration or recreational, educational, or scientific
5 use of the wilderness), water impoundment or reservoir
6 storage, or to any form of commercial enterprise except as
7 contemplated by the purposes of this Act. Within such areas,
8 except as otherwise provided in this section and in section 2
9 of this Act, there shall be no road, nor any use of motor
10 vehicles, or motorboats, or landing of aircraft, nor any other
11 transport, or delivery of persons or supplies, nor any struc-
12 ture or installation in excess of the minimum required for the
13 administration of the area for the purposes of this Act.

14

SPECIAL PROVISIONS

15 (c) The following special provisions are hereby made:

16 (1) Roads over national forest lands reserved from
17 the public domain and necessary for ingress and egress to
18 or from privately owned property shall be, and roads over
19 national forest lands otherwise acquired may be, allowed
20 under appropriate conditions determined by the forest super-
21 visor. Upon allowance of such roads the boundary of the
22 area shall thereupon be modified to exclude the portion
23 affected by the roads. The new boundaries shall be re-
24 ported, with a map, through the Chief of the Forest Service
25 to the secretary of the National Wilderness Preservation

1 Council. All such changes shall be included in the next fol-
2 lowing annual report to the Council but need not be sepa-
3 rately reported to Congress.

4 (2) Within national forest areas grazing of domestic
5 livestock and the use of airplanes or motorboats where these
6 practices have already become well established may be per-
7 mitted to continue subject to such restrictions as the Chief
8 of the Forest Service deems desirable. Such practices shall
9 be recognized as nonconforming use of the area of wilder-
10 ness involved and shall be terminated whenever this can be
11 effected with equity to, or in agreement with, those making
12 such use.

13 (3) Other provisions of this Act to the contrary not-
14 withstanding, the management of the Superior, Little Indian
15 Sioux, and Caribou Roadless Areas in the Superior National
16 Forest, Minnesota, shall be in accordance with regulations
17 established by the Secretary of Agriculture in accordance
18 with the general purpose of maintaining, without unneces-
19 sary restrictions on other uses including that of timber, the
20 primitive character of the roadless areas, particularly in the
21 vicinity of lakes, streams, and portages.

22 (4) Any existing use authorized or provided for in the
23 Executive order or legislation establishing any national wild-
24 life refuge or range may be continued in accordance with
25 permit granted under such authorization or provision, but any

1 nonconforming use of the areas of wilderness involved shall
2 be terminated whenever this can be effected with equity to,
3 or in agreement with, those making such use.

4 NATIONAL WILDERNESS PRESERVATION COUNCIL

5 SEC. 4. (a) A National Wilderness Preservation Coun-
6 cil is hereby created to consist ex officio of the persons at
7 the time designated as the chairman and the ranking minority
8 member of the Committee on Interior and Insular Affairs
9 of the Senate, the chairman and the ranking minority mem-
10 ber of the Committee on Interior and Insular Affairs of the
11 House of Representatives, the Chief of the United States
12 Forest Service, the Director of the National Park Service,
13 the Director of the Fish and Wildlife Service, the Com-
14 missioner of Indian Affairs, the Secretary of the Smithsonian
15 Institution, and also six citizen members known to be in-
16 formed regarding, and interested in the preservation of,
17 wilderness, two of whom shall be named initially for terms
18 of two years, two for terms of four years, and two for terms
19 of six years, by the President. After the expiration of these
20 initial terms, each citizen member shall be appointed for a
21 six-year term. When initial or subsequent appointments are
22 to be made to this Council any established national organiza-
23 tion interested in wilderness preservation may make recom-
24 mendations to the President regarding candidates any of
25 whom would be deemed suitable for appointment to the

1 Council. The Council shall choose from among its members
2 a chairman, who shall serve for a two-year term. The Secre-
3 tary of the Smithsonian Institution shall be the secretary of
4 the Council and, subject to the Council, shall maintain its
5 headquarters.

6 (b) The Council shall serve as the repository for, and
7 shall maintain available for public inspection, such maps and
8 official papers regarding the National Wilderness Preserva-
9 tion System as may be filed with it. Upon receipt of a report
10 of a proposed addition, modification, or elimination of an area
11 as required under section 2 of this Act, the secretary of the
12 Council shall report such proposed action to the Senate and
13 to the House of Representatives. The Council shall serve
14 as a nonexclusive clearinghouse for exchange of informa-
15 tion among the agencies administering areas within the Sys-
16 tem. The Council shall make, sponsor, and coordinate sur-
17 veys of wilderness needs and conditions and gather and dis-
18 seminate information, including maps, for the information
19 of the public regarding use and preservation of the areas of
20 wilderness within the System, including information and maps
21 regarding State and other non-Federal areas which the Coun-
22 cil shall consider important to wilderness preservation. The
23 Council is directed to consult with, advise, and invoke the aid
24 of the President, the Secretaries of Interior and Agriculture,
25 and other appropriate officers of the United States Govern-

1 ment and to assist in obtaining cooperation in wilderness pres-
2 ervation and use among Federal and State agencies and pri-
3 vate agencies and organizations concerned therewith. The
4 Council, through its Chairman, shall annually present to Con-
5 gress not later than the first Monday in December, a report
6 on the operations of the Council during the preceding fiscal
7 year and on the status of the National Wilderness Preserva-
8 tion System at the close of that fiscal year, including an
9 annotated list of the areas in the System showing their size,
10 location, and administering agency, and shall make such
11 recommendations to Congress as the Council shall deem
12 advisable.

13 (c) The Council shall meet annually and at such times
14 between annual meetings as the Council shall determine, or
15 upon call of the chairman or any three members. Members
16 of the Council shall serve as such without compensation but
17 shall receive transportation expenses and in addition a per
18 diem payment to be fixed by the Council, not to exceed
19 \$25 a day, as reimbursement for expenditures in connection
20 with attending any meeting of the Council. A sum sufficient
21 to pay the necessary clerical and administrative expenses
22 of the Council and its members, not to exceed an annual
23 expenditure of \$50,000, and such additional sums as the
24 Congress may decide for carrying out the purposes of the
25 Council, including printing, are hereby authorized to be ap-

1 propriated out of any money in the Treasury not otherwise
2 appropriated. The Council is authorized to accept private
3 gifts and benefactions to be used to further the purposes
4 of this Act, and such gifts and benefactions shall be deductible
5 from income for Federal tax purposes and shall be exempted
6 from Federal estate tax.

7 SEC. 5. This Act shall be known by the short title
8 "National Wilderness Preservation Act." /

85TH CONGRESS
1ST SESSION

H. R. 540

A BILL

To establish on public lands of the United States States a National Wilderness Preservation System for the permanent good of the whole people, to provide for the protection and administration of areas within this System by existing Federal agencies and for the gathering and dissemination of information to increase the knowledge and appreciation of wilderness for its appropriate use and enjoyment by the people, to establish a National Wilderness Preservation Council, and for other purposes.

By Mr. BALDWIN

JANUARY 3, 1957

Referred to the Committee on Interior and Insular
Affairs

Mr. Saylor. In view of the fact that Department witnesses are not going to be called upon to testify, I think at this point it would be more appropriate to put the Department reports in just before the witnesses.

The reason I raise that objection is that they are not going to know where the Department report will be tied in with their testimony.

Mr. Metcalf. It may be that some of the witnesses will refer to the Department reports and it will be well to have that information in the record.

Mrs. Pfost. Without objection, the bills, except where they are exact duplicates, and the reports will be printed in the record at this point.

Hearing no objection, it is so ordered.

(The Departmental reports follow:)

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DEPARTMENT OF AGRICULTURE
Washington 25, D. C.

June 19, 1957

Hon. Clair Engle
Chairman, Committee on Interior and
Insular Affairs
House of Representatives

Dear Congressman Engle:

This is in reply to your letter of January 17, 1957 requesting the views of this Department on H.R. 361, H.R. 500, H.R. 540, H.R. 906, H.R. 1960, and P.R. 2162. These are similar bills with identical titles, "To establish on public lands of the United States a National Wilderness Preservation System for the permanent good of the whole people, to provide for the protection and administration of areas within this system by existing Federal agencies and for the gathering and dissemination of information to increase the knowledge and appreciation of wilderness for its appropriate use and enjoyment by the people, to establish a National Wilderness Preservation Council, and for other purposes."

Although we are sympathetic to the general objective of these bills, we recommend that they not be enacted. We recommend that Congress consider in lieu thereof a substitute bill submitted with this report, which is designed to give statutory recognition to those parts of the objectives of the pending bills which fall solely within the responsibilities of the Department of Agriculture and which generally have been provided for administratively over a long period of years.

H.R. 500 is almost identical to H.R. 906, H.R. 1960, and H.R. 2162, except for a technical error on page 21 of H.R. 906 where lines 13-21 should be deleted. These duplicate in meaning section 3(c)(3) beginning on page 21, line 22.

H.R. 361 and H.R. 540 are substantially different from H.R. 500 and related bills; but are identical to each other except for certain differences appearing on page 8, lines 21 and 22, page 9, lines 10 and 11, page 15, lines 3 and 4, and page 19, line 20 of H.R. 361.

The statements in this report are directed primarily to H.R. 500 and the three almost identical bills, H.R. 906, H.R. 1960, and H.R. 2162. They are believed to apply equally well to H.R. 361 and H.R. 540, although we do not discuss specific language differences in the bills.

H.R. 500 would establish a National Wilderness Preservation System to be comprised of certain areas within the national forests, the national parks, the national wildlife refuges and ranges, Indian Reservations, and such other areas as shall be designated. The bill would establish as a desirable policy of Congress dedication of a system of wilderness areas, the protection of such areas in perpetuity and the dissemination of information about them. The bill would include in the National Wilderness Preservation System all of the existing roadless, wild and wilderness areas in the national forests, and would direct that presently classified primitive areas be reported to

(Over)

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2-Hon. Clair Engle

the National Wilderness Preservation Council for inclusion in the National Wilderness Preservation System by January 1, 1966 with appropriate boundary modifications as may be made upon reclassification.

Proposed additions, modifications or eliminations of any national-forest area to, in, or from the National Wilderness Preservation System may be made only after 90 days public notice, and the holding of a public hearing if requested. If changes are proposed, they shall be submitted to the National Wilderness Preservation Council, which in turn shall submit the recommendation to Congress. After the expiration of 120 calendar days of continuous session of Congress following receipt of the recommendations by the Congress, the recommendations would become effective if there has not been passed by either House a resolution opposing the proposed changes.

Acquisition of private lands within the areas included in the National Wilderness Preservation System would be authorized.

Any commodity production, lumbering, prospecting, mining, the removal of mineral deposits including oil and gas, water diversions, water-management practices involving manipulation of the plant cover, water impoundment, or reservoir storage, would be prohibited by statute. Roads would be prohibited, except for minimum administration of the areas. Wilderness areas would be modified to exclude roads allowed over national-forest lands for ingress and egress to privately owned property. Motor vehicles, other mechanical transport, delivery of persons or supplies, structures, and installations would be prohibited if in excess of the minimum needed to administer the areas. There would be no prohibition against the use of pack animals in connection with the administration or use of the wilderness. Grazing by other domestic livestock, and use of motor boats and aircraft would be permitted if already well-established practices, but would be classed as nonconforming uses with a directive to terminate when this can be accomplished with equity to, or in agreement with, those making such uses.

A National Wilderness Preservation Council would be created consisting of the Chairman and ranking minority members of the House and Senate Interior and Insular Affairs Committees, Chief of the Forest Service, Director of the National Park Service, Director of the Fish and Wildlife Service, Commissioner of Indian Affairs, Secretary of the Smithsonian Institution, and 6 citizen members to be appointed by the President. The duties of the Council would be to serve as a repository for information about the National Wilderness Preservation System, to transmit to the Congress proposed changes in the wilderness boundaries, to serve as a clearing house of information about wilderness, to make, sponsor, and coordinate surveys of wilderness needs, to advise with government officials, and to report annually to the Congress.

The Department believes that wilderness is a proper use of the national forests and has steadfastly maintained continuity of policy in this regard for over 30 years. In 1924, the first area for preservation of wilderness in the national forests was administratively established. It comprised a large part of what is now Gila Wilderness Area in New Mexico. In 1926,

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3-Hon. Clair Engle

parts of the Superior Roadless Area in northern Minnesota were given special protection. The first national-forest primitive area was established in 1930 under Secretarial regulation. By 1939, there were 73 primitive areas and 2 roadless areas, totalling 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 new regulations provided for greater stability and protection to the areas established thereunder than did the earlier regulation issued 10 years previously. Wilderness and wild areas meet essentially the same criteria, except that wilderness areas are larger than 100,000 acres 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 establishes wild areas.

Since 1939 the Department has managed primitive areas in accordance with the Secretarial regulations for wilderness areas, and has been restudying these areas, making boundary adjustments where needed, and reclassifying those areas or parts thereof which are predominantly valuable for wilderness as wilderness or wild areas. About 40 percent of the primitive areas have been reclassified and 9 new areas have been established.

As of March 1 of this year, there were the following wilderness-type areas on the national forests:

	<u>Number</u>	<u>Acreege</u>
Wilderness areas	12	3,968,546
Wild areas	22	787,122
Roadless areas	3	814,456
Primitive Areas	<u>44</u>	<u>8,274,940</u>
Total	81	13,845,064

The apparent loss of about 400,000 acres in wilderness use of the national forests between 1939 and the present, was due to the transfer in 1941 of 432,000 acres of national-forest wilderness area to the King's Canyon National Park by the Congress. Prior to 1939, 206,000 acres of the Olympic primitive area were also transferred by Congress to the Olympic National Park.

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 would be recognized by the Congress if the proposed bills were enacted.

2166.

4-Hon. Clair Engle

But these areas also pose special problems. They are unavailable for mass recreational use, the need for which on the national forests has been growing at a remarkable pace and will continue to grow. The wilderness-type areas on the national forests receive relatively limited use and are available only to those who have sufficient time, money, and physical capacity. The average family which wishes to go to the national forests in the family car for picnicking or a weekend of camping does not have access to these superlative areas. Because of their inaccessibility and lack of roads, wilderness areas are difficult to protect from fire, insects, and disease. If forest pests are not controlled, wilderness areas may serve as sources of infection to surrounding national-forest timber. The wilderness areas themselves include valuable timber, forage, water, wildlife, and mineral resources.

Wilderness advocates fear gradual encroachment and attrition of these areas in the future as the population of the country continues to grow, especially in the West, and the economic need for the resources now included in wilderness areas increases manifold. But this encroachment has not happened in the national forests up to the present time. The figures cited above show essentially the same area in wilderness-type use now as nearly 20 years ago. There has been steadfast continuity of wilderness policy and administration in the national forests for many years.

H.R. 500 and similar bills would tend to freeze the status quo with respect to present wilderness-type areas. They would curb the authority of the Executive Branch by permitting Secretarial decisions with respect to wilderness-area boundaries to be overridden by resolution of either House. The bills would establish a National Wilderness Preservation Council which would have no real powers, but which would impose added record-keeping, paper work and expense upon the land-administering agencies. The Secretary of Agriculture would be required to transmit his recommendations for wilderness-area changes through the Council to the Congress. He could not recommend directly to the Congress. The Council also would probably serve as a focal point to bring pressure upon the Congress and the Executive agencies.

By tending to freeze the status quo of existing wilderness-type areas the bills would strike at the heart of the multiple-use policy of national-forest administration. The bills would give a degree of Congressional protection to wilderness use of the national forests which is not now enjoyed by any other use. They 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. This balancing of conflicting demands, and the weighing of one use priority against another is the key to workable multiple-use management.

The pending bills would prohibit by statute numerous uses in wilderness areas. Other uses would be prohibited subject to certain exceptions. Still other uses would be classed as nonconforming with a directive to the administering agency to terminate those uses when this can be done with equity

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5-Hon. Clair Engle

to the user, or with his agreement. The Department does not agree with the statutory use prohibitions in the pending bills, and proposes a different use classification in its recommended substitute bill.

It is for the above reasons that the Department does not favor any of the pending bills. Nevertheless, wilderness is a proper use of the national forests and will continue to be. We believe that legislation would be desirable which would give statutory recognition to wilderness use, would define wilderness areas, would specify procedures for their establishment and modification, and would clarify the uses which could be permitted. We see no need for establishment of a National Wilderness Preservation System, nor a National Wilderness Preservation Council. We object to provisions in the pending bills that decisions of the Secretary with respect to additions, modifications, or eliminations of wilderness areas may be overridden by resolution of either House.

Consequently, we have prepared a substitute bill which we recommend for the Committee's consideration. This draft bill would apply only to the national forests. We have not attempted to prepare legislation covering lands not administered by this Department. The recommended bill would:

1. Declare it to be the policy of Congress to (a) administer national forests for multiple use and sustained yield, (b) establish an adequate system of wilderness areas, and (c) provide for their protection and the dissemination of information about their use.
2. Direct the Secretary of Agriculture to administer the national forests on a multiple-use basis in order to produce a sustained yield of products and services including the establishment and maintenance of wilderness areas.
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. The bill would also provide that primitive areas not established as wilderness within 15 years of the date of the act would cease to be classified as primitive.
4. Place the authority to establish or abolish wilderness areas with the President, but provide that the Secretary of Agriculture could modify boundaries if the Secretary by such action did not change the total area of the wilderness by more than one-fourth of its original area. Also would provide that any proposed addition which includes a power or reclamation withdrawal must be approved by the President.

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6-Hon. Clair Engle

5. Direct the Secretary, prior to the establishment of, or change in, wilderness areas, to obtain the views of other affected Federal agencies, to give public notice, and to hold a public hearing if such is requested.
6. Prohibit resorts, hotels, restaurants, stores, summer homes, organization camps, hunting and fishing lodges, and similar facilities within a wilderness area.
7. Prohibit or limit other facilities or uses in accordance with Secretarial regulation provided that mining, permanent roads, commercial timber cutting except to control pest infestations, and reservoirs which require road construction, would be prohibited unless the President affirmatively authorized them.
8. Change the names of the Superior roadless areas in the Superior National Forest in Minnesota to the Boundary Waters Canoe Area and direct the Secretary to manage them for the general purpose of maintaining the primitive character of the areas, particularly the lakes, streams, and portages. Any modification of the Boundary Waters Canoe area would be accomplished in the same manner as for wilderness areas.
9. Declare the provisions of the proposed act to be within and supplemental to the basic purposes for which the national forest were established.

The Bureau of the Budget advises that while there is no objection to the submission of this report, that office recognizes that the Congress may not wish to deal with the problems of preservation of national wilderness assets except in a general and uniform statute applicable to all affected agencies.

Sincerely yours,

/s/ E. L. Peterson

E. L. Peterson
Assistant Secretary

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3/6/57

A B I L L

To provide for the establishment of wilderness areas on national forest lands, the regulation by the Secretary of Agriculture of their use, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act shall apply to existing and hereafter acquired national forest lands and may be cited as the National Forest Wilderness Act.

Sec. 2. The Congress recognizes that an increasing population, accompanied by expanding settlement, increased demand for natural resources, and growing mechanization, is destined to occupy and modify most areas within the United States, its Territories, and possessions except those that are set apart for preservation and protection in their natural condition. Such preservation of areas which are predominantly valuable for wilderness is recognized as a desirable policy of the Government of the United States of America which will promote the health, welfare and happiness of its citizens of present and future generations. Accordingly, it is declared to be the policy of Congress (1) to administer the national forests with the general objectives of multiple use and sustained yield, (2) to establish an adequate system of areas predominantly valuable for wilderness to serve the recreational, scenic, scientific, educational and conservation needs of the people and (3) to provide for the protection of such areas and for the gathering and dissemination of information regarding their use and enjoyment as wilderness. Pursuant to this policy the Congress gives sanction to the continued preservation as wilderness of such areas Federally owned or controlled that are within national forests.

(Over)

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Sec. 3. In order to carry out this policy the Secretary of Agriculture is directed to administer the national forests on a multiple use basis so that the resources thereof will be used and developed to produce a sustained yield of products and services, including the establishment and maintenance of wilderness areas, for the benefit of all the people of this and future generations.

Sec. 4. A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where generally the earth and its community of life are not disturbed by man. For the purposes of this Act the term "wilderness" shall include those areas of national forest lands retaining their natural primeval environment and influence, which through their nature are predominantly valuable to, serve the public purposes of recreational, scenic, scientific, educational, conservational, and historical use and enjoyment by the people in such manner as will leave the areas unimpaired for future use and enjoyment as wilderness, and which as hereinafter provided shall be established as, or included within, wilderness. Areas now classified by regulations of the Secretary of Agriculture (hereinafter called Secretary) as wilderness or wild areas are included as wilderness under this Act. The Secretary is authorized and directed to review and within 10 years to designate the presently classified primitive areas or portions thereof within the national forests that are predominantly of wilderness value. Primitive areas not established as wilderness within 5 years of the date on which they are designated as predominantly of wilderness value shall cease to be classified as primitive.

Sec. 5(a). The President of the United States is authorized, as he deems advisable in furtherance of the policy stated in Section 2, to establish wildernesses by proclamation or Executive order and in such

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manner to abolish wildernesses when they are no longer predominantly valuable as such. Modification of wildernesses in furtherance of such policy may be made by the Secretary through adjustments of the boundaries thereof or by additions thereto or eliminations therefrom: Provided, That the total area of a wilderness shall not in such manner be changed by more than one-fourth of its original area: Provided further, That where a proposed addition includes an existing power or reclamation withdrawal it shall not be effective until approved by the President.

(b) Prior to the establishment, modification or elimination of any wilderness the Secretary shall (1) obtain from the heads of other affected Federal agencies their views with respect thereto, (2) give notice of such proposed action for not less than 90 days (a) by publication in one or more newspapers of general circulation, as he may deem necessary, in the State or Territory wherein the affected land lies or (b) by publicly posting notice thereof at the County seat of each County in which the affected land lies, and (3) if there is demand for a public hearing, cause such a hearing to be held and a full report thereon to be made to the Secretary who shall consider such report and, when Presidential action is required, shall submit the report with his recommendations to the President.

Sec. 6. The preservation of wilderness shall be the paramount purpose of this Act. Resorts, hotels, restaurants, stores, summer homes, organization camps, hunting and fishing lodges, and similar facilities within a wilderness shall be prohibited. Other facilities or uses within a wilderness shall be prohibited or limited in accordance with regulations issued by the Secretary: Provided, That prospecting, mining, except on existing valid mining claims, the construction of permanent roads,

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commercial timber cutting except to control insect and disease infestations, and the establishment or maintenance of reservoirs involving road construction within a wilderness are prohibited unless the President, upon his determination that such use in the specific area will better serve the interests of the United States than will its denial, shall authorize such use.

Sec. 7. The areas heretofore known as the Superior Roadless Areas in the Superior National Forest, Minnesota, shall hereafter be known as the Boundary Waters Canoe Area and shall be managed in accordance with regulations issued by the Secretary in conformity 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 such regulations shall not conflict with the provisions of the Act of July 10, 1930 (46 Stat. 1020), as amended and supplemented, or any other Acts applicable to any portion of such area. Modifications of such area shall be accomplished in the same manner as provided in Section 5 with respect to wildernesses.

Sec. 8. The Secretary is authorized to issue regulations for the administration of, and shall administer, wildernesses in accordance with the purposes of this Act; and such purposes 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 (Section 1, 30 Stat. 34, 35; 16 U.S.C. 475, 551).

UNITED STATES
ATOMIC ENERGY COMMISSION
WASHINGTON, D. C.

March 29, 1957

Honorable Clair Engle
Chairman, House Committee on Interior
and Insular Affairs
House of Representatives

Dear Mr. Engle:

Your letter of January 17, 1957, addressed to our Chairman, requested our comments on H. R. 361, 500, 540, 906, 1960 and 2162, Bills to establish on public lands of the United States a National Wilderness Preservation System for the permanent good of the whole people, to provide for the protection and administration of areas within this System by existing Federal Agencies and for the gathering and dissemination of information to increase the knowledge and appreciation of wilderness for its appropriate use and enjoyment by the people, to establish a National Wilderness Preservation Council, and for other purposes.

Since the above listed bills contain no material difference insofar as our comments thereon are concerned, we are not submitting a separate report on each of the bills but are making the following general comments with respect to all of the bills.

We note that Section 3(b) of each of the above bills provides in part that "no portion of any area constituting a unit of the National Wilderness Preservation System shall be devoted to . . . prospecting, mining, or the removal of mineral deposits . . ." In the interest of the common defense and security, we recommend the addition to these bills of a provision similar to that in the proviso to Section 67 of the Atomic Energy Act of 1954, as amended. Such additional section would authorize the Atomic Energy Commission, when the President by Executive Order declares that the requirements of the common defense and security make such action necessary, to issue leases or permits for prospecting for, exploration for, mining of, or removal of deposits of source material (as defined in Section 11 s. of the Atomic Energy Act of 1954, as amended) in lands comprising the National Wilderness Preservation System.

Honorable Clair Engle

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Except for the point noted above, the subject matter of the above designated bills would appear to lie outside of our primary areas of responsibility and competence and would not appear to have any direct effect upon our activities; accordingly we are asking no further comment thereon.

The Bureau of the Budget has advised us that it has no objection to the submission of this report.

Sincerely yours,

H. E. Fields

General Manager

UNITED STATES NATIONAL MUSEUM
BUREAU OF AERONAUTICS CYTOLOGY
ASTRONOMICAL OBSERVATORY
NATIONAL AIR MUSEUM
NATIONAL ZOOLOGICAL PARK



SMITHSONIAN INSTITUTION

Washington 25, D.C.
U.S.A.

NATIONAL GALLERY OF ART
NATIONAL COLLECTION OF FINE ARTS
FINE ARTS GALLERY OF ART
INTERNATIONAL EXCHANGE SERVICE
CANAL ZONE BIOLOGICAL AREA

March 28, 1957

Honorable Clair Eagle
Chairman
Committee on Interior and Insular Affairs
House of Representatives
Washington 25, D. C.

Dear Mr. Eagle:

Reference is made to your letter of January 17, 1957, and to our acknowledgment of January 22, 1957, relative to H. R. 1960, a Bill "To establish on public lands of the United States a National Wilderness Preservation System for the permanent good of the whole people, to provide for the protection and administration of areas within this System by existing Federal agencies and for the gathering and dissemination of information to increase the knowledge and appreciation of wilderness for its appropriate use and enjoyment by the people, to establish a National Wilderness Preservation Council and for other purposes."

The Smithsonian Institution is interested in conservation of areas in their natural state but has no one trained or experienced in this subject, as do the Fish and Wildlife Service, the National Park Service, and the Forest Service. For this reason we do not feel that any comment we could make on this Bill would add materially to the knowledge of your committee on this subject.

As to participation in this matter, the Smithsonian Institution would have neither the space nor the specific knowledge required to maintain the headquarters and assume the many responsibilities connected with the position of Secretary of the Council. We are certain that other agencies with practical information and responsibility in this field would be better equipped to carry on this activity.

The Bureau of the Budget advises that there is no objection to the submission of this report to the Congress.

Sincerely yours,

151 Leonard Carmichael
Secretary

TENNESSEE VALLEY AUTHORITY
Knoxville, Tennessee

February 15, 1957

The Honorable Clair Engle, Chairman
Committee on Interior and Insular Affairs
House Office Building
Washington 25, D. C.

Dear Mr. Engle:

This is in response to your letter of January 17, 1957, in which you requested a report on H.R. 361, H.R. 500, H.R. 540, H.R. 906, H.R. 1960 and H.R. 2162, bills to establish on public lands of the United States a National Wilderness Preservation System for the permanent good of the whole people. The bills are substantially similar and we are accordingly commenting on them together.

We should like to call your Committee's attention to one problem which the bills may raise from TVA's standpoint and possibly from the standpoint of other agencies. TVA has transferred substantial amounts of land formerly in its custody to the Departments of Agriculture and Interior for inclusion in national forests, national parks, or national wildlife refuges. These transfers have commonly excepted or reserved to TVA certain rights which the parties agreed were necessary to the carrying out of TVA's statutory program and responsibilities, such as the right to fluctuate water levels in adjacent reservoirs, and the right to build transmission lines in the transferred areas.

The bills, as they now stand, might be construed to supersede such reservations of rights in transfers between government agencies. Among the wilderness areas specifically named in the bills, the only one which includes lands so transferred by TVA is Great Smoky Mountains National Park. The bills would, however, authorize the Secretary of Agriculture and the Secretary of the Interior to designate additional wilderness areas within national forests and national wildlife refuges. TVA has transferred lands to the Departments of Agriculture and the Interior in both national forests and wildlife refuges.

We believe it should be possible, in harmony with the basic purposes of these bills, to protect the contractual rights of transferor agencies in the circumstances described above. To this end, we suggest that the bills be amended by adding an additional paragraph to subsection (c) of Section 3, worded along the following lines:

Lands heretofore or hereafter transferred to the Department of Agriculture or the Department of the Interior by another Federal department or agency, and included in any wilderness or wild area named in this Act or any such area which may be hereafter designated, shall be subject to any rights reserved to such transferring department or agency in any transfer agreement involving such lands.

In view of the time limitation specified in your letter, we have not been able to submit this report to the Bureau of the Budget for advice as to whether this report conforms to the President's program.

Sincerely yours,

/s/ Herbert D. Vogel
Chairman of the Board



DISTRICT NO. ONE

Montana Wildlife Federation

POLSON, MONTANA



LELAND BORDONOFF, President
POLSON

JOHN HORN, First Vice President
LIBBY

DR. RICHARD A. ORMSBEE,
Second Vice President
HAMILTON

DALLAS EKLUND, Director
KALISPELL

January 27, 1957.

DELBERT A. MALGREN
Secretary - Treasurer
POLSON

Hon. Lee Metcalf
House of Representatives
Washington, D. C.

Dear Congressman Metcalf:

We of District No. 1 of the Montana Wildlife Federation which comprises twenty-six clubs in this commissioner district do want you to know that we are in favor of your Wilderness Preservation Bills 100 per cent. Please let us know what we can do to further support this.

Would you please send me twelve (12) copies of the 308 report? We are especially interested in the maps.

Thank you very much.

Sincerely,

DELBERT A. MALGREN, SEC.

PREVENT FOREST FIRES. LET NO MAN DESTROY THE THINGS HE LOVES BY A MOMENT'S CARELESSNESS



HARLEY SARGENT
President
GERALD SCHULTZ
Vice President
DR. CORA OWEN
Secretary
J. ROLAND PETERSON
Treasurer

10 December 1956

Directors:
HENRY OPPEGAARD
JOSEPH STRNISHA
FRED PETERSON
LOWELL HONEY
MARK EVANS

Honorable Lee Metcalf
House of Representatives
Washington 25, D. C.

My dear Congressman:

At its regular meeting of 29 October 1956, the Ravalli County Fish and Wildlife Association voted its approval of the Humphrey Bill to give congressional protection to the wilderness areas, including the provision to withdraw such areas from mineral entry. I was instructed to inform you of this action and to urge you to do all possible to support passage of this legislation.

Sincerely yours,

Cora R. Owen

Cora R. Owen
Secretary

DEC 14 1956

CRO:ima

*This for under part of
of law. Review Sec. 2
reference by my H. R.
about 20 to 30 miles.*

Flathead Wildlife Inc.



P. O. BOX 4
KALISPELL, MONTANA
June 12, 1957

AIRMAIL

Hon. Lee Metcalf
House of Representatives
Washington, D. C.

Dear Mr. Metcalf:

This is to let you know that Flathead Wildlife, Inc., a non-profit conservation organization of some 600 citizens of Flathead and Lake Counties, Montana, strongly supports your Wilderness Preservation Bill, H.R. 1960, and other similar legislation which would establish a stronger system for the retention of our valuable wilderness areas.

In this vicinity we have the famous Bob Marshall Wilderness Area and adjacent wild regions of which to feel proud. The Middle and South Forks of the Flathead River flow through a great part of this wonderful wilderness country. Yet plans are already being made to destroy the Middle Fork as a wilderness river, with a high dam and diversion project at Spruce Park. Other attempts are constantly being made to encroach on this unique wilderness region. Here are over 1.2 million acres of unspoiled back-country—replete with native trout, deer, elk, moose, and bear—just as God created it. To keep it intact for all present and future generations of Americans to enjoy we need the establishment of a strong wilderness preservation system!

Please enter this statement in the hearings on the aforementioned subject.

Sincerely,

Ernest M. Weed

Ernest M. Weed
President
FLATHEAD WILDLIFE, INC
Bigfork, Montana

FERGUS COUNTY FARM BUREAU

LEWISTOWN, MONTANA

Feb. 15, 1957

**Rep. Lee Metcalf
House of Representatives.
Washington, D. C.**

Dear Mr. Representative;

At the Feb. 12, meeting of the Fergus County Farm Bureau the resolution H. R. 11703, on preserving the Wilderness area's came up for discussion, and recommendation.

The Fergus County Farm Bureau would like to make known its stand as being unanimously for this resolution.

Thank you for your consideration on this matter.

Sincerely;



FRANK A. KAMP, SEC.
Fergus County Farm Bureau
BOX 862, LEWISTOWN, MONT.

LD-57

FEB 19 1957

POLSON OUTDOORS, INC.



POLSON, MONTANA

March One
 1 9 5 7

Representative Lee Metcalf,
 House Office Building,
 Washington 25, D. C.

Dear Sir;

Polson Outdoors, Inc., representing some 350
 sportsman members in this Flathead area, respectfully
 ask for your support on the following bills now
 in Congress:

- H. B. - 1960 (Wilderness Preservation)
- H. B. - 3402 (Display Pasture for Buffalo)
- H. B. - 347 (Public Use of National Forests)

Your efforts toward the passage of the above bills
 will be greatly appreciated.

POLSON OUTDOORS, INC.

W. C. Boettcher, Jr.
 Secretary

MAR 4 1957

DM-wcbjr

ENTHUSIASM - GOOD WILL - PROGRESS

DALLAS P. SHELTON, President
163 FIFTH AVENUE EAST NORTH
KALISPELL, MONTANA

CLIFTON R. MERRITT, Secretary-Treasurer
954 WOODLAND AVENUE
KALISPELL, MONTANA

LELAND SCHOOHOYER, First Vice-President
FOLSON, MONTANA

JOHN HORN, Second Vice-President
LIBBY, MONTANA



~~WESTERN MONTANA CONSERVATION~~
~~ASSOCIATION~~
FIRST DISTRICT, MONTANA WILDLIFE FEDERATION
KALISPELL, MONTANA
December 8, 1956

21

Hon. Lee Metcalf
Member of Congress
Galen Block
Helena, Montana

Dear Lee:

I am attaching for your information and use copy of a resolution passed unanimously by Flathead Wildlife, Inc., on November 29, 1956, and by the Montana Wildlife Federation on December 2, 1956, in support of the Wilderness Bills introduced by you, Representative Saylor, and others in the last Congress.

Sportsmen of this part of Montana are strongly in favor of Congress establishing a national policy for the preservation of wilderness.

We trust that you will re-introduce and support legislation in the next Congress to accomplish this objective.

With very best wishes,

Clif
Clifton R. Merritt, Chairman
Information & Education Committee

Att.

FLATHEAD WILDLIFE, INC.
P. O. Box 4
Kaliispell, Montana

RESOLUTION

Whereas, similar wilderness bills were introduced into Congress during 1956 by Representatives John Saylor, Lee Metcalf, and others, which would establish as national policy the preservation of wilderness areas, and

Whereas, the objective of these bills is to provide for a national wilderness preservation system, just as the United States has provided for a National Park System, and

Whereas, numerous threats of encroachment on wilderness areas, wild areas, wildlife refuges, and other public wildlife and recreational lands make it imperative that the safeguards of wilderness be strengthened,

Now, therefore, be it resolved that we go on record as strongly urging the passage of the Saylor or Metcalf bills, or similar legislation which would provide for the preservation of wilderness.

(Passed unanimously in regular meeting of Flathead Wildlife, Inc., at Somers, Montana, on November 29, 1956.)

Mrs. Pfoat. I might state for the benefit of those present that the House is meeting at eleven o'clock today, so therefore, our testimony this morning will be limited to the eleven o'clock hour. We will meet again tomorrow morning and we hope we may be able to carry over for a while tomorrow afternoon, in order to hear all the out-of-town witnesses.

In view of the limited time we have requested those making statements to keep them as brief as possible, a maximum of five minutes if they possibly can, but their full statements will be made a part of the record.

We would ask those who are going to testify this morning to merely speak to their statements, giving the highlights of their statements.

At this time I will recognize the gentleman from Montana who is one of the authors of the bill.

STATEMENT OF THE HONORABLE LEE METCALF

A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MONTANA

Mr. Metcalf. In deference to the out-of-town witnesses, I will reserve my statement.

I have letters from various sportsmen groups and wild-life groups from Montana that I would like to make a part of the record.

Mrs. Pfoat. You have heard the request. Is there objection? Hearing none, it is so ordered.

(The letters referred to follow:)

(Committee Insert)

Mrs. Pfost. At this time, I would like to recognize our colleague from Utah, who is a member of the full committee, and who has a statement to make.

STATEMENT OF HONORABLE WILLIAM A. DAWSON

A REPRESENTATIVE IN CONGRESS FROM THE STATE OF UTAH

Mr. Dawson. In view of the fact that these witnesses are ready to testify, and we will have our chance later on, I, too, would like to submit my statement and make just a few short remarks summarizing it.

I am opposed to the bill, not primarily for the reason of the objectives that are so nobly set forth in the preamble of the bill, but for the fact that I feel the greatest good can come to the greatest number of people through other methods rather than locking all this area up into a sacred preserve to be used by only those who have the means to go into such an area.

I think a better method would be to go to the resources bill which has been introduced and make a study of this matter to determine how we can best use the area for the whole good of the people as stated in the preamble to this bill.

With that short statement, I will submit my statement for the record. I also ask permission to submit in the record a statement from a Mr. Nord, a member of our State Land Board of the State of Utah, in opposition to the bill.

Mrs. Pfof. You have heard the unanimous consent request.

Is there objection?

Hearing none, it is so ordered.

(Mr. Dawson's prepared statement is as follows:)

(Committee Insert)

(The letter referred to follows:)



THE STATE OF UTAH
STATE LAND BOARD
SALT LAKE CITY 14

June 17, 1957

~~R. H. WHITTEBURG
CHAIRMAN
T. S. CURTIS
SECRETARY
H. F. SMART
LAND COMMISSIONER
LEE E. YOUNG
DIRECTOR
EXECUTIVE SECRETARY~~

Honorable William A. Dawson
House of Representatives
Washington, D.C.

Dear Congressman Dawson:

This letter is to express to you my views relative to the proposed legislation affecting the National Wilderness Preservation system, and on which committee hearings are to be held June 20th and June 21st.

This special purpose legislation, as is contained in the several bills is not needed, when thorough recognition is given to the full force and effect of existing laws and regulations.

Without going into the details of the provisions of the proposed legislation, there is no threat of invasion of the wilderness qualities of the national parks and national monuments to impair these values, which would justify new legislation that existing law and regulation properly administered cannot prevent.

Out here the problems which have arisen have been due to the extension of boundaries from established areas to encompass additions of far greater and excessive acreage, thus creating therein conflicting situations. In one action an area was increased from 120 acres to more than 200,000 acres. This action did create conflicts with earlier power site classifications and withdrawals. It resulted in the withdrawal of all resources in this vast area from industrial use. This large withdrawal was made without action by the Congress or the approval of the state legislatures.

The alleged threat of invasion to the national park system by private enterprise for industrial uses, often mentioned, is therefore an over-worked premise to promote unwarranted ends.

The wilderness area values in the national forests are adequately administered and protected under the existing laws and regulations in the U.S. Department of Agriculture. The wild, wilderness and roadless areas in the United States now contain about 13,850,000 acres. These serve the purpose well for the few people who can afford the services of the Dude Ranchers, or to make other arrangements to visit them. The number of visitors to the wild, wilderness and roadless areas represents a very small percentage of the total visitors to national forest areas.

Page Two.
Mr. A. Dawson

The creation of the wilderness areas (primitive areas) in the beginning was to give identity to feature areas in the national forests where the quality of the scenery and other attractions, or for other reasons, were below the standards normally required for the creation of national parks and national monuments.

The regulations of the Department of Agriculture governing the classification, creation and administration of the wilderness areas do allow, under fully justifiable conditions, some coordinated use of resources. Exploration and removal of minerals is permissible under the U.S. Mining Laws. Some use of forage for livestock, under permit, is authorized. And, where fully warranted, provision is made for the development of water storage projects.

The potential mineral wealth and the full value of the resources in most of the wilderness areas is not yet fully known. Explorations and resource surveys are yet far from complete. These values should be fully determined before the door is rigidly closed to the use of all resources.

It is well-known that it has been the design in new proposals for wilderness area legislation, to ultimately prevent all use of resources other than limited public recreation under primitive conditions, which only very few of the people can enjoy. All resources are to be withdrawn from industrial uses for all time. This transition to the proposed new status of wilderness areas under the proposed objective, would virtually place vast areas of the West, some of which contain as many as one and one-fourth million acres, in about the same category as national parks, that is, with particular respect to restriction against use of the resources. It would require an administration similar to that for national parks. The multiple use principle, even to a limited extent, would be out forever.

The 13,850,000 acres which have been set aside in the national forest as wild, wilderness and roadless areas would be added to the 23,000,000 acres of wild lands now in national parks, national monuments, and recreational areas of the Department of Interior which are dedicated to the withdrawal of resources from industrial uses. With this foot in the door, there is then the threat that the wilderness areas could then become entities of the national park system through the back door by executive order without action by Congress, or by the approval of the state legislatures. Only an Act of Congress could then change their status, regardless of the values of the resources which may be bottled up within them.

In summary, the proposed legislation creating a national Wilderness Preservation Council would favor a trend which may superimpose a new authority on top of the existing departmental authority to administer the wilderness area programs. It would tend to promote action before resource values were fully determined, or the extent to which they should be sacrificed to a wilderness area program.

Page Three.
Wm. A. Dawson

It is not believed that the proposed legislation would be in the best interests of the state, nor the nation, and should be defeated.

This letter has not been seen by Governor Clyde, but I am sure that he is against the proposed special purpose legislation which could become so detrimental to the over-all, long range economy of the public land states.

Reference is made to the joint letter from the state agencies here on May 9, 1957 to the honorable Clinton P. Anderson concerning our support for the proposed National Outdoor Recreation Resources Review Act, copy of which was sent to you. This is very desirable legislation. The recreation resource review under this act would take into consideration the broader public interests in the field of outdoor recreation. It would not be dominated by one segment of interest. We are glad to learn that you are favorable to this particular proposed legislation.

Kindest regards and best wishes.

Sincerely yours,


A.G. FORD
COMMISSIONER

AGH:na

Mrs. Pfost. I thank the gentleman.

The chair recognizes the gentleman from Wyoming, Mr. Thomson.

STATEMENT OF HONORABLE KEITH THOMSON

A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WYOMING

Mr. Thomson. I, too, am interested in putting in a statement, but in deference to the witnesses out of town, I will defer that.

I would like to ask the chairman if the letter from the Wyoming Natural Resources Board has been received, or called to her attention?

I would like to ask that it be inserted in the record.

Mrs. Pfost. Mr. Thomson has asked that the letter from the Wyoming Natural Resources Board be placed in the record at this point. Is there objection?

Hearing none, it is so ordered.

(The letter referred to follows:)

WYOMING NATURAL RESOURCE BOARD

SRP00530

215 Supreme Court Building

CHEYENNE, WYOMING



June 17, 1957

Congresswoman Gracie Pfof, Chairman
House Subcommittee on Public Lands
Interior and Insular Affairs Committee
House of Representatives
Washington, D. C.

Dear Congresswoman Pfof:

The Wyoming Natural Resource Board wishes to be included in the record of the House Subcommittee on Public Lands as unalterably opposed to a NATIONAL WILDERNESS PRESERVATION SYSTEM.

Such legislation would be detrimental to the ultimate development of the State's water, mineral and timber resources. Large programs of development of these resources are already in progress and curtailment of these programs by a NATIONAL WILDERNESS PRESERVATION SYSTEM would be detrimental to the economy and welfare of the citizens of the State of Wyoming.

Attention is directed to the fact that in the State of Wyoming, Yellowstone National Park provides recreational facilities for the citizens of this State, and for citizens of the United States. This facility itself is not being fully utilized and may still be further developed for recreational interests.

The creation of a NATIONAL WILDERNESS PRESERVATION SYSTEM would leave the State of Wyoming lying dormant in the development of all its resources. Such a condition would in turn jeopardize the development of the United States and weaken the strength of America by leaving untold amounts of our resources forever in their natural state.

BOARD MEMBERS

J. B. WILSON, MCKINLEY, PRESIDENT
CHARLES E. ASTLER, CHEYENNE, VICE PRESIDENT
ERNEST B. NITCHCOCK, ROCK SPRINGS
MARVILLE KENNEDY, AMERIGAN
GLENN E. SORENSEN, KENNEDY
L. P. THORNTON, THERMOPOLIS
GEORGE GIBSON, LUER
MONTE ROBERTSON, CASPER
SAM HYATT, HYATTVILLE

Congresswoman Gracie Pfoot

-2-

June 17, 1957

We are herewith transmitting copies of the position of the Wyoming Natural Resource Board to the Honorable Frank A. Barrett, and the Honorable Joseph C. O'Mahoney, United States Senators from Wyoming, and the Honorable Keith Thomson, United States Representative from Wyoming for their consideration in opposing this legislation.

WYOMING NATURAL RESOURCE BOARD

J. Byron Wilson
J. Byron Wilson, President *JL*

cc: Honorable Frank A. Barrett
Honorable Joseph C. O'Mahoney
Honorable Keith Thomson

Mr. Saylor. I would just like to say I still have not changed my position, that I would urge those who say they are opponents to it to sit down and read the bill. I can tell you it is very evident to me from the statements that have been submitted here to this committee by the Departments down town, they have not read the bill. They have not even tried to determine what is in it. I particularly call that to the attention of the Department of Agriculture.

I will later request permission to put a statement in the record, and I will at this time request permission to put in the record at this point over 500 communications which I have received addressed to me and to the chairman of this committee from organizations throughout the length and breadth of this land in support of the bills.

Mrs. Pfof. You wish to have approximately 500 letters and communications placed in the record at this point?

Mr. Saylor. That is right.

Mrs. Pfof. You have heard the unanimous consent request.

Mr. Engle. Did I understand there are 500?

Mr. Saylor. About 500.

Mr. Engle. I would like to suggest to my friend from Pennsylvania that rather than having a printed number of letters more or less similar, it would be a significant saving on the printing bill if we listed the communications

and included a general summary of the point of view. Otherwise, we will have a complete compendium of all the letters nobody will ever read.

Mr. Saylor. The reason I have made this request, Madam Chairman, is that I notice that those who have said they were opposed to the bill had statements to put in the record, and I heard no one raise any objection to putting them in.

If this bill is to start out from the beginning with three strikes against it, let us understand it. If this bill is not to be given a favorable hearing, and it is just for the purpose of satisfying a few Members of Congress who introduced the bill, let us find out fast.

If the purpose of the hearing is to have a clear and unbiased opinion so the proponents and opponents can come here and be heard, let us have it that way.

Mr. Aspinall. I somewhat resent the remarks of my colleague. I sit here without having made any statement or taken any position on the legislation. I think the person who proposes legislation before he hears what it is about may have to take a second look.

I am sure the gentleman did not mean to indicate his opinion was that the chairman of the committee was not going to give a fair hearing to this legislation. Most certainly the use of the word "favorable" hearing carries the wrong implication.

Just as I suggested, a person has ^a ~~no~~ right to come in and say he is opposed to it. I know this committee will work its will, and I know the chairman of this committee is going to give everybody who wishes to appear before this committee on this particular piece of legislation a fair and impartial hearing.

Mr. Engle. Let me say to my friend from Pennsylvania that my reservation on the 500 letters does not imply any particular position with reference to this legislation. What I am trying to do is to keep the printing bill down. Sometimes I hear from the House Administration Committee regarding those matters. The record should clearly reflect the support for the legislation which appears in the correspondence, that the committee has had and the members have had.

It seems to me we can accomplish that without repetition and cumulative assertions of letters from the printed record. I would like to ask the gentleman would he agree we could print two or three typical letters and list the names of the organizations and the writers of the other favorable correspondence in this same vein.

Mr. Saylor. I withdraw my request at this time and will consider it later.

Mrs. Pfoest. Does that complete the gentleman's statement?

Mr. Saylor. That is my statement.

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Mrs. Pfof. At this time we have in the room Mr. Henry Reuss, Congressman from Wisconsin. We would like to hear your statement.

STATEMENT OF HONORABLE HENRY S. REUSS

A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WISCONSIN

Mr. Reuss. Thank you.

Out of deference to the numerous out-of-town witnesses, and since I have set forth my views in hearty support of the legislation introduced by Mr. Metcalf and Mr. Saylor, myself and others, I would like to offer for the record a four-page statement in support of H. R. 906 and the similar bills.

Mrs. Pfof. Thank you very much.

(Mr. Reuss' prepared statement follows:)

STATEMENT BY CONGRESSMAN HENRY S. REUSS
Before the Public Lands Subcommittee
of the House Interior and Insular Affairs Committee
In Support of H.R. 906
Thursday, June 20, 1957

Madame Chairman and Members of the Subcommittee:

I am glad to have this opportunity to appear before this subcommittee to make a brief statement in support of my bill, H.R. 906, to establish a National Wilderness Preservation System.

May I begin by saying that I take pleasure in being a sponsor of this legislation and in sharing this sponsorship with many distinguished members of both Houses of Congress and of both political parties. I am also keenly aware of the outstanding company of conservation leaders who have inspired this bill and who have taken the lead in fostering wide public discussion and increasing public understanding of its purposes. This is a measure, I believe, which when enacted will truly constitute one of the historic landmarks of the American conservation movement.

The central purpose of H.R. 906 is to establish by Congressional action a national policy of preserving wilderness areas on the public lands of the United States. Wilderness preservation has always been close to the hearts of all lovers of the outdoors and has already long been one of the guiding principles of most of the public land agencies of the United States Government. Never before, however, has it been clearly stated by the Congress as a national policy. The bill will create a Wilderness Preservation System, designate those areas which are to be included in the System, and establish Congressional control over future additions to and removals from this System.

What the bill does not do can also be simply put.

The bill does not establish a new administrative system for wilderness areas. No new executive agency is created by this bill. All the lands to be included in the Wilderness Preservation System will continue to be administered by the agency to which they are now assigned.

Nor does the bill withdraw any public land from any use to which it is now dedicated. Indeed it is designed to do just the opposite. By giving greater protection to the wilderness, this measure will further the goals which our national forests, national parks and national wildlife refuges already serve.

In our national forests, for instance, the principle of wilderness preservation has already been long established. Under the wise guidance of our Forest Service, the national forests already contain 80 areas designated as "roadless", "wild", "wilderness" or "primitive". These lands, of course, have not been dedicated to the preservation of wilderness as such but have been reserved as part of the multiple-purpose program - including conservation, recreation, historical interest and scientific research - which the Forest Service administers. The bill proposes that 36 of these areas be included now in the Wilderness Preservation System and that 44 others be included within the next ten years. Administration will remain solely the responsibility of the Forest Service. Future additions, modifications, or eliminations of National Forest wilderness areas in the Wilderness Preservation System, however, cannot occur if either House of Congress expresses disapproval within 120 days after the proposed change is transmitted to it.

Our National Parks and National Monuments have likewise long been wisely administered for this primary purpose of conserving natural and historic objects unimpaired for the enjoyment of our own and future generations. Pursuing this objective, the National Park Service has left unspoiled within park borders many of the finest wilderness areas in all America. H.R. 906 would designate 48 out of the 181 areas now under the National Park Service as constituent units of the new National Wilderness Preservation System. Once so constituted, these areas would be inviolable and only by act of Congress could they be removed from the System. But - and it is important to emphasize this point - they would not thereby be "locked up" and made inaccessible. Scenically and recreationally they would still be available to all those willing to "rough it" in wilderness style.

Fifteen areas now within Indian reservations would also be included in the System, upon consent of the tribal authorities.

Finally, H.R. 906 lists 20 out of a total of 274 National Wildlife Service refuges and ranges for inclusion in the Wilderness Preservation System. These 20 include only refuges and ranges with a considerable acreage already in wilderness conditions.

The bill thus makes a careful distinction between those refuges where prudent management and manipulation by man help create the conditions under which various types of wildlife flourish, and those areas where natural conditions, without man's intervention, are most favorable.

Classifying some of our wildlife refuges as wilderness areas illustrates well the proposition that such action will actually further - rather than hinder - wildlife conservation purposes. Wilderness is almost essential to the preservation of some species. The ivory-billed woodpecker, for example, has become extinct within our own generation because the primeval hardwood forests which were its only habitat were not preserved. The California condor, largest of North American birds, will not even approach its own nest if it sights a human being within 500 yards; today scarcely 60 birds remain, isolated in protected seclusion in a California wilderness area. The whooping crane at the Aransas Refuge in Texas is another famous example of waterfowl which needs the isolation of wilderness.

H.R. 906 can, I believe, be improved by the addition of language, such as that of H.R. 7880, which would recognize that even in the wilderness areas, the maintenance of wildlife population may require occasional management of the habitat - such as construction of dikes or ponds - in order to conserve long-range wildlife values.

In areas where hunting has been allowed in order to regulate big game herds in relation to the capacity of their environment, H.R. 906 will permit such hunting to continue, although, of course, it will be wilderness hunting.

Indeed, this bill does not destroy a single existing land use in a wilderness area. Section 3 (a) expresses very clearly this approach:

"The National Wilderness Preservation System shall be devoted to the public purposes of recreational, educational, scenic, conservation, and historical uses. All such use shall be in harmony, both in kind and degree, with the wilderness environment and its preservation."

But if there is to be no change from the present, why then is this bill needed?

It is needed, I believe, because our growing population and expanding economy put increasing pressure on those who administer our public lands to depart from the purposes for which such lands are administered. I am not speaking only of wilderness purposes. Recent years have given ample evidence of efforts at encroachment on public lands of all kinds. Among wildlife refuges alone, the battle over the Wichita Mountains Refuge and the huge increase in gas and oil leasing in the federal waterfowl refuges are examples. And it is particularly significant that Congressional action has been necessary to halt these depredations.

I am convinced that those who today administer our wilderness areas will be greatly strengthened by enactment of this law. No longer will the designation, or revocation, of a wilderness area be one of mere administrative action, subject to all the pressures of special interest groups. Rather Congress itself will be drawing a hard and fast line and Congress alone will have the key to our wilderness areas.

America has grown so recently from the wilderness that it is hard for us to realize that unless we act now the last traces of the environment which nurtured us may disappear before we are aware of it. The frontier spirit which so long animated our people was not alone one of conquest and challenge. It was also one of deep appreciation of the physical and moral and spiritual values which close association with the elemental and primitive forces of nature instill within us.

Perhaps I draw some of my feeling from Wisconsin's Aldo Leopold, surely one of America's greatest conservation leaders. In 1924, Leopold 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. Thirty years later, in 1953, a memorial was dedicated to Aldo Leopold in the Gila Wilderness Area. In the dedicatory remarks by Harvey Broome, one of Leopold's colleagues in the founding of The Wilderness Society these words appear which, it seems to me, express as well as any the eternal value of our wilderness:

"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 must be the cornerstone of such a world. For there are the grizzlies, the coyotes, and the deer; there - the forests and the waters, the fish and the insects; there - the humus and the soil, the prairie 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, in the unspoiled remnants of the wild earth, spotted across our continent - man will find the basis of understanding. Then, indeed, will Thoreau's lord of creation walk as a member - and not as a fumbling outsider - in the community of living things."

Mrs. Pfost. Do any of the committee members wish to ask Congressman Reuss some questions?

Mr. Reuss. May I also offer for the record of the hearing, but leaving it to the discretion of the chair as to whether it should be printed or not, two documents which I think may be of help, one a series of articles from the Milwaukee Journal of June 1957, of the editor of the Milwaukee Journal, on the whole wilderness problem, and secondly, an article by Edwin Teale in the May-June Audubon Magazine entitled, "Land Forever Wild."

In my opinion, both of these articles are likely to prove helpful to the committee. It may well be that the committee would not wish to have them printed, but I think if they could be placed on file, it would be helpful.

Mrs. Pfost. The counsel has the material. Without objection, the clippings to which Congressman Reuss referred will be made a part of the files.

Mr. Aspinall. Reserving the right to object, I think our colleague should be advised that this committee has a ruling against placing newspaper articles in the record, but we do receive them for the files.

Mr. Reuss. Thank you, Mr. Aspinall. For that reason, I suggested they simply be made available to the committee, because I have read them and I find them a very helpful and fine discussion of the whole problem, and I know members might want to look at them.

Thank you very much.

Mr. Saylor. I would like to commend Mr. Reuss for his support. Also for calling these articles to the committee's attention. They have been called to my attention and I think they are outstanding.

I commend the gentleman from Wisconsin for his support of this legislation and similar legislation which I feel is in the best interest of the country.

Mrs. Pfost. Thank you very much. We appreciate your cooperation and your statement.

At this time, we will hear from the Honorable John Baldwin of California, who will make a short statement at this time.

STATEMENT OF HONORABLE JOHN F. BALDWIN, JR.

A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. Baldwin. Thank you, Madam Chairman and Members of the Committee.

In deference to the out-of-town witnesses, I would like to have an opportunity to submit a statement for the record, and also, if I may, to submit for inclusion in the record a talk made by Assistant Secretary of Fish and Wildlife Ross L. Leffler, of the Department of the Interior, before the Sierra Club of Berkeley, California on May 4, 1957.

Is it permissible to include a talk? I understood the chairman's comment that a newspaper article was not proper

to insert in the record. Would it be proper to insert a talk of the Secretary of the Interior in the record?

Mrs. Pfoot. How lengthy is the talk?

Mr. Baldwin. It runs about 10 triple-spaced pages, and the talk is on the role of wilderness in the fish and wild-life program.

Mrs. Pfoot. Will the clerk bring me the statement?

Mr. Aspinall. Reserving the right to object, do I understand, Mr. Baldwin, you intend to make this statement of the author a part of your statement, or do you introduce it as a statement that was made by Mr. Leffler?

Mr. Baldwin. My request was to have my statement inserted in the record of these hearings, and following my statement I also wanted to submit for the record the statement of Mr. Leffler.

Mr. Aspinall. I want to know if it is your position you are making the additional statement a part of your remarks.

Mr. Baldwin. Not a part of my remarks.

Mr. Aspinall. I will be willing to accept it as a part of the files. I do not want any statement put in as a part of the record. The author himself is in a position of having it placed in the record.

Mr. Baldwin. It is perfectly agreeable with me. That is what I intended.

Mrs. Pfof. It will be placed in the file.

Mr. Baldwin. That is right.

Mrs. Pfof. Is there objection to the statement being made a part of the file?

Hearing no objection, then, it is so ordered.

Mr. Baldwin. Madam Chairman, I would just like to state there is tremendous interest in this legislation among the people in the Congressional District I represent; the Sierra Club of California has a great number of members in the District.

There are a great number of active conservation organizations that have many members in that district. There is a strong feeling among these members and other people who have written to me that a step of this type is going to be necessary at this time if we are going to protect the wilderness areas for the use of future generations to enjoy in a way we have a right to enjoy them at the present time.

Mrs. Pfof. Are there any questions?

Thank you very much, Mr. Baldwin.

(Mr. Baldwin's prepared statement follows:)

**STATEMENT BY HONORABLE JOHN F. BALDWIN BEFORE INTERIOR AND INSULAR
AFFAIRS SUBCOMMITTEE OF THE HOUSE OF REPRESENTATIVES ON THE NATIONAL
WILDERNESS PRESERVATION SYSTEM BILL, H.R. 540, AND OTHER SIMILAR
BILLS. JUNE 20, 1957.**

MADAM CHAIRMAN: I appreciate the opportunity of appearing before this Subcommittee...I have a threefold interest in this legislation.

1) It has been my good fortune to travel extensively in wilderness country and to see how people of all ages and of widely ranging financial means can enjoy wilderness and benefit from it. I am a life member of the Sierra Club and have been on various wilderness trips with its members and guests--I hope it won't be too late this summer before I shall have a chance to visit a high, beautiful place in our Western wilderness country, and a chance to cool off and relax. I hope some of you can be there too.

2) I come from a state where, owing to the very rapid rise in population, our wildlands are disappearing too fast, and those which remain are being enjoyed by more and more people. What is happening in California is merely a foretaste of what is going to happen in the other parts of the country, and our living wilderness--our livable wilderness--is not going to survive by itself.

3) Mindful of these things, I have been pleased to be one of the sponsors of the Wilderness Bill, which will enable Congress to undertake its share of the burden of preserving a system of wilderness for this generation and for future generations. Most of my colleagues have understood the importance of restricting military land withdrawals that has been before us. We have seen other need for Congress to resume a role it had all but lost track of. I think the wilderness legislation before you provides a very close parallel.

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If anything, the wilderness question is the more urgent. Over-expansion of military withdrawals can always be reversed--this we have just witnessed. But over-intrusion upon wilderness cannot be reversed. Therefore, I feel it urgent that the Congress aid the land administering agencies in making sure that we do not needlessly go down any of the one-way roads toward wilderness destruction. So I, myself, know what wilderness means; I can see in California the magnified dangers to it; and I have joined in sponsoring this legislation because I feel Congress needs to recognize and protect wilderness and this legislation is admirably suited to those purposes.

I know that controversy exists. Although the preponderance of my mail favors the proposal, I have also received letters of opposition. It is my belief that those who now speak in opposition will change their views when they have studied the bill carefully, and when they also have had a chance to learn, through the testimony here and the subsequent colloquy as the bill moves ahead, that there is nothing unfavorable in this legislation, and that their fears are only misapprehensions. I know that the fear has been voiced in my own state that this bill could jeopardize water development. I know that it will not--it cannot--prevent whatever development can be proved to be in the broad and long-range public interest. If the federal land-administering agencies/a ^{present} good case, and Congress sees no reason to object, then the wilderness system will be modified as needed. The only jeopardy is to wilderness. The law should provide an opportunity to give wilderness a Congressional stay of execution if in our own function of being and

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remaining close to the people we find that this is the wise course.

The phrase which turns up repetitiously in opposition statements is, "This will interfere with multiple use of the national forests." I do not believe these fears will survive the thinking-through of the proposal before you. We will preserve a resource unspoiled so that all generations may enjoy and cherish it. And although I, myself, am persuaded that wilderness is worth preserving for itself alone, I know that wilderness dedication is part of the application of the multiple-use concept to a national forest as a whole. Moreover, wilderness provides for multiple use within its boundaries. What is excluded is multiple mechanization. The relatively insignificant value of dollar resources within the wilderness would well be dismissed from our minds when we inventory our total wealth of resources. We are not so poor that we must scrape the bottom of this barrel and deprive future generations of wilderness areas.

I urge you to act favorably on the proposal, and soon. If through unforeseen circumstances it were to be proved that you acted too soon, no permanent damage would be done. The wilderness, and all that's in it, would still be there if you wished to change your mind. Man can never correct the mistake, however, if we are guilty here of taking action too late.

Mrs. Pfost. I see our colleague in the room, Congressman Miller from California.

STATEMENT OF HONORABLE GEORGE P. MILLER

A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. Miller. Madam Chairman and Members of the great Committee on Interior and Insular Affairs: I have nothing to offer for the record except a one-page statement that I can read, or summarize.

I would like the record to show that this is one of the important bills that will come before this Congress this session, or any session, until such a bill becomes law. It means the preservation for future generations of the good things that we inherited from our forefathers and are going to be lost unless we take steps to preserve them.

I am the author of one of these bills. I am not concerned whether my bill or Mr. Metcalf's bill or Mr. Saylor's or whose bill becomes law. I am concerned with the fact that only in this morning's mail did I get a copy of the adverse report on this bill.

It appears to me that someone dragged their feet, and dragged their feet very deliberately. I am speaking of the Department report on this bill.

Mr. Engle. You got the report as soon as we.

Mr. Miller. I do not question that. I realize I have every confidence in the integrity and sincerity of this

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committee and know they will not hold it up, but I think the Departments are subject to criticism. These hearings were slated before the reports got up here.

Mr. Engle. That is correct.

Mr. Miller. It is correct, and not unusual. It is sort of, in my way of thinking, a disrespect to the dignity of Congress.

Mr. Saylor. I would like to concur in that. The bills that are before this committee, and you are the author of one, were introduced on the opening day of the session.

Mr. Miller. That is right. Mine was not introduced as early as yours. Its number indicates the reports have been resting someplace and have taken a long time to get here.

Members of the committee, I think it is obvious what this bill does. I do not think that it takes a great deal of imagination to realize that there are few areas left in the country today that are really wilderness areas, and with the shortening of time through transportation, unless we take action quickly, we will deny to future generations some of the things that we inherited.

After all, these areas, small as they are compared with the size of the country, will merely be museum pieces for the future.

I have nothing more to say. I want to thank you for being here. I may say this: That I think I have some small

background that entitles me to speak with a little authority in this field. For four years I was the Executive Officer of the California Division of Fish and Game that dealt with problems of this kind, and in four years a little personal knowledge is surely to be gained, and you rub off in that experience some of the information necessary that allows you to speak with perhaps some modicum of authority on this subject.

Mrs. Pfof. Thank you very much. Would you like to have your entire statement made a part of the record?

Mr. Miller. I would like to put my formal statement in the record.

(Mr. Miller's prepared statement follows:)

HR 500

STATEMENT ON H.R. 2162
NATIONAL WILDERNESS PRESERVATION SYSTEM

6/20/57

BY GEORGE P. MILLER, 8th DISTRICT, CALIFORNIA

Mr. Chairman, members of the Committee, I appear in support of the National Wilderness Preservation System bill. A number of my colleagues in both the House and Senate have introduced similar measures. Sponsorship is both bipartisan and coast-to-coast.

The bill seeks to establish on public lands of the United States a National Wilderness Preservation System to "serve the public purposes of recreational, scenic, scientific, educational, conservational, and historical use and enjoyment by the people in such manner as will leave them unimpaired for future use and enjoyment as wilderness."

Congress has never established a sound and effective national policy in this field. The legislation under consideration seeks to do this by preserving those areas that are now being handled as wilderness without sacrificing other purposes within the national park system itself while preserving the basic purposes of our national forests, wildlife refuges, and Indian reservations.

Timely action is necessary because there will not long be any such areas. In this industrial era - the era of mechanization of both farm and factory - we tend to lose sight of the value of wilderness which has aptly been called "the mother of resources."

If future generations are to enjoy the America we inherited from our forefathers, we must preserve selected parts of the country in their pristine form.

Mr. Saylor. I have no questions, but I would like to say to my good friend Mr. Miller that I thank you for having introduced one of these bills. I commend him for coming here and making his statement.

He is known not in his own district, but throughout the United States, by the people who are interested in the problems of true conservation, as a real friend.

Mr. Aspinall. I would like to make an observation at this time. I appreciate the statement that our colleague has made. I am sure you appreciate also the position of some of the members who have these areas within their Congressional Districts, that we, too, have constituents and we, too, have people who are interested in the development of our areas, and if we seem to conflict in our thinking a little bit, I am sure my colleague, who has no district which will be affected by this legislation at all, will understand why some of us who have large areas which will be taken into consideration may have somewhat of a different opinion.

Mr. Miller. I can understand the gentleman from Colorado's position and it is true. There is no part of my district that could be put in a wilderness area. I am just as anxious to preserve the economy of his district.

On the other hand, there is no part of my district that benefits, say, from the Frying Pan Reservoir situation that I voted for because I realize its importance to the gentleman's

district.

Mr. Aspinall. The gentleman would have been more in order if he said the Upper Colorado River.

Mr. Miller. Which I consistently supported because I feel that is important to the gentleman's district. I know that he wants to share the pristine beauties of his great state with the rest of the nation and preserve them for future generations to show what a mighty fine race of people the West present.

Mrs. Pfof. Are there further questions?

Mr. Dawson. You referred to the small area that was involved here. According to my computations, the area concerned is 37 million acres, the equivalent of all of New England.

Mr. Miller. I said a small area combined with the rest of the country. I am sure that out of that 37 million acres, in the gentleman's own state, many of these acres are acres that could never be put to profitable use. Many of these wilderness areas are not going to be put to profitable use.

When we reach the place in this country where we have to go in and destroy and take the timber, or exploit all the country, we are not going to be concerned, perhaps, with beauty or much else. We will be in the same condition that they are in Israel.

I was in Israel some years ago. A Catholic priest told

me that at Bethlehem at one time there were green hills and beautiful forests, and the remnants of the irrigation stones that held up the terraces are still seen on those hills, but they have lost them. They failed to preserve them and the land is destitute now.

So we are always going to have to preserve our watersheds and some of our natural places. I realize the gentleman is in the same position as the gentleman from Colorado.

Mr. Dawson. I am sure the gentleman does not have a better regard of the area we are talking about. We think it is beautiful in our section.

Mr. Miller. That is why we want to share them.

Mr. Dawson. It is a section we would like to develop and like to open up with some roads so all the people can get in there and see those areas. We hate to just leave it in the wilderness area and lock it up so people cannot get in and take a look at it. What we want to do is to develop it.

Mr. Miller. I know people will go in. You know we put highways through these areas. They are followed at first by exclusive and very beautiful automobile courts or summer resorts, and they go right down until you drive through certain areas of the Sierras and it is one honky tonk after another that has destroyed the esthetic beauties of a country that compares even with your country or my friend from

Colorado's country.

Mrs. Pfost. Are there further comments or questions?

Mr. Saylor. I would just like to remind my colleague from California when he referred to Israel, we might look at a passage from the Old Testament. The Prophet Isaiah gave the people in that land a warning many, many years ago as to just what would happen when he said, "Woe unto any nation that builds door to door and field to field until there is no room in the land."

Mr. Miller. I may say tradition tells us that you could at one time ride horseback from Madrid to the sea and never be out of the shade of the beautiful oak trees. Parts of it now look like the desert.

Mr. Rhodes. I want to compliment our colleague from California on his fine statement. I think he made a point that deserves to be brought out a bit more, that is, when he said these lands which we set aside should be lands which are probably not adaptable for any other usage.

I am thinking, of course, of the doctrine of the highest and best use for land. I think the gentleman will agree with me there are undoubtedly areas in this country in which the highest and best use is enjoyment.

However, where we find our difference is where reasonable people differ as to the highest and best use for these lands. I hope we will be able to resolve this legislation without

getting into too many details on this particular matter. I am sure my colleague knows that that situation does exist. As the gentleman from Utah pointed out, some of us who represent those areas find ourselves looking at the situation with a little bit different view than perhaps others who are not so close to the particular area involved.

Mr. Miller. I am certain the gentleman from the West agrees that setting aside some of the western areas, and even their development, has brought new interests and new money to the West.

Who would ever have thought that in his state, and in the borders of his state 25 years ago, if you had gone into parts of your state and said that some day over the beautiful lakes that would be set up there you would have a great motor-boating center. People would have wanted to send you to St. Elizabeth's.

I recently had the privilege of sitting on a subcommittee studying the small boat operations throughout the United States, and one of the things that was surprising to find was that one of the greatest centers of small boating in the United States is Lake Meade, yet I can remember the first time that I visited that area. If you had ever mentioned boats, people would have thought you were crazy.

Mr. Rhodes. I think the gentleman also made an important point when he talked about the honky tonks in the Sierras.

I do not want to see our natural resources marred in that particular way. I suggest, however, perhaps one way to stop that is by more enlightened policies as to land management, land classification and availability of lands for use by private individuals. Perhaps a little better zoning.

Mr. Miller. The gentleman is absolutely right. This puts a stop to it. We can always go back and reexamine it in the future. What Congress does, Congress can modify.

Mrs. Pfof. I thank the gentleman from California. We appreciate your statement.

The gentleman consumed 17 minutes, and I might state if the committee can cooperate to get to the out-of-town witnesses, it will be quite helpful. We would like to get to some of the out-of-town witnesses this morning.

We have with us Congressman Dempsey of New Mexico. Do you wish to make a statement at this time?

Mr. Thomson. I would like to say I do not ordinarily come in defense of the departments, but this is an involved bill. Take the Interior Department; it covers mines and minerals, the Park Service, Fish and Wildlife, and even the Bureau of Indian Affairs. I can understand why it takes time to get out a coordinated report.

Mrs. Pfof. Thank you.

Mr. Dempsey?

STATEMENT OF HONORABLE JOHN J. DEMPSEY**A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW MEXICO**

Mr. Dempsey. I am not here to make a statement, but I am here to introduce the gentleman from New Mexico who has a prepared statement and who is under the jurisdiction of our Governor, our Chief State Engineer.

I do wonder why before compiling the areas to be affected in the bill there was not some cooperation with the respective states in order that information might be had which is important to a committee before the bill is written up.

We have quite large areas in New Mexico that are included in this bill. I think that I have been conservative as I can possibly be in the protection of the state areas, the kind that Mr. Saylor is speaking of, and I frequently have friends of mine tell me that the Foresters act like they own the forest.

That just convinces me they are doing a good job in preventing, probably, some destruction to the forests. These bills, to be written up without any cooperation with the states for suggestions, are going to meet with some opposition that probably you would not have had if there had been cooperation between the authors of the bill, or the organizations who desire to have this work done as outlined.

You will find, I think, in most of the western states that the forests are controlled and to say people cannot go in

would be rather in confusion with the practice today because we are cutting timber there on a very conservative basis. The public lands are being grazed on a conservative basis.

I do not know what lands you could take from the public land states without injuring someone. I do not see much good that would come out of the taking over of the land, especially in view of the fact that timber, when ripe, must be out at that time. If you let it fall over, I do not think that is conservation. I think conservation of forests is when timber is cut in a proper manner and re-seeding done.

I am not going to take any of your time because I have made no general survey of Mr. Saylor's bill. One reason I came up here this morning is because of his bill.

Mrs. Pfost. Are there any questions?

Mr. Dempsey. If I may at this time, I would like to introduce Mr. Stephen Reynolds, who represents the State of New Mexico as our engineer.

Mrs. Pfost. Do you have a statement?

STATEMENT OF S. E. REYNOLDS, STATE ENGINEER AND
SECRETARY OF INTERSTATE STREAM COMMISSION
STATE OF NEW MEXICO

Mr. Reynolds. I have a prepared statement that I submitted.

(Mr. Reynolds' prepared statement follows:)

**STATEMENT OF S. E. REYNOLDS, STATE
ENGINEER AND SECRETARY OF THE INTER-
STATE STREAM COMMISSION OF THE STATE
OF NEW MEXICO**

My name is S. E. Reynolds. I am State Engineer and Secretary of the Interstate Stream Commission of the State of New Mexico.

In New Mexico almost one and one-quarter million acres would be included in the National Wilderness Preservation System that HR 500 seeks to create. According to the provisions of the proposed legislation no portion of any of the eight areas designated in New Mexico as constituting units of the National Wilderness Preservation System "shall be devoted to commodity production, to lumbering, prospecting, mining, or the removal of mineral deposits (including oil and gas), grazing by domestic livestock (other than by pack animals in connection with the administration or recreational, educational, or scientific use of the wilderness), water diversions, water management practices involving the manipulation of the plant cover, water impoundment or reservoir storage, or to any form of commercial enterprise except as contemplated by the purposes of this act."

These provisions, if enacted, would have serious consequences, adversely affecting the economic development of the State of New Mexico and the welfare of its citizens. Such consequences, extended nationally, would place limitations on the economic and industrial potential of the United States and, therefore, on its ability to defend itself.

The provisions would deny access to the scenic wonders of the West to many millions who otherwise would enjoy them.

These consequences may be better understood from the following description of the activities that would be affected in the eight areas designated in New Mexico.

Gila Wilderness Area

The Hooker Reservoir is a unit of the proposed Central Arizona Reclamation Project. The dam and reservoir would be used to regulate the river to control flood flows and supply badly needed irrigation water. The reservoir, at high altitude, would provide an excellent recreation facility. The dam would be located in Grant County just outside the boundaries of the present Gila Wilderness Area, but the reservoir would extend about 5 miles within the boundaries. Access to the reservoir within the Wilderness Area would be necessary for construction and maintenance activities, for the measurement

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of flows into the reservoir to permit administration of the water, and for recreation purposes.

The Gila Wilderness Area, Gila Primitive Area, Black Range Primitive Area and Blue Range Primitive Area are all in Grant and Catron counties in New Mexico - probably the most richly mineralized area of the State. For example, the world's largest open-pit copper mining operation is carried on by the Chino Division of the Kennecott Copper Company in Grant County. The resources of this area also include lead, zinc, iron, and other minerals, as well as timber.

The National Parks Association and the citizens of southwestern New Mexico strongly endorse plans to construct roads within the Wilderness Area for improving access to the Gila Cliff Dwellings. This improved access will make it possible for a much greater number of persons to see this prehistoric village and to enjoy the majestic scenery of the Gila National Forest - and, incidentally, will bolster the tourist industry of the region.

Long-range plans of the New Mexico Department of Game and Fish contemplate the development of small lakes for fisheries in the northern part of the Gila Wilderness Area.

San Pedro Parks Wild Area

The Nacimiento Community Ditch and San Gregorio Reservoir, existing works for diversion and regulation of stream flows for irrigation, are located within the boundaries of the San Pedro Parks Wild Area. The ditch system consists of two diversion dams and a conveyance channel which require access for periodic maintenance and for operation. The dam and reservoir require similar attention.

The New Mexico Department of Game and Fish has completed plans and specifications for the enlargement of the dam and reservoir to improve its utility as a conservation reservoir and fishery. The work will require access roads, the use of heavy machinery, the utilization of construction materials found within the area, and the clearing of timber. The work will greatly improve the economy of the hard-pressed agricultural water users of the Nacimiento Community Ditch and provide an excellent recreation facility for the sportsmen of New Mexico and for visitors to our State.

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The San Pedro Parks Wild Area in Rio Arriba County is adjacent to San Juan County which for several years has been the scene of intense activity in the exploration, development, and production of oil, gas, and uranium. At present the geologist of the Economic Development Commission of the State of New Mexico is in the vicinity evaluating the mineral resources.

Pecos Wilderness Area

Transwatershed diversion works consisting of a dam on the Rio Quemado and a conveyance channel are located within the Pecos Wilderness Area. Access to these works must be continued for operation and maintenance purposes, and it may be desirable in the future to extend and improve these works.

The New Mexico Department of Game and Fish intends at an early date to enlarge or improve five small lakes in the Pecos Wilderness Area, to enhance their value as fisheries. While most of this work must be accomplished with teams, slips, and manual labor instead of with heavy machinery, because of the rough terrain in which the lakes are located, construction materials found within the area must be utilized and some of the structures will require the movement of quantities of earth and rocks. Diversions requiring constructed channels having a capacity of several cubic feet per second are also necessary in connection with this work. Improvement of access to the area may be required to make the lakes of greatest possible value to sportsmen.

The Pecos Wilderness Area in Santa Fe, Mora, and San Miguel Counties is in an area where beryl, mica, and other valuable minerals are abundant. The timber resources of the area are also of great value. The Economic Development Commission is encouraging the development of these resources.

The area is one of the most magnificent in New Mexico and would be an important tourist attraction if access could be improved and the proper facilities provided.

White Mountain Primitive Area

The White Mountain Primitive Area in Lincoln County is an area which experts in minerals have described as containing abundant mineral resources. At present, the Economic Development Commission and private entrepreneurs are exploring the area for copper, iron, barite, bentonite and rare earths.

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Bonito Reservoir which supplies water to support important defense activities in the Tularosa Basin of New Mexico lies on the eastern boundary of the area. Access to the area may be required to further develop and maintain this facility.

Carlsbad Caverns National Park and White Sands National Monument

The Carlsbad Caverns and the White Sands are among the great natural wonders of the world. In 1956, the caverns were visited by 454,960 people and White Sands was visited by 282,601 persons. The Carlsbad Caverns are surrounded by rough, barren wasteland, and the White Sands consist of miles of undulating dunes of snow-white gypsum sand. Certainly the maximum benefits of these two attractions are to be derived from the fullest possible development of access and accommodations for their millions of visitors. It is difficult for one familiar with these spectacles of nature to understand why the administration and full development of the Carlsbad National Park and the White Sands National Monument should be complicated and impeded by their inclusion in the National Wilderness Preservation System.

More than a million acres of the New Mexico area designated for inclusion in the System is in highlands, in most of which the precipitation averages 18 inches or more per year, providing excellent grazing. The food requirements of our population, which is growing by about 3 million persons per year, may require that much of this land be left open for grazing. It has been estimated that by 1975 our national demand for beef will have increased by a quantity equal to the present cattle output of Texas, Oklahoma, and Minnesota combined.

Federal legislation which would inhibit the development of water resources certainly does not seem consistent with President Eisenhower's latest State of the Union message which called for cooperation and partnership between local interests and the Federal Government to make the best possible use of each drop of our water. The provisions of HR 500 encroach on the well established right of the southwestern states to control and administer water within their borders. Officials of the State of New Mexico are best qualified to determine where boundaries which might affect water development in New Mexico should be located, therefore, areas within which water development projects are precluded should be designated only by the State or with the express approval of the State in each instance.

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The provisions of HR 500 also seem inconsistent with the basic law of June 4, 1897 (U.S. Stats. at Large, 55th Congress, 1st Sess., Ch. 2, Vol. 30, 35 and 36) which provides that, "No public forest reservation shall be established except to improve and protect the forest within the reservation, or for the purpose of securing favorable conditions of water flows, and to furnish a continuous supply of timber for the use and necessities of the citizens of the United States; but it is not the purpose or intent of these provisions, or of the Act providing for such reservations, to authorize the inclusion therein of lands more valuable for the mineral therein or for agricultural purposes, than for forest purposes." And that, "All waters on such reservations (national forests) may be used for domestic, mining, milling, or irrigation purposes, under the law of the State wherein such national forests are situated, or under the laws of the United States and the rules and regulations established thereunder."

The Economic Development Commission of the State of New Mexico has been active for about two years, and after exhaustive study this Commission has concluded that our mineral and timber resources are the key to the economic future of New Mexico. The Commission has fully accepted this conclusion despite the fact that the inventory of the resources of remote areas of New Mexico, such as those that would be included in the National Wilderness Preservation System, is only fragmentary; yet, Lack of extensive precise data notwithstanding, it is already clear that the minerals and timber of New Mexico represent a substantial portion of America's treasure chest and the Commission believes that it would be folly to lock this chest and throw the key away.

The Commission's attitude is fully supported by this quotation from a recent address by Mr. Felix Wormser, Assistant Secretary of the Interior for Minerals: "It would be most difficult for anyone to try to estimate just what the increased value of mineral industry to the American economy will be in future years. In the eyes of industrialists and even financiers, it presents the greatest opportunity for real development over a period of years. Our explorations have been meager as yet. We have only studied the outcroppings."

It has been argued that the United States is so rich in natural resources that we can well afford to set aside and maintain in a virgin condition many millions of acres of lands abounding in water, mineral and timber resources, and that it is important to maintain these great areas in a

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virgin condition to toughen our potential citizen soldiers. The rapidly expanding needs and desires of our population, and the practically unforeseeable requirements for national defense should be carefully assessed before such arguments are accepted. Certainly only an infinitesimal percentage of our citizen soldiers will ever have the opportunity to toughen themselves in a wilderness area; nearly all of them must continue to rely on our athletic fields and more accessible outdoor recreation facilities to keep themselves physically fit. It would indeed be a gross injustice to deny these soldiers the real sinews of modern war by making it impossible to even prospect and inventory the resources of some of the most highly mineralized areas of the United States.

It is well known that increases in population, more leisure time, and better modes of transportation have greatly increased outdoor recreation activity and tourism in the United States. Access to, and facilities in, our national forests, parks and monuments are already inadequate for the tremendous numbers of citizens who wish to visit and enjoy these public recreational areas, and in all phases of outdoor activity the trend is toward greater participation by ever greater numbers of people. The loss of the wilderness areas for recreation purposes and as tourist attractions may well be the most serious effect of the proposed legislation. Only a relatively few persons have the time, financial resources, and fortitude required to "pack in" and enjoy the wilderness areas under conditions that would be imposed by Section 3 of HR 500; thus, all but a very few of the New Mexicans and the visitors from other parts of the United States would be denied the opportunity to enjoy the grandeur of the areas designated as units of the National Wilderness Preservation System.

The State of New Mexico is anxious to prevent the despoilation of her wilderness areas by commercial activity and to preserve these areas for the enjoyment of all of the people of the United States. We are appreciative of the concern of the Congress with this problem, and we are confident that careful cooperation, study, and planning by the States and the Federal Government can lead to the optimum development of the water, mineral, and timber resources of the wilderness areas of the United States without seriously interferring with the recreational, historical, and scientific benefits to be derived from these areas. We believe that Senate Bill 846, introduced by Senator Anderson, and others, to establish a National Outdoor Recreation Resources Review Commission, implements the study and planning that is necessary to achieve this end.

The State of New Mexico strongly urges this Committee to act unfavorably on the proposal to create a National Wilderness Preservation System under the provisions of HR 500 or similar legislation.

Mrs. Pfost. We are very sorry we have to cut these statements short. As I stated earlier, we did not know, when the hearings were set, that the House would be meeting at eleven this morning.

Mr. Reynolds. My name is S. E. Reynolds. I am State Engineer and Secretary of the Interstate Stream Commission of the State of New Mexico.

I wish first to express the gratitude of the state for the opportunity to be represented here in opposition to House Resolution 500.

This legislation designates about 1-1/4 million acres of land in New Mexico for inclusion in the National Wilderness Preservation System. These lands include mineral, timber, water, grazing resources of great value. They also include recreation opportunities of great potential value.

The provisions of this proposed legislation, in addition to prohibiting mining, prospecting, lumbering, grazing, and to a large extent recreation in these areas, would prohibit water storage, diversion, or management of any form, including the diversion and storage of water for fisheries, for recreation purposes.

New Mexico feels that legislation which would inhibit water development is not consistent with President Eisenhower's latest State of the Union Message in which he called for cooperation and partnership between the local interests

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and the United States to achieve the best use of the last drop of our water resources.

Certainly it does not seem consistent with the basic legislation of 1897 which provides that all the water in the national forests may be used for domestic, mining, milling and irrigation purposes under the laws of the state in which the national forest is situated.

We feel that this legislation encroaches on the well established right of the state to administer the water resources within her borders. Therefore, no area which precludes water development should be designated except by the state, or with the specific approval of the state in each instance.

The Economic Development Commission of the State of New Mexico has been in existence now for about two years. After exhaustive study, they have concluded that the key to New Mexico's economic future lies in our mineral, timber, water and grazing resources.

It is clear that these resources represent substantial portions of the treasure chest of the United States, and the Commission feels that it would be folly to lock this chest and throw the key away.

The loss of these wilderness areas for recreation purposes may well be the most serious effect of this bill. Certainly there are relatively few people who have the time,

financial resources and the fortitude that is required to enjoy these wilderness areas under the provisions of the bill. Therefore, only a few of New Mexico's citizens and the visitors to New Mexico would be able to enjoy the grandeurs of these wilderness areas.

The State of New Mexico is anxious to prevent the despoilation of her wilderness areas by economic activity. We are certainly appreciative of the concern of the Congress with this problem, but we are confident that, with cooperative study and planning by the Federal Government and by the states, we can achieve the optimum development of our water, mineral, timber, grazing resources without any material interference with the historical and scientific benefits to be derived from these areas.

We feel even more confident that the recreational values of these areas can be greatly enhanced by such an effort. We feel that Senate Bill 846, which was introduced by Senator Anderson and others, to create a national recreation resources review commission, is the first appropriate step toward achieving these ends.

The State of New Mexico strongly urges that this committee act unfavorably on the proposal to create a national wilderness system under the provisions of H. R. 500, or any similar legislation.

Mrs. Pfost. The chair recognizes the gentleman from

Colorado.

Mr. Aspinall. You know, Mr. Reynolds, that similar bills to the one you have indicated as Senator Anderson's bill have been introduced in the House, have they not?

Mr. Reynolds. I understood that this was so. I was not sure of it.

Mr. Aspinall. I would suggest to the witness that if he is going to make such a statement as that, he should at least find out before he makes the statement, because several of us over here were in on the drafting of the bill and introduced it in the House.

Mr. Reynolds. I see.

Mr. Aspinall. As I understand it, it is your position, Mr. Reynolds, that you would like to see mutual use of these resources, but it is suggested that priority of use be reserved for the citizens of the United States; is that correct?

Mr. Reynolds. Yes, sir. We feel there is a great opportunity for multiple use in these areas; that that is the way to obtain the greatest return from these areas.

Mr. Aspinall. Do you know of any instance in New Mexico where protection of water resources has been prohibited because of the presence of a wilderness area?

Mr. Reynolds. Not to this time; no, sir.

Mr. Aspinall. I think that is all.

Mrs. Pfof. The chair recognizes the gentleman from

Pennsylvania, Mr. Saylor.

Mr. Saylor. Mr. Reynolds, the areas you referred to in your testimony are all areas owned by the Federal Government; is that correct?

Mr. Reynolds. Yes, sir. I think there are some private lands within these, if I may complete my answer.

Mr. Saylor. As such, they belong not just to the State of New Mexico, but they belong to the people of the United States.

Mr. Reynolds. Yes, sir.

Mr. Aspinall. They come in two classifications: Those under the jurisdiction of the Department of the Interior, those under the jurisdiction of the Department of Agriculture; is that correct?

Mr. Reynolds. Yes, sir, as I understand it.

Mr. Aspinall. What authority do you have, or could you point to in the State of New Mexico, and the State of New Mexico can point to, that would give you any rights whatsoever as you have indicated to go into an area like Carlsbad National Park?

Mr. Reynolds. I think none, sir. We recognize this is Federal land, and it is our hope that this can be developed for the fullest possible enjoyment, not only by New Mexicans, but by all the people of the United States. We see in Carlsbad, for instance, the important thing would seem to be

further development of access and facilities. The load of tourists is tremendous. This is, of course, one of the wonders of the world. We have hundreds of thousands of people a year visit that place.

Mr. Aspinall. In fact, part of that park has been set aside as a wilderness area by the Department of Parks; is that correct?

Mr. Reynolds. I did not realize that a part of the Carlsbad area had been set aside as a wilderness.

Mr. Aspinall. What did the State of New Mexico do when the Secretary of Agriculture designated certain other areas down there, such as the Gila Wilderness Area?

Mr. Reynolds. I do not know what action the state might have taken in that case, sir. I have been in my present position for about two years now, but from what we know of the administration of those areas, under existing regulations, there would be nothing in particular to fear; as we are able to graze those lands, do a certain amount of lumbering on a conservative basis, and to develop the water resources.

Mr. Saylor. There is no lumbering in any wilderness area.

Mr. Reynolds. I think there is some in the Gila, sir, and some of the others. It is my understanding that lumbering does go on on a conservative basis in some of these areas.

Mr. Saylor. We will make a note of that and ask the Department of Agriculture to explain their violation of their own rules.

Mr. Reynolds. I am not sure of that point, sir. I am well advised that there is grazing in these areas.

Mr. Saylor. In other words, it is your opinion that these areas would be put to more beneficial use, instead of being retained in their primitive condition, to be opened up to exploitation?

Mr. Reynolds. I think we should attempt to make the best possible use of the resources that are there, including the recreational potentialities of the areas.

Mr. Saylor. That is all.

Mrs. Pfof. Mr. Rhodes?

Mr. Rhodes. I have no questions.

Mrs. Pfof. Mr. Thomson?

Mr. Thomson. No questions.

Mrs. Pfof. Counsel has a question, Mr. Reynolds.

Mr. Abbott. You do make the point in connection with some of the questions asked by Mr. Saylor, do you not, Mr. Reynolds, that it is conceivable in your view that the very authority to which the Forest Service points for having established these wilderness areas, the 1897 basic law, may deny the authority to establish these wilderness areas? Is that one of your points?

Mr. Reynolds. Yes, sir. It appears to me, from limited review of the statutes, that the basic statute provided that we might use these water resources of these areas for many purposes, and provided that there would be no areas included in which the mineral and grazing resources were of greater value than timber.

Mr. Abbott. And New Mexico, in connection with your comment in your statement which follows that with respect to the domestic, mining, milling and irrigation purposes, in national forests, was one of those states which was greatly concerned with the so-called water rights settlement legislation, was it not?

Mr. Reynolds. Yes, sir. We are concerned with that.

Mr. Abbott. In connection with the theory advanced by the Justice Department that Federal reservations, once created, as of the date of creation, carry with them a right in the United States to use indeterminate amounts for an indefinite period of waters arising in or flowing through those reservations?

Mr. Reynolds. Yes.

Mr. Abbott. I take it that is a boil-down of your comment on that point.

Mr. Reynolds. We would see this as a step in that same direction.

Mr. Abbott. I think that is all.

Mrs. Pfof. Thank you, Mr. Reynolds. We appreciate your taking your time to come here and give us your views.

Are there any other Members of Congress in the room who would like to be heard this morning?

(No response.)

Mrs. Pfof. I have a statement from Congressman Charles Porter, of Oregon, in favor of the legislation. It is 2-1/2 pages. Without objection, this will be made a part of the record at this point.

Hearing no objection, it is so ordered.

(Mr. Porter's prepared statement follows:)

STATEMENT OF CONGRESSMAN CHARLES O. PORTER (Democrat, Oregon) on The National Wilderness Bill, H.R.-7880, 85th Congress, presented before the Committee on Interior and Insular Affairs, June 20-21, Room 1324, House Office Building.

Mr. Chairman and members of the committee, on behalf of the people of the Fourth Congressional District of Oregon, I would like to thank you for the opportunity of presenting this statement in regard to the importance of legislation to establish on public lands of the United States a National Wilderness Preservation System.

My bill, H.R.-7880, would authorize this system for the permanent good of the whole people, to provide for the protection and administration of the areas within this System by existing Federal agencies and for the gathering and dissemination of information to increase the knowledge and appreciation of wilderness for its appropriate use and enjoyment by the people.

I strongly urge passage of this measure on the merits of the following 10 points:

1) Expanding population and increasing demands of transportation and commerce threaten destruction of all natural conditions in the United States, as well as in its Territories and possessions. Early enactment of such a bill is necessary so that wilderness and roadless areas may be set aside and protected. Otherwise, no place will be left where the citizens of this Nation can visit primeval nature and enjoy its many benefits.

2) This bill would give legal status to regulations and executive orders under which many wilderness and roadless areas are now administered. Review of these by the Congress would strengthen the administering agency in fulfilling its responsibility, and protect the agency administrator from the pressures of special interest groups.

3) Following its enactment, wilderness areas would be less subject to the whims and changing philosophies of individual administrators. In short, administration which vacillates according to the interests of pressure groups and individuals would be superseded by dependable, legal administration.

4) Mounting threats to continued existence of natural conditions within outdoor areas would be stopped.

5) Enactment of H.R.-7880 would help satisfy mankind's inherent need for contact with unsullied nature. This would be accomplished with little or no disturbance to existing programs of land management.

(more...)

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6) Existing programs for protection of wilderness and roadless areas could be continued without changing the agency of administration. Other desirable areas could be added to System.

7) Preservation of wilderness areas will go far to protect the health and happiness of present and future generations. Enactment of the bill will help promote science, preserve history, and stimulate education.

8) This bill would prohibit additional lumbering, mining, grazing and other commercial activities in the Wilderness System and prevent multiple-use damages to the scenic, inspirational and scientific values of the designated wilderness areas.

9) Merchantable timber, minerals and other tangible values included within the System would be put to their highest use in a national emergency, such as war. In such event, the ~~Congress~~ could provide ~~assurance~~ that the timber and other natural resources within any of the areas could be used.

10) The Council would foster education in values to be derived from wilderness areas and disseminate reports, maps, and official papers regarding the System.

Mr. Chairman and members of the Committee, we are very fortunate that in the year 1957 we still have an opportunity to provide for the preservation of wilderness without having to interfere with other programs. We cannot afford to let this opportunity pass.

Mr. Chairman, the underlying philosophy of wilderness preservation as a national policy was summed up in broad form in an address on the "Need for Wilderness Areas" by Howard Zahniser, Executive Secretary of The Wilderness Society, to the National Citizens Planning Conference on Parks and Open Spaces for the American People in Washington, D. C., on May 24, 1955.

Commenting on this presentation of a wilderness philosophy, one of the leading newspapers of my state, the OREGON JOURNAL, in an editorial on Sunday, April 15, 1956 on the "Value of Wilderness Areas," said that this presentation was "like a stone tossed into a pool." Commenting that "it has been gaining converts ever since," the OREGON JOURNAL editorial said that the proposed legislation has won the "unqualified indorsement" of the Federation of Western Outdoor Clubs, "representing 31 organizations with more than 25,000 members in Western states." I might mention that the president of the Federation of Western Outdoor Clubs is the distinguished Dr. Karl Onthank of the University of Oregon faculty, Eugene, Oregon.

(more....)

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Another leading newspaper of my state of Oregon, the EUGENE REGISTER-GUARD in an editorial on June 18, 1956 entitled, "The New Wilderness Preservation Bill," pointing out that the bill has nothing to do with partisan politics, and its sponsorship is bi-partisan," said:

"We do see the bill as a step toward making raids on the wilderness more difficult."

I should like, if I may, to refer to one more editorial comment, that of the EUGENE REGISTER-GUARD on Sunday, February 10, 1957. Writing of the "Three Sisters Wilderness Decision," the editorial said, "This decision shows that a wilderness can be made or unmade by simple administrative decision. Are we to expect that with every change of administration new pressures will be brought to bear upon the department of agriculture?...What is needed, it seems to us, is a national wilderness system. We do not need and do not want a 'permanent' set of wilderness preserves. Any should be subject to change if time and circumstances show that one generation did not assess properly the needs and desires of the next generation. But change should not be accomplished solely by administrative fiat. Needed is some check on the administrators, possibly through Congress."

Mr. Chairman, I have here clippings of the three editorials from which I have quoted, and I ask permission that they be included in the record as a part of my statement.

Congressman Charles O. Porter
of Oregon

(COP/rhs)

STATEMENT BY THE HONORABLE WALT HORAN, FIFTH DISTRICT, WASHINGTON STATE

Mr. Chairman. I wish to express my opposition to the provisions of H. R. 1960 which establishes a National Wilderness Preservation system. I feel that this measure, if enacted, would tie up for all time valuable blocks of timber and mining resources and would greatly impair the economy of many communities. The multiple use of our forests should be stressed at all times.

I am certainly not against the preservation of our scenic areas if boundaries are established which would not bottle-up useful timber, much of which may be mature and in need of harvesting to guard against the danger of forest fires from down timber or the hazards of insect infestations which run rampant in mature trees.

Mrs. Pfost. Together with Mr. Porter's statement are some newspaper clippings which will be made a part of the file, unless there is objection.

Hearing no objection, the clippings will be made a part of the file.

The House is now in session and, therefore, the committee will have to adjourn in a moment, but I would like to say to those in the room this morning that we will meet again tomorrow morning at ten o'clock, and if some of the members of the subcommittee can make their time available tomorrow afternoon, we will sit for at least one to two hours in the afternoon, in an attempt to hear particularly the out-of-town witnesses who have come a great distance to be heard on this legislation.

Without objection, then, the subcommittee will be adjourned until tomorrow morning at 10:00 a.m.

(Whereupon, at 11 a.m. the subcommittee adjourned, to reconvene at 10 a.m. Friday, June 21, 1957.)