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1291-5

NATIONAL WILDERNESS PRESERVATION ACT

HEARING

BEFORE THE

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS UNITED STATES SENATE

EIGHTY-FIFTH CONGRESS

SECOND SESSION

ON

S. 4028

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

JULY 23, 1958

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NATIONAL WILDERNESS PRESERVATION ACT

WEDNESDAY, JULY 23, 1958

UNITED STATES SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D. C.

The committee met, pursuant to call, at 10 a. m., in room 224, Senate Office Building, Hon. James E. Murray (chairman of the committee) presiding.

Present: Senators Murray, Bible, Neuberger, Watkins, Kuchel, and Barrett.

Also present: Benton J. Stong, professional staff member; Claude E. Wood, administrative assistant to Senator Anderson; and James H. Gamble, professional staff member.

The CHAIRMAN. The hearing will please come to order.

This morning, the committee is to consider S. 4028, to establish a National Wilderness Preservation System for the permanent good of the whole people and for other purposes.

A copy of the bill will be placed in the record at this point.

(S. 4028 is as follows:)

[S. 4028, 85th Cong., 2d sess.]

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

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

(b) The Congress recognizes that an increasing population, accompanied by expanding settlement and growing mechanization, is destined to occupy and modify all areas within the United States, its Territories, and possessions except those that are designated for preservation and protection in their natural condition. The preservation of such designated areas of wilderness is recognized as a desirable policy of the Government of the United States of America for the health, welfare, knowledge, and happiness of its citizens of present and future generations, particularly for those uses of such areas that facilitate recreation and the preservation or restoration of health.

(c) It is accordingly declared to be the policy of Congress (1) to secure the dedication of an adequate system of areas of wilderness to serve the recreational, scenic, scientific, educational, conservation, and historical needs of the people, and (2) to provide for the protection of these areas and for the gathering and dissemination of information regarding their use and enjoyment as wilderness. Pursuant to this policy the Congress gives sanction to the continued preservation as wilderness of those areas federally owned or controlled that are within na-

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tional parks, national forests, national wildlife refuges, or other public lands, and that have so far retained under their Federal administration the principal attributes of their primeval character. It is pursuant to this policy and sanction that the National Wilderness Preservation System is established. Within the units of this System designated for inclusion by this Act, and in those that may later be designated in accordance with its provisions, the preservation of wilderness shall be paramount.

(d) In establishing thus a National Wilderness Preservation System to include units within the national forests, it is further declared to be the policy of Congress to administer the national forests with the general objectives of multiple use and sustained yield, and in order to carry out this policy the Secretary of Agriculture is accordingly 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. The purposes of this Act are further declared to be within and supplemental to but not in interference with the purposes for which national forests are established as set forth in the Act of June 4, 1897 (30 Stat. 34, 35; U. S. C. 475, 551).

(e) A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. For the purposes of this Act, the term "wilderness" shall include the areas provided for in section 2 of this Act and such other areas as shall be designated for inclusion in the National Wilderness Preservation System in accordance with the provisions of this Act.

NATIONAL WILDERNESS PRESERVATION SYSTEM

SEC. 2. The National Wilderness Preservation System (hereafter referred to in this Act as the Wilderness System) shall comprise (subject to existing private rights, if any) the federally owned or controlled areas of land and water provided for in this section and the related airspace reservations.

NATIONAL FOREST AREAS

(a) The Wilderness System shall include the areas within the national forests classified on June 1, 1958, by the Department of Agriculture or the Forest Service as wilderness, wild, primitive, or roadless: *Provided*, That the Wilderness System shall not include any primitive area which the Secretary of Agriculture shall determine to be not predominantly of wilderness value, and each primitive area included in the Wilderness System shall be subject to such boundary modification as the Secretary shall determine to be needed to exclude any portions not predominantly of wilderness value or to add any adjacent national forest lands predominantly of wilderness value. Determinations regarding national forest areas classified as primitive shall be made within ten years after the date of this Act, and any such area regarding which such determinations have not been made shall, with the exception of any roads, motor trails, structures, or other installations then existing, automatically then become a part of the Wilderness System.

Additional areas for inclusion in the Wilderness System may be designated within national forests by the Secretary of Agriculture, after not less than ninety days public notice and the holding of a public hearing, if there is a demand for such a hearing, and such designations shall take effect as provided in subsection (f) below. The publication of a notice of a proposal to add any national forest area or part thereof to the Wilderness System shall segregate the public lands involved from any or all appropriations under the public-land laws to the extent deemed necessary by the Secretary of Agriculture.

NATIONAL PARK SYSTEM AREAS

(b) At the times and in the manner hereinafter provided for, the Wilderness System shall include each park and monument in the National Park System on June 1, 1958, embracing a continuous area of five thousand acres or more without roads, and such additional units of the National Park System as the Secretary of the Interior shall designate.

Not later than ten years after the date of this Act, or within two years after the unit has been added to the Wilderness System, whichever is later, and ninety

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days after giving public notice in accordance with section 4 of the Administrative Procedure Act of 1946 (60 Stat. 238; 5 U. S. C. 1003) the Secretary of the Interior shall designate within each unit of the National Park System included in the Wilderness System such area or areas as he shall determine to be required for roads, motor trails, buildings, accommodations for visitors, and administrative installations. Each such unit shall become a part of the Wilderness System when the designation of such area or areas has been made. Should the Secretary fail to make such a designation within the time limits specified, each such unit, with the exception of roads, motor trails, buildings, accommodations for visitors, and administrative installations then in existence, shall automatically then become a part of the Wilderness System.

No designation of an area for roads, motor trails, buildings, accommodations for visitors, or administrative installations shall modify or affect the application to that area of the provisions of the Act approved August 25, 1916, entitled "An Act to establish a National Park Service, and for other purposes" (39 Stat. 535, as amended; 16 U. S. C. 1 and the following). The accommodations and installations in such designated areas shall be incident to the conservation and use and enjoyment of the scenery and the natural and historical objects and flora and fauna of the park or monument in its natural condition. Further, the inclusion of any National Park System area within the Wilderness System pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such National Park System areas in accordance with the Act of August 25, 1916 (39 Stat. 535, as amended; 16 U. S. C., 1952 edition, sec. 1 and the following), the statutory authority under which the area was created, or any other Act of Congress which might pertain to or affect such National Park System area.

NATIONAL WILDLIFE REFUGES AND RANGES

(c) The Wilderness System shall include such wildlife refuges and game ranges, or portions thereof, as the Secretary of the Interior shall designate. Within five years after the date of this Act the Secretary shall survey the refuges and ranges under his jurisdiction on June 1, 1958, and designate for inclusion in the Wilderness System those refuges and ranges, or portions thereof, that he determines to be appropriate. Further, the Secretary shall survey any refuges or ranges added to his jurisdiction after June 1, 1958, to determine if they are, or contain areas that are, suitable for inclusion in the Wilderness System, and shall make such determination and so designate the appropriate refuge, range, or portion thereof, within two years after the refuge or range is added to his jurisdiction.

Within two years after the designation of any refuge or range in its entirety, and ninety days after giving public notice in accordance with section 4, Administrative Procedure Act of 1946 (60 Stat. 238; 5 U. S. C. 1003), the Secretary of the Interior shall designate within such refuge or range such area or areas as he shall determine to be required for roads and buildings and other installations for administration and protection of the wildlife. Should the Secretary fail to make such designation within the time limit specified, the refuge or range, with the exception of any road, building, or other installation for administration and protection then existing, shall automatically then become a part of the Wilderness System.

THE INDIANS' WILDERNESS

(d) The Wilderness System shall include such areas of tribal land on Indian reservations as the Secretary of the Interior may designate as appropriate for inclusion after consultation with the several tribes or bands, through their tribal councils or other duly constituted authorities. Such designation shall not change title to the land or the tribe's beneficial interest in the land.

The Secretary of the Interior is authorized to make any addition, modification, or elimination recommended by any tribe or band with regard to any area of its tribal land. Unless the Congress shall otherwise provide, the termination of Federal trusteeship over a tribe or tribes shall remove from the Wilderness System any included tribal lands so affected.

Nothing in this Act shall in any respect abrogate any treaty with any band or tribe of Indians, or in any way modify or otherwise affect the Indians' hunting and fishing rights or privileges.

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OTHER UNITS

(e) The Wilderness System shall also include such units as may be designated within any federally owned or controlled area of land and/or water by the official or officials authorized to determine the use of the lands and waters involved, including any area or areas acquired by gift or bequest by any agency of the Federal Government for preservation as wilderness. Addition to or modification or elimination of such units shall be in accordance with regulations that shall be established in conformity with the purposes of this Act by the official or officials authorized to determine the use of the land and waters involved, including, but not limited to, provisions for segregating any public lands involved from any or all forms of appropriation under the public-land laws pending addition of such units to the Wilderness System, and shall take effect as provided in subsection (f) below. Such regulations with regard to any privately owned area given or bequeathed to a Federal agency for preservation as wilderness shall be in accordance with such agreements as shall be made at the time of such gift or bequest.

ADDITIONS, MODIFICATIONS, AND ELIMINATIONS

(f) Any proposed addition to, modification of, or elimination from any area of wilderness established in accordance with this Act, and any proposed addition or elimination of any unit to or from the Wilderness System, shall be made only after not less than ninety days' public notice and the holding of a public hearing, if there is a demand for such a hearing, and shall be reported with map and description to Congress by the Secretary of Agriculture, the Secretary of the Interior, or other official or officials having jurisdiction over the lands involved and shall take effect upon the expiration of the first period of one hundred and twenty calendar days of continuous session of Congress following the date on which the report is received by Congress, but only if during this period there has not been passed by Congress a concurrent resolution opposing such proposed addition, modification, or elimination. A copy of each such report submitted to Congress shall at the same time be forwarded with map and description to the secretary of the National Wilderness Preservation Council. Within any unit of the Wilderness System the acquisition of any privately owned lands is hereby authorized, and such sums as the Congress may approve for such acquisition are hereby authorized to be appropriated out of any money in the Treasury not otherwise appropriated.

USE OF THE WILDERNESS

SEC. 3. (a) Nothing in this Act shall be interpreted as interfering with the purposes stated in the establishment of any national park or monument, national forest, national wildlife refuge, Indian reservation, or other Federal land area involved, except that any agency administering any area within the Wilderness System shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes as also to preserve its wilderness character. The Wilderness System shall be devoted to the public purposes of recreational, educational, scenic, scientific, conservation, and historical use. All such use shall be in harmony, both in kind and degree, with the wilderness environment and with its preservation, and the areas within the Wilderness System shall be so managed as to protect and preserve the soil and the vegetation thereon beneficial to wildlife.

Copies of regulations, permits, designations, or determinations established or issued in connection with the administration of any unit or units of the Wilderness System and copies of any subsequent amendments thereto shall be forwarded to the secretary of the National Wilderness Preservation Council by the Secretary of Agriculture, the Secretary of the Interior, or such other official or officials as shall establish or issue them. The Council shall maintain a public file of such copies, but shall have no administrative jurisdiction over any unit in the Wilderness System nor over any agency that does have such jurisdiction.

(b) Except as specially provided in this section, and subject to existing private rights (if any), no portion of any area constituting a unit of the Wilderness System shall be used for any form of commercial enterprise not contemplated in the purposes of this Act. Within such areas, except as otherwise provided in this section and in section 2 of this Act, there shall be no permanent road; nor shall there be any use of motor vehicles, motorized equipment, or motorboats, or landing of aircraft, nor any other mechanical transport or delivery of persons

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or supplies, nor any temporary road, nor any structure or installation, in excess of the minimum required for the administration of the area for the purposes of this Act.

SPECIAL PROVISIONS

(c) The following special provisions are hereby made:

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

(2) Within national forest areas included in the Wilderness System the President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting, mining, the establishment or maintenance of reservoirs and water-conservation works, and such measures as may be found necessary in control of insects and diseases, including the road construction found essential to such mining and reservoir construction, upon his determination that such use in the specific area will better serve the interests of the United States and the people thereof than will its denial.

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

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

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

NATIONAL WILDERNESS PRESERVATION COUNCIL

SEC. 4. (a) The National Wilderness Preservation Council is hereby created, to consist ex officio of the Secretary of the Interior, the Secretary of Agriculture, the Secretary of the Smithsonian Institution, and also three citizen members to be appointed by the President by and with the advice and consent of the Senate. The citizen members shall be persons known to be informed regarding, and interested in the preservation of, wilderness; one of them shall be appointed initially for a term of two years, one for a term of four years, and one for a term of six years. After the expiration of these initial terms, each citizen member shall be appointed for a six-year term. The President shall designate from among the citizen members a chairman, who shall serve for a two-year term. The Secretary of the Smithsonian Institution shall be ex officio the secretary of the Council and, subject to the Council, shall maintain its headquarters.

(b) The Council shall serve as the repository for, and shall maintain available for public inspection, such maps and official papers regarding the Wilderness System as may be filed with it. The Council shall serve as a nonexclusive clearinghouse for exchange of information among the agencies administering areas within the Wilderness System. The Council shall make, sponsor, and coordinate surveys of wilderness needs and conditions and gather and disseminate information, including maps, for the information of the public regarding use and preservation of the areas of wilderness within the Wilderness System, including information and maps regarding State and other non-Federal areas. The Council is directed to consult with, advise, and invoke the aid of appropriate officers of the United States Government and to assist in obtaining cooperation in wilderness preservation and use among Federal and State agencies and private agencies and organizations concerned therewith. The Council, through its Chair-

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man, shall annually present to Congress, not later than the tenth day of January, a report on the operations of the Council during the preceding fiscal year and on the status of the Wilderness System at the close of that fiscal year, including an annotated list of the areas included showing their size, location, and administering agency, and shall make such recommendations to Congress as the Council shall deem advisable.

(c) The Council shall meet annually and at such times between annual meetings as the Council shall determine, or upon call of the Chairman or any three members. Members of the Council shall serve as such without compensation, but shall receive transportation expenses and, in addition, a per diem payment to be fixed by the Council, not to exceed $50 a day, as reimbursement for expenditures in connection with attending any meeting of the Council. A sum sufficient to pay the necessary expenses of the Council, including printing and binding, not to exceed an annual expenditure of $100,000, is hereby authorized to be appropriated out of any money in the Treasury not otherwise appropriated. Disbursements from such appropriations shall be made by the Secretary of the Smithsonian Institution. The Secretary of the Smithsonian Institution in behalf of the Council is authorized to accept private gifts and benefactions to be used to further the purposes of this Act, and such gifts and benefactions shall be deductible from income for Federal tax purposes and shall be exempt from Federal estate tax.

SEC. 5. This Act shall be known as the "National Wilderness Preservation Act."

(The chairman subsequently ordered inserted in the record the reports of the Bureau of the Budget and the Department of Agriculture on S. 4028, which follow:)

DEPARTMENT OF AGRICULTURE,
Washington, D. C., July 23, 1958.

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
United States Senate.

DEAR SENATOR MURRAY: This is in response to your requests of June 20 and 23, 1958, for the views of this Department on S. 4028, a bill to establish a national wilderness preservation system for the permanent good of the whole people, and for other purposes.

We are sympathetic with the general objectives of the bill and, if it is amended as recommended herein, we recommend that it be enacted insofar as it affects this Department.

S. 4028 would establish a national wilderness preservation system to be comprised of certain areas within the national forests, national parks, the national wildlife refuges and game ranges, Indian reservations, and other designated areas of federally owned lands. The bill would establish as a desirable policy of Congress dedication of a system of wilderness areas, the protection of such areas, and the dissemination of information about them. The bill would include in the national wilderness preservation system the wilderness, wild, primitive, and roadless areas designated as such in the national forests on June 1, 1958. However, primitive areas in the national forests, which the Secretary of Agriculture determines within 10 years to be not predominantly of wilderness value, would be excluded from the system. Failure to make such determination within the 10-year period would automatically make the primitive areas a part of the wilderness system.

Proposed additions, modifications, or eliminations of any national forest area to, in, or from the wilderness system would be made only after 90 days' public notice, and the holding of a public hearing if there is a demand therefor. The proposed additions, modifications, or eliminations would become effective upon the expiration of 120 calendar days of continuous session of Congress following the receipt by the Congress of a report of the proposal, if during that period the Congress does not pass a concurrent resolution opposing the proposal. Acquisition of private lands within the areas included in the wilderness system would be authorized.

The bill provides that nothing in it should be interpreted as interfering with the purposes stated in the establishment of the national forests or other Federal area involved. Except as specifically provided, areas constituting units of the wilderness system would not be used for any form of commercial enterprise not contemplated in the purposes of the bill. With stated exceptions there would be no permanent roads, nor would there be use of motor vehicles, motorized equipment, or motorboats, nor landing of aircraft, nor other mechanical transportation, nor temporary road, nor any structure or installation, in excess of

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the minimum required for the administration of the area. Grazing of domestic livestock and use of aircraft and motorboats in national forest areas where such practices are already established would be permitted.

Within national forest areas, prospecting, mining, the establishment or maintenance of reservoirs and water conservation works, and insect and disease control measures could be authorized by the President if he determined such use of the specific area would better serve the public interest than would its denial.

The management of the roadless areas within the national forests would be in accordance with the general purposes of maintaining the primitive character of such areas without unnecessary restrictions on other uses, including that of timber.

A National Wilderness Preservation Council would be created consisting of the Secretaries of the Interior, Agriculture, and the Smithsonian Institution, and three citizen members to be appointed by the President. The duties of the Council would be to serve as the repository for maps and official papers regarding the wilderness system, to serve as a nonexclusive clearing house for exchange of information among agencies administering areas within the wilderness system, to make, sponsor, and coordinate surveys of wilderness needs and conditions, to disseminate information to the public regarding use and preservation of the wilderness system, to advise with Government officials, and to report annually to the Congress.

S. 4028 is a revision of S. 1176. This Department expressed its views on S. 1176 in its report to you of June 19, 1957, and the Chief of the Forest Service of this Department also testified before your committee at its hearings on June 19, 1957, on that bill. In that report we expressed our belief in the principle of establishing and maintaining wilderness areas within the national forests. We also described the situation as to the past history and present existence of such areas, and the special problems they pose. There has been no material change in the situation described at that time.

The Department's report on S. 1176 set forth the reasons for recommending that it not be enacted. There was transmitted with that report, for consideration by the Congress, a substitute bill which related solely to the responsibilities of this Department.

Insofar as S. 4028 relates to the responsibilities of this Department, it either includes, or is compatible with, numerous provisions of the substitute bill which this Department submitted. Amendments to S. 4028 are needed, however, in order to eliminate certain objections. Some of these were discussed in our report on S. 1176. Some of the amendments recommended are merely clarifying. The three principal ones would—

1. Delete all provisions with respect to the establishment of the National Wilderness Preservation Council. We see no need for such a Council, believe that it would serve no really useful purpose and, in fact, could be harmful to multiple-use administration of the national forests. The Council would have no real powers, but would impose added recordkeeping, paperwork, and expense upon this Department. This Council, to be set up by congressional statute, would be concerned with only one aspect (wilderness) of one (recreation) of the multiple uses of the national forests. Its establishment might invite proposals from other single-interest groups for similar councils, recognized by statute, to be concerned with individual national-forest uses. As such, it runs counter to our long-established policy of multiple-use administration of the national forests.

2. Provide that primitive areas now in the national forests will be temporarily in the wilderness system but would remain in the system only if the Secretary of Agriculture determines them to be predominantly of wilderness value. Such determination would be made within 15 years. The reason for this recommendation is that we do not believe primitive areas should be included in the wilderness system in the same manner as wilderness or wild areas until there has been an affirmative determination by the Secretary that they are predominantly of wilderness value. As our letter of June 19, 1957, explained, primitive areas predate the establishment of wilderness and wild areas. They have not been examined as to wilderness standards as have wilderness and wild areas. Primitive areas are now in the process of restudy and reclassification.

3. Provide that necessary measures for the control of forest insects and diseases can be taken without the requirement for a Presidential authoriza-

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tion. It seems unnecessary to require Presidential authorization for pest control. Approval of pest-control action by the Secretary of Agriculture would afford adequate protection against indiscriminate control action.

The following amendments to S. 4028 are recommended with respect to item 1, above:

Pages 10 and 11, delete the sentence beginning in line 25 on page 10 and ending in line 3 on page 11.

Page 12, delete all of lines 1 through 11.

Pages 15–17, delete all of section 4 beginning with line 1 on page 15 through line 13 on page 17 and renumber section 5 as section 4.

The following amendment is recommended with respect to item 2, above:

Pages 4 and 5, delete beginning with the word "That" in line 20 on page 4 through line 9 on page 5 and insert in lieu thereof the following: "That areas designated as primitive on such date are hereby temporarily included in the Wilderness System and, within 15 years after the date of this Act, the Secretary of Agriculture shall review such areas and designate those which are predominantly of wilderness value, with such boundary modifications as may be needed to exclude portions not predominantly of wilderness value or to add any adjacent national-forest land predominantly of wilderness value, and areas so designated shall be included in the Wilderness System."

The following amendments are recommended with respect to item 3, above:

Page 13, line 8, add the following: "Within national-forest areas included in the Wilderness System such measures may be taken as may be necessary in the control of insects and diseases, subject to such conditions as the Secretary of Agriculture deems desirable."

Page 13, line 12, insert the word "and" after the word "mining".

Page 13, delete all of line 14 and through the word "diseases" in line 15.

The following amendments are recommended for clarification:

Page 3, insert "all" at the beginning of line 17, and following the word "thereof" insert, "including the recreation and wildlife habitat resources,".

Page 4, line 17, insert "as wilderness areas" following the word "include".

Page 13, line 21, insert the following before the word "Superior", "Boundary Waters Canoe Area, formerly designated as the".

Page 14, line 3, delete the words "roadless areas" and insert in lieu thereof the word "area".

Page 14, line 6, delete the words "these roadless areas" and insert in lieu thereof the words "the area".

Page 14, lines 13 and 14, delete the words "roadless areas" and insert in lieu thereof the words "the Boundary Waters Canoe Area".

If your committee should favor the retention of the provisions for the establishment of the National Wilderness Preservation Council, we suggest that consideration be given to (1) the insertion of a period after the word "President" in line 6 on page 15, (2) the deletion of the remainder of the sentence, (3) the insertion of the following sentence: "The Secretary of the Interior and the Secretary of Agriculture may each designate an official of his Department to serve as his alternate on the Council," and (4) the deletion of all beginning with the comma after the word "regulations" in line 1 on page 12 through the word "or" in line 2.

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

Sincerely yours,

MARVIN L. MCLAIN, *Assistant Secretary.*

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D. C., July 24, 1958.

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
United States Senate, Washington, D. C.

MY DEAR MR. CHAIRMAN: This is in response to your request for the views of this Bureau on S. 4028, a bill to establish a national wilderness preservation system for the permanent good of the whole people, and for other purposes.

Generally, the Bureau believes that the purposes of the bill are sound and that legislation to accomplish them may be desirable. We would point out, however, that the Secretary of Agriculture in his report has certain specific objections to the bill to which we believe the committee will wish to give careful

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consideration. We would also point out that the report of the Department of the Interior contains a discussion of objectives which may lead the committee to consider further amendment of the legislation. In addition, the Bureau recommends specific changes in the bill, as follows:

Section 2 (f) of the bill provides that any addition to, modification of, or elimination from any wilderness area proposed by the Secretary of Agriculture, the Secretary of the Interior, or other official must be reported to the Congress. The proposal would then take effect at the end of 120 days of continuous session of Congress following the date on which the report is received by Congress, but only if during this period there has not been passed by Congress a concurrent resolution opposing the proposal. In requiring officials of the executive branch, other than the President, to make proposals directly to the Congress, and in providing for disapprovals of these proposed executive actions by the Congress in a manner not subject to review by the President, the provisions of this section would appear to raise serious constitutional questions. We recommend that it be revised to remove any such questions.

The requirement that proposed changes in a wilderness area not take effect before 120 days of continuous session of Congress would be extremely burdensome to administer and would make heavy demands upon the time of both the agencies concerned and the Congress. This procedure could result in delays in each project of more than a year. Adequate notice and opportunity for the Congress to enact legislation concerning alterations in the wilderness system could be provided by amending section 2 (f) to provide for reporting with map and description to Congress at the same time that the 90-day public notice is given for the proposed additions or eliminations of a wilderness area.

Subsection 2 (d) provides for the wilderness system to include such areas of tribal land on Indian reservations as the Secretary of the Interior decides, after consultation with the Indians concerned. It also provides for additions and eliminations by the Secretary on recommendation of the tribe. Since equitable ownership of Indian tribal lands held in trust rests with the Indians and not with the United States, and since other nonfederally owned lands are not proposed to be included within the wilderness system, the Bureau recommends the complete exclusion of Indian tribal lands from the proposed wilderness system.

Sincerely yours,

ROGER W. JONES, *Assistant Director.*

The CHAIRMAN. We have here this morning a group of 20 advanced members of Boy Scouts and Girl Scouts. They are here attending a special educational training conference on conservation sponsored by the Girl Scouts of America. The Department of Agriculture and the Department of the Interior are giving the participants an intensive 2-week training course on conservation. The group is here this morning under the supervision of Mr. Jack Culbreth, of the Sports Fisheries and Wildlife Bureau of the Interior Department. They have come here to see, firsthand, how conservation legislation is handled in Congress.

I extend a most cordial welcome to the group on behalf of the committee and the individual members thereof. These boys and girls actually have more at stake in our decision on this wilderness bill than any of us on the committee, for we are determining if some of our great virgin land areas are to be set aside and protected for their enjoyment, long after we elders have hung up our packs and rolls.

The group, as I say, is extended a cordial welcome here this morning.

We hope that each of you will get real benefit from the intensive course of training you are undergoing at this time.

Senator WATKINS. Mr. Chairman, have you finished your statement?

The CHAIRMAN. I have finished the statement welcoming this group of Boy and Girl Scouts. I have another short statement to make.

This hearing is on Senate bill 4028, the revised wilderness bill. On June 19–20, 1957, hearings were held on Senate bill 1176, the original

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wilderness bill. The measure was warmly supported by conservationists and their organizations. The executive departments, while not opposing the idea of designated wilderness areas, raised objection to some features of the bill. There was opposition from groups concerned about setting aside considerable areas in which commercial resources might not be developed readily.

At that time, opposition was expressed to field hearings on the measure.

After the 1957 hearings, the proponents of establishment of a national wilderness system set about revising the bill. Instead of resisting all criticism, they held a series of conferences with those who had constructive suggestions. The measure was revised to meet all the objections possible. Recently, Senator Hubert Humphrey, of Minnesota, introduced the new measure, Senate bill 4028, as a substitute for Senate bill 1176.

The new bill, together with an analysis of the changes from the original, was sent to the committee members about 3 weeks ago. If there is any criticism of the sponsors, it is that they too readily agreed to requested changes. One such change requires the Secretary of the Interior only to consult with Indians before Indian lands are included in the wilderness system instead of obtaining Indians' consent. This, in my opinion, is unwise. I shall offer an amendment to restore the requirement of the consent by the Indians.

Typical of changes which have been made is the revision that grazing and the use of aircraft and motorboats in the national-forest areas may be continued where those uses are well established. The American Farm Bureau Federation has called attention to the fact that there is a provision for lands other than park, forest, and game lands to be included in the system, and they should have the same reservation in regard to established uses. An amendment has been prepared accordingly and I am advised by the sponsors that they will accept it. The hearings today have been called primarily to determine if the revised bill, Senate bill 4028, meets criticisms made at the hearings in June 1957, and what opposition remains. In order to expedite the hearings, I have requested the proponents of the bill to confine themselves to explanations of the changes which have been made. The affirmative case for creation of a wilderness system was very ably and convincingly presented last year, and is contained in the printed hearings on Senate bill 1176. Similarly, I am hopeful that those who are critical of Senate bill 1176 will deal with the changes that have been made and give us their reappraisal of the proposal in consideration of the revisions rather than repeat testimony taken a year ago.

The proposal to establish a wilderness system was first made more than 10 years ago. It has been discussed throughout the past decade. There appears to be a general agreement that the United States should preserve outstanding wilderness areas in their virgin state for the enjoyment of our citizens. There have been differences in mechanics, areas, and the administrative pattern to be established.

The proponents of Senate bill 4028 have attempted to meet every possible criticism to their bill. Changes are still being made. I shall propose 1 or 2, as I have indicated. I am, personally, very hopeful, however, that our committee will take affirmative action on the measure this year.

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Although the Outdoor Recreation Resources Review Commission has been created and will unquestionably deal with wilderness-area requirements in its 1961 report, there is need now to reserve lands for the purpose. We can remove lands from the wilderness system later on, if they are in excess of need, but virgin wilderness cannot be made out of cutover forest areas.

Unless there is objection, there will be included in the record of these hearings a considerable number of communications both for and against the measure. To conserve time, the staff has listed and very briefly described their content for the committee members. Most of these communications put in the record are from representatives of groups. There are also in the committee files several hundred letters and telegrams from individual citizens urging enactment of the wilderness bill or opposing it. They are much too numerous to put in the record.

These individual letters run more than 20 to 1 in favor of the bill. We also have a large group of statements, telegrams, and letters which have arrived here this morning. As soon as they are checked over by the committee staff, they will be put into the record at the conclusion of the hearing.

(See appendix beginning on p. 152.)

The CHAIRMAN. Senator Bennett is with us this morning. He wishes to make a statement.

STATEMENT OF HON. WALLACE F. BENNETT, UNITED STATES SENATOR FROM THE STATE OF UTAH

Senator BENNETT. I would appreciate 5 minutes, Mr. Chairman.

The CHAIRMAN. You may have it.

Senator BENNETT. Mr. Chairman, for several important reasons, we in Utah have a keen interest in S. 4028, which would establish a national wilderness preservation system. The first is that we are anxious to develop the public domain for recreational use because of the salutary effect this would have on the national well-being. Nearly three-quarters of Utah is federally owned, so that any policy affecting the use of a public domain instantly occupies our interest because of its potential impact on the economy of our State. To us in the West, creation of wilderness areas is but one of the many desirable uses to which Federal lands could be put. Among these are conservation of water, soil, vegetation, fowl, and game animals, together with such uses as grazing, mining, hunting, boating, fishing, and other forms of recreation. When preeminence is given to one use over another in any given area or areas, there is always danger that many other worthwhile uses may suffer from neglect.

To us, our forests and other public lands are not only a source of esthetic enjoyment, but they will probably be our livelihood and our very future in the years to come. Our comembers of this great Union of States in the East, South, and North, will recall that they have been able to freely put their lands to use, and that freedom generated the remarkable progress and economic strength in those areas. It is well to recall that the whole Nation was once a wilderness, and, if all the area west of the Thirteen Original States had been circumscribed with the debilitating and limiting provisions of S. 4028, we would never have been the great Nation that we are today.

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There is no reason to assume that the West has no future. On the contrary, its still undeveloped potential probably surpasses that of the older economies of the East.

Great care should therefore be exercised in establishing permanent policies regulating the use of our public domain. In recognition of the care required, Congress just this year enacted legislation establishing a National Outdoor Recreation Resources Commission to make a thorough review of recreational needs and policies.

Four Members of the Senate and four from the House have already been named to the Commission under Public Law 85-470, which was signed by the President on June 28 of this year. The Commission must present its recommendations to Congress not later than September 1, 1961.

To push forward with S. 4028 prior to receiving the report of the Commission would not only contravene the express policy adopted by Congress only this session, but it would also be unwise, in my opinion, to proceed, with such haste, to consider a bill having such widespread ramifications. The Commission can give this and other proposals the deliberations they require. I would like to suggest, too, that, before Congress takes any action on any wilderness bill, I hope that hearings will be held in Utah and other Western States to afford the many interested people and groups there the opportunity to testify on the bill and give this committee the benefit of their views.

There are so many who wish to testify that a field hearing or a number of them would be fully justified, particularly in view of the considerable cost of the travel of private citizens to Washington. Thank you, Mr. Chairman.

The CHAIRMAN. Thank you.

Senator WATKINS. Mr. Chairman, I have to attend at least part of the session of the Judiciary Committee, which is holding a session this morning. I would appreciate it very much if I could make a statement.

The CHAIRMAN. You may.

STATEMENT OF HON. ARTHUR V. WATKINS, UNITED STATES SENATOR FROM THE STATE OF UTAH

Senator WATKINS. Mr. Chairman, I sincerely hope that the scheduling of hearings on this legislation so late in the session does not mean that an effort will be made to force the bill to the floor.

This bill affects directly and, by all odds, most heavily the 11 public-land States of the West. These are the States where an average of 50 percent of the land surface is still owned by the Federal Government, many years since statehood. In the State of Nevada, the percentage of Federal ownership stands at 85 percent. In my own State, 70 percent of the land surface is federally owned.

In the States where much of the pressure for this legislation is coming from, Federal ownership of land is almost negligible. These States control their lands and their resources and, sometimes, exhibit little concern for the crown colonies in the West. Sometimes it seems that our neighbors in the East and South would like to hamstring economic development in the West, leaving this vast area as a playground, and an undisturbed national playground, in which they can find surcease from strains and stresses from their cities, factories,

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and skyscrapers. Paradoxically, the West also is where the great bulk of our already reserved wilderness is located. Many States of the East and South have eliminated their wilderness and lost public access to their lakes and to their seashore. Now they become concerned about wilderness preservation, not in their own backyard where the need is apparent and urgent, but way out West where the buffaloes roam and the deer and the antelope play. While it may come as a surprise to some of the wilderness-loving city slickers of the East that we in the West love the wilderness, too. I say this in all good spirit. Out our way millions of acres are already quite adequately preserved and reserved in the wilderness state, and probably always will be, because nature has made it that way.

And we hope not only to do something to protect that primitive acreage already set aside, but also to help our neighbors in the East and in the South to gain and preserve some of their lost wilderness back home.

May I interpolate here that I have flown over a great part of the United States, and I have been greatly impressed with the vast amount of acreage in the East, in the Midwest, and in the South which is not already occupied for some proper, useful purpose. A lot of areas in the East and in the South can be put into wilderness reserves. It may take a little cash to do it. It may take some contributions on the part of the people of those States to make good on that kind of a program. But I think it can be done.

To that end, I should like to make a few observations to this committee, reserving the privilege to supplement these remarks with additional observations during the further consideration of this legislation.

First, I emphatically urge that this committee refrain from reporting out a bill so widespread in its impact upon the 11 Western States until this committee has obtained the views of the governors of those States and conducted public hearings in the area affected.

In fact, I feel that if the sponsors of this legislation had contacted the States directly affected first, they would be much further along the legislative road today. I don't know about the other members of this committee, but I have not had an opportunity to adequately circularize my area with copies of this latest revision of the proposed wilderness bill.

From previous expressions, I would presume that my Governor and the State legislature remain opposed to this new bill in spite of the few concessions made. A letter has been received on S. 4028 from the Salt Lake Chamber of Commerce, whose committees have been studying this legislation since it was first proposed.

I hereby request permission to have this letter from the chamber of commerce printed in the record at the conclusion of my remarks.

The CHAIRMAN. It may be printed in the record.

Senator WATKINS. Secondly, in view of the fact that this legislation proposes granting a new status to possibly 13 million acres of national forest land, I strongly urge that this bill be considered jointly by this committee and the Committee on Agriculture and Forestry, which has considered national forest legislation since that program started.

I don't know that the members of this committee are all aware of the opposition to proposed wilderness legislation by the Department

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of Agriculture and the American Forestry Association, one of the oldest and most highly respected conservation groups in this country. This association, incidentally, has done more than any other group to interest people in our wilderness reserves, and it has taken thousands of Americans into forest wilderness areas by pack train. I hereby request permission to put into the record at the conclusion of my remarks the Department of Agriculture report on S. 1176, the statement given by Chief McArdle of the Forest Service at the committee hearings last year, and a letter from the American Forestry Association, expressing opposition to one of the 1958 revisions of the bill.

The CHAIRMAN. All these articles will be carried in the record.

Senator WATKINS. I believe that assurances may be given this committee that objections from the Forest Service have been largely eliminated in this latest draft of this bill.

But I would have more reliance in accepting such claims if the legislation were under joint consideration with our colleagues who have been handling Forest Service legislation regularly.

It most certainly is important enough to justify joint consideration. In addition, I wish to remind my colleagues that this committee initiated action on a bill which was recently enacted into law providing for the establishment of a National Outdoor Recreation Review Commission. As you are aware, Senators Anderson, Barrett, Neuberger, and Watkins of this committee were named by the Vice President to represent the Senate on this Commission. Between now and September 30, 1961, this Commission will conduct a survey of existing and needed outdoor recreation areas in this country and make recommendations to the Congress.

I presume that this Commission will devote considerable attention to the need for wilderness preserves throughout the country. And it is my guess that the most pressing need for such areas will prove to be here in the East and in the South, not in the West, where the bulk of our public wilderness is set aside. As we study this overall problem in the search for facts and figures to justify implementing legislation, we can recommend action that may be necessary to protect any essential area that may be threatened with damage or unnecessary invasion. I also request permission to introduce the text of Public Law 85-470 at the conclusion of my remarks and have that printed in the record.

The CHAIRMAN. It may be printed in the record.

Senator WATKINS. In view of the existence of this congressionally established Commission, there appears little justification for urgency in approving S. 4028, directly and widely affecting all of our States but particularly the 11 Western States and the newly adopted State of Alaska. As a westerner who loves the mountain and desert wilderness, I still have not been convinced as to the necessity for granting a special status to lands which have been reserved for a half century as national forest lands. If we cannot protect these lands as special-use forest areas, wilderness refuges, or national parks, then how can we give them any more real protection by merely affirming that they are a part of a nebulous wilderness preserve?

It is urgently necessary that we explore such new legislative sources without adequately testing remedies in the framework of existing

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statutes. As former chairman of the Indian Affairs Subcommittee, I seriously question the advisability of making any reference to Indian trust lands in such reservation. That land belongs to them, not to the United States and not to the wilderness lovers, including myself, who exist all over the United States. The Indians were given reservation lands that were of little-known value. Now some tribes are at long last in a position to develop some of these lands for their mineral, agricultural, and industrial values. Nothing injected into such a bill should handicap the Indians in their most commendable efforts to become economically self-sufficient. If this means finding and preserving wilderness areas elsewhere, then I think we are morally obligated to do so, or at least to try sincerely to do so before requesting the Indians to make such a lopsided public contribution.

I also direct the attention of this committee to the fact that this proposed national wilderness preservation system not only includes a grand total of something like 55 million acres of lands, but S. 4028 also provides for additions to this system from the public lands, which, as I have indicated, are largely confined to the 11 Western States and Alaska.

These additions could be made by Executive order, a considerable departure from present requirement that comparable national park reservations can be made only by the Congress.

There is a proviso possibly inserted to reassure its gullible folk in the public land crown colony States that public hearings can be requested, and that this secretion of Executive order can be forestalled by passage of a concurrent congressional resolution opposing such proposed action. Most of the people of my State don't read the Federal Register. I read it very little myself, as a matter of fact. And they probably would not know about these additions to be made to the wilderness system, about the proclamations and what not. They are not organized, they do not have means to come in and protest that sort of thing. It seems to me that is just giving more power to a Secretary of Agriculture and a Secretary of the Interior than ought to be given. I say that notwithstanding the fact that the present Secretary of Agriculture is from my own State, and Secretary Seaton is a westerner also. I don't think we ought to trust any Secretaries in any of the departments to make reservations of public lands such as is contemplated in this bill.

I remember the citizens of Wyoming and other areas in the West, how they feel about these reservations without Congress or their Representatives having a chance to authorize them as it should be. The public domain should not be turned over to 2 men in the heads of 2 departments in the executive department to pretty much do as they please with them.

Such procedure obviously was drafted to beguile us into believing that further large-scale withdrawals of western lands can be prevented if this legislation passes.

This is not a detailed analysis of the bill, because I have not had time to give it the study it deserves in the past few hectic weeks. However, it does raise a few questions. I feel we are obligated to thoroughly explore these matters and any valid objectives before we can report out such a controversial measure.

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Mr. Chairman, as I indicated, I have work at the Judiciary Committee that requires a quorum there. They have difficulty, often, in getting a quorum. I assume they are going ahead with their hearing. But at least I have made for the record what I think are the views of my people out West, and I believe them to be the views of practically every western governor, practically every legislator in the 11 Western States, when this matter is fairly presented to them.

I think they deserve some consideration in this matter. I want to point out, also, that the lands you are talking about are not going to run away. The Forest Service isn't going to be withdrawn, the protection it has put over the forest is still there. As a boy, I remember the inauguration, as just a very small lad, when the Forest Service first took over the regulation of the forest. Off and on I have been on the great national forests in Utah. Practically all of our water that we use for our cities and towns and our industry and our agriculture rises on those forest lands.

I want to say to you, you can go back there now, and aside from the improvement that has been made in the matter of having some trails and roads, and the preservation of our timber, those forests look very, very much the same as they did when I was a lad and used to go out fishing in the lakes and into the mountains.

So they are going to be there, and the BLM lands are still going to be there, unless divine providence changes the climate and sends enough rainfall so that nature will be altered. They will still be there. It has been fixed for a long time. The interest of the people who are using these lands for various purposes, including recreation and that sort of thing, are going right on using them. We are not going to lose anything by waiting until the Outdoor Review Commission can do its work. I assure you as one member I am going to do my level best to see that we do an effective piece of work, not only in the West, but also in the East where we think they need some of the area here that is apparently going to waste now made a wilderness area, too, and have it developed and taken care of according to the plans.

I want it understood that the people of the West are not against the spirit of this bill, at least to have these areas reserved for the various recreational purposes, but they also want you to know that the development of our natural resources has not begun, really, in most of those States. All over the West, explorations have been made for minerals, uranium, and that sort of thing. We would have had a pretty tough time if all of the southeastern part of Utah, the so-called Colorado Plateau, had been reserved in a wilderness area, and you could not touch it, when we wanted to get uranium. Now they are able to do it. They have not ruined that place. Every place they have dug uranium out can be smoothed over and in 2 or 3 years you would not know they had dug there at all.

The CHAIRMAN. Senator, we have a long list of witnesses who are scheduled to appear here this morning. We are glad to give you the opportunity to appear because of your engagements.

Senator WATKINS. I am through now, and I just want to say that I am a member of the committee also.

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(The documents referred to are as follows:)

SALT LAKE CITY CHAMBER OF COMMERCE,
Salt Lake City, Utah, July 11, 1958.

Hon. ARTHUR V. WATKINS,
United States Senate, Washington, D. C.

MY DEAR ARTHUR: Our chamber committees on recreation and conservation, livestock, mining, and agriculture have completed a study of the legislation to establish a national wilderness preservation system; i. e., S. 4028 and H. R. 13013. Each committee recommended that this legislation be strongly opposed.

In 1956 similar legislation was introduced and our chamber, after studies were made by the appropriate committees, advised you of our disapproval of that legislation. We are not opposed to the recreational use of the public domain. In fact we feel we are as strongly interested in such use as those who have sponsored the "wilderness" legislation which we oppose. But we are convinced that the selection and administration of recreational lands should be accomplished by a group representative of the full interests of the community, and that the principle of multiple use should be faithfully followed in order that the best interests of both the economic and recreational life of the community would be developed.

Since the 1956 legislation was introduced and prior to introduction of S. 4028, legislation to make a thorough review of "national outdoor recreation resources" has been introduced, passed by both Houses of the Congress, and signed into law by the President on June 28, 1958. I am referring to Public Law 85-470 of the 85th Congress, 2d session.

This law provides for a National Outdoor Recreation Resources Review Commission of 15 members to investigate the recreation resource potential of the public land and water areas of the country. This Commission is instructed to report to the Congress not later than September 1, 1961.

S. 4028 and its companion House bill H. R. 13013, aside from being objectionable legislation, are actually contrary to the intent of Congress in regard to recreational use of the public domain. Those bills propose immediate legislation on matters which have been set apart by Congress for full study in order to facilitate proper legislation at some later date.

We will appreciate your consideration of our views in this matter in the event S. 4028 and H. R. 13013 are brought up for House or Senate action.

Very truly yours,

GUS P. BACKMAN, *Secretary.*

DEPARTMENT OF AGRICULTURE,
Washington, D. C., June 19, 1957.

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
United States Senate.

DEAR SENATOR MURRAY: This is in reply to your letter of February 15, 1957, requesting the views of this Department on S. 1176, 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.

Although we are sympathetic to the general objective of the bill, we recommend that it 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 bill 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.

S. 1176 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

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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 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-management practices involving diversion, 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 and 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 motorboats 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 Chief of the Forest Service, Director of the National Park Service, Director of Fish and Wildlife Service, Commissioner of Indian Affairs, Secretary of the Smithsonian Institution, and six 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 clearinghouse 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 the Gila wilderness area in New Mexico. In 1926, 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, totaling 14.2 million acres.

In 1939, new secretarial regulations were issued providing for the establishment of wilderness and wild areas in the national forests. The 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.

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

	Number	Acreage
Wilderness areas	12	3,968,546
Wild areas	22	787,122
Roadless areas	3	814,456
Primitive areas	44	8,274,940
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, 200,000 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.

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 those 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 manyfold. 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.

S. 1176 would tend to freeze the status quo with respect to present wilderness-type areas. It 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 bill would establish a National Wilderness Preservation Council which would have no real powers, but which would impose added recordkeeping, paperwork, 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 bill would strike at the heart of the multiple-use policy of national-forest administration. The bill would give a degree of congressional protection to wilderness use of the national forests which is not now enjoyed by any other use. It would tend to hamper free and effective application of administrative judgment which now determines, and should continue to determine, the use or combination of uses to which a particular national-forest area is put. This balancing of conflicting demands, and the weighing of one use priority against another is the key to workable multiple-use management.

The pending bill 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

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to terminate those uses when this can be done with equity to the user, or with his agreement. The Department does not agree with the statutory use prohibitions in the pending bill, and proposes a different use classification in its recommended substitute bill.

It is for the above reasons that the Department does not favor the pending bill. 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 bill 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.

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 forests 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,

E. L. PETERSON, *Assistant Secretary.*

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A BILL 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 expending 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.

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 purpose 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 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 wilderness by proclamation or Executive order and in such 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 view 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 policy 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

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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, commercial timber cutting except to control insect and disease infestations, and the establishment or maintenance of reservoirs 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 Voyageurs 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, 1899 (Section 1, 30 Stat. 34, 35; 16 U. S. C. 475, 551).

STATEMENT OF RICHARD E. MCARDLE, CHIEF, FOREST SERVICE, DEPARTMENT OF AGRICULTURE, ON S. 1176, BEFORE SUBCOMMITTEE ON PUBLIC LANDS, SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS, 85TH CONGRESS, 1ST SESSION, JUNE 19, 1957

Mr. Chairman and committee members, I welcome this opportunity to state the views of the Department of Agriculture on S. 1176, a bill to establish a National Wilderness Preservation System and for other wilderness purposes.

The Department is fully aware of the interest and support given this measure. It also is aware of the opposition to the bill. Because of the potential impacts of the bill on the national forests administered by the Department of Agriculture and the precedents that might be set with regard to future multiple-use administration of the national forests, the Department has given more than ordinary study and care to the development of its position.

As the formal report of the Department states, we are sympathetic to the general objectives of the bill, but do not recommend its enactment. Instead it is recommended that Congress consider a draft bill submitted by the Department in connection with its report to the committee.

The views of Agriculture on the pending bill are limited to its impact on the national forests because these are the only lands to be affected by the bill that are under Agriculture's jurisdiction. Likewise the draft bill offered by the Department would affect only the national forests.

This statement will cover four main points:

1. It is important to summarize the Department's interpretation of what S. 1176 would do to the national forests because such interpretation is the basis for departmental position. It is a long and complex bill. For this reason some supporters may not fully understand the specifics of the proposed legislation and may be basing support for it on their general sympathy with the wilderness concept.

2. A listing of the main reasons why the Department does not favor S. 1176: The proponents of the measure, both in and out of Congress, should have explained to them the specific reasons for the Department's objection.

3. A summary of the Department's record of wilderness area establishment and management: This is important in order to avoid any possible impression that, by opposing the proposed legislation, the Department is not sympathetic to wilderness areas. The record demonstrates the opposite to be true. The record also demonstrates a continuity of policy over 3 decades which should give assurance to those who question the objectives and firmness of the admin-

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istrators of the national forests. Some problems created by wilderness areas also should be brought to the committee's attention.

4. A summary of the Department's draft bill recommended to the Congress for its consideration and why it is proposed. This draft bill is not offered as a gesture. It contains language which would be of material aid to the Department in administering the national forests, would go far in meeting wilderness preservation objectives, and would definitely be a major advance in the field of conservation legislation.

MAIN PROVISIONS OF S. 1176

Without attempting to summarize all of the provisions of the pending bill, the five main provisions with respect to national forests are:

1. It would establish a national wilderness preservation system, blanket into that system all existing wilderness, wild, and roadless areas in the national forests, and direct that primitive areas be reported to a newly created National Wilderness Preservation Council with appropriate boundary modifications by January 1, 1966, for inclusion in the wilderness system. The bill would also declare a congressional policy to secure the dedication, and protection, of a system of wilderness areas.

2. Proposed change in any national-forest area to be included in, or excluded from, the National Wilderness Preservation System would have to be submitted to the Congress through a newly created National Wilderness Preservation Council and would become effective only if neither House of Congress passed a resolution opposing the proposed changes within 120 calendar days. The net result of this proposal is that a single House of Congress could overrule action of the Secretary of Agriculture.

3. Acquisition of private lands within national-forest areas included in the national wilderness preservation system would be authorized.

4. Certain uses would be wholly prohibited by statute. Others would be prohibited, or permitted only within certain limitations. Still others would be classed as nonconforming. Those prohibited by statute would include lumbering, prospecting, and mining, including the removal of oil and gas deposits, and water-management practices involving diversion, impoundment, storage, or the manipulation of plant cover. Limited uses would include roads which would be prohibited except for the minimum needed for administration of the area. Likewise 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 area. Nonconforming uses would include grazing by domestic livestock other than pack animals, and the use of motorboats and aircraft. The Secretary would be directed to terminate such nonconforming uses when this could be accomplished through agreement with, or with equity to, the users.

5. The bill would create a National Wilderness Preservation Council consisting of certain specified agency heads and six citizens to be appointed by the President. The Council would have no administrative responsibilities but would act as a repository for information, sponsor and coordinate surveys of wilderness needs, advise with governmental officials, report annually to the Congress, and transmit to the Congress proposed changes in wilderness boundaries. In the latter respect, the Council would be interposed between the executive departments and the Congress.

REASONS FOR DEPARTMENTAL OBJECTION

S. 1176 would tend to freeze the status quo with respect to present wilderness-type areas. The bill would do this by (a) including existing national-forest wilderness, wild, and roadless areas in the national wilderness preservation system, and (b) permitting a single House of Congress to override secretarial judgment as to subsequent modifications or eliminations of such areas. Furthermore, the House of Congress which disagreed with the Secretary's recommendation could by resolution override the wishes of the other House if it were in accord with the Secretary's judgment.

The bill would establish a National Wilderness Preservation Council which would have no real powers but would impose added recordkeeping, paperwork, and expense upon the Department of Agriculture and other executive land-administering agencies.

The Secretary would be prohibited from transmitting recommendations for administrative changes in wilderness areas directly to the Congress. He would

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be required to submit those recommendations to the Council which would in turn transmit them to the Congress. There are two objectives to this: (1) The Secretary should have the authority to make changes in wilderness areas. They should not be subject to congressional veto except by act of Congress; and (2) if administrative changes are to be sent to Congress for approval, they should be transmitted directly by the Secretary and not sent indirectly through another organization.

S. 1176 would strike at the heart of the multiple-use policy of national-forest administration. It would give a degree of congressional protection to wilderness use of the national forests not now enjoyed by any other use. It would tend to hamper free and effective application of administrative judgment which now determines, and should continue to determine, the use, or combination of uses, to which a particular national-forest area should be devoted. If this special congressional protection is given to wilderness use, it is reasonable to expect that other user groups will subsequently seek congressional protection for their special interests.

The statutory restrictions upon use that would be imposed by S. 1176 are too far-reaching in the judgment of the Department. We believe that statutory restrictions on certain uses would be desirable and have so provided in the Department's draft bill. Other uses, however, should be prohibited or limited in accordance with either secretarial or Presidential discretion. For example, S. 1176 would impose a statutory and complete restriction everywhere in every area upon mining, construction of permanent roads, commercial timber cutting, and water impoundment, whereas the Department's draft bill would prohibit such uses unless permitted by the President. The discretion granted the President could be exercised for all areas or for specific areas and for a limited time depending upon the circumstances. In other words, the Department feels that the statutory limitations upon uses that would be imposed by S. 1176 would be excessively restrictive and would hamper the proper and necessary exercise of administrative discretion.

THE NATIONAL FOREST WILDERNESS SYSTEM

In order that there be no misunderstanding, let me say that wilderness is a proper and desirable use of the national forests. The term "wilderness area" originated on the national forests.

The Department has steadfastly maintained continuity of policy in this regard for over 30 years. We believe that wilderness use is compatible with two guiding principles of national-forest management, namely, multiple use and sustained yield of products and services. But all resources, all uses, and all users must be considered. The Department has fought and won some difficult actions to maintain its wilderness policy. The airspace reservation over the Superior roadless areas in Minnesota is an example of this.

In 1924, the first area for preservation of wilderness in the national forests was administratively established in New Mexico and 2 years later the Superior roadless area in northern Minnesota was given special protection. By 1939, there had been established 73 primitive areas and 2 roadless areas, totaling 14.2 million acres.

In that year two new secretarial regulations were issued providing for the establishment of wilderness and wild areas in the national forests and giving greater stability and protection to these areas than did former regulations. It was also announced in 1939 that primitive areas would be systematically restudied and reclassified as wilderness or wild areas, and further that pending such study and reclassification, all existing primitive areas would be managed in accordance with the more restrictive provisions of the new regulations.

Since 1939, about 40 percent of the primitive areas have been reclassified, 9 new areas have been established, 1 has been eliminated, and 3 areas were combined into 1. As of today, there are the following wilderness-type areas in the national forests:

	Number	Acreage
Wilderness areas	12	3,968,546
Wild areas	24	877,240
Roadless areas	3	814,456
Primitive areas	42	8,200,140
Total	81	13,860,382

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These areas occur on 73 national forests in 12 States, all of which are in the West except Minnesota and North Carolina. The areas comprise 8 percent of the total national-forest acreage. Attached to this statement is a map showing the location of these areas.

Despite much more intensive use of the national forests, and increasing economic need for timber and other national-forest resources, the acreage of wilderness-type areas today is about the same as in 1939. The apparent loss of about 400,000 acres since 1939 was due to the transfer in 1941 of 432,000 acres of national-forest wilderness area to Kings Canyon National Park by the Congress. At the present time 3 new wilderness areas—a total of more than 780,000 acres—are being considered.

In addition to wilderness enjoyment, wilderness-type areas do, of course, yield water, forage, wildlife, and scientific values. They are open to mineral exploitation under the mining laws. Timber utilization, large water-storage projects, mining, other commercial uses, scenic highways and roads must be excluded if the wilderness character of an area is to be fully preserved. In other words, the use of wilderness areas must be restricted. As a consequence this poses special problems.

For example, to name only two such special problems: (1) Wilderness areas are unavailable for mass recreational use; and (2) such areas are especially difficult to protect from fire, insects, and disease. Both of these problems arise from the lack of roads which are excluded by regulation.

Mass recreational use of the national forests has increased about 2½ times in the last decade. In 1956 there were about 53 million recreational visits to all national-forest lands, and by 1968 it is estimated this figure will increase to 82 million. In contrast, less than 1 percent of these 53 million recreational visits were to wilderness-type areas in 1956. This means that although these areas occupy 8 percent of the national-forest acreage, they receive less than 1 percent of the recreational visits. The plain fact is that the lack of roads in wilderness areas makes them unavailable to the family car for a day or weekend of picnicking, camping, hunting, or fishing. These areas occupy some of the most scenic portions of the country and the great mass of recreational users is precluded by the lack of roads from seeing and enjoying these areas.

Fire, insects, and disease are no respecters of boundaries and occur on wilderness areas as well as other national-forest land. Fire protection without roads is costly, time consuming, and hazardous to the smokejumpers who risk their lives with every jump. If insects and disease are not controlled, wilderness areas may serve as sources of infection to surrounding national-forest land. Aerial spraying is effective against some insects and diseases but not against others. Every blowdown of timber in a wilderness area poses problems and is an ideal breeding ground for subsequent insect epidemics.

Despite these problems the Department of Agriculture firmly believes that wilderness areas should, and will, be continued as part of the multiple-use administration of the national forests. Its record of wilderness-area administration over three decades supports this statement of policy. Some proponents of the pending bill feel there will be gradual encroachment and attrition in these wilderness areas as the country's population continues to grow and the economic need for the timber and other resources included in the wilderness areas becomes more acute. Such attrition has not occurred.

The problems of wilderness-area use and administration are pointed out in order to emphasize the unwiseness of congressional restrictions upon the administrators of these lands who must meet and deal with the problems from day to day under changing circumstances. Administrators by and large have dealt successfully with wilderness-areas problems, and if rigidity and inflexibility are imposed by the Congress, it is less likely that these problems will be dealt with successfully in the future, that new areas will be created, or existing areas enlarged.

DRAFT BILL OF THE DEPARTMENT OF AGRICULTURE

In lieu of S. 1176, we recommend that Congress consider a draft bill submitted to the committee with the Department's report. The draft bill would accomplish the following nine items:

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.

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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.

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, reservoirs which require road construction, and commercial timber cutting except to control pest infestations 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 forests were established.

The Department is proposing this bill because it believes that legislation to give statutory recognition to wilderness areas would be desirable. We also believe it would be desirable to define wilderness areas, specify procedures for their establishment and modification, and clarify the uses which could be permitted. The Department's bill does these things, placing some of the authority in the Secretary of Agriculture and some in the President. Certain uses would be prohibited by statute. We see no need for establishment of a national wilderness preservation system nor a national wilderness preservation council and the draft bill does not provide for these. Under this proposed bill, the Department is confident that wilderness areas on the national forests will be continued and strengthened.

In conclusion, the Department is sympathetic to the general objective of wilderness legislation. It does not favor the pending bill, and instead offers to the committee a substitute bill with respect to the national forests.

THE AMERICAN FORESTRY ASSOCIATION,
Washington, D. C., July 17, 1958.

Senator JAMES E. MURRAY,
Chairman, Interior and Insular Affairs Committee,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: We appreciate your invitation to present testimony regarding the changes in various wilderness proposals as now set forth in S. 4028.

The American Forestry Association has reviewed S. 4028 carefully and feels that the association's basic objections have not been met. These objections were presented before your committee on June 20, 1957, and have been enumerated more completely in the enclosed statement.

Please call our objections to the attention of your committee when hearings are held July 23 and make this statement a part of the permanent record.

Sincerely yours,

KENNETH B. POMEROY, *Chief Forester.*

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STATEMENT IN OPPOSITION TO SENATE BILL S. 4028 AND RELATED PROPOSALS FOR CREATION OF A NATIONAL WILDERNESS PRESERVATION SYSTEM, BY KENNETH B. POMEROY, CHIEF FORESTER, THE AMERICAN FORESTRY ASSOCIATION

Mr. Chairman, I am Kenneth B. Pomeroy, representing the American Forestry Association, an 82-year-old organization with nationwide membership embracing every segment of forest conservation.

The American Forestry Association has indicated its deep interest in and appreciation of wilderness values on many occasions. Furthermore, the association has urged that public use of the national forests for purposes of recreation, including wilderness enjoyment, be recognized in appropriate legislation as a beneficial and proper use of such lands. This concept continues to be a basic element of association policy. At the same time the association finds it impossible to condone the efforts of special-interest groups to restrict the administrative authority of the Secretary of Agriculture and to create a public spokesman in the form of a wilderness council to further their own selfish objectives.

The American Forestry Association is opposed to S. 4028 and related proposals to create a national wilderness preservation system because:

1. Basically these proposals are an attack upon the authority vested in the Secretary of Agriculture in the act of June 4, 1897 (30 Stat. 35) as amended by the act of February 1, 1905 (33 Stat. 628) (16 U. S. C. 551):

"The Secretary of Agriculture shall make provisions for the protection against destruction by fire and depredations upon the public forests and national forests which may have been set aside or which may be hereafter set aside under the provisions of section 471 of this title, and which may be continued; and he may make such rules and regulations and establish such service as will insure the objects of such national forest thereon from destruction * * *."

S. 4028 would require that changes in the boundary of any wilderness would be made "only if * * * there has not been passed by Congress a concurrent resolution opposing such proposed addition, modification, or elimination," thus taking away the authority previously granted to the Secretary of Agriculture.

The implication in S. 4028 is that the Secretary of Agriculture and the Forest Service have not discharged their duties satisfactorily. This implication has not been supported by proof of any kind. Actually the Forest Service has administered its wild, primitive, and wilderness areas in excellent fashion. Not only did the Forest Service conceive and initial the idea of wilderness areas, but through the years it also has added substantially to the gross acreage in this type of recreational use.

2. Proposals for a national wilderness preservation system dedicate substantial portions of the public lands to a single-purpose use by a special interest. This is contrary to the basic policy contained in Secretary of Agriculture James Wilson's letter of February 1, 1905, to the Chief Forester:

"In the administration of the forest reserves it must be clearly borne in mind that all land is to be devoted to its most productive use for the permanent good of the whole people and not for the temporary benefit of individuals or companies."

3. This legislation is unnecessary. Not only is the Forest Service administering its wilderness areas in excellent fashion, but the President already has authority under the act of June 4, 1897, to modify proclamations:

"* * * to remove any doubt which may exist pertaining to the authority of the President thereunto (in regard to the national forests), the President of the United States is hereby authorized and empowered to revoke, modify, or suspend any and all such Executive orders and proclamations, or any part thereof, from time to time as he shall deem best for the public interests * * *."

4. It is premature and unrealistic to push blindly for special consideration of any type of recreational use of forest land prior to completion of the factfinding survey just provided for through enactment of Public Law 85-470 for creation of a National Recreation Resource Review Commission.

5. The proviso in section 2 (d) of S. 4028 for inclusion of "such areas of tribal land on Indian reservations as the Secretary of Interior may designate as appropriate for inclusion after consultation with the several tribes" is a violation of the basic rights of private landowners.

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6. The American Forestry Association is opposed, firmly and determinedly, to creation of a wilderness council "to gather and disseminate information" at the taxpayers' expense.

PUBLIC LAW 85-470

85TH CONGRESS, S. 846

JUNE 28, 1958

AN ACT For the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to preserve, develop, and assure accessibility to all American people of present and future generations such quality and quantity of outdoor recreation resources as will be necessary and desirable for individual enjoyment, and to assure the spiritual, cultural, and physical benefits that such outdoor recreation provides; in order to inventory and evaluate the outdoor recreation resources and opportunities of the Nation, to determine the types and location of such resources and opportunities which will be required by present and future generations; and in order to make comprehensive information and recommendations leading to these goals available to the President, the Congress, and the individual States and Territories, there is hereby authorized and created a bipartisan Outdoor Recreation Resources Review Commission.

SEC. 2. For the purpose of this Act—

(1) "Commission" shall mean the Outdoor Recreation Resources Review Commission;

(2) "Outdoor recreation resources" shall mean the land and water areas and associated resources of such areas in the United States, its Territories, and possessions which provide or may in the future provide opportunities for outdoor recreation, irrespective of ownership.

(3) "Outdoor recreation resources" shall not mean nor include recreation facilities, programs, and opportunities usually associated with urban development such as playgrounds, stadia, golf courses, city parks, and zoos.

SEC. 3. (a) The Commission hereby authorized and created shall consist of fifteen members appointed as follows:

(1) Two majority and two minority members of the Senate Committee on Interior and Insular Affairs, to be appointed by the President of the Senate;

(2) Two majority and two minority members of the House Committee on Interior and Insular Affairs to be appointed by the Speaker of the House; and

(3) Seven citizens, known to be informed about and concerned with the preservation and development of outdoor recreation resources and opportunities, and experienced in resource conservation planning for multiple resources uses, who shall be appointed by the President, and one of whom shall be designated as chairman by the President.

Vacancies occurring on the Commission shall not affect the authority of the remaining members of the Commission to carry out the functions of the Commission, and shall be filled in the same manner as the original positions.

(b) The Commission members shall serve without compensation, except that each member shall be entitled to reimbursement for actual travel and subsistence expense incurred in the services of the Commission and each member appointed by the President shall be entitled to a per diem allowance not to exceed $50 per day when actually engaged in Commission business.

(c) The Commission shall convene as soon as practicable following appointment of its members, to implement the purposes and objectives of this Act.

SEC. 4. (a) The Commission is authorized, without regard to the civil-service laws and regulations, to appoint and fix the compensation of an executive secretary and such additional personnel as may be necessary to enable it to carry out its functions, except that any Federal employees subject to the civil service laws and regulations who may be assigned to the Commission shall retain civil service status without interruption or loss of status or privilege.

(b) The Commission shall establish headquarters in the District of Columbia and shall make such other arrangements as are necessary to carry out the purposes of this Act.

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(c) The Commission shall request the Secretary of each Federal Department or head of any independent agency which includes an agency or agencies with a direct interest and responsibility in any phase of outdoor recreation to appoint, and he shall appoint for each such agency a liaison officer who shall work closely with the Commission and its staff.

SEC. 5. (a) There is hereby established an advisory council which shall consist of the liaison officers appointed under section 4 (c), together with twenty-five additional members appointed by the Commission who shall be representative of the various major geographical areas and citizen interest groups including the following: State game and fish departments, State park departments, State forestry departments, private organizations working in the field of outdoor recreation resources and opportunities, landowners, State water pollution control agencies, State water development agencies, private forestry interests, livestock interests, mining interests, State travel commissions, petroleum production interests, commercial fishing interests, commercial outdoor recreation interests, industry, education, labor, public utilities, and municipal governments.

(b) The functions of the advisory council shall be to advise and counsel the Commission in the development of ways, means, and procedures whereby maximum cooperation may be obtained from all agencies and groups whose assistance in accomplishing the purposes of this Act will be required in arriving at sound methods and criteria for evaluating outdoor recreation resources data assembled and otherwise to advise and assist the Commission in carrying out the purposes of the Act.

(c) Members of the advisory council, except those employed by the Federal Government and assigned to the Commission as liaison officers, shall serve without compensation except that each shall be entitled to reimbursement for actual travel and subsistence expenses incurred in attending meetings of the advisory council called by the Chairman of the Commission, or incurred in carrying out duties assigned by the Chairman of the Commission.

(d) The Chairman of the Commission shall call an initial organization meeting of the advisory council, a meeting of such council each six months thereafter, and a final meeting of such council prior to transmitting the final report to the President and the Congress.

SEC. 6. (a) The Commission shall proceed as soon as practicable to set in motion a nationwide inventory and evaluation of outdoor recreation resources and opportunities, directly and through the Federal agencies, the States, and private organizations and groups, utilizing to the fullest extent possible such studies, data, and reports previously prepared or concurrently in process by Federal agencies, States, private organizations, groups, and others.

(b) The Commission shall compile such data and in the light of the data so compiled and of information available concerning trends in population, leisure, transportation, and other factors shall determine the amount, kind, quality, and location of such outdoor recreation resources and opportunities as will be required by the year 1976 and the year 2000, and shall recommend what policies should best be adopted and what programs be initiated, at each level of government and by private organizations and other citizen groups and interests, to meet such future requirements.

(c) The Commission shall present not later than September 1, 1961, a report of its review, a compilation of its data, and its recommendations on a State by State, region by region, and national basis to the President and to the Congress, and shall cease to exist not later than one year thereafter. Such report, compilation, and recommendations shall be presented in such form as to make them of maximum value to the States and shall include recommendations as to means whereby the review may effectively be kept current in the future. The Commission, on its own initiative or on request of the President or the Congress, shall prepare interim or progress reports on particular phases of its review.

(d) The Commission is authorized to conduct public hearings and otherwise to secure data and expressions of opinion.

(e) The Commission is authorized to make direct grants to the States, and to transfer necessary funds to Federal agencies, from sums appropriated pursuant to section 8, to carry out such aspects of the review as the Commission may determine can best be carried out by the States, or Federal agencies, under such arrangements and agreements as are determined by the Commission; and may enter into contracts or agreements for studies and surveys with public or private agencies and organizations. The Commission is also authorized to reimburse Federal agencies for the expenses of liaison officers appointed under section 4 (c) and other cooperation.

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SEC. 7. The Commission, in its inquiries, findings, and recommendations, shall recognize that present and future solutions to problems of outdoor recreation resources and opportunities are responsibilities at all levels of government, from local to Federal, and of individuals and private organizations as well. The Commission shall recognize that lands, waters, forests, rangelands, wetlands, wildlife, and such other natural resources that serve economic purposes also serve to varying degrees and for varying uses outdoor recreation purposes, and that sound planning of resource utilization for the full future welfare of the Nation must include coordination and integration of all such multiple uses.

SEC. 8. There are hereby authorized to be appropriated not more than $2,500,000 to carry out the purposes of this Act, and such moneys as may be appropriated shall be available to the Commission until expended.

SEC. 9. This Act may be cited as "the Outdoor Recreation Resources Review Act."

Approved June 28, 1958.

Senator BARRETT. Mr. Chairman, I have to leave also. I would like to make a little statement.

STATEMENT OF HON. FRANK A. BARRETT, UNITED STATES SENATOR FROM THE STATE OF WYOMING

I notice in looking over your list that a number of wires from Wyoming have already been included in the record, but just before I came over here, I received a telephone call from the Chairman of the National Resources Board, of which the Governor is a member, and presides over quite frequently. They say that they have upward of 100 citizens of Wyoming that want to be heard on this bill. If you persist in going ahead with the hearings, they want a week or 10 days' time and they will come down here. But I don't see why we should not give the people of the West an opportunity to testify on this measure on their own home ground, as the Senator from Utah indicated a moment ago.

The CHAIRMAN. Of course, that matter will be taken up by the committee and a schedule of hearings will be established, I suppose, if the committee feels it is necessary to do so. I am sure that every member of the committee is vitally interested in this legislation. We are all anxious to see that proper legislation is enacted and that no injustice is done to any section of the country.

Senator BARRETT. I knew the chairman would take that position. I appreciate it very much. I will convey that information back to them.

Would you say that we could have hearings in the West if we have to go ahead with this measure? We do have this Outdoor Recreation Commission established now for the purpose of making a survey of our outdoor resources. Certainly they are going to go into all of these matters very thoroughly, I hope. We are interested in Wyoming, as in any other State in the country, the West and all, in developing our outdoor resources. It is a big business in Wyoming, this recreation business.

The CHAIRMAN. That same argument can be applied to nearly all of the Western States.

Senator BARRETT. Except that we are just a little bit ahead of the rest of the Western States.

The CHAIRMAN. How about Montana?

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Senator BARRETT. Well, I think you come in fairly close.

The CHAIRMAN. I think we are a little ahead of all of you. We have two great reservations there, the Yellowstone National Park and the Glacier.

Senator BARRETT. Well, you have a few acres of Yellowstone out there, that is true, but we have always regarded it as a part of Wyoming territory.

The CHAIRMAN. You just look at the map and you can see for yourself that it is Montana territory.

Senator BARRETT. By golly, that is a new one on me. I thought maybe it was Dakota territory.

The CHAIRMAN. Well, you will learn a lot in this committee.

Senator BARRETT. I don't want to have to unlearn a lot of things, though. Anyway, Mr. Chairman, I would appreciate the opportunity of putting this wire that I received just a few moments ago into the record.

The CHAIRMAN. It may be placed in the record at this point.

(The document referred to follows:)

RIVERTON, WYO., *July 23, 1958.*

Senator FRANK BARRETT,
Washington, D. C.:

Have just learned that hearings will begin tomorrow on S. 4028, wilderness bill. The timber operators of Wyoming request that wilderness bills should be held in abeyance until we have opportunity to present testimony. This is of most vital importance to operators of Wyoming.

EMPIRE TIMBER TREATING CO.,
W. E. BICKEL, *President.*

Senator BARRETT. I can assure the people that they will be heard at a later date and, if possible, out in the field?

The CHAIRMAN. We will give that careful study. Of course, I don't suppose we can hold hearings at this late date all around the country.

Senator WATKINS. Mr. Chairman, we are not going to be outdone by Wyoming. If they can furnish 100 that want to testify, we will have 500. We would like to have them there, so that they will not spend thousands of dollars to testify.

The CHAIRMAN. Well, we have the whole population of the State of Montana interested in it.

Senator NEUBERGER (presiding). Our next witness will be Mr. Edward Crafts, the Assistant Chief, United States Forest Service.

Mr. Crafts, we are glad to have you here.

Before Mr. Crafts commences, I would like to have the record note that we have a distinguished visitor from Japan with us. I have a letter from Mr. Tsuyoshi Tamura, chairman of the board of directors of the National Association of Japan.

Hello, Mr. Tamura, it is so nice to see you. We are happy that you are here. We would be delighted if you would sit at the table next to Senator Bible.

The letter noting Mr. Tamura's presence, a letter he has written to Mr. Fred Packard, executive secretary of the National Parks Association, will be made part of the hearing record.

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(The document referred to follows:)

NATIONAL PARKS ASSOCIATION OF JAPAN,
MINISTRY OF WELFARE,
Kasumigaseki, Chiyoda-Ku, Tokyo, Japan, June 2, 1958.

Mr. FRED M. PACKARD,
Executive Secretary, National Parks Association,
Washington, D. C.

DEAR SIR: It is one of a nation's basic duties to preserve wilderness areas in its land for its people of present and future. It is a cultural duty not only of those who own and/or administer such areas but also of each nation and people's responsibility to protect nature of geographical features for the welfare of the people of the world.

The preservation of wilderness is one of the most emergent issues in Japan, and the best possible measures for this purpose are now under study at the special committee organized by scientists and personnel concerned in national parks.

If an intention of the same nature should fail to be realized in the United States, it would be a grave shock to other nations, especially of Orient, which are struggling for that purpose. We herewith sincerely pray that your association and organizations and citizens who support you would succeed in attaining your aim.

Sincerely yours,

TSUYOSHI TAMURA,
Chairman, Board of Directors.

Senator NEUBERGER. Mr. Crafts, please proceed.

STATEMENT OF EDWARD C. CRAFTS, ASSISTANT CHIEF, FOREST SERVICE, UNITED STATES DEPARTMENT OF AGRICULTURE

Mr. CRAFTS. Mr. Chairman, and committee members, I am glad to respond to the committee's request to state the views of the Department of Agriculture on S. 4028, a bill to establish a national wilderness preservation system for the permanent good of the whole people, and for other purposes.

As stated in the formal report of the Department, we are sympathetic with the general objectives of the bill. If amended as recommended in that report, the Department of Agriculture favors its enactment insofar as it affects the Department's activities.

S. 4028 is a revision of S. 1176 on which the Department formally reported on June 19, 1957. The Chief of the Forest Service also appeared before your committee in the hearings on S. 1176 and stated the views of the Department on that bill. The Department recommended that S. 1176 not be enacted and submitted with its report a suggested draft of a substitute bill.

S. 4028 includes, or is compatible with, numerous provisions recommended by the Department in its substitute bill. It also omits certain of the provisions of S. 1176 to which the Department objected. However, the Department still objects to certain of the provisions retained in S. 4028.

I shall not describe the provisions of S. 4028 because they are summarized in the Department's report, and the members of the committee are familiar with the bill.

Neither will I describe the situation as to establishment and administration of wilderness areas within the national forests. This was described in detail in our report and McArdle's testimony on S. 1176 a year ago and there has been no material change since that time.

But it is worth emphasizing that the Department recognizes wilderness to be a proper and desirable use of the national forests. The

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Department has steadfastly maintained its policy of administering selected national-forest areas as wilderness for over 30 years.

We believe that wilderness use is compatible with the guiding national-forest principles of multiple use and sustained yield of products and services.

The first wilderness-type area was established in the national forests in 1924. Today there are a total of 82 such areas comprising about 14 million acres. The acreage of national-forest land dedicated to wilderness has not changed appreciably in the last 20 years despite increased use and intensified management of the national forests.

The three principal changes which the Department of Agriculture recommends be made in S. 4028 if it is to be enacted are:

1. All provisions with respect to establishment of the National Wilderness Preservation Council should be deleted. The bill would establish such a Council to be comprised of the Secretaries of the Interior, Agriculture, and the Smithsonian Institution, and three citizen members to be appointed by the President.

The Council would have no real powers and would impose added recordkeeping, paperwork, and expense upon the Department.

As its name indicates, the Council would be concerned solely with wilderness preservation. Wilderness is only one of numerous recreational type uses of the national forests; and recreational use of the national forests is only one of a number of multiple uses for which the national forests are administered.

The statutory establishment of a council to be concerned only with a limited phase of a single use might well invite proposals for statutory establishment of similar single-interest councils to be concerned with other individual national-forest uses.

This would run counter to the long-established policy of multiple-use administration of the national forests in which consideration must be given to all uses in proper balance. We believe that there is no need for such a council, that it would serve no really useful purpose, and that it might set an undesirable precedent, foster undue attention to wilderness areas, and hamper multiple-use administration of the national forests.

2. Primitive areas now in the national forests should be temporarily included in the wilderness system, but should remain there only if the Secretary of Agriculture, within 15 years, determines them to be predominantly of wilderness value. The Secretary should be directed to make such determinations within the specified time.

There are now in the national forests 42 primitive areas, containing a total of 8.2 million acres. These primitive areas are the residual of a much larger number that were established prior to 1939, at which time secretarial regulations were issued providing for the establishment of wilderness and wild areas. Since then and pending their reclassification as wilderness or wild areas, the Department has been managing these primitive areas in accordance with the secretarial regulations for wilderness areas.

We have been restudying these areas, making boundary adjustments where needed, and reclassifying as wilderness or wild areas those primitive areas or portions thereof that are predominantly valuable for wilderness.

The areas which still retain their designation as primitive areas have not yet been reexamined as to wilderness standards and there has

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been no affirmative determination that they are predominantly of wilderness value.

The language of S. 4028 would permit the Secretary to make determinations within 10 years after the date of the act as to primitive areas not predominantly of wilderness value.

But, in contrast to the Department's views, all primitive areas regarding which such determination is not made within 10 years would automatically continue as part of the wilderness system.

We do not believe that areas should remain in the wilderness system unless there is an affirmative determination tht they are predominantly of wilderness value.

3. Measures needed for the control of forest insects and diseases should be permitted on national-forest areas in the wilderness system without requiring Presidential authorization. The language in S. 4028 would require Presidential action to authorize insect- and disease-control measures. We believe that adequate protection against indiscriminate control action would be afforded if approval of pest-control action were vested in the Secretary of Agriculture for the national forests.

Language to accomplish these three recommendations is included in the Department's report which the committee has.

The other amendments which the Department has recommended in its report are either of a clarifying or minor nature.

In summary, S. 4028 would be desirable legislation, insofar as the national forests are concerned, if amended as proposed. It would give statutory recognition to wilderness areas, would specify procedures for their establishment and modification, and would clarify uses that could be permitted.

Some of the discretionary authority with respect to uses would be vested in the Secretary of Agriculture, some in the President. The bill would recognize sustained yield and multiple use as purposes for which the national forests are to be administered.

It would give statutory recognition to recreation and wildlife-habitat resources as two of the multiple-use objectives on the national forests.

It would recognize wilderness areas as being one of the purposes for which the national forests were established.

That concludes my statement, Mr. Chairman. I will be glad to answer questions.

Senator NEUBERGER. Thank you, Mr. Crafts.

Senator Bible, have you any questions?

Senator BIBLE. No questions, Mr. Chairman.

Senator NEUBERGER. I take it from the concluding portion of your statement that if S. 4028 is amended substantially as recommended in your statement, that the Department will give it affirmative support, is that correct?

Mr. CRAFTS. That is correct, yes, sir.

Senator NEUBERGER. I just want to ask 1 or 2 questions about your recommendations. You are opposed to the statutory establishment of the council, which would be preoccupied exclusively with wilderness maintenance and preservation. Does the Forest Service now have any advisory boards or similar groups which advise and counsel with it?

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Mr. CRAFTS. We have a great number of advisory boards and advisory councils. Most of those, with the exception of some special grazing boards on a local level, are multiple-use advisory councils. We have about 46 such multiple-use advisory councils. But 6 of those are on a regional basis, a few of them, primarily in the South, are on a State basis, and by far the larger number are individual national forest advisory councils. But these are all what we call multiple-use advisory councils on which are individuals who represent a cross section of the interest and uses and services of the national forests.

Senator NEUBERGER. How extensively is recreation represented on these councils?

Mr. CRAFTS. Well, I think it is probably fair to say, Mr. Chairman, that recreation is represented on these councils as much as are other interest groups.

Senator NEUBERGER. Let me get at that, sir, at the facts regarding it. Would you not say that on these councils people who desire to consume and use, you might even say exploit, the resources of the national forests are represented in far greater numbers than recreation, where people merely visit, camp, or hike? Would that not be a fair statement?

Mr. CRAFTS. I can't tell you exactly, because I don't have any tabulation of membership. But my impression is that that is probably not true. We do have on these councils individuals who, in a sense, represent commercial uses of national forest resources, such as grazing and timber, and so on, but we also have on them, and I think in equal numbers, individuals who don't represent particular commercial uses. We have representatives of such groups as the Sierra Club, for example, or the Federation of Western Outdoor Clubs, we have bankers, we have public spirited citizens of other sorts. I think of one offhand. For example, the chairman of our advisory council from California is a vice president of the Bank of America, who represents no particular consumer use.

Senator NEUBERGER. The reason I ask that question is I've lived in the West all my life. I was born in the West. I have the impression that recreation is a use that is quite apart from all the other uses, if you understand what I mean. In other words, I would say that a panel of 5 people, of which you had 1 recreationist, and then 1 represented mining, 1 forestry, 1 lumbering, 1 reclamation, 1 grazing, that the recreation would be very substantially outnumbered in such a panel. I have seen a good many such panels in the Northwest. That is the reason I asked you how representative you thought recreation and public use as distinguished from the separate private uses which are perfectly legitimate and perfectly proper and quite essential, but which are quite different from recreation.

Mr. CRAFTS. About all I can add to what I have already said is that it is our intent and desire to have an adequate cross section of interest, and, if our councils are not so constituted, the fault lies with an error of selection, I think, rather than the principle, which we are trying to make here, that we believe advisory councils to the national forest itself should be multiple-use advisory councils, rather than single-interest or single-purpose councils.

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Senator NEUBERGER. And, within the Forest Service now, the only single-use councils that you have are on grazing; is that correct?

Mr. CRAFTS. That is right. And they are not hardly in the term of councils. They are grazing advisory boards for specific groups of permittees for individual range districts. They are set up under the authority of the act, with which, I am sure, you are familiar.

Senator NEUBERGER. I am familiar with that. Mr. Crafts, I may have 1 or 2 more questions, but I understand that Senator Anderson, of New Mexico, wanted to ask some questions. However, he cannot be here, because of the pressure of other duties. He has delegated Mr. Claude Wood, his administrative assistant, to ask these questions.

Please proceed, Mr. Wood.

Mr. WOOD. Mr. Crafts, one of the things the Senator would like to know is: How much acreage in the existing national forests in the designated wilderness or wild areas has been designated under the present regulations?

Mr. CRAFTS. At the present time, in the national forests there's a total acreage of some 13,920,000 acres, which constitute 82 wilderness, wild, roadless, and primitive areas.

Senator NEUBERGER. Out of what total?

Mr. CRAFTS. Out of a total national-forest area of about 180 million acres; roughly, about 8 percent.

Mr. WOOD. What uses are permitted on these areas or wild areas other than the recreational uses?

Mr. CRAFTS. The grazing is permitted; mining is permitted; recreation is permitted; and, under certain circumstances, water developments are permitted. No timbering.

Mr. WOOD. No mining?

Mr. CRAFTS. Yes; mining is permitted. These areas are open to entry under the general mining law.

Mr. WOOD. Then if a valuable deposit of ore was discovered on one of these wilderness areas the person making the discovery would be permitted to go in and develop that and build roads to take the minerals out?

Mr. CRAFTS. Do you mean under the bill?

Mr. WOOD. Under the bill.

Mr. CRAFTS. There would be no prospecting, mining, or mineral development on these areas under the bill, unless affirmatively authorized by the President. There would not be a statutory prohibition; there would be a prohibition unless the President affirmatively authorized it.

Mr. WOOD. Congress would have no control over that?

Mr. CRAFTS. No; that is right.

Mr. WOOD. Has the Forest Service made any estimate of the amount of forest land that might be set aside or requested to be set aside for wilderness purposes if this bill passes?

Mr. CRAFTS. No; we haven't attempted to do that. As I said, the acreage in wilderness-type areas has been pretty stable for about the last 30 years. There have been, and will continue to be, adjustments up and down in boundaries, but I would doubt whether there would be any substantial addition to wilderness areas as a result of this bill.

Mr. WOOD. Do you have any requests pending now for any substantial areas to be included under the present regulations?

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Mr. CRAFTS. No; we don't operate that way, insofar as requests go. Actually, the procedure is that, if it appears that an area might be appropriately considered for wilderness, the regional forester would make the recommendation to the Chief of the Forest Service that consideration be given. If the Chief decides that it is worth considering he then makes a public announcement, and a hearing will be held, if there is a demand for such a hearing, and after that hearing the Chief then makes his recommendations to the Secretary.

So, technically, the initiation of the setting aside of these areas rests with the Forest Service at the present time. There are, as I think you know, interests and pressures from some groups for the creation of additional areas, and probably will continue to be. One of those that is in the foremost consideration at the present time is the Glacier Peak area in Washington.

Mr. WOOD. Would this bill, more or less, freeze the present status of all national forests for a period of 10 years under section 2 (a) of the bill? You may have touched on that before I came in. The Senator was interested to know if your operations on the forest would be, more or less, frozen; that there would be no new developments until the Secretary had designated what areas should be set aside as wild areas.

Mr. CRAFTS. Well, I think not. As I read the bill, the wilderness and wild and roadless areas would become part of the system. We could, under this procedure, if we wanted to, initiate changes at any time. They would not be frozen for 10 years. We would have to go through the procedures that the bill would establish to do so. With respect to the primitive areas, they would, in effect, be placed in the system temporarily, and the Secretary would be directed to make a determination as to whether they are of wilderness value or not.

If he failed to do so during that 10-year period, then they would be automatically blanketed into the system. That is one of the points we objected to. But, even after that were done, changes could be made in those primitive areas in accordance with the procedures established under the bill. So, I don't think it is correct to say that there would be a freezing of the situation for 10 years.

Mr. WOOD. Are there any areas of the national forests that the Department believes should be set aside as wilderness areas that cannot be so designated under the present regulations, pending enactment of this legislation or completion of the Resources Review Commission study?

Mr. CRAFTS. No. We could go ahead under our present procedures at any time with respect to any areas that we thought ought to be so set aside.

Neither the fact that this bill is pending nor the establishment of the Review Commission would hinder our present administrative procedures.

Mr. WOOD. Then the enactment of this bill would not necessarily mean that it would be necessary to set aside new areas. If it is brought to the attention of the Department that they need to be set aside for the protection of their values?

Mr. CRAFTS. That is correct.

Mr. WOOD. To what extent is the use of wilderness areas for recreation increasing in comparison to the other recreation uses of the forests?

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Mr. CRAFTS. Roughly in proportion. The recreation use of the national forests, as I am sure you know, has increased by leaps and bounds in recent years. For example, in 1948, about 10 years ago, we had some 24 million recreation visits. Last year we had 61 million. The use of these wilderness type areas increased from some 213,000 in 1948, to some 535,000 in 1957. Roughly the use of these areas in terms of numbers of visits, which may not be too good a criterion, has continued to be about 1 percent of our total recreation use.

Mr. WOOD. Then about 1 percent of your users go on these wild and wilderness areas. What percent of the total forest area did you say would be included in the wild and wilderness area?

Mr. CRAFTS. They make up about 8 percent of the total.

Mr. WOOD. About 8 percent of the land for 1 percent of the users?

Mr. CRAFTS. That is correct, Mr. Wood. I think perhaps you should not draw quite the inference that those figures may indicate.

Mr. WOOD. That has been brought to our attention, that this was for relatively a small number of people, the use of a small number of people of the country, and the Senator wanted to get your views on that. It costs something to police these areas, as we well know. In our State, in the Gila wilderness, experience we have had, you get several hundred thousand acres of land in an area, in a rough, inaccessible country, you have poaching on there from hunters, you have trespass for timber, and other people going on in jeeps, as we saw in the Gila wilderness. Can you give us any idea what the increased cost might be that would be put upon the Department?

Mr. CRAFTS. No. We do not keep figures on the cost of administration of these areas as distinct from the administration of the national forest within which the areas occur. I would say this, however, that I do not see that the bill would increase the cost over what we have at the present time, except perhaps in connection with servicing this council, if the council were established.

It is true that, due to the lack of roads, problems of protection, access, and so on are more difficult than on areas that are open. But you have to, it seems to me, make up your mind initially on do we or don't we want wildernesses? We in the Forest Service made our minds up on that some 30 years ago. We want some wilderness. We think that the country needs some wilderness, and these additional costs we think are justified.

Mr. WOOD. As you know, Senator Anderson is very much in favor of that and has worked with the Forest Department for additional wilderness areas.

Mr. CRAFTS. Yes, I know that.

Mr. WOOD. But he was interested in finding out something about how much land might be eventually put into these areas and how it was going to affect the operation of present industries on the forests. We have a pretty large piece of that in our State.

Senator Neuberger, I believe those are all of the questions.

Senator NEUBERGER. We would be pleased to have you stay here and ask questions of any future witness during our hearings this morning, Mr. Wood.

Mr. WOOD. Well, he does have some questions I will ask if he does not get in a little later.

Senator NEUBERGER. Why don't you stay here until Senator Anderson arrives, and thereafter, if you wish?

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Mr. Crafts, I wonder inasmuch as you and I have discussed the composition of regional councils, are there 6 or 7 forest regions in the country?

Mr. CRAFTS. There are 10.

Senator NEUBERGER. I wonder if we could get for the record later on the composition of these councils as to the type and interest of the forests which is generally represented?

Mr. CRAFTS. We will be glad to submit that for the record.

Senator NEUBERGER. I would appreciate it.

(The information referred to follows:)

UNITED STATES DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D. C., August 7, 1958.

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
United States Senate.

DEAR SENATOR MURRAY: The enclosed summary of the composition of the active multiple use advisory committees to the Forest Service dealing with national-forest matters is transmitted in reply to the request of Senator Neuberger at hearings of July 23 before your committee on S. 4028, relating to the establishment of a national wilderness preservation system. The summary is as of June 1, 1958, and is for insertion in transcript of the hearings. It is difficult and perhaps not too realistic to classify members by individual interests. Most members of these committees have broad interests covering more than one aspect of national-forest matters.

Very truly yours,

EDWARD C. CRAFTS,
Assistant Chief.

Interests represented on active multiple-use advisory committees to the Forest Service dealing with national forest matters, as of June 1, 1958

Type of interest	Membership		Type of interest	Membership	
	Number	Percent		Number	Percent
Grazing	78	15.5	Mining	19	3.8
General interest	64	12.8	Agriculture	18	3.6
Recreation	61	12.2	Labor	16	3.2
Timber	54	10.8	Banking	11	2.2
Business and professions	40	8.0	Local government	10	2.0
Water	39	7.8	Industry	8	1.6
Education	29	5.8	Other	5	1.0
Wildlife	28	5.5			
Press and radio	21	4.2	All interests	501	100.0

Senator NEUBERGER. Senator Kuchel, would you like to ask some questions of Mr. Crafts?

Senator KUCHEL. No, Mr. Chairman. I am glad to be here. But I have just come in. I had another meeting earlier this morning.

Senator NEUBERGER. Mr. Crafts, Mr. Stong has a question and then I would like to ask several more. Mr. Stong would like to ask several in behalf of Senator Murray.

Mr. STONG. There has been some discussion of the precise area that would come into this wilderness in the State of Washington. I wonder if you can tell us or supply for the record the exact areas under the Forest Service jurisdiction in the State of Washington which would immediately come into the wilderness system under this bill.

Mr. CRAFTS. I will be glad to supply that.

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(The information on the State of Washington requested is contained in a complete listing of wilderness-type areas subsequently submitted and appears on pp. 54 and 57 of this record.)

Senator NEUBERGER. I would like to establish one thing regarding this whole matter of wilderness which we discussed. Under the interpretation of wilderness, which the Forest Service has, is it not true that once a wilderness area is opened to other activities, an irreversible process is established by which that can never be a wilderness area again? In other words, when we are talking about wilderness, I think it is important that the record show what we mean by wilderness. I find a great many people think just because something is in the outdoors and it is under the jurisdiction of the Park Service or the Forest Service, that that is wilderness. Is it not true that wilderness is an area in which roads have not been built, in which permanent buildings have not been erected, in which commercial logging and lumbering is not taking place, in which reservoirs have not been constructed, in which, in essence, no commercial activities have yet taken place?

In other words, once these commercial activities take place, it is never possible as I understand it, to restore that area to its original wilderness status. I wish you would comment on that, Mr. Crafts. You know so much more about it than I do, technically, and you are a high official of the Forest Service which has custody over these areas. When we talk about wilderness, what is meant?

Mr. CRAFTS. That, I think, Mr. Chairman, has perhaps been one of the areas of confusion about this whole matter. Wilderness means different things to different people. Some people conceive that all of the national forests are wilderness. I have known people that will go to a mountain resort, and it is fully developed with all the luxuries of home, and say, "What a wonderful wilderness."

Senator NEUBERGER. I went on a picnic to Rock Creek Park with a very distinguished journalist a few weeks ago, and he said "Isn't it wonderful to be out here in the wilderness?"

Mr. CRAFTS. That is exactly what we mean. I think our concept is pretty parallel to that which you have expressed. We endeavored in the substitute bill which we submitted a year ago to define what was meant by wilderness, as we saw it in the Forest Service. And it said this, that wilderness would include those areas of national forest lands retaining their natural primeval environments and influence, which, through their nature, are predominantly valuable to serve the public purposes of recreation, scenic, scientific, educational, conservation, and historical use and enjoyment by the people in such manner as will leave the areas unimpaired for future use and enjoyment as wilderness.

Senator NEUBERGER. Let me ask this question, following your definition: About a year and a half ago there was a decision in my State of Oregon to eliminate certain areas from the Three Sisters wilderness area and to make them just the ordinary normal portion of the Willamette National Forest.

As such, they then were open to sustained yield logging and lumbering. Is that correct?

Mr. CRAFTS. Yes.

Senator NEUBERGER. Could that area which was removed from the Three Sisters wilderness area then ever be restored or put back in the

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Three Sisters wilderness area and answer the definition which you have given here of wilderness?

Mr. CRAFTS. "Ever" is a long time, but certainly not in the lifetime of any of us here.

Senator NEUBERGER. Thank you very much. I think that that answer is the best description and summary that I think that this record could possibly have of wilderness.

Are there any other questions of Mr. Crafts?

Mr. Crafts, we certainly appreciate your coming here. We want you to thank Dr. McArdle, too, for views which we know are substantially his which you have presented to us.

Mr. CRAFTS. Thank you, Mr. Chairman. I should say that he would have been here, but he was out of the city, up in Maine.

Senator NEUBERGER. You are always a very acceptable substitute.

Mr. CRAFTS. Thank you.

Senator NEUBERGER. I have a statement here from the senior Senator from Oregon, Senator Morse, who would have presented it in person, but he had to attend another very important meeting. His statement will also be made a part of the record at this point.

(The statement referred to follows:)

STATEMENT OF SENATOR WAYNE MORSE ON THE WILDERNESS BILL, S. 4028

Mr. Chairman and members of the committee, I appreciate this opportunity to appear before your committee in support of S. 4028, because at the time of your earlier hearings other commitments prevented my testifying. As you know, I am a cosponsor of S. 1176, which was a forerunner to the bill now before you. I also cosponsored the bill S. 846, now Public Law 470, which created a national outdoors recreation resources review.

The wilderness bill complements the outdoor recreation resources review. In my judgment, it is a very necessary piece of legislation, particularly as it relates to our national forests.

The issues are clearly drawn. The chamber of commerce, the national lumber manufacturers, the Industrial Forestry Association, the American Pulpwood Association, cattlemen's groups, and mining groups testified in opposition to S. 1176. However, I respectfully disagree with them. They, quite logically, approach the issue from the point of view of their own economic interests. My obligation, as a Member of the United States Senate extends beyond that. I must examine each legislative proposal with the primary objective of determining what will best serve the general public interest. From that standpoint, I feel that we need the statutory safeguards envisaged by S. 4028.

I submit one other argument for a wilderness bill. Once we go into the virgin forest to log it commercially, the wilderness character is destroyed. Today our national forests are cutting only 7 billion board-feet of timber. Under intensive management, the presently commercial areas—which exclude the wilderness areas—could produce 21 billion board feet of timber.

I ask you to reflect for just a moment. The Chief of the Forest Service says he can triple timber production in the national forests if we give him the funds for intensive forest management. We could add 14 billion board-feet to our annual timber harvest. I doubt that there is enough commercial timbergrowing land in the national forest wilderness even to add one-half billion board-feet to our annual timber cut if we let it all go to logging.

What has been our history? We have marched across this great Nation in its development and we have hit our forests like a swarm of locusts in a plague year. Every time we "needed" more timber, we opened a new forest area. The 14 million acres of wilderness contain a relatively small amount of virgin timber, but some lumber people chafe to whittle away at it. In Oregon the Three Sisters Wilderness Areas had a vital virgin timber area taken out.

The Three Sisters decision by the Department of Agriculture clearly shows the need for legislative safeguards.

Up in neighboring Washington the Glacier Peak area is being readied for a change which will take out old growth timber needed to assure a well-rounded wilderness area.

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I urge the enactment of a wilderness bill. I respectfully suggest that in each and every location where we have a wilderness area we make sure that no wilderness is reduced until the adjacent Federal forests are under intensive management. Then, if there should still be a need for more timber, we could weigh the esthetic against the materialistic values to make our decision.

This bill S. 4028 is a broad bill. Limited grazing and mining privileges are continued under rules and regulations. Reservoirs and water-conservation works may be established and maintained. Forest insect- and disease-control measures may be undertaken. Essential road construction is permitted.

In S. 4028 there is a reasonable accommodation of the need to do essential things while affording a real protection to the true character of the wilderness.

I close my remarks by saying that this much-needed legislation will set forth a clear congressional policy on wilderness. I urge that it receive a favorable report by this committee.

Senator NEUBERGER. I have just been informed that Senator Proxmire of Wisconsin is unable to present his statement as he, too, has to attend a meeting of a committee of which he is a member. His statement will be inserted in the record.

(The statement is as follows:)

STATEMENT BY SENATOR WILLIAM PROXMIRE ON THE WILDERNESS BILL (S. 4028)

Mr. Chairman, I am happy to offer my wholehearted support to the revised wilderness bill which your committee is considering today.

Conservation of the original beauties of natural America, in my opinion, is of transcendent national importance. Conservation is a cause which is well advanced in my State of Wisconsin—both by the official action of our State, and by the action and devotion of thousands of conservation minded private citizens and their organizations who volunteer both their time and their money to it. Conservation is a cause which deserves and needs appropriate support also from the Federal Government. I strongly favor constructive action by the Federal Government to advance the interests of conservation.

This wilderness bill would meet one of the areas of important responsibility for conservation which urgently deserves attention.

Throughout our history, the frontier has been a symbol of the American experience. It has been regarded as a challenge to our spirit of adventure, and a valuable safety valve to population pressures in more settled regions. This love of the wilderness, of virgin lands and new vistas, has left a deep imprint on our national character and perhaps set Americans apart from people of other nations. This is a precious quality which we desire to safeguard. We can maintain it by keeping forever wild a few bits of frontier for future generations to see, experience, and enjoy.

We no more need the 13 million acres in national wilderness forest areas for the few commodities they may yield than we need to melt down the bronze in our monuments, or to grow crops on historic battlefields. We do need them as a source of inspiration, of understanding, and of joy in the unsullied beauties of the wilderness. We need them so that future citizens can better know the impact of the frontier on our history.

Yet, at the same time, we are a Nation of developers. The frontier has always challenged our crafts, our gifts, and ingenuities. Out of the wilderness have come farms and forests, mines and water power. While we owe future Americans the right and privilege of access to an underdeveloped frontier we must also take necessary precautions to exclude groups which may wish to exploit it for selfish reasons. The wilderness, once destroyed, can never be restored.

The present wilderness bill requires that any change in the wilderness area must be submitted to the Congress. By focusing sufficient attention on any proposed alteration, a far greater degree of permanence can be assured than could be expected from administrative regulation. Hasty, fleeting, or ill-considered proposals developed by changing administration will be thoroughly screened.

Americans have always looked west. We still do so today—not to develop new physical frontiers, but to find the solace, the quiet, the recreation, the peace, which can be found nowhere as completely as in wild stretches of mountainous, rugged country. America needs the frontier wilderness as an outlet from the

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grinding pressures of a highly urbanized industrial society. The wilderness bill will preserve forever the frontier—a bit of wilderness—for each American.

Senator BIBLE. Mr. Chairman, before you call your next witness, in connection with statements for the record, I note from this list of statements to be included in the record on S. 4028, two communications from my senior colleague, transmitting a letter from Hugh Shamberger, director of the Nevada State Department of Conservation of Natural Resources, and a letter from the Nevada Mining Association. I think it might be appropriate for the record to indicate that I have received the same communications, and, in addition, a communication from Mr. Sam McMullen, secretary of the Nevada State Cattle Association. I would like to have that added to the other two communications which I assume have been made a part of the record by my senior colleague. Is that correct, that they have been made a part of the record?

Senator NEUBERGER. Yes.

Senator BIBLE. There is no use to duplicate them, but I would like to have included the third communication from the secretary of the Nevada State Cattle Association.

Senator NEUBERGER. That will be made a part of the record also, Senator Bible.

(The document referred to follows:)

ELKO, NEV., *June 13, 1957.*

Senator ALAN BIBLE,
United States Senate,
Washington, D. C.:

Urgently request your concern over regulated authority implications on economic use of Federal rangelands as proposed in H. R. 1960 and related bills regarding wilderness preservation system. Will create further bureaucratic hobble on every livestock industry in the West.

SAMUEL C. MCMULLEN,
Secretary, Nevada State Cattle Association.

Senator NEUBERGER. Mr. Wood has given me a letter to Senator Anderson from the American Farm Bureau Federation which suggests certain amendments to S. 4028. That likewise will be made part of the hearing record.

(The document referred to follows:)

AMERICAN FARM BUREAU FEDERATION,
Washington, D. C., July 18, 1958.

Re S. 4028, National Wilderness Preservation System.

Hon. CLINTON P. ANDERSON,
Senate Office Building,
Washington, D. C.

DEAR SENATOR ANDERSON: Your consideration of the following recommendations of the American Farm Bureau Federation relating to S. 4028 will be sincerely appreciated.

First, we would like to point out what is presumably an unintentional error in the bill.

Section 3 (c) (1) of the bill provides that "Within national forest areas included in the Wilderness System grazing of domestic livestock * * * where these practices have already become established may be permitted to continue subject to such restrictions as the Secretary of Agriculture deems desirable."

Section (2) (e) of the bill provides that, in addition to national forest areas, national park system areas, and national wildlife refuges and ranges, that the Wilderness System shall also include "such units as may be designated within *any* federally owned or controlled area of land * * *" (italic ours).

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We are confident it is not the intention of the bill to provide that land in the public domain used for grazing for many years may no longer be used for such purposes. In addition to public-domain lands, scattered areas of other public lands, may possibly be included in the Wilderness System.

It is therefore suggested that section 3 (c) (1) of the bill be revised to authorize the continued grazing of livestock on any land included in the Wilderness System on which this is an established practice.

The present bill has been substantially modified as compared with its predecessors. These modifications, in our opinion, represent significant improvements. However, it still seems to us that the bill might be administered in such manner as to tie up under a limited use program an excessive area of land in many of our Western States and by such means to prevent the full development of the economic potential of these areas, including use for recreational purposes.

We recognize that there are provisions in section 3 (c) (2) of the bill designed to permit development of the wilderness area for other purposes upon a determination of the President that such uses will better serve the interests of the United States.

However, this is a procedure likely to be rarely utilized, especially in view of the stated objectives of the bill, that such lands are to be used "in such manner as will leave them unimpaired for future use and enjoyment as wilderness" and that in the wilderness areas designated under the bill "the preservation of wilderness shall be paramount."

The Congress has just enacted, and the President has signed, S. 846 providing for the appointment of a National Outdoor Recreation Resources Review Commission to study and develop recommendations relating to the use of our outdoor recreational resources.

It would appear desirable under the circumstances, and we do respectfully recommend, that congressional action on this matter be deferred until the recommendations of the National Outdoor Recreation Resources Review Commission are available.

Very sincerely,

MATT TRIGGS, *Assistant Legislative Director.*

Senator NEUBERGER. Our next witness will be Mr. George W. Abbott, assistant to the Secretary of the Interior.

STATEMENT OF GEORGE W. ABBOTT, ASSISTANT TO THE SECRETARY OF THE INTERIOR

Mr. ABBOTT. Thank you, Mr. Chairman.

My name is George W. Abbott, assistant to the Secretary of the Interior. We have handed to Miss McSherry copies of the Department's report dated July 22, and signed by Secretary Seaton. I should like to take about 8 to 10 minutes to highlight some of the points made in that report, and in the event that you have questions following the completion of that statement, I will endeavor to answer them. We do have representatives of the Fish and Wildlife Service, the Bureau of Indian Affairs, the National Park Service, and the Bureau of Land Management present in the room for statistical or technical comments.

Mr. Chairman, and members of the committee, your committee has requested a report on S. 4028, a bill to establish a national wilderness preservation system for the permanent good of the whole people, and for other purposes.

This proposed legislation, we understand, is designed to resolve many of the questions that were raised by this Department, and by others, in connection with a previous bill, S. 1176, relating to the establishment of a national wilderness preservation system.

For the reasons hereinafter stated, and within the limitations noted, we recommend early action by the Congress to attain the immediate

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basic objectives of the pending legislation, through adoption of a declaration of policy and recognition of all or a portion of existing wilderness areas.

Further, we recommend action looking to ultimate realization of the longer range aim through development of authority and procedures which will govern future designation of additional wilderness areas.

In our report of June 18, 1957, on S. 1176, we observed that we had examined that proposal in the light of the long experience of this Department in administering many types of Federal reservations and areas. Within the time permitted, we have similarly examined the pending successor proposal.

Upon examination of S. 4028, we find that many of the questions raised in our previous report have been substantially resolved. This Department has concluded, however, that a delimiting of the immediate effect of the pending legislation, accompanied by some simplification and clarification of its provisions, can result in a proposal to the full Congress practical of early attainment, susceptible of more uniform interpretation than the pending proposal or its predecessors, and more nearly consistent with long-established principles governing sound land management and use programs.

Our report to your committee on S. 1176 did not recommend enactment at that time because of our conviction that it would, in fact, defeat its purpose, and for several additional reasons, including our favorable recommendation and the impending consideration of S. 846, for the establishment of a National Outdoor Recreation Resources Review Commission. That legislation has now been enacted and was approved by the President on June 28, 1958, as Public Law 85-470.

Notwithstanding any decision that may be reached by the Congress on this proposal, we shall continue to support the extension of "wilderness" where such extension can be accomplished in the public interest, recognizing that this must be brought about without disrupting long-standing Federal and State conservation programs.

We have promoted actively for a great many years the wilderness concept in a practical way through expansion of the national park system, as well as the management of portions of wildlife refuges, and other areas adapted to this type of public land use.

The accomplishment of these objectives involves broad matters of policy, law, and administration. This is unavoidable, of course, in an integrated economy such as ours, where the Federal Government through various agencies administers many diversified types of Federal reservations and properties of all kinds for the benefit of the people, where each kind of reservation or property is designed to accomplish specific purposes, and is developed or managed in accordance with those particular purposes. The growing demand upon such properties and reservations will, of necessity, require an increased recognition of the multiple-use concept in the future.

Whatever the disposition of the Congress at this time toward favorable and full-scope action on the pending legislation, the Department of the Interior believes that, as a minimum, consideration should be given to the enactment of legislation by the Congress at the earliest practicable date—during the present Congress if feasible—to accomplish three objectives.

First, this Department believes that it is time that wilderness and allied values be given greater recognition, their rightful place in the

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statutes relating to management, development, conservation, and use of Federal lands and associated resources. This can be done, we believe, through approval of just such a declaration of policy as is proposed by the pending legislation.

Second, there is here presented an opportunity for the Congress both to take steps translating this policy declaration into immediate action and to create a timetable, through legislative enactment now, for establishment of future wilderness, wild, roadless, and primitive areas.

As members are aware, and as the witness who preceded me indicated in some detail, there are presently some 14 million acres of lands which have been administratively so classified.

If the Congress concludes that such existing areas, or portions of them, should be formally covered into wilderness and related classification at this time, action having that purpose should establish a procedural pattern for similar future enactments.

Provision should be made for future boundary adjustments, and for the development of user and maintenance regulations under which such areas as are statutorily covered into wilderness classification may be administered hereafter.

As a third basic objective, and as a minimum recommended action at this time, we believe that effort should be made to reach agreement on general and specific authority for future designation of additional wilderness areas.

To this end, enabling legislation should spell out precisely what procedural steps will be taken in the course of arriving at such designations. This might appropriately include consultation with interested Federal agencies, affected governmental subdivisions, to include States and counties where appropriate, representatives of present users, if any, the role of the legislative branch, opportunity for public hearings, and consideration by the committee of the recommendations growing out of studies by the recently authorized Outdoor Recreation Resources Review Commission.

In this connection, and in order that areas proposed for inclusion in the wilderness system may have the fullest stature possible, it is our belief that any additions to the wilderness system should be made through the same type of procedure—whether by the legislative branch or through executive action—under which it is concluded that deletions from the system be made.

Action regarding Indian lands should, of course, be contingent upon agreements with the Indians affected. In any case, provision should be made for temporary administrative segregation from entry of lands proposed for wilderness designation.

Further, and based on more than a century of activity by this Department in the field of land and associated resources management, we believe that any proposals for designation of additional wilderness areas on lands in Federal ownership, whatever their present status, should clearly relate the effect of such designation on land entry, land use, land disposition, and/or land management laws applicable to the lands in their present status.

In turn, consideration should be given now to inclusion of provisions assuring that creation of wilderness reservations will not thereafter inadvertently act as a bar to proper management, development, conservation, and use of adjacent Federal or non-Federal lands.

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Public necessity and welfare may, in some instances and without substantial change in the basic purpose for which wilderness areas may be designated, dictate minor adjustments in wilderness areas and their boundaries. Neither other Federal lands nor abutting non-Federal lands should be made subject to isolation or "landlocking" as a result of total closure to future access or easements.

The Department believes that accomplishment of the foregoing objectives now would represent a true contribution to the cause of wilderness conservation and resource management, would be practical of attainment, and would accord with a long tradition of legislative efforts to reconcile competing demands for Federal resources use.

We believe that the scope and importance of the proposed undertaking dictate an incisive examination of its relationship to our evolving multiple and specialized use concepts, and that adoption of the approach proposed would make for such necessary analyses.

In the event the committee does not conclude that the pending legislation should be limited in its scope as proposed above, the balance of the report which has been placed before the committee members now, I believe, the lower half of page 4, the remaining comments are devoted to recommendations of amendments primarily for clarification. I will not take the time of the committee to go through those amendments, unless there are questions regarding their operation. I would like to call attention particularly to our recommended amendments involving Indian lands. They begin at the bottom of page 5, I believe, of your reproduced copy.

The first would occur on page 8, line 22, where following the word "with," we recommend insertion of a comma, and the words "and consent of" and another comma. And on page 9, where we recommend that lines 1 through 3 be revised to read:

> The Secretary of the Interior shall make any addition, modification, or elimination recommended by any tribal council or other duly constituted authorities of any tribe or band with regard to any area of its tribal land.

These two suggested amendments are very desirable in the opinion of the Department of the Interior. While most of the Indian tribal lands are held in trust by the United States, these lands do belong to the Indian tribes and are managed generally by the tribes under a minimum of regulation by the Secretary of the Interior. Since the equitable ownership of these lands rests with the tribes, we see no justification for imposing on the Indians additional restrictions pertaining to wilderness areas that would not apply to privately owned lands.

I have one further observation, in view of the comments of the members and witness who preceded me: S. 4028 would operate to set aside certain areas of wilderness and its effect would be to give, as we have said, appropriate recognition, place, and stature to wilderness and associated resources in the total Federal national resources program.

We support this as a desirable objective. We question, however, the desirability of creating an arrangement which would encourage the continued separate treatment of these areas.

The Departments of the Interior and Agriculture, with the continuing guidance, direction, and assistance of the Congress, have been moving with the objective of strengthening the total management of

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our natural resources. This has been done under existing legislation and the present organizational assignments of the two departments. If it is concluded that some type of advisory group is necessary, and I might interject, or desirable, to assure carrying out of the declared objectives of this legislation, we believe that the wording of the bill should make it clear that such a group be assigned a purely advisory role, and that the chairmanship of such a committee or council should be held by someone responsible to the President or his designee.

With that, Mr. Chairman, I conclude my prepared remarks.

Senator NEUBERGER. Thank you, very much, Mr. Abbott. I particularly agree with your statement about Indian lands. I think those amendments are desirable. Some of us forget that the Indian lands are private or certainly quasiprivate lands and belong to the Indians rather than the Government.

Senator Bible, have you any questions?

Senator BIBLE. Mr. Chairman, I am a little at loss to understand exactly what the Secretary of the Interior is saying in this report.

Are you saying that we should not proceed with this bill at this time, that there should be further study, and that we should await the recommendations of the Outdoor Recreation Resources Review Commission before we move forward into this field?

Is that what this says?

Mr. ABBOTT. I think I can summarize the position of the Department, Senator Bible, in this way. First, and as a very minimum, we strongly recommend enactment of legislation carrying a declaration of policy to formally recognize wilderness as a resource concept.

Senator BIBLE. What good does that accomplish? Don't you do that through regulation now, as I understand it?

Mr. ABBOTT. We have, as Mr. Crafts indicated, seen established by administrative action, wilderness and related areas.

The fact that there is not carried, with the exception, to my knowledge, of the very recently enacted Outdoor Recreation Resources Review Commission legislation, a reference to wilderness, places that resource, in the view of those who are promoting its greater recognition, in a subordinate position. The Secretary on one or more occasions has put it this way: We do have, beginning in 1801, for example, special legisaltion dealing with land entry and carried forward through our homestead acts and present land entry laws. We have at the beginning of this century the 1902 Reclamation Act, recognizing a particular place in water resource development on the public lands of water. We have the several enactments, beginning in the 1920's giving greater stature to fish and wildlife benefits. Prior to that, first through an act of Congress creating Yellowstone National Park, and thereafter, through the Antiquities Act and the acts of Congress which have followed, we have recognition given to park and associated values. We have, as one of your distinguished predecessors from Nevada, developed the mining law of 1872.

We have the law which presently governs the so-called leasing act minerals, the 1920 mineral leasing act, which is a culmination of many experiments statutory prior to that.

There is not today, and until the enactment of the outdoor recreation resources legislation there had not been, a clear, general policy declaration by the Congress elevating, so to speak, or at least recognizing as such recreation values.

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That portion of recreation, which includes, of course, our national parks, as we see it, indeed, our wildlife refuges, our reservoirs behind dams, and so on, also has a special place for wilderness values. They require a peculiar classification and a peculiar management pattern, and deserve statutory recognition.

Senator BIBLE. Right at that point, you are suggesting, then, that the Congress give statutory recognition to the wilderness areas?

Mr. ABBOTT. To the wilderness principle. The second point, Senator, was this, that in light of the existence of administratively created wilderness, wild, roadless, and primitive areas to which Mr. Crafts referred, some 14 million acres, and I believe about 6 million of those are in classifications other than primitive, which are left to a good deal of adjustment, there is an opportunity concurrently to formally declare, by act of Congress, those areas as a part of the wilderness preservation system?

Senator BIBLE. That is the second thing you suggest.

Mr. ABBOTT. Yes, sir.

Senator BIBLE. Then what else do you suggest that Congress do at this time?

Mr. ABBOTT. The third objective involves creation of future wilderness areas, and at this point a blanket which has been trod upon by many interest groups and many users is split in numerous directions, Senator, as you well know.

Senator BIBLE. I think we are somewhat aware of that, yes. What do you suggest we do on that, Mr. Abbott?

Mr. ABBOTT. My personal conviction, and I think it reflects the thinking of the Secretary in resource matters, is that unless you have public understanding, you cannot have public acceptance.

Senator BIBLE. Is that another way of saying that this bill should not be enacted now but should have further study or should go to the field for further hearings? Is that what you are saying?

Mr. ABBOTT. Careful consideration should be given, Senator, to those provisions, in light among other things of the existing statutes to which I have made reference, the land entry statutes and our resource user statutes, particularly attention should be given to those provisions in the bill which provide for future establishment of areas.

We have said among other things that if you are going to create these areas or create additions to wilderness areas, through executive action, then we believe, in the interests of orderly procedure, that deletion should be made by executive action. In turn, if you are going to create them or create authority for specific areas, through action of the Congress, then the authority for deleting or diminishing those on any major basis, of course, should be by similar action.

Senator BIBLE. May I ask you this question, Mr. Abbott? I have great respect for your ability in this field. I know you are a splendid lawyer on the subject of public land particularly. I know of your studies in that area. I was quite impressed by a letter that I received from the director of our department of conservation and natural resources. I think you know him very well, Hugh Shamberger, our former State engineer. He is, I think, an outstanding public officer. He expressed some concern with this legislation which is now before us, and made the suggestion that he felt it would be advisable, because of the conflicts of interest which you have pointed out, it would be wise and it would be helpful to the committee if western hearings were held

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on this bill to solicit the views with those of diverse and possibly adverse interest.

Would you subscribe to that type of suggestion?

Mr. ABBOTT. Well, Senator, I am sure that the record of our Department indicates it is the present and I have no doubt it has been the longstanding policy, since we are engaged in the public's business, to afford the public an opportunity to be heard when major policy considerations are presented.

As a personal observation, again, I would describe it this way: The attainment of the first two objectives, it seems to me, do no violence to the principle of achieving greater public understanding. That is, the declaration of policy regarding wilderness. I believe that can be separated. In a sense, it is only philosophy. It can only be members drawing on their understanding and background.

Senator BIBLE. You think those should be done now, the first two objectives?

Mr. ABBOTT. We do, sir. On the other hand, it can be argued that as the Outdoor Recreation Commission goes about its task——

Senator BIBLE. May I interrupt to ask you, because you are familiar with that public law and I am not, exactly what will that Commission do under the framework of the law? What are they authorized to do?

Mr. ABBOTT. Well, they are authorized to make a survey of the entire outdoor recreational needs and resources of the United States, whether involving public lands or involving those lands in non-Federal, I should say, ownership.

The 15-man bipartisan Commission, which is established, would, as Senator Watkins indicated, be required to complete their study and inventory of the resources and report to the Congress their findings. Among other things, the criteria which they would apply would include consideration of recreation, wilderness, and associated resource values.

So, my point in connection with this Commission is that these two things complement each other. The declaration by the Congress now, if nothing else were carried in an act of Congress recognizing wilderness, would be to those who earnestly support and to those who are more and more people understanding and supporting it, within some limits, of course, the recognition of that wilderness resource, they feel, would give greater assurance, if assurance is needed, that the Outdoor Recreation Resource Commission would treat it as a coequal resource value.

That is the best way I can put it, Senator.

Senator BIBLE. Is this Commission to make a report back to the Congress within a certain time?

Mr. ABBOTT. Yes, sir; they are.

Senator BIBLE. When are they supposed to make that report?

Mr. ABBOTT. 1961.

Senator NEUBERGER. September 1961.

Senator BIBLE. Are they to make intermediate reports?

Mr. ABBOTT. I don't know, sir. I believe not. They are authorized and directed to consult with Federal agencies and to take advantage of the information and judgment that has been amassed over the years, so that in a sense there will be a running compilation.

Senator NEUBERGER. It is discretionary to submit interim reports, Senator Bible, but only mandatory under the law by September 1961.

Senator BIBLE. The purpose of my question, I think, was rather obvious. I am following your statement very closely, and it seems to

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me that you are indicating that we should have some guidance from this Outdoor Recreation Resources Review Commission that was appointed or set up, as I understand it, for the very purpose of reviewing the recreation areas and multiple and joint uses. Is that what you are suggesting?

Mr. ABBOTT. The comment was intended to relate the activities of the Outdoor Recreation Resources Commission to the pending matter.

Reference was made in talking of our third objective, how we planned to bring in additional areas. Our thought is that this Congress might well wish, and I am sure the proponents outside of Government of this legislation would wish, the assistance and counsel and advice that would be inherent in the recommendations of the Resources Commission on survey findings.

It is an opportunity to survey our lands and our resource values in a way that they perhaps have not done since the enactment of the Taylor Grazing Act in 1934, which, with associated activities in the Department of Agriculture and at that time other agencies of Government, did attempt to marshal a land classification of Federal land holdings.

Senator BIBLE. Is it hoped that as a result of the studies and possible findings of this Outdoor Recreation Resources Commission that many of these problems involving grazing, mining, recreation, and timbering are resolved on public lands? Is that the real objective of this particular Commission?

Mr. ABBOTT. Well, Senator, I, and perhaps you, have talked to many people who have opinions on this legislation. They hope first that these problems will just somehow go away.

Senator BIBLE. Do you believe that will come about?

Mr. ABBOTT. No; I think experience, some experience and a brief exposure to resources matters, indicates otherwise. But the hope is that the findings of the Commission will indicate both in scope and in preservability, for want of a better word, what areas might be labeled as wilderness areas as distinguished from some of our other user areas. The two complement each other. I would not want to leave the impression that enactment of the Outdoor Recreation Resources Commission legislation, approved by the President, dissolves the need now in our view and the desirability now for a declaration of policy regarding wilderness. We believe they complement each other.

Senator BIBLE. I don't misunderstand you on that point, Mr. Abbott.

Senator NEUBERGER. Mr. Abbott, as long as Senator Bible has been talking about certain ambiguities, one part of your statement which worries me is this—because it seems to imply that you would presuppose that there should be less preservation of wilderness than today—at the bottom of page 6. You say:

> S. 4028 would operate to set aside certain areas of wilderness; its effect would be to give, as we have said, appropriate recognition, place, and stature to wilderness and associated resources in the total Federal natural-resources program. We support this as a desirable objective.

Then, however, you have these sentences:

> We question, however, the desirability of creating an arrangement which would encourage the continued separate treatment of these areas. The Departments of the Interior and Agriculture, with the continuing direction and guidance and assistance of the Congress, have been moving with the objective of strengthening the total management of our resources.

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What do you mean by—

We question, however, the desirability of creating an arrangement which would encourage the continued separate treatment of these areas.

Do you think the existing wilderness system we have should be modified?

Mr. ABBOTT. No, Senator. I think it might have been put more clearly, but, in the context in which that remark was made, I know it is intended to refer only to creating an organizational arrangement, an organizational arrangement which would isolate out of the normal channels of other resources matters, whether advisory groups or action groups. It is to pull the wilderness out to the side that is the question there, I believe.

Senator NEUBERGER. I still don't get what you mean in there. I am confused. As Mr. Crafts testified earlier, when a certain area is taken out of the wilderness part of the national forest and put into the rest of the national forest, it ceases, in Mr. Crafts' definition, within the lifetime of everybody here—and there are some very young people here, I am happy to notice—to be possible to ever be restored to wilderness. If you were to question the desirability of creating an arrangement which would encourage the continued separate treatment of these areas, I still don't understand what that means. It has been my feeling that the Secretary has favored generally the objective of wilderness preservation.

Mr. ABBOTT. The clear intent of that, Senator—and I can only say it again: it must be taken in context in the entire comment at this point—resolves around the desirability of creating the Wilderness Council as it is proposed in the legislation, and with the strong feeling that there should be a chairmanship and with the procedural control in the Executive, that is, in the President or his designee. I personally know of no other arrangement in Government—and there may be some—which would find existing a similar type of advisory group.

Senator NEUBERGER. I do not want to belabor it any further.

Do you have further questions?

Senator BIBLE. I do not know whether I have a proper question of Mr. Abbott. I did hear the request, on behalf of Senator Murray, that we be furnished with the list of the primitive areas or wilderness areas in the State of Washington. I think it would be helpful if we have for the committee's use, furnished by either Forest Service—I assume it is by Forest Service—a list of all the wilderness areas throughout the entire United States. Maybe that is in the record. I don't know.

Mr. STONG. Senator, there is in the old hearings a map containing the list of wilderness areas.

Senator JACKSON. I am referring to section 2 (a) of the bill, which provides the wilderness system shall include the areas within the national forest itself classified on June 1, 1958, by the Department of Agriculture or the Forest Service as wilderness, wild, primitive, or roadless. Can we get that? Otherwise, we don't know just what we are talking about.

Senator BIBLE. May I ask if this map shows that?

Senator NEUBERGER. May I ask Mr. Crafts if this map would show these various areas as of June 1, 1958?

Mr. CRAFTS. I would have to look at that map.

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Senator NEUBERGER. Would you show it to Mr. Crafts, Mr. Stong, please?

Mr. CRAFTS. I would have to say, Mr. Chairman, that I don't know, offhand, without a close inspection of this map, but it would be very simple to meet Senator Jackson's request and submit to the committee a list, by name and location and acreage, of all of the areas within the national forests for which Agriculture is responsible. We would be happy to do that.

Senator JACKSON. We need that, because, otherwise, we don't know what we are referring to.

Mr. CRAFTS. And as of June 1, 1958, there has been some change in the past year, since we testified a year ago. It may be that this is not entirely up to date. I just don't know.

Senator NEUBERGER. For example, the size of the Three Sisters area in Oregon was adjusted or changed to some degree.

Senator JACKSON. As near as you can, the acreage and metes-and-bounds description, not the exact metes and bounds, but, if you have a map showing the identifiable area, it would be well to submit that. There have been so many rumors and stories out that it is going this direction and that direction.

Mr. CRAFTS. We have a map which we submitted a year ago, Senator Jackson, that shows the areas by name and type, and we can attach that to the submission.

Senator JACKSON. Just so you understand, we need a boundary line just as we do in a national park. We want to know where it is going.

(The document referred to follows:)

UNITED STATES DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D. C., July 30, 1958.

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
United States Senate.

DEAR SENATOR MURRAY: The attached list of national-forest, wilderness-type areas as of June 1, 1958, and map showing their location are transmitted in reply to the requests of Senator Jackson and Mr. Stong at hearings of July 23 before your committee on S. 4028, relating to the establishment of a national wilderness preservation system, and for insertion in the transcript of the hearings. A summary of the areas is attached, also.

The list shows each wilderness, wild, roadless, and primitive area in the national forests by acreage, State, national forests in which located, and the date each was established. It, therefore, provides also the information for the State of Washington which was requested by Mr. Stong.

The 42 primitive areas, comprising 8,195,539 acres in 52 national forests, would automatically become, by provisions of S. 4028, a part of the wilderness system unless the Secretary of Agriculture determines within 10 years they or any part thereof are not predominantly of wilderness value. It is with respect to these areas that the Department of Agriculture, in its report of July 23, 1958, recommends that they temporarily be made a part of the wilderness system, but remain in the system only if the Secretary of Agriculture affirmatively determines within 15 years they are predominantly of wilderness value.

The information regarding Forest Service advisory committees requested by Senator Neuberger will be transmitted to you at an early date.

Very truly yours,

EDWARD C. CRAFTS,
Assistant Chief.

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Summary of wilderness-type areas in national forests, as of June 1, 1958

State	Number of areas	Acreage	State	Number of areas	Acreage
Arizona	9	710,673	North Carolina	1	6,655
California	18	1,551,371	Oregon	10	747,623
Colorado	11	799,392	Utah	1	240,717
Idaho	3	2,966,491	Washington	3	926,091
Montana	8	1,823,427	Wyoming	8	2,299,592
Minnesota	3	814,456			
Nevada	1	64,667	Total	82	13,920,448
New Mexico	6	968,293			

National forest wilderness-type areas—Name, date of establishment, and acreage of area and national forest, by States, as of June 1, 1958

WILDERNESS AREAS

State, name, and date established as primitive area	Date established	National forest	Area (acres)
Arizona:			
Mazatzal (1932)	1940	Tonto	205,000
Superstition (1939)	1940	do	13,000
			111,140
		Total	124,140
California:			
Marble Mountain (1931)	1953	Klamath	212,551
Yolla Bolly-Middle Eel (1931)	1956	Mendocino	70,384
		Shasta-Trinity	36,771
		Total	107,155
Montana: Bob Marshall (1931-33)	1940	Flathead	635,000
		Lewis and Clark	240,000
		Total	875,000
New Mexico:			
Gila [1] (1933)	1953	Gila	438,030
Pecos (1933)	1955	Carson	25,000
		Santa Fe	140,000
		Total	165,000
Oregon:			
Eagle Cap (1930)	1940	Wallowa	136,010
		Whitman	80,240
		Total	216,250
Three Sisters (1937)	1957	Deschutes	59,875
		Willamette	136,833
		Total	196,708
Wyoming:			
North Absaroka (1932)	1931	Shoshone	359,700
South Absaroka (1932)	1931	do	505,552
Teton (1934)	1955	Teton	563,460
6 States, 12 areas, 15 national forests			3,968,346

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

34973 O - 58 (Face p. 54)

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U. S. DEPARTMENT OF AGRICULTURE
FOREST SERVICE

WILDERNESS-TYPE AREAS IN THE NATIONAL FORESTS

(WILDERNESS, WILD, PRIMITIVE, AND ROADLESS AREAS)

JUNE 1, 1958

Areas over 100,000 acres

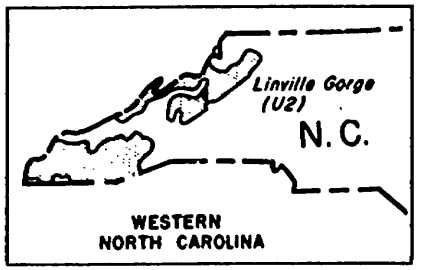
Areas under 100,000 acres

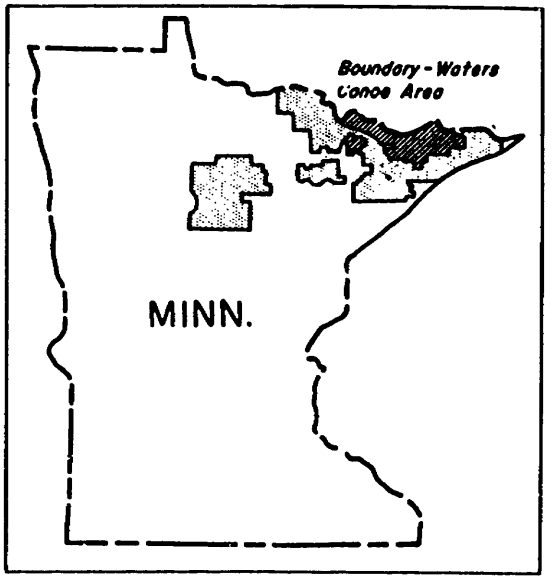
(U1) = Established as wilderness areas under Department Regulation U-1

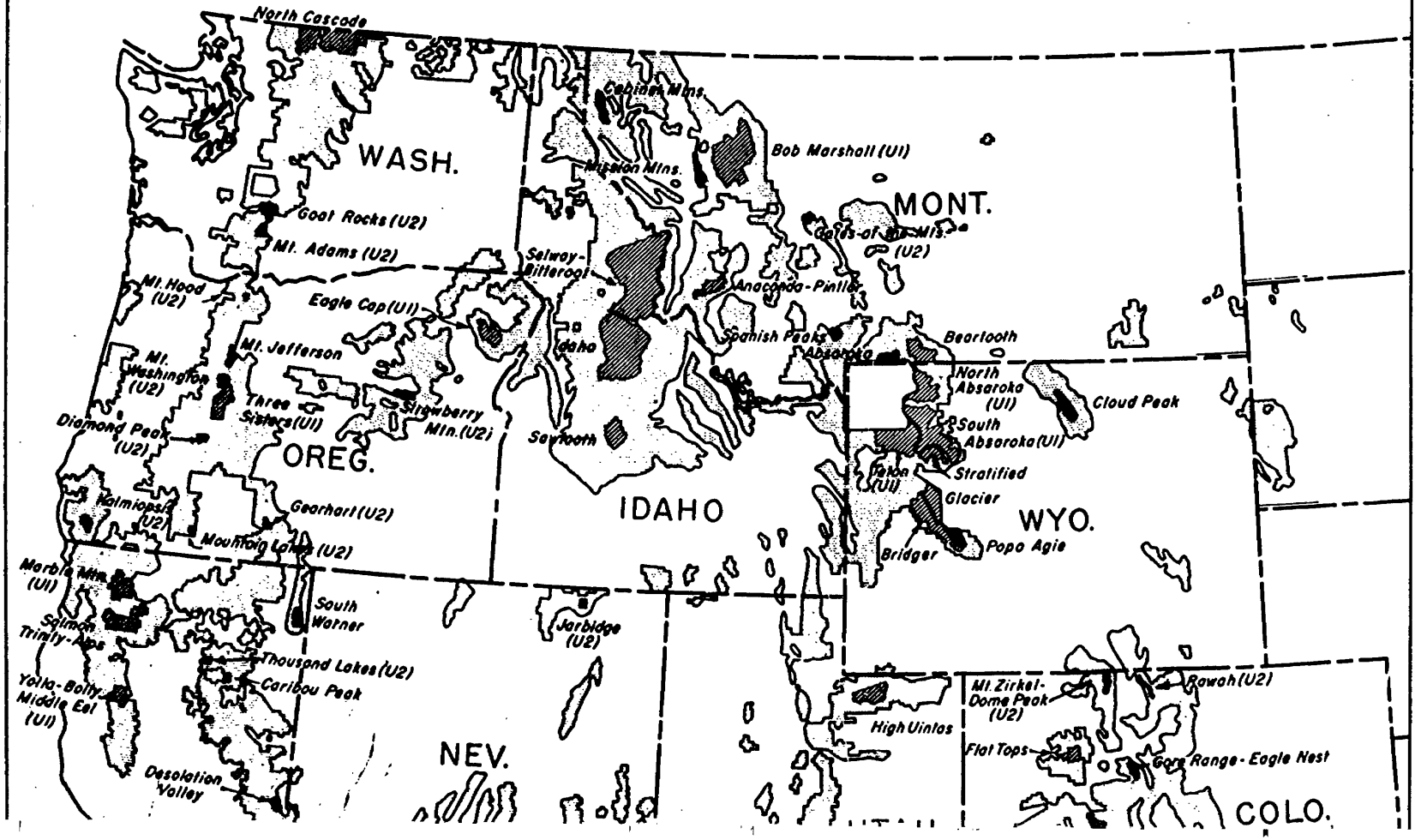
(U2) = Established as wild areas under Department Regulation U-2

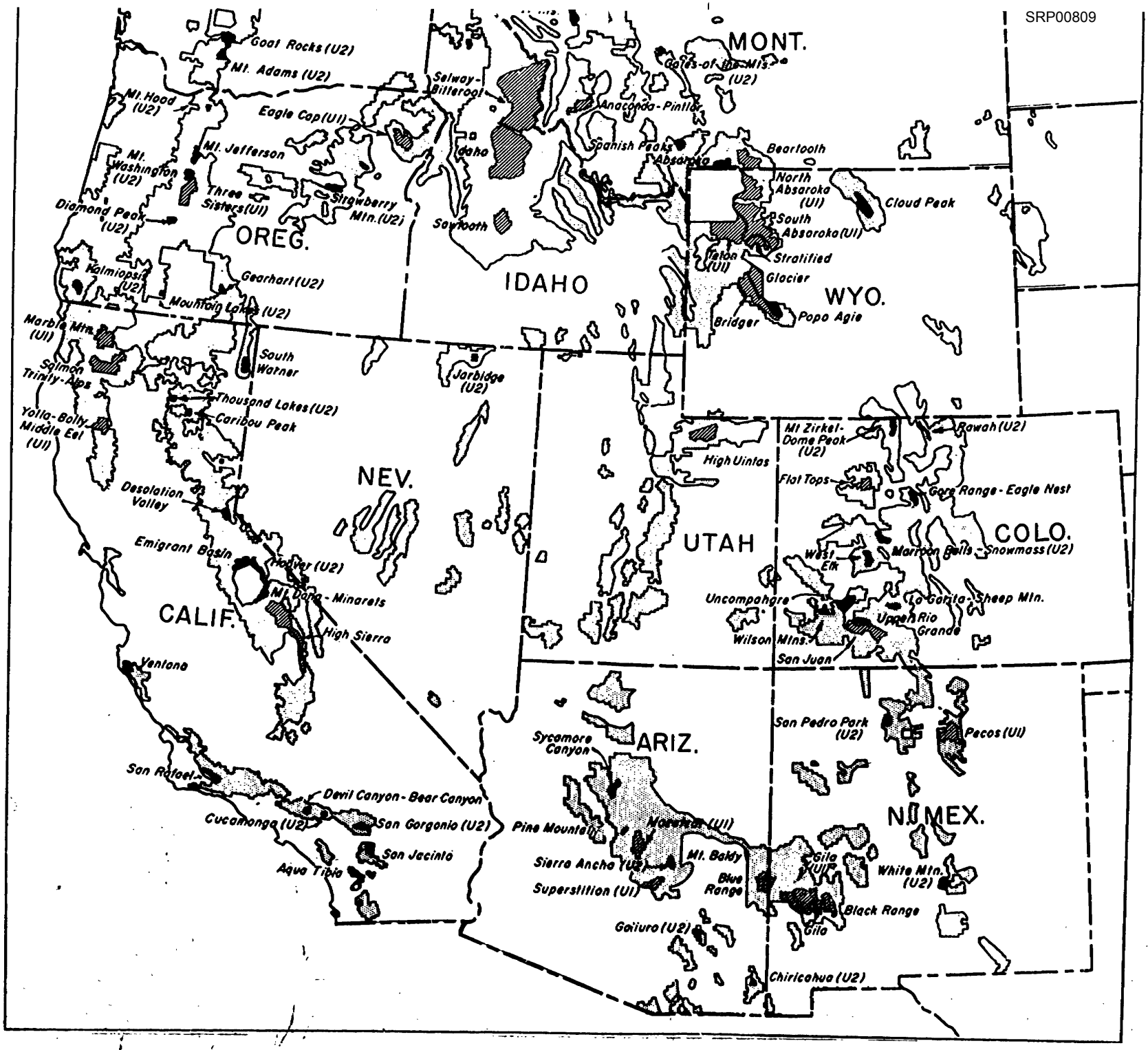
National Forests

SCALE 0 — 200 MILES









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SRP00811

National forest wilderness-type areas—Name, date of establishment, and acreage of area and national forest, by States, as of June 1, 1958—Continued

WILD AREAS

State, name, and date established as primitive area	Date established	National forest	Area (acres)
Arizona:			
Chiricahua (1933)	1940	Coronado	18,000
Galiuro (1932)	1940	do	55,000
Sierra Ancha (1933)	1951	Tonto	20,850
California:			
Cucamonga (1931)	1956	San Bernardino	5,984
Hoover (1931)	1957	Inyo	9,000
		Toiyabe	33,800
		Total	42,800
San Gorgonio (1931)	1956	San Bernardino	33,309
Thousand Lakes (1931)	1955	Lassen	15,695
Colorado:			
Maroon Bells-Snowmass (1933)	1956	White River	66,100
Mount Zirkel-Dome Peak (1931)	1949	Routt	53,400
Rawah (1932)	1953	Roosevelt	25,579
West Elk (1932)	1957	Gunnison	62,000
Montana: Gates of the Mountains	1948	Helena	28,562
Nevada: Jarbidge	1958	Humboldt	64,667
New Mexico:			
San Pedro Parks (1931)	1940	Santa Fe	41,132
White Mountain (1933)	1957	Lincoln	28,118
North Carolina: Linville Gorge	1951	Pisgah	7,655
Oregon:			
Diamond Peak	1957	Deschutes	19,240
		Willamette	15,840
		Total	35,080
Gearhart Mountain	1943	Fremont	18,709
Kalmiopsis	1946	Siskiyou	78,530
Mount Hood (1931)	1940	Mount Hood	14,160
Mount Washington	1957	Deschutes	8,625
		Willamette	38,030
		Total	46,655
Mountain Lakes (1930)	1940	Rogue River	23,071
Oregon: Strawberry Mountain	1942	Malheur	31,760
Washington:			
Goat Rocks (1931)	1940	Gifford Pinchot	59,740
		Snoqualmie	22,940
		Total	82,680
Mount Adams	1942	Gifford Pinchot	42,411
9 States, 25 areas, 24 national forests			941,907

ROADLESS AREAS

Minnesota: Boundary Waters Canoe Area:			
Caribou unit	1948	Superior	35,911
Little Indian Sioux unit	1939	do	57,004
Superior unit	1948	do	720,541
1 State, 3 areas, 1 national forest			814,456

SRP00812

National forest wilderness-type areas—Name, date of establishment, and acreage of area and national forest, by States, as of June 1, 1958—Continued

PRIMITIVE AREAS

State, name, and date established as primitive area	Date established	National forest	Area (acres)
Arizona:			
Blue Range	1933	Apache	121,082
		Gila	95,655
		Total	216,737
Mount Baldy	1932	Apache	7,400
Pine Mountain	1933	Prescott	9,842
		Tonto	7,582
		Total	17,424
Sycamore Canyon	1935	Coconino	21,277
		Kaibab	5,870
		Prescott	18,975
		Total	46,122
California:			
Agua Tibia	1931	Cleveland	34,533
Caribou Peak	1931	Lassen	16,403
Desolation Valley	1931	Eldorado	40,700
Devil Canyon-Bear Canyon	1932	Angeles	36,200
Emigrant Basin	1931	Stanislaus	97,020
High Sierra	1931	Inyo	205,000
		Sequoia	6,994
		Sierra	181,905
		Total	393,899
Mount Dana-Minarets	1931	Inyo	30,405
		Sierra	51,776
		Total	82,181
Salmon Trinity Alps	1932	Klamath	17,410
		Shasta	63,939
		Trinity	139,620
		Total	220,999
San Jacinto	1931	San Bernardino	15,646
San Rafael	1932	Los Padres	74,160
South Warner	1931	Modoc	68,242
Ventana	1931	Los Padres	52,894
Colorado:			
Flat Tops	1932	White River	117,800
Gore Range-Eagle Nest	1933	Arapaho	32,879
		White River	28,825
		Total	61,204
LaGarita-Sheep Mountain	1932	Rio Grande	38,030
San Juan	1932	San Juan	238,080
Uncompahgre	1932	Uncompahgre	53,252
Upper Rio Grande	1932	Rio Grande	56,600
Wilson Mountains	1932	San Juan	27,347
Idaho:			
Selway-Bitterroot	1936	Bitterroot	825,840
		Clearwater	157,795
		Lolo	218,753
		Nezperce	339,566
		Bitterroot, Mont	291,085
		Total	1,833,039
Idaho	1931	Payette	1,078,779
		Salmon	144,816
		Total	1,223,595
Sawtooth	1937	Boise	144,300
		Challis	7,900
		Sawtooth	48,742
		Total	200,942

SRP00813

National forest wilderness-type areas—Name, date of establishment, and acreage of area and national forest, by States, as of June 1, 1958—Continued

PRIMITIVE AREAS—Continued

State, name, and date established as primitive area	Date established	National forest	Area (acres)
Montana:			
Absaroka	1932	Gallatin	64,000
Anaconda-Pintlar	1937	Beaverhead	52,550
		Bitterroot	42,450
		Deerlodge	49,940
		Total	144,940
Beartooth	1932	Custer	175,000
		Gallatin	55,000
		Total	230,000
Cabinet Mountains	1935	Kootenai	48,630
		Lolo-Kaniksu	40,310
		Total	88,940
Mission Mountains	1931	Flathead	51,900
Spanish Peaks	1932	Gallatin	49,000
New Mexico:			
Black Range	1933	Gila	168,424
Gila	1933	do	127,589
Oregon: Mount Jefferson	1933	Deschutes	25,710
		Mount Hood	3,470
		Willamette	57,520
		Total	86,700
Utah: High Uintas	1931	Ashley	114,859
		Wasatch	125,858
		Total	240,717
Washington: North Cascade	1935	Okanogan	366,800
		Mount Baker	434,200
		Total	801,000
Wyoming:			
Bridger	1931	Bridger	383,000
Cloud Peak	1932	Bighorn	93,880
Glacier	1937	Shoshone	177,000
Popo Agie	1937	do	70,000
Stratified	1932	do	147,000
10 States, 42 areas, 52 national forests [1]			8,195,539

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

Senator BIBLE. May I ask a question of Mr. Crafts, Mr. Chairman?

Senator NEUBERGER. Certainly.

Senator BIBLE. Looking at this map made a part of the hearings on S. 1176 at page 154, it is indicated on the table within national forest areas apparently there are 80 areas. One is described as a roadless area, and you have three such areas listed. What is a roadless area?

Mr. CRAFTS. There are three of those. The only place they occur is on the Superior Forest in Minnesota. Since that was prepared, we changed the name of that area. They are no longer called roadless areas. We call that now the boundary waters canoe area. That is an area set up under special administrative regulations of the Secretary. It is somewhat different.

Senator BIBLE. By the Secretary of Agriculture?

Mr. CRAFTS. That's right. It is somewhat different than the normal wilderness areas. There is logging in part of that area. But for the

SRP00814

most part, it is a canoe area along the international boundary between Canada and the United States.

Senator BIBLE. The next classification within the national forest areas are designated wild areas, and apparently there are 19 of those. How do you describe a wild area?

Mr. CRAFTS. Wild areas and wilderness areas are exactly the same thing with two differences. One, a wild area is less than 100,000 acres, a wilderness area is more than 100,000 acres.

Two, a wild area is established by order of the Chief of the Forest Service, a wilderness area can be set up only by order of the Secretary of Agriculture. But as far as type of area is concerned, type of use permitted, administration of the area, they are the same.

Senator BIBLE. Your next classification within the national forest area is those called primitive areas. That figure seems to agree very closely to the figure that you testified to this morning, as 42 primitive areas. It looks to me like there might be 43 on this particular table. The primitive area is as defined in your testimony here?

Mr. CRAFTS. That is right. Primitive area was the first classification we used when we initially began to set up these areas in 1924. In 1939 we began to establish wilderness areas and to restudy the primitive areas, do away with that term and reclassify the primitive areas as wilderness or wild areas. We are still in that process, so there are some primitive areas still existing.

Senator BIBLE. What is the difference between primitive area and a wild or wilderness area?

Mr. CRAFTS. The principal difference is that a wild and wilderness area has behind it regulations of the Secretary of Agriculture with respect to types of use permitted. The primitive areas did not have that protection of secretarial regulation to the extent that wilderness area did. It is a paper distinction, actually, Senator Bible.

Senator BIBLE. How do you operate a primitive area?

Mr. CRAFTS. The same way as we do a wilderness area.

Senator BIBLE. In other words, a primitive area is the same as a wilderness area?

Mr. CRAFTS. It is as far as the land is concerned; yes. There are certain technical distinctions on the way they are established. It is true that we have not made the careful examination of the boundaries of primitive areas as to whether they are where they should be or whether some areas should be taken out or put in that we have of a wilderness area.

We haven't gotten to it yet as far as the primitive areas are concerned.

Senator BIBLE. I heard your testimony, but I know you have also heard the testimony of Mr. Abbott on behalf of the Secretary. Do you subscribe to the views that there's great need for some declaration by legislative enactment of the wilderness principle?

Mr. CRAFTS. We concur in that. We so stated a year ago, when we submitted a substitute bill. We concur in those aspects of the present bill.

Senator BIBLE. Do you think there is need at this time for further study before we move forward and attempt to solve some of the differences?

Mr. CRAFTS. We recommend enactment as described.

Senator BIBLE. Thank you, Mr. Crafts.

SRP00815

I apologize for asking those questions out of order. Thank you.

Senator NEUBERGER. Senator Jackson, have you further questions.

Senator JACKSON. Senator Kuchel is next.

Senator KUCHEL. I have just a couple of questions. Mr. Abbott, the Department by this letter approves the statement of policy in the bill before us?

Mr. ABBOTT. Substantially, yes, Senator Kuchel.

Senator KUCHEL. And, secondly, the Department approves that part of this legislation, I take it, which would cover the 14 million acres of lands presently classified administratively as wilderness, that they be brought into wilderness by legislation?

Mr. ABBOTT. Those areas, Senator Kuchel, or such portions of them as would be under the perfecting and clarifying amendments presented by the Forest Service this morning, determined to be valuable as wilderness or wild areas.

Senator KUCHEL. You concur with the recommendation of the Forest Service in that regard?

Mr. ABBOTT. Yes, sir; we do.

Senator KUCHEL. On your third basic recommendation for action at this time, you state on page 3 you believe efforts should be made to reach agreement on general and specific authority for future designation of additional wilderness areas. Does the bill, in your judgment, lay down general guidelines to do that very thing?

Mr. ABBOTT. Well, it does, Senator, in a manner—and I know this is notwithstanding the efforts of the people who are proponents of the legislation, and notwithstanding the numerous consultations we have had with them—it does, without the specification and clarity that we feel must be in a policy step of this sort, set out so as to relate what is proposed to be done with this resource value to, as nearly as we can figure in our own department, some place between 70 and 90 enactments of the Congress dealing with other resources.

Senator KUCHEL. Do you, in these specific recommendations you make in the Secretary's letter subsequently, spell out your recommendations on the procedural requirement?

Mr. ABBOTT. On that point, Senator Kuchel, we do not. We would certainly make our technical people and our legal people available to develop the necessary procedural provisions. But as we do point out, we think that to accomplish particularly this third objective goes back perhaps to the axiomatic statement made earlier that you cannot have public acceptance without public understanding. We therefore feel that procedural steps which might be set up relative to designations, as we point out, both in my statement and in the report, might appropriately include consultation with the interested Federal agencies, affected governmental subdivisions, the user groups, if any, or certainly representatives of them, and an opportunity for public hearings, as well as consideration, as this goes along, consideration of the recommendations which might be made by the Recreation Resources Commission.

Senator KUCHEL. So that with respect to any action that might be taken on the bill before us, would it be fair to say that the Department's recommendation for immediate action is embodied in its first two basic recommendations and not its third?

Mr. ABBOTT. Yes, sir. I think that the Department would and could support an additional provision, if we take the first two objec-

SRP00816

tives and perfect them in terms of legislation and add to that a direction to report back to the Congress early next session the specific recommendations and bases upon which a procedure might be established. I might point out, Senator, that today in the continental United States, and our Park Service people can correct me, we have something in the neighborhood of 14 million acres in the national park system. We have an additional 7 or 8 million acres, I believe, in our offshore areas, a total of something like 22 million acres. But beginning with the establishment of Yellowstone Park in 1880, today we have just 14 million acres in our national park system. We have a working base for the wilderness system embracing today nearly 14 million acres. Mr. Crafts and his people in Forest Service, I believe, have indicated that they cannot at this stage determine what portion of the primitive areas involving some 8 million acres would be found to be wilderness area.

But certainly that would be a major accomplishment at this time, and it would be translating the policy declaration into a positive and a material act that could point to wilderness areas blessed by the Congress.

Senator KUCHEL. Is that what you mean on the first page of the Secretary's letter:

> This Department has concluded, however, that a delineating of the immediate effect of the pending legislation accompanied by some simplification and clarification of its provisions can result in a proposal--

which could be enacted now?

Mr. ABBOTT. Yes, sir; it is. I would like to emphasize the fact that whatever is proposed must be practical of attainment. I feel personally, from my conversations with user groups, including our Bureau of Land Management, public land user groups, and numerous citizens who have promoted this legislation, that it is fear of the unknown or the uncertainty or the scope or the direction of this legislation as it now stands. I encounter very few people who say "No; we have no use for wilderness." But it is the imposition of a major resource policy step on our existing land management, land use, land conservation and development statutes, the relationship of this proposal to the total program. Without the public understanding you cannot have the public acceptance and perhaps cannot derive the necessary support in the Congress.

The procedural step for future establishment, of course, is much more vigorously argued, I think, than the other two objectives at this time.

Senator KUCHEL. That is all, Senator.

Senator NEUBERGER. Thank you, Senator Kuchel.

Senator JACKSON?

Senator JACKSON. Mr. Abbott, would you be good enough to supply for the record the parks and monuments that would come within the section 2(b) of the bill? I don't mean now, but would you make it available?

I will read (b):

> At the times and in the manner hereinafter provided for, the wilderness system shall include each park and monument in the national park system on June 1, 1958, embracing a continuous area of 5,000 acres or more, without roads, and such additional units of the national park system as the Secretary of the Interior shall designate.

SRP00817

I mean just so we will have for the record what we are talking about.

Mr. ANDERT. Our Park Service people, Senator, have expressed in previous hearings before this, and in submissions to the House committee, some question as to the definition of this term "continuous area." I would respond by saying we will do our best to supply the information you are seeking. I think it will necessarily have to be qualified.

Senator JACKSON. Well, with whatever statement you wish to accompany it with.

Mr. ANDERT. Yes, sir.

(The following information was subsequently received:)

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D. C., August 7, 1958.

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
United States Senate, Washington, D. C.

DEAR SENATOR MURRAY: In the course of the hearings of July 23 on S. 4028, a bill to establish a national wilderness preservation system for the permanent good of the whole people, and for other purposes, this Department was asked to supply the committee a listing of the areas of the national park system which, under the provisions of section 2 (b) of the bill, would be made a part of the national wilderness preservation system.

We are pleased to comply with the committee's request and are enclosing a listing of those parks and monuments which appear to qualify for inclusion in the wilderness system. The listing is necessarily tentative in nature because of the absence of any experience in applying the acreage formula of the bill and because of the possible need for land surveys to determine acreage in borderline cases.

If further information is desired, we will be happy to furnish it to you.

Sincerely yours,

ROGER ERNST,
Assistant Secretary of the Interior.

LISTING OF PARK AND MONUMENT UNITS OF THE NATIONAL PARK SYSTEM POSSIBLY QUALIFYING FOR INCLUSION IN THE WILDERNESS SYSTEM UNDER S. 4028

NATIONAL PARKS

1. Big Bend (Texas)
2. Bryce Canyon (Utah)
3. Carlsbad Caverns (New Mexico)
4. Crater Lake (Oregon)
5. Everglades (Florida)
6. Glacier (Montana)
7. Grand Canyon (Arizona)
8. Grand Teton (Wyoming)
9. Great Smoky Mountains (North Carolina-Tennessee)
10. Hawaii (Territory of Hawaii)
11. Isle Royale (Michigan)
12. Kings Canyon (California)
13. Lassen Volcanic (California)
14. Mesa Verde (Colorado)
15. Mount McKinley (Alaska)
16. Mount Rainier (Washington)
17. Olympic (Washington)
18. Rocky Mountain (Colorado)
19. Sequoia (California)
20. Wind Cave (South Dakota)
21. Yellowstone (Wyoming-Montana-Idaho)
22. Yosemite (California)
23. Zion

NATIONAL MONUMENTS

1. Arches (Utah)
2. Badlands (South Dakota)
3. Bandelier (New Mexico)
4. Black Canyon of the Gunnison (Colorado)
5. Canyon de Chelly (Arizona)
6. Capital Reef (Utah)
7. Chiricahua (Arizona)
8. Colorado (Colorado)
9. Craters of the Moon (Idaho)
10. Death Valley (California)
11. Dinosaur (Utah-Colorado)
12. Glacier Bay (Alaska)
13. Grand Canyon (Arizona)
14. Great Sand Dunes (Colorado)
15. Joshua Tree (California)
16. Katmai (Alaska)
17. Lava Beds (California)
18. Organ Pipe Cactus (Arizona)
19. Petrified Forest (Arizona)
20. Pinnacles (California)
21. Saguaro (Arizona)
22. White Sands (New Mexico)
23. Wupatki (Arizona)

SRP00818

Senator JACKSON. If you read on in that section, there is the following paragraph in section (b) that I wanted to ask you about:

> Not later than ten years after the date of this Act or within two years after the unit has been added to the wilderness system, whichever is later, and ninety days after giving public notice in accordance with section 4 of the Administrative Procedure Act of 1946, the Secretary of the Interior shall designate within each unit of the national park system included in the wilderness system such area or areas as he shall determine to be required for roads, motor trails, buildings, accommodations for visitors, administrative installations—

and so on. Can you do it within that time?

Mr. ABBOTT. Senator, among the amendments that we have proposed for clarification are those which would change the section you have just read to read:

> Not later than ten years after the enactment of this Act or within two years after the unit has been prescribed for addition to the wilderness system—

and similarly in lines 6 and 9 where it refers to designation by the Secretary within each unit of the national park system, it would be—

> to be included in the wilderness system.

I think our people with those amendments proceed within the provisions of that paragraph.

Senator JACKSON. I am, of course, tremendously interested in that provision, because I fought long and hard to maintain our boundaries in the Olympic National Park. We have some great wilderness areas. There is a conflict, as there is in a lot of these areas, as to where the road should go, and so on, and what areas should be left out, as far as roads are concerned.

I am not so sure that those decisions can be made within a limited period of time. There is a big controversy. Even the conservationists themselves get into a big argument. Those who have more lung power both ways, that is, climbing and speaking, they want certain areas excluded. As they get older they may change their minds, however. I am just wondering if we can, within a very limited period of time, reach all these agreements. That is what I am getting at.

Mr. ABBOTT. The question you have raised, Senator, I think reflects exactly why the Department, with respect to future designations, would favor, and I believe the advocates of this bill so understanding it would be inclined to agree, would favor, whatever forums are necessary for development of the same type of question that you have raised. Those who would be affected by it and have an interest in it have suggested that we pursue this third objective.

Senator JACKSON. You already have wilderness areas set up within the parks now under existing authority.

Mr. ABBOTT. Yes, sir. There are tens of thousands of acres that, as our park people have indicated, fall into the wilderness definition, and they have been maintained as such with the background, of course, of all the legislation directing the management of the national parks.

Senator JACKSON. That is all.

Senator NEUBERGER. Thank you very much, Mr. Abbott.

I just want to ask you one question before we recess for lunch. The chairman of the committee, Senator Murray, suggested we recess at noon.

SRP00819

You mentioned the confusion among the user groups over this legislation. I gathered from your oral testimony that you are familiar with public-lands history. I have heard a great deal about your knowledge in this respect. To your knowledge, has there ever been in the entire history of this United States, the setting aside of any reserve, be it national park or national forest, where all the so-called user groups, except the recreationists, did not protest?

Mr. ABBOTT. Sir, if there were an example in the past, or should an example arise in the future, I have a gentleman to whom I am responsible who would probably sign up for another year. I believe it has never happened. If you are talking about unanimity, you do not get it.

Senator NEUBERGER. I am not talking about unanimity, but overwhelming protest by the user groups, except for the recreationists.

Mr. ABBOTT. I would say, Senator, that there are exceptions and there must be exceptions, in the very nature of the varied activities. You find within what you categorize as recreationists, a wide variance of opinion. I am sure you have sat in on some of the association's meetings and certainly seen their minutes and their correspondence. Happily, they have divisions within their own groups as to their users.

Senator NEUBERGER. What I am talking about is this: To my knowledge, and I am sure it is far less than yours, whenever it has been proposed that national forests be created or that national parks be created, almost universally the people in that area, and their allies throughout the country who are interested in grazing, mining, lumbering, et cetera, almost universally protest.

Mr. ABBOTT. Well, I can think of experiences before the committee I served before going to Interior, the counterpart in the House of this committee, where the contrary was true with respect to national park units. We had overwhelming support from local groups who came in wanting to see established national parks. I can cite as examples the Virgin Islands national parks, those that have recently been established or authorized. I am talking about people in the area, sir.

Senator NEUBERGER. My experience does not extend to the Virgin Islands. I would like to go there some time.

Mr. ABBOTT. I am speaking of action that this committee has taken in this or the preceding Congress. And the national battlefield site proposed at Horseshoe Bend, Ala.

Senator NEUBERGER. I am talking about national forests, where there are commercial forests, potential commercial mining, and so on. In other words, what I am talking about, too, is when the national forests were set aside by this man, Gifford Pinchot. Was there any user group except the recreationists that favored what Pinchot was trying to do?

Mr. ABBOTT. Yes, I think there were. I think there were lumber industries and timber industries, portions of them, who very strongly supported the creation of forest reservations. I do understand, and I think history recites, that there was a good deal of protest from some user groups.

But it is by reason of these very competing demands, Senator, that we feel that, if you do not achieve universal support, at least those who are uncomfortable with the thought are entitled to an understanding of what is proposed to be done. That is really what I am trying to say.

SRP00820

We want a bill, not an argument. It is the question of seeking the complete action at this time or taking that which is attainable.

It is intended as a constructive suggestion.

Senator NEUBERGER. Have you a question, Mr. Wood?

Mr. WOOD. Yes, 1 or 2, Mr. Chairman.

Senator Anderson has a number of people who are very interested in Mission 66 of the Park Service in New Mexico. They have asked him to find out if the passage of this bill would have any limiting effect on the extension of roads or the proposed addition of facilities in the parks in the West.

Mr. ABBOTT. That, Mr. Wood, is a rather tough question, and the section to which Senator Jackson referred, relating to those units within the national park system or portions of them which would be included, would anticipate a determination as to what developments would go forward, because it is left to the Secretary of the Interior.

You may note on page 6 it is to designate within each unit of the national park system those areas to be included, such area or areas as he shall determine to be required for roads, motor trails, building, accommodations for visitors, and so forth.

That would leave room for a determination within the time provided, I believe, as to what future requirements would exist, and those areas, presumably, would be excluded from those recommended by the Secretary.

Mr. WOOD. When the original bill, S. 1176, was introduced, it created a lot of fears among people out West because of the great scope of the bill and the mentioning of public domain. We had a lot of protests on that bill. They are afraid that there might be something in this bill which would permit the Department of the Interior to designate large areas of public domain as wilderness areas. What do you think the likelihood would be of that?

Mr. ABBOTT. I can speak to the provisions of the bill which occur under the heading of "Other Units," and boil it down.

The pending legislation would provide for establishment as wilderness areas such areas other than the Indians, wilderness, the national parks, the wildlife and national forest areas, as the head of the administering agency concerned might designate. That would include, if lands are so classified, public lands under the jurisdiction of the Bureau of Land Management. I am certain that would embrace those lands, if designated by the administering agency.

Mr. WOOD. Do you think there is adequate provision for review and hearing on any areas to be designated so that the people who are interested can be heard if they are being affected?

Mr. ABBOTT. Well, adequacy, of course, Mr. Wood, is perhaps a relative question. Provision is made for public notice in the legislation, which we believe to be highly desirable. The hearings anticipated or hearings which would be held under procedures of the Department of the Interior and which are provided for in this bill for agriculture, where protests have been received, might be adequate.

The hearings to which I made reference earlier would be aimed at developing before an attempt to finalize procedure in a given area, to determine what needs existed.

Reference was made to the fact that there was some concern that you would isolate or landlock other Federal or non-Federal lands.

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The term "inadvertent" is used. We have examples now over which no Federal agency so far as I know has control in the Rocky Mountain area and in the Far West, where, by reason of private landownership, citizens are unable to get to their private lands and in some instances have great difficulty getting to other public lands.

Any setting aside of reservations should certainly leave room for access to public or other private lands rather than applying a belt around it so that you could not get in.

Senator NEUBERGER. You think this bill would be something, then, that would strengthen the Department of Interior's hand in dealing with these situations, do you, by the declaration of policy by Congress?

Mr. ABBOTT. Properly drawn, the bill would serve as a better guide, not only for the Department of the Interior but to all agencies, and certainly to the public in making clear to them the relationship of these areas to other public-land areas.

Mr. WOOD. Yes, sir. That is all. Thank you.

Senator NEUBERGER. Thank you for your testimony. I want to note one thing because, prior to the time Mr. Wood questioned you, I mentioned Pinchot's book. I think if you review it, though I know your time is limited like mine, you would find that, while an enlightened element in the lumber industry and in other user groups did support Pinchot's efforts and those of Theodore Roosevelt to set aside the forest reserves, he makes clear that unfortunately they were quite a small minority, at the original time.

We thank you very much for coming, Mr. Abbott. We thank you for presenting the Secretary's views. We thank you for submitting these proposed amendments which I know the committee will consider very seriously.

If there are no other questions, we will stand in recess until 2 o'clock.

I just want to note this for the benefit of prospective witnesses. We have a very long list of witnesses. I hope that those of you who have prepared statements can paraphrase them very briefly. Your full statements will appear in the record in toto.

(Whereupon, at 12:10, the hearing was recessed, to reconvene at 2 p. m. the same day.)

AFTERNOON SESSION

The CHAIRMAN. The hearing will come to order please.

Mr. Lazarus will be the first witness this afternoon.

STATEMENT OF ARTHUR LAZARUS, JR., GENERAL COUNSEL, ASSOCIATION ON AMERICAN INDIAN AFFAIRS

The CHAIRMAN. Do you have a prepared statement, Mr. Lazarus?

Mr. LAZARUS. No, I do not, Senator.

The CHAIRMAN. You may proceed in your own manner.

Mr. LAZARUS. I will be very brief this afternoon.

For purposes of identification my name is Arthur Lazarus, Jr. I am general counsel to the Association on American Indian Affairs of which Oliver LaFarge of Santa Fe, N. Mex., is president.

This afternoon I would like to address my remarks, and they will be brief, to the section of the wilderness bill which relates to the Indians'

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wilderness. I think we have seen an expression in the morning session of unanimity to the effect that the provisions of the bill with regard to the Indians' wilderness should be changed.

The present text of S. 4028 calls for merely consultation with the Indians concern before their lands can be included within the wilderness system.

Senator Murray, in your opening remarks you indicated that you would offer an amendment to change that language to require that the consent of the tribe, band, or group concerned be obtained. That is exactly what I was going to propose today.

The association for which I speak thinks it is wrong in principle to provide for the inclusion of Indian lands within a wilderness system, and therefore the devotion of these lands to a public use, without the expressed consent of the Indians concerned.

These are their lands, not the lands of the United States. The landowner who has possession of the lands and who has the beneficial interest in it should have the right to determine the use that is going to be made of his property.

There is a moral obligation on the part of the United States to see that he is accorded that right.

In addition, I think there is a legal obligation on the part of the United States to see that consent be obtained.

I refer the committee to the Indian Reorganization Act, specifically section 16, which provides, among other matters, that:

> Any Indian tribe may prevent the sale, disposition, lease, or encumbrance of tribal lands, interest in lands, or other tribal assets, without the consent of the tribe.

Many tribes have organized in accordance with the Indian Reorganization Act. If consent is not put in the present wilderness bill, it will mean that if we have not openly broken faith with these Indians, that we have broken a contract with them.

Unless you have questions, Mr. Chairman, that concludes my remarks.

I do have a proposed amendment to S. 4028 which would incorporate the suggestion that I have made in my testimony.

(The proposed amendment referred to follows:)

PROPOSED AMENDMENT TO S. 4028

"THE INDIANS' WILDERNESS

"(d) The Wilderness System shall include such areas of tribal land on Indian reservations as the Secretary of the Interior may designate as appropriate for inclusion upon the recommendation or with the consent of the tribes, bands, or groups concerned, acting through their tribal councils or other duly constituted authorities. Such designation shall not change title to the land or any beneficial interest therein, and shall not modify or otherwise affect the Indians' rights to the land.

"The Secretary of the Interior is authorized and directed to make any modification in, or elimination from, the Wilderness System requested by any tribe, band or group with regard to any area of its tribal land. Nothing in this Act shall in any respect abrogate any treaty with any tribe, band, or group of Indians, or in any way modify or otherwise affect the Indians' hunting and fishing rights or privileges."

The CHAIRMAN. We are glad to have that. As you say, I have already promised to present an amendment along the lines which you have discussed.

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I do not think I have any other questions.

Do you have any questions, Mr. Stong?

Mr. STONG. That was section 16?

Mr. LAZARUS. 25 U. S. C. 476.

The CHAIRMAN. Thank you very much for your statement.

Mr. LAZARUS. Thank you very much, Mr. Chairman.

The CHAIRMAN. The next witness is Mr. William Essling, chairman of the Ely, Minn., Citizens Committee.

STATEMENT OF WILLIAM ESSLING, CHAIRMAN OF THE ELY, MINN., CITIZENS COMMITTEE

Mr. ESSLING. Thank you, Mr. Chairman.

Might I identify myself a little further?

The CHAIRMAN. You may.

Mr. ESSLING. My name is William Essling. I live at St. Paul, Minn. I am an attorney. I am a property owner in northern Minnesota. My property is located in what is called the Superior National Forest.

I should like to indicate to the committee the persons that I am speaking for here. I should like to call attention to the fact, Mr. Chairman, that I am speaking for the citizens and residents of the three counties in which the Superior National Forest is concerned or is located.

My remarks will be directed to that portion of the bill that affects the Superior National Forest. I am not acquainted with the other parts of the United States involved in the bill, but I should like to call attention to the fact, Mr. Chairman, that there are 216,000 people living in these 3 counties.

The Superior National Forest, the boundaries of the forest, occupy approximately 50 percent of the area of these 3 counties.

One of the things that has caused some misunderstanding between the residents of the forest area and perhaps the sponsors of the bill is the fact of the ownership of the land within the boundaries of the Superior National Forest, together with the ownership of the land in the five roadless areas referred to in the bill as mentioned.

Generally, it is my understanding that the ownership in the forest boundaries is only about 50 or 60 percent federally owned. The land area within the three roadless areas, according to the latest figures that I have from the Department of Agriculture indicate that 26 percent of the land area in the 3 roadless areas affected are nonfederally owned.

Fourteen percent of that land area is in private ownership and the balance of the 26 percent is in State and local ownership.

I speak particularly for the citizens of the city of Ely who have designated me to speak to you through their mayor and city council and through the 13 community organizations in the city of Ely who have banded together to suggest proposed amendments to this bill.

I also speak with specific authority for the county of Cook. The county of Cook is occupied or is within 75 percent of the boundaries of Superior National Forest.

However, the ownership of the land is diverse. There are some 3,000 people living in the county of Cook.

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In the city of Ely which is approximately 7 miles from the southerly border of the roadless area, there are approximately 7,000 people.

I mention that fact, Mr. Chairman, so that we will understand that these people are vitally concerned with the recreational activities that are conducted in this area.

There are three major industries in northern Minnesota. They are mining, timbering, and recreation. Strange as it may seem, recreational activities and the catering thereto are the first and principal business of all of the citizens in this area. They are vitally affected by the provisions of this bill because they feel that the use limitations provided in the area have vitally affected their economy.

Then I could call attention, too, Mr. Chairman, to the fact that I speak for a number of citizens in villages and communities located in the forest but outside of the roadless area. They are citizens in the towns and villages of Buyck, Crane Lake, Crook, and for the residents and citizens of Ash River Trail and Amicon Lake, all of which are in the Superior National Forest, all of which are engaged principally in the occupation of recreational activities.

The CHAIRMAN. Would this bill interfere with the recreational programs that you have reference to?

Mr. ESSLING. Mr. Chairman, I have a report which I hope I may submit to the committee to be incorporated in the record if the committee saw fit. It is a report from the chamber of commerce of Ely, Minn., who made an economic survey of the effect of the policies of the air ban administration or the air ban Executive order and proposed effect of this bill.

The economic report which I would like permission to submit is in the form of a letter. I am sorry to say that all I have is a photostatic copy because my notice came so quick. This survey made by these business people shows that they have suffered a loss of income in excess of $850,000 annually, and it has been on the increase due to the use limitations that have been applied to this area.

(The letter referred to follows:)

CHAMBER OF COMMERCE, ELY, MINN., *April 22, 1958.*

Hon. J. P. GRABEK,
Mayor, City of Ely, Ely, Minn.

DEAR MAYOR GRABEK: Pursuant to your request for a complete résumé of our situation with regard to the economy of our city, I am herewith submitting the following report:

Prior to World War II, the Ely area had 44 resorts only a small percentage of which were completely modern establishments. At that time we had 3 motels and 4 canoe outfitters in addition. There was also seaplane service to remote resorts and lakes.

Beginning in 1945 the number of resorts increased tremendously as the postwar boom went into full effect. Between 1945 and 1948 the number of resorts increased to 61 in 1946; to 78 in 1947 and 1948. The number of motels increased accordingly from 3 to 11 and the number of canoe outfitters from 4 to 9.

Seaplane service served approximately 23 resorts and private places on Basswood, Crooked, and Lac LaCroix; in addition to taking out hundreds of passengers on camping trips to remote spots from where canoe trips were started. Hundreds of families from all over the Nation vacationed at resorts accessible by road while adults and older youngsters took advantage of seaplane flights to remote resorts; while other members of the family relaxed and enjoyed vacations at the nearby places.

During 1947 and 1948, conservationists took up their battle to force a ban on seaplanes operating in the area. The Presidential Air-space Reservation which was signed December 17, 1949 by President Truman did not go into full effect

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until July 1953 when the operating seaplanes were seized by the Federal Government.

During the controversy, the chamber of commerce conducted a survey to estimate how much financial economy would be lost when and if the seaplane service was banned. The statisticians came up with a figure of over $850,000. Conservationists pooh-poohed the figure, calling it fantastic. They tried to point out that the increase of the number of people on canoe trips would offset this figure. Some thought that people who couldn't use seaplane service would still use facilities at other points accessible by launch along the border lakes.

This did not materialize. Instead seaplane service out of Fort Frances, Ontario, Canada, increased 20 times over. In a story by Ed Shave in the Minneapolis Sunday Tribune last summer, it was pointed out that there were over 20 seaplanes operating out of Fort Frances over just 3 and 4 prior to Ely's air ban. Shave quoted "Rusty" Myers, Fort Frances seaplane operator, as crediting the increase to his flying business directly to the air ban at Ely. This represents untold thousands of dollars of financial economy that Ely would have continued to utilize in its economy. It proved that most people who had been flying out of Ely, had been pushed on to Canada.

Meanwhile the Federal Government, aided by the Thye-Humphreys acquisition bill which provided an additional $2 million, began acquiring resorts accessible by launch on Basswood Lake. One by one, these resorts sold out until there are today only 5 operating where once 23 served the public demand. It must be pointed out here that in its earlier negotiations, the Federal Government told chamber of commerce committeemen, that Basswood Lake between Minnesota and Ontario borders is so highly developed that there would be no acquisition in that area. All they were interested in, they said, was the Crooked Lake area. Nevertheless, the resorts on Basswood were approached and arranged to sell out, one by one, leaving only 5, of which only 2 are considered large and accommodating from 50 to 125 people.

In the 1958 publication of the Ely Booklet only 64 resorts are listed—where there once were 78—a net loss of 14, all but 4 of these listings are in the near vicinity of Ely; only 4 on Basswood Lake where once there were 23. Motels remain the same in number, 11; and canoe outfitters remain the same in number, 9; indicating that since the air ban, there has not been an increase in this category.

This overall loss, estimated in purchasing power, employment, and accommodation of spending guests has cost Ely—not the estimated $850,000 mentioned in 1947 and 1948—but upward of several million dollars since the air ban.

Yes, the chamber of commerce has continued to develop publicity concentrating on the accommodations remaining. It has spent several thousands of dollars annually—spending more money than any other city in the State of Minnesota—concentrating on the promotion of the tourist business. The season advance claims that the business would be better than ever were mainly optimistic propaganda, designed primarily to stimulate a forward, hopeful attitude.

In July of 1957, several resorts got together to find out why since the 4th of July they were operating at only 55 percent capacity at a time when they should have had at least an 80 or 90-percent occupancy. The slump was reported general throughout the tristate area of Minnesota, Wisconsin, and Michigan. But, then, border crossings at International Falls and Pigeon River were reporting new highs as more Americans crossed over into Canada, seeking what they had been used to at Ely and the entire border-lake area.

The Carlton County Vidette several years ago editorialized that business was booming since the air ban at Ely. The editor in pointing out "the growth of the industry," neglected to state that the entire "growth" he refers to as coming since the air ban actually happened between 1945 and 1949.

Since 1949, the number of resort accommodations has been at a decrease.

Certainly, we are doing everything we can to promote what we have left. Our resorts are modernizing, and offering additional accommodations, such as swimming pools, tennis, golf, and other recreation.

But with the loss of our border lake facilities through Government acquisition and loss of seaplane services, we have lost the magic of outdoor recreation attraction and are now relegated to the position of being another resort area like any other, anywhere.

Canoe country is a wonderful thing in its place, but the business derived from same benefits only a few directly. This business cannot begin to fill the losses or the economic gap created when seaplane services were discontinued by Presidential order.

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Might we also commend Governor Freeman as the only governor who has done so much personally to promote the growth of the travel industry. Minnesota has had capable and fine governors in the past, but Gov. Orville Freeman has singlehandedly done an outstanding national job in promoting the State of Minnesota vacation attractions. Without this personal interest, our travel picture would be dimmed considerably.

Respectfully,

STAN PEOHAVER,
Executive Secretary.

Mr. ESSLING. I would also like to submit for the record, if I may, a certified copy of a resolution adopted by the county of Cook, by the board of county commissioners, the governing body.

The CHAIRMAN. Do you want those materials made a part of the record?

Mr. ESSLING. Yes, if I may, Mr. Chairman.

The CHAIRMAN. Very well.

(The resolution referred to follows:)

RESOLUTION No. 58-22

A resolution opposing Senate bill 4028 (also known as The Wilderness Preservation Act), now pending passage by Congress, on grounds that the said proposed act does not provide for legislative concurrence by the several States in which affected lands are or may be situated, and, by failure to include such provisions, the said proposed act intends to circumvent constitutional procedure and abrogate the rights of the States

Whereas the several States of this Nation, in association with one another and together, have formed a Union for the establishment of a Federal Government; and

Whereas such Federal Government is empowered to enact laws only by virtue of the Constitution of the United States so providing; and

Whereas such Constitution, subscribed to by the States of this Union, must be at all times held inviolate; and

Whereas, each, every, and all States of this Union have retained unto themselves under this Constitution certain inalienable rights of self-government together thereof of certain prerogatives of action at local level so as to assure and insure the preservation of the dignity, the best interests, and the well-being of the citizens and economics of such respective States; and

Whereas it is now proposed before the Congress of these United States that there shall be passed and become law certain proposals presently titled "Senate Bill No. 4028" and also known as the wilderness preservation system, said proposed act to become binding upon all of the several States and the citizens of said States; and

Whereas the said Senate bill 4028 proposes to ignore and to circumvent the procedures of enactment of laws as required by the Constitution of the United States, proposing, instead, to substitute in the place of such constitutional procedures the processes of directives and edicts to become binding upon the States and their citizens except and unless as specifically opposed by congressional action, such proposed procedure being fully contrary to and destructive of the tenets and intent of the Constitution; and

Whereas the said Senate bill 4028 proposes the continuing purchase by the Federal Government, through its several departments and agencies, of lands lying within the several States, and, further, proposes the continuing designation by the Federal Government, through its several departments and agencies, of the uses of such lands to the extent and extremity that such lands may be designated as "primitive" and/or "roadless" areas, thus empowering such Federal departments and agencies to prohibit any and all private enterprise therein; and

Whereas such unrestricted expansion of Government acquirement, ownership, and limitation of uses to the exclusion of private ownership and private enterprise is the acknowledged and avowed intent and purpose of said Senate bill 4028; and

Whereas a continuing and unopposed program as proposed to be effected by Federal departments and agencies, through arbitrary directives and edicts, may

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and does threaten the balance of economies, of land uses and privileges within the several States, and further proposes the circumvention and destruction of the basic rights of the citizens and, contingently, of the several States in which such lands are situated; and, further,

Whereas this avowed and continuing program of increasing Federal land-ownership and restricted land uses poses an equally increasing and relative problem for the legislative, administrative, and judicial bodies of the respective States, to the end that States' governments become faced with increased burdens and problems of decreased land-tax incomes and, consequently, such respective States' governments may be and are forced to adjust appropriations, apportionments, and States' aids to and for the counties and townships affected within such States: Then, now, therefore, be it

Resolved by this Board of Commissioners of the County of Cook, State of Minnesota, for and on behalf of the citizens of this county and of the great State of Minnesota, That Senate bill 4028, together with all comparable or other subsequent like proposals that may be presented before the Congress, shall be duly amended, and such amendment to be passed into law to provide that, to wit:

"Any modification of, addition to, or elimination from the wilderness areas, as such exist on June 1, 1958, shall not become so effected or effective unless and until such proposed modifications, additions, or eliminations shall first have been given prior approval as expressed by not less than a two-thirds majority vote of both houses of the legislature of the State, or States, in which such affected lands are situated." And it is further

Resolved, That copies of the resolution No. 58-22 be spread upon the minutes of this meeting of the Board of Commissioners of Cook County, State of Minnesota, and that copies hereof be respectfully submitted for action to Members of Congress from Minnesota, to members of the State legislature from this district, to Gov. Orville L. Freeman and Conservation Commissioner George A. Selke, at St. Paul, and to the boards of commissioners of the counties of Lake and St. Louis, and to the newspapers of St. Paul, Minneapolis, Duluth, Two Harbors, Ely, and Grand Marais.

Adopted this 14th day of July A. D. 1958.

BOARD OF COUNTY COMMISSIONERS OF COOK COUNTY, MINN.

Mr. ESSLING. I also have copies of resolutions by the county boards of St. Louis County and Lake County. I am not sure, but, perhaps, Mr. Stong could inform us that these resolutions have been previously made a part of the record, but I am requested to incorporate them in the record.

Mr. STONG. They have not. They appropriately will go in now.

(The resolutions are as follows:)

RESOLUTION OF ST. LOUIS COUNTY

Resolved, That the St. Louis County Board of Commissioners hereby goes on record as opposing the wilderness preservation bill, Senate file No. S. 1176, for the following reasons:

1. Object to any more restrictions as to outboard motor travel in the roadless area;
2. Object to any restrictions put on Forest Service as to timber management;
3. Object to any restrictions on prospecting or mining in the Superior National Forest or roadless area;
4. Object to any increase in area of roadless area;
5. Object to any national council control of area. We are satisfied with the United States Forest Service administration of area.

Commissioner Ahola moved the adoption of the resolution and it was declared adopted upon the following vote: Yeas, Commissioners McKeever, Theobald, Ahola, Ostdahl, Luoma, Hulstrand, and Chairman Solem; Nays, none.

RESOLUTION OF LAKE COUNTY

Whereas a press notice indicated that Senator Hubert Humphrey has scheduled a hearing on his Wilderness Preservation System Act, S. 1176, for December 10, 1957, in the office of the Minnesota Commissioner of Conservation, in St. Paul, and

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Whereas, said proposed bill as previously presented is of serious consequence to Lake County, and

Whereas, it appears that said hearing is being held to ascertain local views in correcting the unfair, unnecessary, and locally prohibitive restrictions now included in said bill, now therefore be it

Resolved, That this Board of County Commissioners of Lake County, Minn., offers the following recommendations for changes in said Wilderness Preservation System Bill to insure the protection of the real wilderness interest and at the same time protect the interests and welfare of the affected States, counties, and local people:

No. 1. Provide for more equal representation on the proposed council to avoid dictatorial practice by any one interest.

No. 2. Provide for State and county consultation and sanction of policies and boundary designations.

No. 3. Delete the likely illegal and unconstitutional provision whereby failure of either house of congress to act on council policies within a specified time constitutes the same as approval thereof.

No. 4. Delete the prohibitions and restrictions except where necessary to protect the physical values within a quarter of a mile of the waterways in the Superior National Forest Roadless area. Determine this by local on-the-ground study.

No. 5. Permit prospecting for minerals under the very rigid rules and regulations now so effective in protecting the natural physical properties of areas prospected. Prohibit any action by the proposed Wilderness Preservation Council which will tend to discourage legitimate prospecting and approval thereof by the area authority.

No. 6. Provide for reasonable and fair access to the Superior National Forest Wilderness area by local on-the-ground study.

No. 7. As the necessary sacrifice of local and State economy to provide for wilderness areas is for the benefit of all the people nationwide, the States and local counties should not have to continue taking the extensive loss of tax base without a fairer in lieu of tax loss return. The recommendation is therefore to provide for fairer and more equitable in lieu of tax loss to the States and counties where wilderness areas are located. In the Superior Wilderness area consideration for loss of multi-million dollar power development as tax base, because of necessary prohibition of such development, loss of adequate water, frontage taxes, and other proper tax base values should be considered.

Be it further resolved, that copies of this resolution be presented for consideration at said hearing on December 10, 1957.

Commissioner Houle moved the adoption of the foregoing resolution and the same was declared adopted upon the following vote: Yeas, Houle, Degerstedt, Wiklund, Sandstrom, and Dahlberg. Total yeas, five. Nays, none. Adopted December 6, 1957.

Mr. ESSLING. The gist of these resolutions and the economic report, Mr. Chairman, is that the governing bodies of these three counties and the cities and villages located therein are opposed to this bill in its present form.

They are not opposed to the spirit and thought behind bill. Everybody seems to have a unanimous thinking along that line that there should be some concerted action to preserve or protect our forest wilderness areas.

What the particular people object to are the use restrictions that severely hamper and limit private activities and have severely hampered and limited occupational pursuits and business pursuits in the area.

They feel that the area is of such great size.

For instance, in the three roadless areas, the area comprised is sixteen hundred plus square miles of land. We feel, and the people in the governing bodies feel that a very suitable compromise could be worked out so that a part of the area, where designated specifically for the use of canoe travel and part of the remaining areas to be used for the resort type recreational activities.

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They also object to the use limitations in that the Administration under the Department of Agriculture and the Forest Reserve, although everybody gets along very well, and they have high regard for the forestry service, the means of access to the wilderness area and to the remote parts thereof have been so restricted.

The survey submitted by the Chamber of Commerce of Ely will indicate that 80 percent of the people that formerly came into that area for recreational purposes have now gone into Canada or other places where access is more available and easier.

It is the thought of the city of Ely and the chamber of commerce and the various people concerned that the bill should be amended in five general areas.

I do not have a prepared statement. I came on short notice. I would like simply to refer to them briefly.

The first proposed suggested amendment relates to that part of the bill which suggests the area involved. The bill in the beginning refers to—

This system shall be composed of federally owned or controlled areas.

Mr. Chairman, we are at a loss to determine just what is meant by "federally controlled lands." That applies with particular significance to this area because 50 percent of the forest area is in private or non-federally owned lands and 26 percent of these roadless areas are in non-federal ownership.

The bill provides that the Secretary of Agriculture can annex any lands or provide that any lands within the boundaries of the forest and classify them as wilderness areas and automatically the restrictive use prohibitions apply.

As an example of how that applies particularly and how it perhaps is not in there in as clear a meaning as it should be, the city of Ely of 6,000 people is within the boundaries of the forest.

Conceivably the city of Ely itself could be declared a wilderness area and subjected to the regulations of the Secretary of Agriculture. I do not imagine that would ever happen, but that would be permissible under the terms of this bill.

We suggest that in that respect the term "federally owned or controlled" be clarified. If it were clarified I am sure that these people would be in a better position to suggest amendments or to make suggestions that would be helpful to the committee.

In regard to the use limitations I have indicated the thought that the use limitations were too restrictive in that they limit the actual use to a most rigorous and hardy type of recreation. I think the representative of the Forest Service indicated this morning that less than 1 percent of the recreational users of all of the forest lands ever get an opportunity to use these roadless areas.

Dr. McCardle's report on the recreational use of the forest indicated that less than 1 percent ever get into the wilderness areas.

So we feel that this area is large enough so that it could be divided, and it could be very easily segregated.

Perhaps 50 percent in the central portion could be designated as an absolute wilderness, and the perimeter near Lake Superior could be designated for resort-type recreation.

They feel that the use regulations and restrictions have not been adopted with adequate consultation with local governmental units.

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The State of Minnesota has a land use committee, and we feel that it would be appropriate if this bill would provide that use limitations in the general area, which could include nonfederally owned lands, be adopted only upon the recommendation or with the approval of the State conservation department of the State involved or its land use committee or particularly with the county governing boards concerned.

They should be accorded, I think, the privilege of consultation and, perhaps, the right to approve increases or use regulations on their land.

We also agree, as was suggested by Senator Watkins this morning, that the provisions in this act that specifically relate to the Superior National Forest and the roadless areas place a bit too much discretionary power within the hands of the Secretary of Agriculture.

This act specifically says that no provision or any provision of this act notwithstanding, the roadless areas shall be administered according to the regulations of the Secretary of Agriculture.

We feel that that should be amended to include the Secretary of Agriculture's recommendations, as in other parts of the act, and that the act provide that this be subject to private existing rights and subject to the approval of the State or the local governing bodies concerned.

In connection with the proposals for the use of the area, we feel that, just as Canada has in the neighboring Quetico Park and the great wilderness area that they have in the Northwest, means of access should be provided that would permit people to get into the area and enjoy them.

Senator, it is truly a beautiful and wonderful area that everybody should have an opportunity to enjoy. Canada has provided in the Quetico Park, which is smaller in the general area covered by the Superior roadless area, five particular places where aircraft can land at designated points, check into the ranger station, and people can then go out into the wilderness in those points and enjoy the locality.

We feel the use restrictions could well provide ingress and egress by aircraft if it were subject to such specific control.

We feel that, just as Canada has on the north, down from the Great Canadian Pacific Railway, road access for the citizens of Canada and the tourists who come there who would like to come down into the country and visit, it would be advisable to provide in this bill that the Secretary of Agriculture shall, upon the request of either the State government or the local government, provide at least three points of access to the roadless areas by road where citizens can get a better opportunity to use and enjoy it.

The other area where we feel that this bill could be amended is in the provisions that apply to additions or modifications, and that is where my own personal interest becomes affected.

I have a small hunting camp that is located 15 miles on the west from the border of the Superior roadless area, but it is in the Superior National Forest. Right off the shore, I own an acre of a 5-acre island. The United States owns the other 4 acres of it. I feel that there should be provision in this bill—and so do the county governments and people in there—that no modification of roadless areas or increases in size should be permitted or allowed, first, without the

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approval of the State legislature or the government of the State involved or the county governments in which the land is located.

Under this bill, the Secretary of Agriculture designates a general area which will include privately and nonfederally owned lands, and then applies the restrictive-use provisions to it. We feel that the addition and modification provisions should be made subject to local control or, at least, consultation, and upon report and advice by these various local governments.

In addition, as I think Mr. Abbott from the Department of Interior referred to this morning, the provisions for notice to the property owners and the local governing bodies concerned, we feel, are quite inadequate in this bill. The bill provides that there shall be public notice and a public hearing, if one is deemed necessary.

At one of the previous hearings, I think it was at St. Paul, it was suggested that the public notice would be a publication in the Federal Register.

Senator, there isn't a single solitary person in any of the three counties in northeastern Minnesota who ever gets the Federal Register or gets an opportunity to look at it or read it or even know that it exists.

We suggest that the provisions for notice should be by publication in the local county where the land is located, and, in the case of private persons or nonfederally owned lands, that the owners thereof should be served with a notice in the same manner as a summons in a civil action. That would give them adequate notice.

We also think that the provisions for a hearing should be more complete. The bill provides that a hearing may be had, if it is deemed necessary. It does not say who will be the person deeming it necessary. But we feel that it would be appropriate to include in the bill that a hearing should be a matter of right, just as in condemnation or eminent domain proceedings.

The last and most significant amendment we propose relates to the provision in the bill for the taking of private property. We suggest that the provisions of the bill which are special provisions relating to the Superior National Forest include in those portions of it which say that the bill shall be subject to the previous wilderness acts, should include the amendment or the provision that was introduced by our Congressman from the Eighth District, what is designated as the Blatnik proviso.

The reason we feel that should be in this bill specifically by reference is that the effect of the bill eliminating that provision and including all the others repeals the Blatnik proviso by implication.

The gentleman from the Forest Service indicated this morning that over 100,000 acres had to be established by act of the Secretary of Agriculture. Senator Anderson, who was then Secretary of Agriculture, in 1948 promulgated the first order which established the Superior roadless areas.

In that plan, Senator Anderson, then Secretary of Agriculture, promulgated the order and recognized the existence of the private rights, just as did the proclamation of Theodore Roosevelt, included the Forest Service in the first instance.

This Blatnik proviso carries that further on in the wilderness plans. It provides that no private lands upon which there were buildings suitable for human habitation on June 1, 1958, shall be condemned.

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That indicates clearly, as to the reports of the Department of Agriculture, that at the time that the Superior wilderness areas were formerly established there were a great many parcels of lands, homes, resorts, and private ownership that were affected. That proviso protected those particular improved lands on June 1, 1958, from condemnation.

We and the county boards and city boards and all the people feel that that provision should be included in this act. We respectfully request that it be.

The last remark I have to make, Senator, relates to the provision of the bill which provides for a wilderness council. We take the same position on that, Mr. Chairman, as does the Department of Agriculture. We feel that the creation of such a wilderness council would impose upon the area an additional body that would be making recommendations and submitting plans for the activities and the regulations of the area from which these people derived their livelihood.

They speak and request this from their experience. They know that the President some time ago established a Quetico-Superior Council. That Council was to make certain recommendations. Perhaps they assumed that the Council would do things that it wasn't authorized to do. But at no time during the existence of that Council has any consultation ever been had with any of the county governments, with any of the local city governments involved.

Regulations and decrees and restrictive provision have been promulgated which have been accomplished without any knowledge or information of the people concerned.

We feel that the provisions of the bill that provide for a wilderness council is not appropriate; but if it were to be included, we would suggest that any recommendations of the wilderness council be made only after consultation with the local governments involved, say, the government of the concerned, and that he have authority to submit a minority report or some other report.

That concludes what I have to offer for these citizens, Senator. They did ask me to specifically state that they first got notice of the existence of the revised bill within the last 7 days, and they did not have an opportunity to adequately prepare themselves to come here and present their issues to this committee and to present their positions.

They would like, if they may, to suggest, as had the Senators earlier this morning, that the committee seriously consider holding some hearings in the field. They would invite you to come to the city of Ely and the city of Grand Marais and inspect the area.

I am sure the committee would enjoy an examination of the area, and it would give these people a better opportunity to express themselves on the particular issues of this bill. If that cannot be done, I am authorized to request on behalf of the three counties and on behalf of the cities involved that they be accorded a certain period of time in which they may submit a prepared written statement which would set forth their arguments in detail.

If the committee would consider that, they would be very appreciative.

The CHAIRMAN. Except insofar as these proposed amendments that you have mentioned affect the bill, you are supporting the program envisaged by the bill?

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Mr. ESSLING. Yes, Senator. I can say that the people are in general agreement with Senator Humphrey, from our State, who supports the bill. We all appreciate his fine spirit in acting as one of the cosponsors of this bill.

However, we feel that the bill could be amended so that it would be more agreeable and more satisfying to the local areas.

The people feel that they have their occupational pursuits intimately engaged here, and they should be given some further consideration.

They would like also to be able to submit some specific proposed amendments that may be made.

The CHAIRMAN. You may do that. You may present any additional views on the bill that you may think of in the meantime. We will be very glad to have them.

We want to thank you for your statement. I think you have given very careful consideration to the bill. No doubt, some of these amendments that you have mentioned are proper and should be made.

Mr. ESSLING. I certainly thank you for the opportunity of being here.

The CHAIRMAN. Do you want to ask any questions, Senator?

Senator NEUBERGER. Mr. Essling, did you not submit a lot of suggestions for amendments in the earlier bill, S. 1176?

Mr. ESSLING. Yes, Senator; I did submit some particular proposals. One foremost related to what we call the Blatnik proviso that I have mentioned here.

Senator NEUBERGER. Did you not submit quite a few others that have been met in the revised version?

Mr. ESSLING. Yes, Senator. I am happy to say that the communities are very pleased to note that in the revised bill the provisions that they objected to as to mining, lumbering, and prospecting have been met, as well as the use of outboard motors. They are very pleased about that.

Senator NEUBERGER. You mentioned the Quetico-Superior Advisory Committee. That is not comparable to the Council provided for in this bill.

Mr. ESSLING. Senator, I think it is a fairly parallel organization. It was, as I understand it, created to advise the President on matters concerning the relations of the United States and Canada as to this particular area.

Senator NEUBERGER. Purely advisory, is it not?

Mr. ESSLING. Yes.

Senator NEUBERGER. I have been listening to some of the suggestions you have been making. It seems to me that the sponsors of this bill have really tried to meet a great many of the earlier objections in the revised version that is before us now. There may have been some that have not been answered, but I think a great many of them have been.

Mr. ESSLING. Yes, I agree with you, Senator. Those relating to mining, lumbering, and prospecting, and the use of outboard motors. I am authorized by the governing bodies of these communities and counties to say that they are very pleased that those measures have been met.

Senator NEUBERGER. You come from Senator Humphrey's State. Do you not think Senator Humphrey has done a good job in trying

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to answer some of the earlier objections to certain of the provisions in his earlier bill?

Mr. ESSLING. Yes. We think that Senator Humphrey has done an excellent job.

I might say, Senator Neuberger, that I am a very ardent supporter of Senator Humphrey, but it just so happens on the particular mechanics I take the privilege of differing with him as do the people in my community.

Senator NEUBERGER. I just wanted the record to show that he had made a very conscientious effort to meet many of the earlier objections. I thought the record should show that in fairness to Senator Humphrey, Mr. Essling.

Mr. ESSLING. I am very happy that you gave me an opportunity to agree with you on that.

Senator NEUBERGER. Thank you very much.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Mr. Essling.

The CHAIRMAN. Mr. Harry Mosebrook will be the next witness.

STATEMENT OF HARRY S. MOSEBROOK, FORESTER FOR THE AMERICAN PULPWOOD ASSOCIATION

Mr. MOSEBROOK. Before I proceed, I would like to state for the record that I received a communication today from a Rev. Riley Johnson who is president of the National Forest and Multiple Use Association located at 3622 East 100th Street in Seattle, Wash.

Reverend Johnson asked me to insert into the record the wishes of this organization which he tells me is made up of Grange members, representatives of the PTA's, representatives of the labor groups, all of the north central Washington chambers of commerce, and many private citizens. It is the wish of this organization to have hearings conducted in that part of the country so that they could have the opportunity of expressing to the committee their thoughts concerning the proposed wilderness legislation.

Reverend Johnson submitted the fact that due to the time in which the hearings were called and the distance involved, it was not possible for a representative of that organization to come to Washington.

Mr. STONG. Let me ask what is Reverend Johnson's organization.

Mr. MOSEBROOK. He is president of the National Forest Multiple Use Association. He tells me that they have submitted a statement.

Mr. STONG. Reverend Johnson's statement, together with a letter and a telegram, has been received and will be printed in the record.

Senator NEUBERGER. The Reverend wants multiple representation as well as multiple use, I see.

Mr. STONG. Obviously.

Mr. MOSEBROOK. I am Harry S. Mosebrook, forester for the American pulpwood, pulp, paper, and paperboard industries as a whole. This association is composed of pulpwood producers, dealers, and consumers and others directly or indirectly concerned with the growing and harvesting of pulpwood—the principal raw material used in the manufacture of paper and paper products. The headquarters of the association is 220 East 42d Street, New York, N. Y.

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The pulpwood industry testified in opposition to S. 1176 a year ago, on the grounds that it would adversely affect the pulpwood industry for these reasons:

(1) A national wilderness preservation system would unnecessarily freeze large areas of land and resources for a single-purpose use for a small number of people, thereby eliminating the multiple-use management of the lands in the wilderness system.

(2) It would take the administrative jurisdiction over wilderness areas away from the executive branch of the Government.

(3) Passage of wilderness legislation is premature since an overall inventory of outdoor recreation needs and resources has never been made.

We recognize the improvements that have been made in drafting S. 4028, as compared with S. 1176. These improvements are a credit to the proponents of this legislation and to the members of the Senate Interior and Insular Affairs Committee who have sought to find language to overcome objections such as those voiced by the pulpwood industry.

At the same time, the improvements made in S. 4028 have not removed the basic objections this industry has to the establishment of a national wilderness preservation system.

I should like to reenumerate the reasons why the pulpwood industry is opposed to S. 4028.

LEGISLATION TO ESTABLISH A NATIONAL WILDERNESS PRESERVATION SYSTEM IS UNNECESSARY

The proposal to establish a national wilderness preservation system is not only unnecessary, but implies a criticism of the administration of wilderness areas by the respective agencies in the Agricultural and Interior Departments.

We believe there is nothing fundamentally wrong with the present methods of administration of wilderness areas by these agencies. No legal questions have been raised, to the best of our knowledge, regarding the use of Federal lands for wilderness which necessitates legislation to establish a wilderness system.

No western regional hearings have ever been held. The great bulk of the 50–55 million acres which would be blanketed into a national wilderness preservation system lie in the Western States and Alaska, areas economically dependent upon the maximum use of all resources.

Further industrial development of these regions could be seriously retarded, and it is only fair that citizens of western communities which depend upon the full utilization of natural resources from Federal lands for their economic base should have opportunity to examine this proposal in detail and speak their views.

It is true that these are the second hearings that have been held in Washington, D. C., by the Senate Committee on Interior and Insular Affairs but I submit that a preponderance of testimony was presented by witnesses residing in the East who are not engaged in deriving their livelihood from the economic utilization of natural resources.

It is my honest opinion that a majority of all citizens will continue to support a national wilderness policy which will protect and maintain areas predominantly valuable for that purpose, but which will

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at the same time have due regard for the use of other resources, such as timber, minerals, water, and opportunities for mass recreation which will be needed by our growing population.

To protect their economic sources of livelihood, however, it is only right that decisions as to the predominant use of each area should only be made after an impartial consideration of all the resources present, all uses and all users.

In many cases westerners have pointed out to me that it is inconsistent to set up a national wilderness preservation system on the basis of boundary lines which were drawn up years ago, and many of them wholly inconsistent with the present-day needs for other resources.

These opinions should be obtained from the people who will be directly affected if this legislation were to be passed.

A NATIONAL INVENTORY OF RECREATION RESOURCES AND NEEDS WILL BE COMPLETED IN 1961

Appointments are now being made by the Congress and the President to the National Outdoor Recreation Resources Review Commission which has been established by this Congress. This Commission is assigned the task of determining the "amount, kind, quality, and location of such outdoor recreation resources and opportunities as will be required by the year 1976 and the year 2000," and "to recommend what policies and what programs be initiated, at each level of government and by private organizations and other citizen groups and interests, to meet future requirements." This Commission is required to report its findings to the Congress and the President by September 1, 1961.

It is not logical that Congress should pass legislation now which would establish a 50–55-million-acre wilderness system without the benefit of a careful study and evaluation which will be available to them in 1961.

There is nothing urgent about the situation now. Present wilderness areas are adequately safeguarded by the Federal agencies responsible under regulations formulated by the Secretaries of Agriculture and Interior and under various acts of Congress which provide a continuity of management and purpose wholly commendable.

These agencies are now conducting their own studies such as Mission 66 by the National Park Service, and Operation Outdoors by the Forest Service, which are intended to further improve their management and administration of lands under their jurisdiction for wilderness and recreational use.

We are confident they will continue to safeguard these values, as proved by their past record in administering these areas. This record will also show that there has been a substantial net increase in acreages devoted to wilderness use on Federal lands.

A NATIONAL WILDERNESS PRESERVATION SYSTEM WILL ESTABLISH A PRECEDENT FOR OTHER SYSTEMS REPRESENTING OTHER USERS

If a national wilderness preservation system is established for the benefit of wilderness users, it is just as equitable for the timber users to ask for a Federal Timber Users Council to insure that they get enough timber from Federal forests. The same could be true of a

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Grazing Council, or a Water Users Council, or any one of a number of other systems representing special uses.

The pulpwood, pulp and paper, and paperboard industries, depend upon wood as their chief raw material. The consumption of pulpwood in this country has increased 267 percent since the close of World War I and, according to a report from the Department of Commerce to the House Committee on Interstate and Foreign Commerce, will gain another 47 percent from 1956 to 1965 alone.

We are presently getting only about 9 percent of our pulpwood supplies from Government forest lands nationally, but in the West, 16 percent.

A greater proportion of our increased demands for pulpwood in the future will come from Federal forests.

The recent report, Timber Resources for America's Future, shows that the pulp manufacturing industry has a high record of cutting on its own lands, with 84 percent in the upper productivity class.

With this record of good management on our own lands, would this industry not be justified in asking for legislation establishing a Federal timber users council to assure the increasing supplies of pulpwood from Federal forests needed to meet increasing future demands?

The end result of such a multitude of councils would be to create a series of lobbies which would greatly impair administration of public lands.

Multiple-use management of these lands is the only type of management which can give equal consideration to all uses in determining which use should be dominant on a given area. Federal land managers with a personal familiarity and knowledge of the resources of their areas are in the best position to judge which lands should be managed for some exclusive use such as wilderness.

A NATIONAL WILDERNESS PRESERVATION COUNCIL WOULD ONLY DUPLICATE ADMINISTRATIVE FUNCTIONS ALREADY PERFORMED BY FEDERAL AGENCIES

The duties assigned to the National Wilderness Preservation Council in S. 4028 will only duplicate activities already performed by the Federal agencies administering wilderness areas.

In addition, the Council is assigned responsibility for disseminating information and maps regarding State and other non-Federal areas, which is not the function of a Federal body at all, and tends to usurp the powers of the States.

We recognize that the representation on the Council has been readjusted and its responsibilities realined so that it no longer has any direct administrative powers over wilderness areas, but we fail to see why it is necessary at all. In our opinion every function assigned to it is already satisfactorily carried out by the responsible agencies. Economy and efficiency in the operation of the Federal Government alone dictate that no unnecessary councils be created.

CONCLUSION

The pulpwood, pulp and paper, and paperboard industry is opposed to S. 4028, to establish a national wilderness preservation system which will benefit only a small percentage of outdoor recreation

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seeking citizens, while at the same time its practical effect will be to hamper the full economic development of many badly needed resources.

Although this industry is opposed to the establishment of a national wilderness preservation system, we want to reiterate our long-standing support of a national policy of protecting and preserving wilderness areas where such use constitutes the dominant value.

The forest products industry as a whole is contributing to the preservation of wilderness areas by providing industry lands for recreational use, including hunting and fishing, for mass recreational users who will not and cannot use wilderness areas.

In our opinion these mass recreational users present a greater threat to wilderness areas than any other use of the public lands.

It is our sincere belief that consideration of wilderness legislation should wait for the report of the National Outdoor Recreation Resources Review Commission, and should then be considered only after hearings have been held in every Western State and Alaska where local communities are dependent upon the use and management of Federal lands for their continuing economy.

Senator NEUBERGER. Thank you very much, Mr. Mosebrook.

I want to ask you a few things about your statement. You mentioned the need for more pulpwood on Federal lands. I want you to know and I think you realize that I have long advocated that we secure more pulpwood on Federal lands; however, I think it is quite true, is it not, that on Federal lands which are presently available for pulpwood cutting, that the pulpwood industry is making far from the maximum use of the wood thus made available. Is that not true?

Mr. MOSEBROOK. I do not believe that is exactly true to say we are making far from maximum use. There are certain economic factors and certain factors of utilization which do not make it possible to utilize completely all the wood that is being cut. We think we are making great strides in that direction by utilization of waste materials, for example.

Senator NEUBERGER. In a recent year the allowable cut on the Superior National Forest of Minnesota was 182 million board feet. Only 80 million feet were cut, far less than half the allowable cut.

In numerous other forests the cuttings are below the allowable cut. Is that not correct?

Mr. MOSEBROOK. Mr. Chairman, that is correct. We recognize that there are certain factors which enter into this matter among which, of course, are access road and such factors as the ability of the Federal agencies to provide personnel to manage timber sales and so on.

Those are factors which enter into this situation in connection with utilizing the full allowable cut on all the national forests.

Senator NEUBERGER. I do not know quite how the wilderness bill relates to the need for more pulpwood. You yourself have said "for other reasons wholly extraneous to the wilderness." But the full allowable cut is not being used where today there are logging and lumbering. You and I both know that. You from your experience and I from where I live in Oregon.

Is it contemplated that you would want to cut pulpwood in wilderness areas? You certainly do not contemplate that, do you?

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Mr. MOSEBROOK. Of course not in areas where the predominant value is wilderness value. We do not of course contemplate that we would ever want to cut timbers in those areas.

Where the wilderness value has been carefully determined and has been considered to be the dominant use for that area we have no designs upon those areas whatsoever.

We are anticipating and perhaps we are looking ahead a few years, and I think we have to, because the demand for paper and paper products is making us realize that our consumption of these products is increasing faster than we ever thought would happen in this country.

Senator NEUBERGER. I agree with you on that. Do you not think people are multiplying rather fast, too, and the need for places where people can go outdoors and perhaps get away from all the tensions and troubles and commercialism of our society might be necessary also?

Mr. MOSEBROOK. Yes, Mr. Chairman. We recognize that. I think that is pointed out by my statement which shows that a large percent of our industries now are open for some form of recreational use.

Almost all of it is open for hunting and fishing, for example. We feel that we are contributing to the people who need that type of recreation by making these facilities available to them.

Senator NEUBERGER. I have one other point. You made the point that the provision on page 16 of the bill which would allow the Council to distribute maps of the States in non-Federal areas would be an encroachment on States rights. You really do not believe that, do you?

Mr. MOSEBROOK. I think that is a function which the States should and can perform for themselves. I do not think it need to be assigned to a Federal group such as this Council. I think the States can adequately do that for themselves. It is not actually usurping. I do not think it is an enfringement on the States rights, but at the same time I think the States are perfectly capable of performing that service for their own citizens.

Senator NEUBERGER. Undoubtedly the States are capable of enumerating their citizens, but you do not think the Federal Bureau of the Census is encroaching on States rights I am sure.

Mr. MOSEBROOK. No. We all recognize that there are certain governmental functions that have to be performed by the Federal Government in the efficiency of the whole economy and the whole country. I do not think that this is one of those.

Senator NEUBERGER. We must have 20 or 30 Federal agencies distribute maps of the State; the Geological Survey, the Army engineers. I would not want the record to show that they were encroaching on States rights.

Mr. MOSEBROOK. No, sir; I do not believe that.

Senator NEUBERGER. I got some very good maps from the Bureau of Public Roads from my State, and I do not want to think that the Department of Commerce was encroaching on the State of Oregon sending me those maps.

Mr. MOSEBROOK. No, sir. I think this is one of the cases. Most State maps which I have seen which note recreational areas, I think, have been doing an adequate job.

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Senator NEUBERGER. These maps that I got from the Bureau of Public Roads are much better than I ever got from the State of Oregon. If that is an encroachment on my State, so be it for saying that. The only reason I ask that is this: I think there have been some valid objections to this bill. The sponsors and cosponsors tried to meet some of them in the present version. I think there are some frivolous and captious objections. I think this matter of States rights is one of them.

All you have to do is read this book to know that the question of States rights was evoked very violently when the national forests, then known as the forest reserves, were first proposed by Governor Pinchot. I just want to read one paragraph to you from Governor Pinchot's autobiography. Governor Pinchot is the father of our forest-reserve system, which you and your associates now come here and defend and praise and uphold.

We all know that anybody who would deplore or criticize the national-forest system would come in for some very savage attacks themselves.

This is what Governor Pinchot wrote in his autobiography. He is referring to the bill that set up the forest reserves.

> This nefarious States rights provision would have put pretty much the whole forest-reserve question at the mercy of the governors of the public-land States, most of whom were emphatically hostile to the reserves.

End of quote from Governor Pinchot.

So, 50 years ago, when the national forests were established, this cry of States rights was used against creating the forest reserves themselves.

I just want to note that this is at page 197 of Breaking the New Ground, autobiography of Gifford Pinchot, the founder of the national-forest system.

Do you have any questions, Mr. Wood?

Mr. WOOD. No.

Senator NEUBERGER. Mr. Stong.

Mr. STONG. No.

Senator NEUBERGER. Thank you very much for coming here. We appreciate it, because we know how important the pulp and paper industry is to the whole economy of our country and particularly to the economy of the lumber-producing areas.

We are very pleased with the improved utilization which your industry has made in recent years of the total forest product.

I talked to my friends in the industry about it, and I think they deserve a great deal of approval for what they have done.

The next witness is James B. Craig, of the American Forestry Association and editor of the American Forests.

I want to note here that we are very pleased to have you, because American Forests is an excellent magazine and very capably edited. I, myself, get a great deal of useful information from it.

Mr. CRAIG. I am here today, Mr. Chairman, representing our chief forester, Kenneth B. Pomeroy, who had to be out of town.

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STATEMENT OF JAMES B. CRAIG, EDITOR, AMERICAN FORESTS, FOR AMERICAN FORESTRY ASSOCIATION

Mr. CRAIG. The American Forestry Association has indicated its deep interest in and appreciation of wilderness values on many occasions.

Furthermore, the association has urged that public use of the national forests for purposes of recreation, including wilderness enjoyment, be recognized in appropriate legislation as a beneficial and proper use of such lands.

This concept continues to be a basic element of association policy. At the same time, the association finds it impossible to condone the efforts of special-interest groups to restrict the administrative authority of the Secretary of Agriculture and to create a public spokesman in the form of a wilderness council to further their own selfish objectives.

The American Forestry Association is opposed to S. 4028 and related proposals to create a national wilderness preservation system because:

1. Basically, these proposals are an attack upon the authority vested in the Secretary of Agriculture in the act of June 4, 1897 (30 Stat. 35), as amended by the act of February 1, 1905 (33 Stat. 628; 16 U. S. C. 551):

> The Secretary of Agriculture shall make provisions for the protection against destruction by fire and depredations upon the public forest and national forests which may have been set aside or which may be hereafter set aside under the provisions of section 471 of this title, and which may be continued; and he may make such rules and regulations and establish such service as will insure the objects of such national forests thereon from destruction * * *

S. 4028 would require that changes in the boundary of any wilderness would be made—

> only if * * * there has not been passed by Congress a concurrent resolution opposing such proposed addition, modification, or elimination—

thus taking away the authority previously granted to the Secretary of Agriculture.

The implication in S. 4028 is that the Secretary of Agriculture and the Forest Service have not discharged their duties satisfactorily. This implication has not been supported by proof of any kind. Actually, the Forest Service has administered its wild, primitive, and wilderness areas in excellent fashion.

Not only did the Forest Service conceive and initiate the idea of wilderness areas, but, through the years, it also has added substantially to the gross acreage in this type of recreational use.

2. Proposals for a national wilderness preservation system dedicate substantial portions of the public lands to a single-purpose use by a special interest. This is contrary to the basic policy contained in Secretary of Agriculture James Wilson's letter of February 1, 1905, to the Chief Forester, if I may quote here:

> In the administration of the forest reserves it must be clearly borne in mind that all land is to be devoted to its most productive use for the permanent good of the whole people and not for the temporary benefit of individuals or companies.

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3. This legislation is unnecessary. Not only is the Forest Service administering its wilderness areas in excellent fashion, but the President already has authority under the act of June 4, 1897, to modify proclamations:

> * * * to remove any doubt which may exist pertaining to the authority of the President thereunto—in regard to national forests—the President of the United States is hereby authorized and empowered to revoke, modify, or suspend any and all such Executive orders and proclamations, or any part thereof, from time to time as he shall deem best for the public interests. * * *

4. It is premature and unrealistic to push blindly for special consideration of any type of recreational use of forest land prior to completion of the factfinding survey just provided for through enactment of Public Law 85-470 for creation of a National Recreation Resource Review Commission.

This has the support of the American Forestry Association.

5. The proviso in section 2 (d) of S. 4028 for inclusion of—

> such areas of tribal land on Indian reservations as the Secretary of the Interior may designate as appropriate for inclusion after consultation with the several tribes——

is a violation of the basic rights of private landowners.

6. The American Forestry Association is opposed, firmly and determinedly, to creation of a Wilderness Council "to gather and disseminate information" at the taxpayers' expense.

Mr. Chairman, I might add one more thing. We were impressed this morning by some of the suggestions for further hearings on this subject, particularly in the Western States. If I might say so, we were very impressed by the series of hearings that you conducted yourself in reference to the Klamath Indian situation which we think did a great deal to solidify public opinion on that very controversial problem.

Thank you very much.

Senator NEUBERGER. Thank you, Mr. Craig. I want you to know that you and I agree thoroughly about the importance and value of hearings in the field, particularly on a question which is important to the people living in a certain region or locality.

I appreciate your comments with respect to the hearings I held on the Klamath issue in which your own magazine and your own organization have been so very helpful.

I want to ask just one question. Did you hear some of the suggestions made for amendment in the bill by the two departments, particularly by Mr. Crafts of the United States Forest Service?

Mr. CRAIG. I did.

Senator NEUBERGER. Do you think it might be possible that we could reach some amendment such as those proposed by the Forest Service which would make S. 4028 satisfactory to the American Forestry Association?

Mr. CRAIG. That is a good question, Senator Neuberger, and one we have discussed. Yes, sir, I think it is possible. I think that the basic objection of the association is to the Wilderness Council as such. I think they think that it is a very dangerous proposition from the standpoint of setting a precedent.

As you know, our association goes back to 1875. Over a period of time it has very determinedly fought a single-use proposal, some-

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times quite fiercely and sometimes not so fiercely, but we are pretty much against that sort of thing.

How, in good conscience, we ask ourselves, can we support a single-use proposal of this sort and then come forward again sometime in the immediate future if some other single-use proposal comes along.

I think that is one of the basic questions involved.

But as far as the recognition of wilderness, we believe in wilderness 100 percent. I think our programs should lead most people to believe that we are very sincere in that.

However, we do feel that there should be very careful consideration given to some of these proposals, while at the same time I think that wilderness should be recognized by the Congress.

Senator NEUBERGER. I appreciate your comments, Mr. Craig, and I will be very indebted if you and your associates study the proposals made by the two departments for amendment in S. 4028.

Mr. CRAIG. Yes, sir.

Senator NEUBERGER. Thank you so much for coming today.

I promised that our next witness will be Miss Sally Butler, legislation consultant for the General Federation of Women's Clubs. We have kept you waiting a long time.

Miss BUTLER. That is all right. We are very interested and my statement is very brief.

STATEMENT OF MISS SALLY BUTLER, LEGISLATION CONSULTANT, GENERAL FEDERATION OF WOMEN'S CLUBS

Miss BUTLER. I am Sally Butler, legislation consultant for the General Federation of Women's Clubs.

The support of the general federation for the conservation of the natural resources of the United States is well known. Our organization has consistently supported every measure which we felt was for the benefit of our people as a whole. This of course has included national parks, wildlife, water supply, soil conservation, national forests, and public grazing lands.

We opposed the proposed bill S. 1176 on the grounds that setting up a national wilderness council was unnecessary, if and when proper legislation was passed which would require the existing governmental agencies to carry out the duties suggested for such a council.

We did so because we have confidence in the governmental agencies that have for years done an outstanding job in the field of conservation. We believe these agencies could do all the things suggested in the proposed new bill, S. 4028, if required to do so—with less expense to the taxpayer.

We have no objection to an advisory council. But it has seemed to be the trend to set up more and more Government bureaus, departments, divisions, etc., all of which cost the taxpayers more money. We realize the proposed S. 4028 requests a very minor sum as Government expenditures go, but to the individual any additional taxes are important. These little sums soon grow into sizable amounts which increase the tax burden.

The General Federation of Women's Clubs would prefer to see the purposes of the bill, S. 4028, carried out in an efficient way by the present governmental agencies.

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However, we shall not oppose S. 4028. The General Federation does urge Congress to be certain that if S. 4028 becomes a law, the people get value received for the additional cost and are not denied or deprived of their inherent rights to use and enjoy the wilderness areas.

The General Federation of Women's Clubs withdraws its opposition as designated in our statement of June 20, 1957, but in so doing we urge you to give our objections to setting up a national wilderness council serious consideration. We do not want to do anything which might jeopardize the wilderness areas which are the heritage, not only of the people today, but of generations to come.

We did oppose the original bill and we have changed our minds since many of the things have been remedied. We think that Mr. Humphrey and his associates who worked on the bill have done a magnificent job.

Of course, the General Federation does have resolutions on many things on which we worked. The question on which they were concerned mostly at this point is the question of setting up a council because it is an additional expense.

We have a new president as of June and she talked to me about this last night, since the statement was written. It just seems the taxpayer gets one thing after another.

While this is very little and there is not much required for this, each little bit added together makes more for the folks back home. That is whom we deal with, the housewife, who has to make that dollar stretch.

So we have that consideration. But, frankly, the General Federation is interested in wilderness, is interested in conservation is interested in the things that the bill sets up.

So we have decided to go along with the bill and do what we can to get it enacted with the hopes that maybe something can be considered on the things that we wish could be remedied.

Senaor NEUBERGER. Miss Butler, thank you very much.

I would like to ask if you are speaking for my friend, Mrs. Leona Weatherford?

Miss BUTLER. She belongs to the organization, of course, and is thoroughly interested in wilderness.

Senator NEUBERGER. I know that.

Miss BUTLER. She wants it regardless. She has helped us to accept certain other things. Yes, Leona Weatherford is one of the ardent workers in our federation for the conservation program.

Senator NEUBERGER. That is right. I know she will be pleased to learn that you and I mentioned her today.

We thank you very much for submitting this statement. I hope you will thank Miss Gifford, your new president, for making it possible for you to come here.

Miss BUTLER. You are very kind.

Senator NEUBERGER. Thank you, Miss Butler.

Our next witness is Mr. A. Z. Nelson of the National Lumber Manufacturers Association.

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STATEMENT OF A. Z. NELSON, DIRECTOR, FORESTRY, ECONOMICS AND STATISTICS DIVISION, NATIONAL LUMBER MANUFACTURERS ASSOCIATION

Mr. NELSON. Mr. Chairman and gentlemen of the committee, my name is A. Z. Nelson and I am here representing the National Lumber Manufacturers Association which maintains its headquarters in Washington, D. C. The NLMA is a federation of 16 regional associations whose members are engaged in lumber manufacturing, many of whom own and manage timberlands.

In June 1957, we presented a statement to this committee at the time of hearings on S. 1176, a bill similar to S. 4028. Much of what we then said concerning S. 1176 is equally applicable to the bill now under consideration. Since we do not now wish to repeat the details of that statement, it is suggested that if the committee feels it might be helpful, it be included in the hearing record.

The interest of the National Lumber Manufacturers Association in the legislation being considered stems from the fact the lumber industry is the principal revenue-producing customer of the national forests and of much of the timberland administered by the Department of the Interior. Any legislation that would directly or indirectly affect our legitimate use of Government timber resources is naturally of concern to us. We believe that S. 4028, if enacted, would affect such use in the future.

We would like to make clear at the outset that the NLMA fully recognizes that there are many important uses and services of Federal timberlands in addition to timber production.

We have encouraged and supported as a matter of policy these other uses, recognizing that these lands are the property of all the people and the monopoly of none. The association has a long history of support for and participation in the forest conservation movement in the United States. It has been in the forefront in the establishment and promotion of the tree farm and keep green programs.

Recently the forest industries made a survey of the recreational use of industry lands. The survey covered 74 percent of the commercial timberlands owned by industry. The survey found that 92 percent of the lands covered in the survey are open to hunters in season and 96 percent are open to fishing.

The committee may be interested in having a brief release I have with me covering this survey included in the record.

We have stated to this committee that—

> certain carefully delimited areas of outstanding wilderness attraction within the public lands owned by the United States should receive primary use management for wilderness purposes.

At the same time we expressed the view that the establishment and tenure of such areas should continue to be discretionary, flexible, and dependent upon circumstances and conditions prevailing in each locality and should continue under existing statutory and administrative authority.

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We further recognize that S. 4028 contains a number of provisions which are improvements over similar provisions of earlier bills. Nevertheless, the bill does not meet the basic objections which we have previously expressed.

We believe that enactment of S. 4028 at this time would be premature.

The Forest Service is currently studying its wilderness areas and under its program Operation Outdoors is giving further attention to the recreational potentials of the national forests.

The National Park Service under its program termed "Mission 66" likewise is giving much study to recreational and wilderness attributes of the national parks.

Of overriding significance is the law recently enacted by Congress establishing a National Outdoor Recreation Resources Review Commission. Among other things this Commission is specifically charged with determining the amount, kind, quality, and location of outdoor recreation that will be required in the future and with recommending policies to meet such requirements.

It seems clear from the enactment of this legislation that Congress wishes to obtain guidance relative to the recreational needs—including wilderness—of the nation and to obtain recommendations to meet such needs.

The views expressed at this hearing today and at earlier hearings on Wilderness legislation should be very helpful to this Commission in formulating wilderness policy.

It is difficult to see, however, that the presentation to the Commission of a law on wilderness will serve the directive given the Commission by Congress of studying the amount, kind, quality, and location of recreation, including wilderness recreation.

Existing laws and regulations have served adequately in the past as authority to establish, modify, and manage the Federal wilderness areas. No one, apparently, has questioned the legality of past action nor is this now given as a reason for enacting S. 4028.

Furthermore, so far as we are aware, no one is attempting to deprive the public of the existing wilderness area system, and authority exists for extensions to the extent they are shown to be necessary or desirable.

In view of these facts, why not postpone action of S. 4028 until after the Recreation Resources Review Commission has reported its findings to Congress?

In our statement to this committee on similar legislation last year, we said that if it appears reasonable to the Congress to establish a national wilderness preservation system then it would appear reasonable that the Congress also establish similar national systems for timber, grazing, minerals, campgrounds, and other uses.

The undesirability of thus segregating areas and imposing dominant uses by law is so obvious as to hardly warrant comment.

Nevertheless, if boundaries are to be drawn by Congress around areas of the Federal lands for special purposes beyond those now delimited, the time may come when those who have not been accorded such special treatment will demand it.

This committee is fully aware of the fact that the existing wilderness areas are located for the most part in the West. States and coun-

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ties and local people there are much interested in such areas. Their viewpoints on S. 4028 should be given adequate consideration. This can best be done by this committee holding hearings in the West and we urge that you do so.

I hope I have made clear that we have much sympathy with the wilderness concept as presently administered by the Federal agencies. I hope the committee will now better understand our feeling that the proposed legislation before the committee is not essential to the perpetuation of this concept nor to the well-being of the existing wilderness system.

In view of the foregoing, we recommend that the pending bill not be reported favorably to the Senate.

(The statement and news release referred to by Mr. Nelson are as follows:)

STATEMENT OF A. Z. NELSON, OF THE NATIONAL LUMBER MANUFACTURERS ASSOCIATION

We have given careful attention to the provisions of this legislation. The lumber industry recognizes the importance of recreation in our Federal forests and has recommended that adequate funds be made available by direct appropriations for the reasonable development of this type of use. We believe that when the establishment of areas or the delineation of area boundaries for an exclusive use, such as recreation on Federal forest land, is under consideration, full weight should be given to the principle that all such land should be devoted to its most productive use for the permanent good of the whole people.

The legislation under consideration is justified by its proponents on the grounds that it would "* * * secure for the American people of present and future generations the benefits of an enduring resource of wilderness * * *." We can agree that certain carefully delimited areas of outstanding wilderness attraction within the public lands owned by the United States should receive primary use management for wilderness purposes. The establishment and tenure of such limited areas, however, under responsibility already accorded the executive department of the Government should continue to be discretionary, flexible, and dependent upon circumstances and conditions prevailing in each locality. We believe that action by the executive department of the Government under existing authority and policies will substantially secure the objectives of the legislation under consideration.

The legislation states that "* * * an increasing population, accompanied by expanding settlement and growing mechanization, is destined to occupy and modify all areas within the United States, its Territories, and possessions except those that are set apart for preservation and protection in their natural condition." To some extent this statement is true, if related to centuries insead of decades. But to those who have traveled the vast reaches of the national forests, the national parks, the Indian reservations, the Taylor grazing districts, and other Federal areas, where in the hinterlands it is an adventure to see a human being, this statement is, at the least, debatable. Similarly, those who have traveled in the vast undeveloped and relatively unexplored parts of Alaska, Canada, and Mexico wonder if we will not always have wilderness opportunities in large sections of North America.

If the legislation is enacted, it is claimed that an adequate system of areas of wilderness to serve the recreational, scenic, scientific, educational, and conservation needs of the people would be secured. It is unlikely that all of these purposes would be served by the proposed wilderness system except to a very limited extent and for only a very small proportion of the American people. Actually, all of these purposes, if defined according to Webster, would be far better served by the lands in the national forests, the national parks, and similar Federal areas outside of designated wilderness areas.

The legislation if enacted would, it is said, "provide for the protection of these areas in perpetuity and for the gathering and dissemination of information regarding their use and enjoyment as wilderness." The legislation, however, is so restrictive relative to the access and use of wilderness areas that fire, insects, and disease would radically change the physical character of the areas

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from their present state, if not in time totally destroy present wilderness attributes of many existing areas. Protection in this sense, therefore, could not be adequately provided under such a wilderne. system. However, protection from all commercial use and protection from enjoyment by a substantial number of people would be afforded by the legislation. Moreover, there appears to be much information currently available on wilderness areas which has been published in the absence of such legislative mandate.

The legislation defines a wilderness "* * * as an area where the earth and its community of life are untrammeled by man, where man himself is a member of the natural community who visits and does not remain and whose travels leave only trails." It is difficult to understand how a wilderness area could be untrammeled by man and at the same time be visited by man. There appears to be an intent here to hold almost inviolate large areas for the enjoyment of persons so limited in number as to assure the continued untrammeled character of the areas.

The legislation provides that additional units of the national park system and wildlife refuges and ranges may be designated for inclusion in the system by Executive or administrative order, but no unit shall be removed from the system except by act of Congress. Even though review by Congress is provided with regard to additions, modifications, and eliminations, this provision appears to be inequitable and inconsistent with good administrative practice. Both inclusions and removals should be approved by the same authority.

The legislation provides, as a minimum, for the congressional establishment as wilderness or wild areas of 78 existing roadless, wild, wilderness, and primitive areas within the national forests. These would all be blanketed into the national wilderness preservation system despite the fact that the Forest Service has studies underway of many of them to ascertain current need for boundary and other changes. The legislation, therefore, is untimely and would adversely affect proper administrative discretion in this field of operation.

Again regarding wilderness areas of the national forest, current Forest Service policy and procedure as contained in the Manual of the Forest Service, relative to their establishment, modification, and elimination, show a full recognition of the objectives and standards set forth in the legislation under consideration. The manual instructions undoubtedly reflect Forest Service experience of many years and a synthesis of informed public viewpoint. For example, they provide for public hearings and the expression of local viewpoint which is so important.

With regard to recreational use of the national forests, it has been well stated that:

"The great majority of those who go to the forest for recreation do not have either the ability or the desire to get away from the easy travel made possible by roads, and penetrate into the back country. To the extent that the land therein is suitable for nonwilderness recreation, the establishment of a wilderness means closing just so much of the national forests to the use of those who come there to seek recreation in the form of touring, picnicking, camping near their cars, or stopping at resorts, organization camps, or summer homes."

If it appears reasonable to the Congress to establish a national wilderness preservation system as proposed in this legislation, then it would appear equally reasonable that the Congress also establish with similar 15-man councils a national timber production area system, a national grazing area system, a national mineral area development system, etc., for water, fish, game, campgrounds, and other resources on or uses of the Federal lands. The final result might then be the elimination or complete regimentation of existing land administrating agencies. Such an outcome may be considered as unlikely, yet is there not as much justification for the establishment of these other systems as there is a national wilderness preservation system?

Under the legislation it is proposed that a total of some 165 units, with an aggregate area of 55 million acres, be placed in the national wilderness preservation system. The 55 million acres approximates the land now in Federal withdrawals or reservations, which it is stated, are wilderness areas or have wilderness attributes. No one could reasonably deny that this vast area contains valuable water, minerals, timber, and forage, as well as scenic and recreational resources. It must be remembered that when commercial resources are locked up, our economy is deprived of additional tax dollars, pay envelopes, and needed consumer products. Many, therefore, are deprived of economic sustenance so as to provide a very limited number of individuals with wilderness pleasures. This is not to suggest that existing wilderness areas be abolished, but simply to plead for reasonableness and objectivity in developing a balance

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whereby a few will not gain unduly at the expense of the many. The best public interest for the long run must be the criterion that is used.

Legislation is before Congress which, if enacted, would provide for a National Outdoor Recreation Review Commission. Such Commission presumably would study carefully the type of problem which is being considered here today. Such study would take place as part of a comprehensive nationwide review of all recreation problems. Thus, the problem of wilderness area recreation would be considered by such Commission in a larger context and as part of the national recreation framework. It is suggested that action by this subcommittee, therefore, be held in abeyance until Congress decides whether or not it will pass this legislation.

In view of the foregoing, we urge that S. 1176 not be reported.

INDUSTRY TIMBERLANDS—MAJOR CONTRIBUTION TO RECREATION NEEDS

WASHINGTON, D. C. (special).—Lands on which trees are grown as a crop by lumber, pulp, paper, plywood, and other wood-using industries serve as a veritable playground for America's exploding population, according to a nationwide survey conducted by American forest products industries, sponsor of the tree farm program.

The survey, first of its kind ever taken among owners of commercial timberlands, reveals that millions of acres are open to the public for hunting, fishing, camping, picnicking, hiking, skiing, and other outdoor sports.

In making public its findings, AFPI said the survey covered 74 percent of the commercial timberlands owned by forest industries in this country.

Some timberland must be closed to the public for fire and logging safety, also for silvicultural reasons, but the survey reflects a rather spectacular contribution by forest industries to the country's growing recreational needs, said O. A. Gillett, AFPI's managing director.

"A great majority of the 455 companies covered in this survey are tree farmers—that is, they are engaged in the growing of timber as a crop on taxpaying lands," said Mr. Gillett. "The primary purpose of a tree farm is to grow timber as a crop to serve the Nation's needs for wood, but wildlife, recreation, fishing, water, and soil conservation are inherent parts of tree farming.

"That's why, under the tree farm concept, we can have the wood we need as well as the outdoor recreational values cherished by every American."

The survey revealed that 42,737,567 acres, or 92.4 percent of the total area covered in the survey, are open to hunters in season. Exclusive of game refuges, only 2,635,037 acres, or 5.8 percent of the total area surveyed, are closed to hunting.

A total of 44,567,852 acres of industrial timberlands, or 96.3 percent of the total area surveyed, are open to fishing. There are 55,928 miles of lake and stream banks within these lands from which anglers may cast their favorite lures, the survey showed.

Sixty-five companies have gone so far as to establish public parks. The survey shows 132 of these parks, some of them elaborately equipped with free overnight facilities and services. Five companies have parks open to employees only.

Thirty-one companies were planning to open additional parks during 1957—the year in which the survey was completed.

But 69 other companies listed plans for such parks in the future—beyond 1957.

Common recreational facilities provided at many of these company parks include picnic tables and benches, fishing, firewood, swimming, toilets, garbage pits, overnight camping, boating, parking areas, boat ramp, running water, stoves, and others. Six companies offer skiing in season, and two of them operate tow lifts for the skiers.

In a few cases, service charges are made, mostly for fernpicking, trapping, and camping.

The survey shows 90 companies with a total of 13,008,504 acres require permits for major activities, such as berrypicking, horseback riding, picnicking, rock hunting, hiking, swimming, camping, winter sports, trapping, and fernpicking.

Seven companies, the survey showed, employ professional recreational planners to achieve the greatest recreational programing for the public good.

Some 3,328 miles of hiking trails are open to the public.

In a single year—1956—companies included in the survey estimated that 1,533,795 persons used their lands for recreation, including hunting and fishing.

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"When we consider the fact that relatively few people may know that a company's lands are open to the public, this is a striking figure," said Mr. Gillett.

Companies finding it necessary to keep their lands closed because of forest management requirements, said Mr. Gillett, find splendid cooperation from sportsmen for the most part.

"I think the survey makes it clear that there is a wide area in which industrial timberland owners, sportsmen, and other recreationists can cooperate," he added. "This cooperation already is reflected in better fire protection and better understanding of forest management as well as game management."

The survey as it pertains to hunting developed these interesting statistics:

Thirty-one companies employ game management specialists to work with hunters and fishermen to improve the game-fish supply.

Some 32,377,567 acres, or 70 pecent of the total area surveyed, are open to all without permit.

Some 7,437,864 acres, or 16.1 percent of the total area, are open to all with permits.

Some 2,922,107 acres, or 6.3 percent of the total, are open with permit to neighbors and special groups.

Some 1,987,074 acres are leased to 625 hunting organizations.

Some 3,269 hunting campsites are leased to hunters.

Some 104 companies give special consideration to game in their harvesting operations.

Forty-four companies plant game food species—8,637 acres.

Big-game opportunities lure thousands of hunters annually to managed timberlands owned by the forest industries as evidenced by a big-game "kill" of 127,490 animals in an average year.

Many companies reported light to serious damage to reforestation efforts and timber by deer, porcupine, beaver, and other animals.

To better the lot of the Nation's fishermen, 22 companies were engaged in stocking of streams; 41 others were taking other steps to improve fishing on lakes and streams within their timberland properties. At the time of the survey, 228 lakes had been built by these forest industries.

Tree farming as practiced by the forest industries has put forest management—with all its recreational values—on a permanent footing, said Mr. Gillett.

Senator NEUBERGER. Thank you very much, Mr. Nelson.

I notice toward the end of the statement which you read, that you advocate local hearings being held in the Western States. If those hearings are held will representatives of your organization appear and testify?

Mr. NELSON. I would expect so, Senator; yes.

Senator NEUBERGER. Why did they never appear at the hearings held at the Klamath Indian Reservation purchase bill?

Mr. NELSON. Because our statement of policy was not in condition or shape or formulated to the point of doing so at the time of your hearings.

Senator NEUBERGER. Mr. Gamble, when did we receive the statement from the National Lumber Manufacturers Association on the Klamath Reservation purchase bill? The reason I ask this question is this: You come here and advocate hearings and I could not have raised this if you had not advocated hearings in your testimony. Your organization has been the main opponent of the Klamath Reservation purchase bill which I have been sponsoring and which is backed by the administration.

We have held repeated hearings in the field and we have held repeated hearings in Washington, and neither you nor any other representative of your organization has ever testified in open hearing. Yet you come here before us and advocate open hearings on the bill which is now under discussion.

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I think that inasmuch as you have done this, you ought to put on the record why your organization has never testified personally on S. 3051, a bill that you have been working behind the scenes with all your might and main either to defeat or drastically amend and revise.

Mr. NELSON. Mr. Chairman, I would like to make a statement on that right now if you care to have me. Otherwise I could prepare it and put it in the record.

Senator NEUBERGER. We would like to have it from you now. I would assume you would know why nobody from your organization ever testified on Klamath hearings. We have held so many of them.

Mr. NELSON. I think, Mr. Chairman, with particular reference to that matter, we have by correspondence and by notice to members of the Senate committee staff indicated the reasons behind the actions we have taken.

With particular reference to the hearings which I think were held in October last year——

Senator NEUBERGER. Early in October.

Mr. NELSON. Yes.

Senator NEUBERGER. In Oregon.

Mr. NELSON. We had hoped to be able to appear and testify. However, the matter under consideration was a most complicated one.

The problems of a trade association are great. We have a great many members, and in our case we represent 16 federated associations all over the country.

We have a board of directors comprising some 90 individuals. We have a dozen or more committees, operating committee, policy committee, including forest policies.

You, of course, will realize, Mr. Chairman, that a statement of policy on an important matter such as the Klamath situation could not come about overnight.

We had hoped to testify at your hearings in Portland and also in Eugene, at least in Portland, as I indicated.

Our statement of policy was not ready by that time. Therefore, we could not testify. That is the fact in the case.

Would you care to have me elaborate further on the matter? If you do, I will be glad to do so with regard to your other hearing which was held here in Washington.

Senator NEUBERGER. This is what I do not understand: S. 2047, the Klamath bill, was introduced on May 9. You were not ready to testify on it, according to your own spoken words right here, by October.

Mr. NELSON. That is right.

Senator NEUBERGER. Is that not correct?

Mr. NELSON. That is right.

Senator NEUBERGER. Yet S. 4028, the bill before us now, was introduced on June 18. You are testifying against that on July 22, 1 month later. In other words, your organization either works slowly or rapidly, according to the way which you want it to operate, evidently, because here is a bill, the Klamath bill, which was introduced early in May, and you were not ready to testify on it by October, which is 5 months later, if my calculation is right—maybe 6 months.

But here you are testifying on this bill 1 month after it has been introduced.

Mr. NELSON. Our first policy statement, sir, with regard to this legislation was prepared and sent to Congress in 1956. That was

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based upon a long and very careful consideration primarily by two of our committees. One was the forestry advisory committee.

I will be very glad to give you the names of the people of that committee.

Senator NEUBERGER. That is not necessary.

Mr. NELSON. And in turn by the committee on forest management of our association.

So, as I say, our first statement to Congress on the wilderness legislation was in 1956. That had plenty of time behind it.

Now, the second statement we made to Congress on the wilderness legislation was in 1957, when we testified before the House Interior Committee and submitted a statement to this committee at approximately the same time.

Here again we had committee meetings. We had plenty of opportunity to undertake a carefully worked out policy on that matter.

I think that it is understandable that the circumstances I have cited would indicate some distinction in the matter. However, the Klamath matter was a most complex one, even within our organization. We had to have committee hearings. We had to have a great deal of attention given to the careful wording of our statements.

All of that took a great deal of time. We did not have a meeting of our committee on forest maangement, sir, on Klamath, which worked out a policy for consideration by the board, until August—almost the 1st of September of 1957.

Senator NEUBERGER. But the hearings were held in October 1957.

Mr. NELSON. That is right.

Senator NEUBERGER. It was a month later.

Mr. NELSON. That is right, sir. And we worked immediately after our committee made recommendations to the board with all of the board members. We worked with our president. We worked again with our committee on forest management. We tried to work out a statement in time so that we could appear.

I even asked for time to appear at your hearing in Portland. And it was not possible to work it out on that basis.

I would like to say this, sir: There have been statements concerning our association which appeared in the Oregon press with such words as "cowardly" and "reprehensible" having been used in our case. I would like to say that our organization goes back to the year 1902. We have been a Christian organization. We have been an organization which has always prided itself on high ethical standards and moral principles.

We have attempted to the best of our ability to advise the Congress regarding our views on all matters of interest to our association, including Klamath.

I cannot believe, sir, that you or anyone else in Congress would say to us that "we would rather not have anything from you than a written statement if you cannot appear in oral testimony." We did the best we could in the circumstances.

Senator NEUBERGER. Why did you not testify in February on the hearings held on the administration bill which I introduced?

Mr. NELSON. For almost exactly the same reason. S. 3051 was a completely new bill. It had a completely new basis behind it. In other words——

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Senator NEUBERGER. It was no more new bill than S. 4028 is from the earlier wilderness bill. You said you were all ready to testify on the wilderness bill now only after a month because it was a revised version of an earlier bill. But when we put in a different version on the Klamath bill you were not ready to testify. Yet, always after the hearings have concluded, both in the field in Oregon and here in Washington, D. C., your organization has been ready with all kinds of telegrams and wires and statements and all sorts of other material or propaganda, I might say, for the Members of the Senate and the House.

You are always ready with material after the hearings close.

Mr. NELSON. I would like to state this in answer to that statement: We have naturally advised the Congress by telegrams. We advised this committee with regard to our Klamath position by telegram.

Senator NEUBERGER. You were not ready to come and testify in the hearings.

Mr. NELSON. No, sir; we were not. I am telling you the truth, sir, when I said it was not possible for us to get our statement prepared.

Here is another consideration that I think Congress often overlooks. When you consider the fact, sir, that a lot of these questions are most difficult to answer on the basis of interrogation—when I stand up here and testify for the lumber industry, as I am doing today, I am responsible for every single word I say on behalf of the lumber industry.

The board of directors is not sitting here. The executive committee is not sitting here. Our policy committee is not sitting here; our forest-management committee is not here. I am here representing the association and all of the committees and the board.

Now, when we have a very difficult problem it is obvious that it is much better at times, sometimes, it is very infrequent, that a written statement more clearly expresses the view because it is a most carefully considered statement, it has made the rounds. The board, the president, the regional vice president, and so on, have seen it.

But when I come here as I am doing today in oral testimony——

Senator NEUBERGER. You submitted a written statement today. It has been accepted.

Mr. NELSON. That is right.

Senator NEUBERGER. It will be in the record in full. Why didn't you do the same thing on the Klamath issue? If you had brought a written statement, as you later sent voluminous written letters to virtually all the Members that I know of in the Senate, why did you not come in and submit a written statement on the Klamath issue and then submit yourself to questions?

I think it was that your organization did not care to submit to questioning by members of the Senate committee and of the staff on your views on the Klamath question, because there is no other possible conclusion to be drawn from the performance of the National Lumber Manufacturers Association on the Klamath Reservation purchase bills, either S. 2047, which was my bill, or S. 3051, the bill which I introduced at the request of the Secretary of the Interior. You have never submitted yourself to questioning on that, despite your objection to both bills.

Mr. NELSON. Mr. Chairman, I know of your interest in the Klamath matter. I know how sincere you have been in trying to come to a solution of that problem. I submit to you that we were just as close as your telephone on any questioning that you wished to make of us.

Senator NEUBERGER. Would you think that a Senator should phone somebody who has an interest in legislation before his committee, rather than giving them an opportunity to appear before a subcommittee in open hearing on an issue on which they are circulating a vast amount of material behind the scenes?

Mr. NELSON. I say this, Mr. Chairman: That, if a particular Senator has a special interest in a piece of legislation, and he thinks that a certain organization has a special interest in that same piece of legislation, he has questions as to the position of the organization, I see no reason why, particularly if it is a Washington, D. C., organization, he cannot call up that organization and get his answers to the questions.

Senator NEUBERGER. Mr. Gamble, the chief clerk of the Indian Affairs Subcommittee of this Interior Committee, informs me that we wired you invitations to appear before our hearings. Is that correct?

Mr. GAMBLE. That is correct, Mr. Chairman. In January, a day or two before the hearings commenced, you sent a telegram to general counsel of the National Lumber Manufacturers Association in the city, specifically inviting him, as a followup to an earlier invitation, to please appear before the committee.

Mr. NELSON. Yes; I recall that.

Senator NEUBERGER. I have no questions to ask you on your testimony here today, except, as I say, stemming from your suggestion that hearings be held. All I can think of is an old saying that they have in the Pacific Northwest. "Never mention a rope in the house of a man who has been hanged."

I have no questions.

Do you have any questions, Mr. Wood?

Mr. WOOD. No.

Senator NEUBERGER. Any questions, Mr. Stong?

Mr. STONG. No.

Senator NEUBERGER. Thank you very much.

The next witness is Mr. W. D. Hagenstein, executive vice president, Industrial Forestry Association, Portland, Oreg.

We are glad to have you here, Mr. Hagenstein.

STATEMENT OF W. D. HAGENSTEIN, EXECUTIVE VICE PRESIDENT, INDUSTRIAL FORESTRY ASSOCIATION, PORTLAND, OREG.

Mr. HAGENSTEIN. I believe I am the first witness from your own State, Mr. Chairman. I was honored by the presence of your good wife a while ago. I am sorry they left before I was able to appear.

Senator NEUBERGER. Yes; my wife and your wife are good friends.

Mr. HAGENSTEIN. They are, indeed.

I have a very brief statement, Mr. Chairman. I would like to read most of it, if I may. I can read fast, as you know.

Senator NEUBERGER. You may, as I say, do anything you choose.

Mr. HAGENSTEIN. Thank you very much. I am a professional forester and a registered professional engineer in the States of Wash-

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ington and Oregon. I am executive vice president of the Industrial Forestry Association, which has been promoting constructive forest management throughout the Douglas-fir region of western Oregon and western Washington for 25 years.

The Industrial Forestry Association consists of 58 companies engaged in the business of growing and harvesting timber and manufacturing lumber, pulp and paper, plywood, shingles, hard and soft boards, and other forest products. Our members own and manage more than 7 million acres of forest land. They operate nearly 250 wood-using plants which employ more than 63,000 people and have an annual payroll of more than $300 million.

The Industrial Forestry Association founded the now nationwide tree-farm program in 1941 and, to date, has certified more than 5.5 million acres of privately owned forests as tree farms in our region. We operate one of the West's largest forest-tree nurseries as a nonprofit enterprise to provide seedling trees for keeping forest land productive on our members' tree farms.

Our nursery has shipped more than 93 million trees since it was established, and has 25 million trees growing in it at present.

We are also developing better trees through application of the principles of genetics in a substantial research program financed entirely by our membership.

We come before you today to make the plea that, before any action is taken on S. 4028, this committee hold hearings throughout the West to acquaint westerners with the provisions of the measure and to get their views.

Because the proposal was only introduced in June of this year, it has had little circulation as yet and its provisions are not known nor understood by the people most affected. As you all realize, more than 90 percent of the lands involved are in the West.

In the West, where we have lots of it, land is our basic resource. Without it, man couldn't exist, for with the exception of the relatively small proportion of our total diet which comes from the sea, everything we eat, wear, and consume is a product of the land.

When I speak of the West, I refer to the 11 Western States. In this great area, we have three-quarters of a billion acres of land or two-fifths of the total area of the United States. We have only 23 million people, or 14 percent of our country's total. More than half our people are in California. In only three other States do we have more than a million.

A third of our land is forest, less than half of which is now considered to have commercial timber-growing possibilities. We have 59 million acres of cropland, 400 million acres of grazing land, and nearly 50 million acres occupied by cities and towns and rights-of-way for highways, railroads, power lines, pipelines, canals, aqueducts, and other means of transporting products of the land to the consumer.

Obviously, land is the basis of our western economy. The annual value of all farm products is nearly $5 billion. Minerals produce $3.3 billion, forest products $3¼ billion, and our tourists are reckoned to spend $2 billion.

These land-based industries produce the basic income for all westerners. People who live in our cities and towns are apt to overlook this if they work in supermarkets, department stores, drugstores, service stations, banks, hospitals, garages, insurance offices, theaters, or

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any of the thousands of other service establishments. And this goes for public officials, too, because county, State, and Federal taxes all originate in the land. It's a fact that farmers, miners, loggers, sawmill hands, construction workers, sheepherders, and cowboys are the ones whose activities start the dollars rolling toward our cash registers.

All of these basic economy producers are so engaged to satisfy the needs and wants of everyone. Take away any part of them in any community and the economy suffers.

This is particularly true in the West, with the exception of our few big urban centers where people seem to make their living by trading goods and services with one another, but if the thousands of small communities close to the land were not funneling their products and payrolls into the cities, the latter would not exist.

Fortunately for the wage earners of the West, every single member of this committee is a westerner and all 11 Western States are represented. I don't know how often this has been true of your committee, but it may be an act of divine providence rather than a fortunate coincidence to prevent hasty enactment of legislation like S. 4028 without giving the people of the West an opportunity to understand it and be heard on its proposals.

To give you an example of some of the expressions of opinion on the previous bills to create a national wilderness preservation system, let me cite from the Portland Oregonian for November 23, 1957, when the Association of Oregon Counties, made up of the county judges and commissioners from all the State's 36 counties, was reported to have received a report from its public lands committee which declared, "that the single-use concept of Senate bill 1176, the so-called wilderness bill, 'is contrary to the public interest' and asked for its defeat."

This is the kind of grassroots opinion which the hearings held by this committee and its counterpart in the House in the last session of Congress didn't get into the record because hearings were held only in Washington, D. C.

Another example of western sentiment on this legislation is evident in the resolution approved by the Washington State Association of Soil Conservation District's meeting at Seattle, Wash., in December 1956.

I am sorry, Mr. Chairman, that the Senator from Washington is not here to hear this, because it directly concerns him.

The resolution read as follows:

> Whereas the economic development of our States and Nation depends on the maximum ability of national forest lands to produce fiber, water, minerals, game and fish habitat, and recreation for all of the people; and
>
> Whereas the establishment of excessive acreages of limited use, without adequate consideration of all natural resource values, could have serious effects on local economies and overall public benefits: Now, therefore, be it
>
> *Resolved, by the Washington State Association of Soil Conservation Districts,* That before any national forest area is dedicated to a single-purpose use a thorough analysis and land-management plan be made for the area to assure that the long-term benefits of all natural resources are adequately protected; be it further
>
> *Resolved,* That the Washington State Association of Soil Conservation Districts opposes singling out portions of national forest areas for limited use through any proposed act of Congress.

These examples which reflect western thinking, by the people whose livelihood is directly affected by the proposals contained in S. 4028,

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indicate the necessity of taking this legislation to the West for full public hearings in every State so that their economy may be adequately represented in the record from which you gentlemen must decide what course of action to take.

I am sorry Senator Murray is not here, because I will make a personal reference to something he wrote.

Further argument for the necessity of holding hearings in the West on S. 4028, if you will pardon a personal reference to the chairman, is his statement to the members of this committee in the committee print, entitled "Full Development of Public Resources," dated June 16, 1958. He very kindly sent me a copy of this with his letter to conservationists under date of June 30, 1958. In his letter of transmittal to the members of this committee the chairman said:

> The policies that are pursued in the development of these lands and resources in large measure guide the economic destiny of the West.

He was, of course, referring to the Federal lands.

Quoting further from his letter of transmittal to the members of this committee, Mr. Chairman, he said:

> The authority placed in our committee for matters affecting public lands requires that we keep informed, and that we keep the public informed, on matters which affect these lands. The growing need to develop our public-lands resources requires more adequate information.
>
> We need to acquaint the people of our Nation with the tremendous value of the Federal assets belonging to them so amounts budgeted to protecting resources, and amounts of investment made to expand use of the public lands can be related to the value of the assets with which we are dealing and potential revenues and benefits.

We wholly endorse his statement of the need to acquaint the people of our Nation with the tremendous value of the Federal lands belonging to them and what needs to be made in the way of investment to protect and expand the use of their resources. We hope that, as part of his program of acquainting the people of our Nation, he won't forget the people of the West who depend upon the good judgment of this committee in all matters to do with the protection, management, and use of the Federal lands.

Another reason for delaying action on S. 4028 is the recent creation of the Outdoor Recreation Resources Review Commission, which I am glad to learn, Senator, you have been appointed to by the Vice President as a member, which is charged with examining the outdoor recreational needs of the country and making specific recommendations as to how they are to be met.

Consideration of the present proposal in light of the study which will shortly be underway by the Recreation Review Commission is certainly premature.

I would now like to cite a few facts pertinent in the consideration of S. 4028. In the West our No. 1 landowner is Uncle Sam. The Government owns more than 400 million acres, or 53 percent of our total area. This means that Federal land policies in a big measure control our economy. How important that makes full consideration of westerners' views on any proposal to modify the management of Federal lands is abundantly clear. Without western hearings, how can our views be adequately transmitted to you gentlemen whose actions on the pending bill may determine the future of westerners yet unborn.

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(Bell rings.)

Senator NEUBERGER. That means the rollcall has started on Senator Capehart's amendment, and I will have to leave. I wish to state for the record, however, that I would appreciate your doing one thing, if you would, with your associates in the Industrial Forestry Association, and that is this:

If you would take the amendments to S. 4028 which have been proposed here earlier today, and I think you were in the hearing room, by the Forest Service, speaking for the Agriculture Department, and by the Secretary of the Interior, and consider them and analyze them and review them. Then perhaps let me know in writing for the hearing record if the bulk of these amendments were adopted in substance if your organization perhaps could then encourage the passage of S. 4028.

Could you do that, Mr. Hagenstein?

Mr. HAGENSTEIN. I certainly will, sir.

Senator NEUBERGER. Thank you very much for coming today, Mr. Hagenstein. Say hello to your dear wife. Forgive me for rushing off. Mr. Stong, will you proceed with the hearings during my absence to go to the floor for the rollcall?

Mr. STONG. Yes, sir.

Please proceed.

Mr. HAGENSTEIN. Our increasing population, predicted to be 100 million more in 40 years, means increasing pressure on the land. Every acre must contribute all it can to our needs for food, wood, water, wildlife, and recreation.

Practical land management emphasizes highest use for each acre but it doesn't exclude other uses. There is no question but that in some areas there are paramount uses such as the growing of food crops on agricultural soils, the extraction of ores from mineral deposits, the management of certain areas exclusively for water and other areas exclusively for recreation because of their scenic wonders and historic values.

But most of our land in the West is capable of contributing two or more of these uses simultaneously. For example, a forest, which can be managed for a never-ending crop of wood, provides a permanent crop of water for domestic, agricultural, and industrial use, a continuing habitat for fish and game, in many areas can be used for grazing livestock, and always has many opportunities for picnicking, hiking, camping, fishing, hunting, and noise-free solitude for those who want to get away from it all.

In the West we have 140 million acres of national forests managed under the principle of multiple use. We have 13½ million acres of national parks, monuments, and recreation areas, 6.8 million acres of wildlife refuges, and 725,000 acres of State parks.

All of these areas are dedicated to recreation in its many forms. Many of them are so developed with roads, campgrounds, trails, and shelters that they are available for all of our citizens for most every outdoor pursuit.

Some of the areas in the national forests are dedicated to exclusive use of wilderness recreationists. Called wilderness, wild, primitive, and limited areas, they are roadless and generally include vast areas of forests, waters, and open lands above timberline. They are generally remote and hence accessible to relatively few. Young families

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with small children can't very well walk 15 or 20 miles into a wilderness, if they want to take the youngsters along. Older people on the average haven't the stamina to invade these areas very far.

There is an old saying in our business that you don't get old in our business, but that the same hills get higher and steeper.

Working men and women don't often have the time or money to explore these areas whose vastness requires either considerable time by foot or an expensive pack trip which few can afford. These areas also provide a real worry to the Federal forest managers who must protect them against fire and, in some instances, have been up against it when serious insect epidemics have broken out. Not only is it difficult to control fire and insects in these inaccessible areas, but there is a serious question as to the advisability of investing great sums in protection of forests managed under multiple use in Federal or other ownership adjacent to wilderness areas and running the risk of having fires or insect epidemics spill out of the wilderness into the managed areas.

Having been one of the charter members of the Northwest Forest Pest Action Council and, currently, as chairman of the Western Forest Pest Committee which covers the 11 Western States, I know firsthand of the tremendous problems which confront us in saving timber from death over millions of acres from such pests as the spruce budworm. We have been spraying to control it for a decade in the Pacific Northwest and, in the last few years, Idaho and Montana have had to do a lot of it also.

I am sure, Mr. Stong, you are very familiar with that. Those of you from Colorado and Montana are well aware of the problem of the Englemann spruce beetle and all of you know of the pine beetles which have been taking their destructive toll for many years in every Western State.

In many parts of the West today there is more timber being destroyed each year by insects than all that consumed by fire or used by man.

I know from my boyhood experiences in fighting fire in Idaho that we often walked for 20 hours or more from the end of a road to the fire line. Because we were so exhausted after that long a hike with bedroll and tools to pack, we were of little use until we'd had a long rest. And by the time we were able to combat the flames, the fires were no longer small, so we often couldn't control them until either a major change occurred in the weather or the fire consumed all the fuel.

One of the fires I was on, almost 25 years ago, completely destroyed more than 200,000 acres of a national forest which no longer exists, the Selway. Had these areas been accessible, we probably could have minimized the damage and saved great quantities of timber, soil, wildlife, and just plain outdoors for recreation.

I am sure that all of you, flying as you do frequently over your States, know what I am talking about when I suggest that inaccessible areas are extremely difficult, if not impossible, to protect against the natural ravages of lightning-caused fires and the great hordes of insect pests which abound in nature.

No one is opposed to setting aside areas for wilderness solitude. The only question is, can we do it without adversely affecting the multiple-

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use area adjacent or losing resources necessary for the maintenance of our western economy?

Naturally, most of the areas now set aside as wilderness and those proposed are in the West because that's where the Federal lands are. This also limits their use mostly to people in the West because the average citizen from far away neither has the time nor money to explore them by foot or pack train.

May I conclude by again urging that you listen to the many voices in the West, not just those from the "wilderness," but to everyone who wants to be heard on this and every proposal which will influence Federal land management. The only way you can do this is to take this committee into the West and hold hearings on S. 4028 in every single State whose jobs and payrolls it will affect.

Thank you very much, sir.

Mr. STONG. Thank you, Mr. Hagenstein.

Do you have any questions, Mr. Wood?

Mr. WOOD. No.

Mr. STONG. I have no questions. Thank you very much for being here, sir.

Mr. WOOD. Thank you, sir.

Mr. STONG. The next witnesses are Mr. G. R. Milburn and Fred Dressler, of the American National Cattlemen's Association.

STATEMENT OF G. R. MILBURN, PRESIDENT, AMERICAN NATIONAL CATTLEMEN'S ASSOCIATION, DENVER, COLO., ACCOMPANIED BY FRED DRESSLER, VICE PRESIDENT, AMERICAN NATIONAL CATTLEMEN'S ASSOCIATION

Mr. MILBURN. My name is G. R. Jack Milburn. I live on a ranch, of which I am part owner and manager, near Grass Range, Mont. At present I am the president of the American National Cattlemen's Association, whose headquarters are at Denver, Colo.

In behalf of the American National Cattlemen's Association, which represents 29 State cattle associations, totaling some 200,000 members, I wish to oppose the national wilderness preservation system bill, S. 4028. The cattle producers of the country appreciate the value of a reasonable number of wildlife and wilderness areas in the United States, but we are concerned over the possibility of ever increasing numbers of such areas in the future.

We who live as close to the out-of-doors as anyone, are also concerned over the ever-increasing encroachment by the general public, because of roads and the automobile, and the airplane, on the few unexploited spaces still remaining in our country.

We do not believe these great resources of the range and timberlands were created for only the enjoyment of the general public. Our Nation was built by the development of our timberlands, our mineral deposits, and our grasslands by those who were rugged enough to do so. Ever-increasing pleasure areas will only lead to the elimination or further development of these resources and the possible destruction of timber and grass by carelessly set fires, the abuse of wildlife, and the destruction of watersheds.

We stockmen are numerically small and our position before lawmakers is not as strong as it should be. It seems nowadays that num-

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bers of votes count more than the consideration of the efforts of a few.

We believe our industry essential to the economy of our country. It can grow no more and it should not be further limited. New State or Federal agencies interested in the use of the out-of-doors can only add to confusion in the administration of public lands now handled by many existing agencies. We have always shown an honest desire to cooperate with State and Federal agencies.

We do not need more laws. We need a better understanding of those we have. Our many Federal agencies are tumbling over each other to administer our Federal lands. Less agencies could do better—and we cattlemen are ready and willing to continue a friendly and cooperative effort to always better the management of our great mountainous and prairie lands.

We are critical of the commercialization of our national parks as we see them. This is where I would like to discuss this with Senator Murray. I think he and I would agree on this.

Would it not have been better to never have let an automobile in Yellowstone Park? When only horse-drawn coaches carried the visitors to the wonders of this great playground the American people witnessed a truly wilderness area. Undoubtedly, public pressure and those who wished to "sell" nature's wonders insisted on good highways and comfortable hotels for the millions of our tourists now touring Yellowstone Park.

What is to prevent the same pressure from exploiting wilderness areas that might be set aside under a law such as this bill provides?

We cattlemen oppose this national wilderness preservation system bill.

That is all I wish to present.

Mr. STONE. You and the advocates of the wilderness bill might have something in common on the proposal to restrict transport to horses.

Do you have something to add, Mr. Dressler?

Mr. DRESSLER. I am just here with Mr. Milburn to substantiate what he said. I don't have a prepared statement, but I will say that some of the previous speakers, like Mr. Essling, brought out some points that very well fit the cattle industry inasmuch as we own land, privately owned.

We have privately owned lands that are in wilderness areas and that are presently being administered by the Forest Service, and which lands serve as part of an operation or as a basis for the cattle industry. We have concern over the idea of a new administration, a new law that would put in a new bureau to administer apparently what would appear to us to be a separate and a special-use group. It looks to me like it would be an overlapping of duty. I think that the bureaus that presently administer these lands are adequate.

There are areas that lend themselves in the United States, mountainous areas in the West, the Rocky Mountains, the Sierras, and up and down the coastline from Canada to Mexico, lend themselves based on their natural offering. I think it deserves a lot of consideration, and we should explore those possibilities. In doing so be careful not to destroy what has been built up when we tend to increase and build one thing—not to step on one that is already there and destroy it. I want to say also that Mr. Mosebrook brought out several things that we would have to go along with.

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These previous men have done quite a job. I am just a rancher from out in the State of Nevada, first vice president of the American National Cattlemen's Association, and I feel that the cattlemen have to take the position of opposing this bill.

Mr. STONG. Do you have any questions?

Mr. WOOD. I would like to ask Mr. Milburn a question. The argument has been advanced to Senator Anderson that many of these areas, or a great deal of the high mountain areas, to be included in wilderness are becoming less and less profitable for operation or grazing by livestock and that for that reason they can be better put to use for wilderness area. Is it true that the livestock people are withdrawing from these mountainous areas because of the economy, or is it because of stricter regulations in the administration of the areas?

Mr. MILBURN. Very likely both, although there are some areas of the country in which there are no livestock because practically no grass grows there, or livestock has never been admitted there. It is probably out of the question to economically graze livestock in some of the higher areas, in real rough, rugged areas.

As we all believe, as we stockmen believe, we have to have and should have these recreation areas. We are just trying to defend our part in the areas that now exist, where we have grazing rights, not to eliminate the cattlemen, not to injure the forest lumber business, and not to destroy the watershed. As an observer of the logging industry, I really am alarmed at the method of logging nowadays as applied over the country as compared to other years. That's not to criticize the logging industry, but I understand it is the pressure of the Government. It is certainly far from soil-conservation methods, the methods that they use in removing all sticks of timber. Perhaps it is the use of larger machinery or something. We, naturally, who have grown up in the West and lived in the West are just as concerned about the preservation of our natural resources, anyway, and nobody gets any more pleasure out of entertaining the public than we do.

We are just here to protect our interest in what is left of the West and what we call recreational areas. We are concerned about too many of them gradually encroaching on what we now are permitted to graze on, and the ultimate elimination of livestock from those areas.

Mr. WOOD. You do not object to the designation of high, inaccessible areas, then, being included in these areas?

Mr. MILBURN. No, sir. I think we would be capable of enjoying them with them.

Mr. WOOD. That is all I have.

Mr. DRESSLER. I would like to add to that, if I would be permitted. I think that the Forest Service is, in many instances, adequately doing that. I think it is only a matter, rather than passing a new law and putting in a new bureau which has to be paid for, that these duties be extended and they be asked to do other things, rather than to create another bureau, which only means a conflict effort, and, in many instances, overlapping duty. As I have traveled over the country, I don't believe that it is practical for the people that live way in the far east to all get out to a wilderness area.

I think there are wilderness areas in these Eastern States that need to be explored and looked at and, probably, checked and made available closer. A lot of people don't have the opportunity because they

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don't have the time. If some of these areas were explored, shaped up, and put into use where they could serve in that capacity, it would serve the people in a greater multitude and serve more of the people.

Mr. STONG. Thank you very much. I know Senator Murray is disappointed that he could not be here when a witness from Montana was appearing, but his attendance at another committee was necessary.

Mr. MILBURN. Thank you.

Mr. STONG. The next witness is Mr. Joseph Penfold, of the Izaak Walton League of America.

STATEMENT OF J. W. PENFOLD, CONSERVATION DIRECTOR, IZAAK WALTON LEAGUE OF AMERICA

Mr. PENFOLD. Mr. Stong, I am J. W. Penfold, conservation director of the Izaak Walton League.

Mr. Chairman, we appreciate this further opportunity to comment on the wilderness bill, which we consider important conservation legislation. We wish to commend highly the sponsors of the bill, both those in Congress and those outside, for their continuing efforts to improve and clarify the measure so as to meet valid objections.

The position of the Izaak Walton League, with respect to S. 4028, was established at its recent national convention in Colorado Springs by adoption of the following resolution:

Whereas the protection and perpetuation of wilderness was one of the major conservation principles upon which the Izaak Walton League was founded; and

Whereas the league from its earliest days has steadfastly supported programs at National, State, and local levels for the protection and perpetuation of wilderness; and

Whereas the wilderness system developed within our national forests, national parks, wildlife refuges, Indian reservations, and public-domain lands has demonstrated its great public value in land-management programs of the Federal Government; and

Whereas the pressures being multiplied on wilderness by population expansion, swiftly growing urbanization, industrialization, and increasingly intensive development of all resources may mean detriment and loss unless wilderness preservation is recognized as an important component of sound land-management policy: Therefore be it

Resolved by the Izaak Walton League of America, Inc., in its 36th annual convention assembled this 15th day of May 1958 in Colorado Springs, Colo., That the league reaffirms its traditional policy of support of wilderness preservation and respectfully urges the Congress to take such legislative actions as will establish wilderness preservation as national policy in the management of the Federal public lands for the total welfare of present and future generations and commends to the Congress, the wilderness-preservation principles embodied in revisions of S. 1176.

The resolution, Mr. Chairman, refers to S. 1176, in its revised form, which since has been reintroduced as a clean bill, S. 4028.

The bill would accomplish what we in the Izaak Walton League believe to be of basic importance—granting formal recognition and approval by Congress of wilderness preservation as an essential component of public policy in the administration of the total Federal land-management program.

The bill would grant formal congressional approval and sanction to wilderness policies and programs long since in operation, in most instances, and which have been adopted by the departments, primarily by administrative action, because of demonstrated public need. This, too, seems to us to be of basic importance.

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Beyond this, the bill seeks to provide a basic set of ground rules which can be uniformly applied by (1) the executive departments in carrying out the public policy, and, (2) by Congress in appraising the manner in which the congressional mandate is being carried out.

The proposed ground rules also provide, and properly, for an orderly procedure whereby additions to, modifications of, and eliminations from designated wilderness may be made and which emphasize the prime responsibility of the executive departments to carry out the public policy, at the same time keeping Congress itself currently informed.

It might be important for the league, at this point, to express its opinion on the relationship between the wilderness bill and the Outdoor Recreation Resources Review Act, which recently became law and is now in the initial processes of implementation.

In the ORRR Act, Congress adopted, as a matter of public policy, its determination that future generations of Americans shall be assured of having had preserved and available to them the quantity and quality of outdoor recreation resource opportunities which they will require.

Congress, in authorizing the 3-year study, took the important step which should furnish the evaluated data and understanding upon which we each, at our own level, can develop specific action programs to fulfill the public policy Congress has adopted.

Congress has instructed the Commission to make its inventory, evaluation, and recommendations on a truly comprehensive basis. Congress did not, however, grant to the Committee, itself, authority to modify or establish public policy. Congress rightfully retained that to itself.

Similarly, the wilderness bill would formally establish public policy without, I might add, making any determination as to how much or how little designated wilderness there shall be in the future. With wilderness preservation adopted as public policy by Congress, the ORRR Commission will have a far more firm base from which to launch its studies of wilderness as part of, and as related to, the total outdoor recreation resource, as well as in its relationship to the rest of outdoor America, present and future. Similarly, the Commission would have a far more firm base for its inventory, evaluations, and recommendations, if the Coordination Act amendment bill, the duck-stamp bills, S. 3051 and S. 3185, and other similar basic conservation legislation is enacted, strengthening both national policy and programs.

The Commission, at the conclusion of its study and included in its summary report to Congress and the President, may recommend that more or less area be designated for wilderness and related purposes.

Commission studies may show that wilderness is less a system of areas to which a single definition can be applied than it is a series of differing areas with differing values and potentials and to which differing definitions must necessarily be applied.

The basic wilderness policy would, however, be the solid core for each.

Such future growth and constructive change of policy, as most likely will be suggested by the Commission's studies, with regard to wilderness, just as to all other facets of the outdoor recreation resource, remains the prerogative of Congress.

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The wilderness bill protects the status quo and the administrative programs already in operation. It properly leaves authority with the executive departments commensurate with the responsibilities they are charged with. It does not set in motion new programs of action which might compromise free review and evaluation by the ORRR Commission.

Hence, we in the league see no conflict between the principles of the wilderness bill and the ORRR Act. We find them compatible.

Surely the adoption by Congress of the principles of wilderness preservation will assist the Commission positively in securing the evaluated data which Congress, and the rest of us, will require to do an adequate and constructive job of planning for America's outdoor future, including its wilderness aspect.

That concludes my statement.

Mr. STONG. Mr. Penfold, thank you very much.

Mr. Wood, have you any questions?

Mr. WOOD. I would like to ask Mr. Penfold a question or two.

You had a great deal to do with this Outdoor Recreation Resources Review Commission, and you worked with us on that. Do you think the studies will be hampered in any way by a failure to enact this wilderness legislation?

Mr. PENFOLD. I think that in all areas of study where there isn't already established on a national basis some kind of policy, a base from which to operate, that their studies will be hampered.

I mentioned the coordination act amendment as a very good example. If that legislation goes through, Congress then will have accepted a new policy and a broader policy toward recreation development in connection with water development programs.

If that is then national policy, the Commission can look at the situation as it is today, they can look at it in terms of a specific new policy, they can look at the future in terms of that, too. If they have to spend a lot of time groping around for "Well, now, what is policy?" And certainly wilderness is a very, very difficult thing to put your finger on, I think that their operations will be hampered. Or put it the other way around. I would rather put it the positive way. If Congress does adopt essentially this wilderness bill, the Commission will be off to a head start in making the kind of evaluation they want.

Mr. WOOD. In other words, you think that would eliminate some of the work the Commission might have to do in trying to recommend a policy?

Mr. PENFOLD. I don't think there is any question about it, Mr. Wood. As you have seen today, there have been a long, long list of witnesses, and it could be 10 times as long, and each of them will have a somewhat different idea of what wilderness policy is as it exists today.

Consequently, the Commission in turn would have to go again to all of these people and hundreds of thousands more, and itself try to arrive at some basis of some definition of what wilderness is and then try to evaluate it, plus, minus, or in any direction.

Mr. WOOD. The policies that have been followed, for instance, by the Forest Service, do you think they would be adequate for the Commission to work with? Of course, I realize that is not a policy set by Congress.

Mr. PENFOLD. It is not a policy set by Congress.

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The second most important thing about the bill in our opinion is that Congress would accept as of now the policies which have developed over the years by the Forest Service on the national forests, by the Park Service on the national parks, and on the wildlife refuges as developed by the Department of the Interior Fish and Wildlife Service.

Mr. WOOD. That would confirm that the Congress agrees with what has been done along that line?

Mr. PENFOLD. That is right, that they are working in the right direction, and that they are approved up to now.

Mr. WOOD. Thank you.

Mr. STONG. Thank you very much.

The next witness will be Mr. William Welsh of the National Reclamation Association. Mr. Welsh has been very patient and very kind to wait this long.

We will hear from you now.

STATEMENT OF WILLIAM WELSH, SECRETARY-MANAGER, NATIONAL RECLAMATION ASSOCIATION

Mr. WELSH. My name is William E. Welsh, and I am secretary-manager of the National Reclamation Association.

First, I would like to hand to you the telegram which was received just this morning from the Klamath Basin Water Users Protective Association, Klamath Falls, Oreg., with a request that it be made a part of the record.

Mr. STONG. It will be included in the record.

(The document referred to follows:)

KLAMATH BASIN WATER USERS PROTECTIVE ASSOCIATION,
Klamath Falls, Oreg., July 21, 1958.

WILLIAM E. WELSH,
Secretary-Manager, National Reclamation Association Building,
Washington, D. C.:

This association urgently requests that you strongly oppose S. 4028. We firmly believe that no hearings or action should be taken on this or any other proposed wilderness legislation until a complete study and report is made by the Recreation Resources Review Commission.

E. M. MITCHELL,
President, Klamath Basin Water Users.

Mr. WESLH. Mr. Stong, if I may, I would appreciate it if my statement could appear in the record and I could make just a few comments on it, touching on some points that may not be sufficiently emphasized in the statement.

Mr. STONG. That may be done.

Mr. WELSH. In my blunt way of approaching the question in my statement, I may not have set forth our position, perhaps, as it should have been. We of the National Reclamation Association recognize the growing interest in recreation all over the country. We think it is something that is worthwhile and something that must be recognized. It is a problem that must be met and it must be considered along with our resource development throughout the country.

There are several points that I would like to mention. First, I would like to endorse the position that has been taken by several witnesses preceding me. We believe that the enactment of such legislation as this should be postponed until after the Review Commission has completed its study and made its report. Second, our association

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has taken the position that such legislation as this should not be enacted or wilderness areas proposed in this legislation should not be created except after hearings in and approval of the local States.

Neither should additions to the areas be made except after similar local hearings and approval.

Early in the session we mailed a copy of our complete set of resolutions to each member of this committee.

In that printed pamphlet, the resolution pertaining to the wilderness areas, there was a very serious omission and error. I have emphasized that on page 2 of my statement, and have included there the paragraph that was omitted and left out of the printed copy of the resolutions that were earlier mailed to the committee.

The resolution in full appears at the end of my statement, and I presume that will be included along with the statement.

Mr. STONG. It will be a part of the record.

Mr. WELSH. The next point that I want to emphasize is the fact that in my opinion, after reading the bill a number of times, that the underlying and fundamental purpose of the legislation is to the effect that the preservation of wilderness shall be paramount, that all other uses of the areas are incidental. I have a specific reason for emphasizing it, and that is the reason that I quoted from the number of places in the bill as I did on page 3.

Then on page 4, at the top of the page, the wilderness areas, once they are created, would without doubt be regarded by the general public as being similar to and in the same category as national parks and national monuments, the resources within the boundaries of the same never to be utilized or in any way molested.

All other uses of the resources within the wilderness area not directly related to the main purpose are obviously incidental. There is a reference in the bill to sustained yield and multiple use, and there is a provision in the bill which would, under certain conditions, give the President authority to authorize certain uses within the area.

But the point that I want to make is this:

Once these areas are created as a wilderness area, there would be tremendous psychological effect on the minds of the people all over the country, with the publicity that would go out with the creation by law and by statute of a national wilderness preservation system. The public would immediately think of those areas as areas that should never be utilized in any way whatsoever. If there was any consideration being given to any use of any of the areas, there would immediately be pressure brought to bear upon the responsible official, the President in those cases, not to desecrate those areas that have been set aside as playgrounds and to be kept forever intact and inviolate. Pressure would be terrific.

In that connection, just Monday of this week I received a book, a brief history of the Northern Colorado Water Conservancy District in the Colorado-Big Thompson project in Colorado. This book was written by Mr. J. M. Dilly, one of the oldtimers of that area, a very highly respected citizen. In fact, just last year at Phoenix we made him an honorary life member of the National Reclamation Association.

In that book, he calls attention to the fact that in the legislation which created the Rocky Mountain National Park in 1915 there was a specific provision which was to permit authorizing work with respect to reclamation within the Rocky Mountain National Park.

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I would like to read just the quote from that legislation.

It would give to the Bureau of Reclamation, or permit them, to enter upon and utilize for flowage and other purposes any area within said park which may be necessary for the development and maintenance of a Government reclamation project.

Then he calls attention a little bit later to the opposition that they met with from the National Park Service and the National Parks Association, composed of many organizations concerned with preserving primitive natural conditions wherever possible, and that their efforts were apparently supported by the Secretary of the Interior at that time.

All of this carried on over a period of several years' time, in spite of the legislation that was enacted in 1915 specifically giving to the Bureau of Reclamation the right to go into that area and make those surveys. All of this took place in spite of the fact that the intake and the outlet of the tunnel both were outside of the boundaries of the Rocky Mountain National Park. That is just typical of what we would be up against if a wilderness area is created and established any place where later we might want to utilize those areas for the development of irrigation and reclamation projects.

It would create a psychological effect and a feeling among the people that would make it almost impossible to get into those areas and over utilize any of the resources, particularly the development of any irrigation and reclamation projects.

That is one of the reasons why we very strongly urge, First, that hearings be held over the West where the people that are directly concerned will have an opportunity to be heard on this question, and, second, we think it very serious and very important that there must be approval of the local States before such areas are created.

We think that is fundamental. We think it is essential in a democracy. I happen to be one of those oldtimer Jeffersonian Democrats who believes that the closer you can keep the government to the people directly concerned, the better government we will have. I think in this case before we set up these wilderness areas, we should give the people directly concerned and affected an opportunity to speak their mind on it. I think there is one other point I would like to make.

Those of us who have lived in the West all our lives and know the West know that there are millions of acres all over the West that are bound to remain a wilderness area in spite of all that man can do.

There are just simply millions of acres. It isn't necessary to create a wilderness area and lock up the resources of that area and cripple the State, because an impact upon the economy of the State, in order to have wilderness areas available or playground areas available for the general public.

I think that is probably all I would have to say now, Mr. Chairman, except that we do think there has been an awful lot of emphasis in this particular bill on the paramount use of the areas being for wilderness purposes, and we think there should very definitely be provisions which would permit utilization where it is necessary with resources.

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(The prepared statement referred to follows:)

STATEMENT BY WILLIAM E. WELSH, SECRETARY-MANAGER, NATIONAL RECLAMATION ASSOCIATION

My name is William E. Welsh. I am secretary-manager of the National Reclamation Association.

Our interest in this legislation is the effect which it might have upon present irrigation and future reclamation development in the western half of the United States. I realize that S. 4028 is a revised version of the original bill, S. 1176, and that it was intended to overcome the principal objections which were raised against the original bill. I am not sure, however, that those desirable objectives have been accomplished.

In the consideration of this legislation, it appears to me that there are several basic facts and fundamental policies that should be taken into consideration.

1. No legislation dealing with the recreational resources of the Nation should be considered until after the National Outdoor Recreation Resources Review Commission has had time to complete its study and report.

The legislation authorizing the appointment of this Commission which was just recently signed by the President was passed by the Congress almost without opposition. It has been enthusiastically received. The Review Commission, the members of which have not all yet been appointed, is due to complete its report by 1961. The Review Commission bill provides, among other things, as follows:

"SEC. 6. (a) The Commission shall proceed as soon as practicable to set in motion a nationwide inventory and evaluation of outdoor recreation resources and opportunities, directly and through the Federal agencies, the States, and private organizations and groups, utilizing to the fullest extent possible such studies, data, and reports previously prepared or concurrently in process by Federal agencies, States, private organizations, groups, and others.

"(b) The Commission shall compile such data and in the light of the data so compiled and of information available concerning trends in population, leisure, transportation, and other factors shall determine the amount, kind, quality, and location of such outdoor recreation resources and opportunities as will be required by the year 1976 and the year 2000, and shall recommend what policies should best be adopted and what programs be initiated, at each level of government and by private organizations and other citizen groups and interests, to meet such future requirements."

In view of the thorough and exhaustive research and study which the National Outdoor Recreation Resources Review Commission is authorized to make, it would seem logical that no such legislation as S. 4028 dealing with the Nation's recreational resources should be considered at this time.

2. Such wilderness areas as proposed in this legislation should not be established except "after hearings in and approval of the local States." (See NRA Resolution No. 2, 1957.) Neither should additions to areas be made except after similar local hearings and approval.

At the beginning of the present session of Congress, copies of the resolution adopted by the National Reclamation Association at its last annual meeting held in Phoenix, Ariz., in November 1957, were mailed to each member of this committee. There was a very critical error and omission in this resolution. The most important paragraph of Resolution No. 2, pertaining to wilderness areas was omitted and I am reproducing it herewith: "*Now, therefore, be it resolved*, That the National Reclamation Association opposes the creation of such areas and withdrawals unless after hearings in and approval of the local States; and * * *."

The resolution in full will be found at the conclusion of this statement.

This principle, requiring local approval, is fundamental in a democracy and should be strictly adhered to. The bill, S. 4028, would provide that within national forests any areas designated on June 1, 1958, as wilderness, wild, primitive, or roadless would, at the end of 10 years, automatically become a part of the wilderness system unless determined otherwise by the Secretary of Agriculture. Furthermore, addition to wilderness areas could be made under the proposed bill, S. 4028, without the approval of local States, although hearings would be held if required.

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3. The fundamental and underlying purpose of the legislation is that "the preservation of wilderness shall be paramount." All other uses are incidental.

The purpose is clearly set forth in the following quotes from the bill:

Page 1, line 11 to page 2, line 4: "* * * which areas shall serve the public purposes of recreational, scenic, scientific, educational, conservation, and historical use and enjoyment by the people in such manner as will leave them unimpaired for future use and enjoyment as wilderness."

Pages 2, lines 17-21: "It is accordingly declared to be the policy of Congress (1) to secure the dedication of an adequate system of areas of wilderness to serve the recreational, scenic, scientific, educational, conservation, and historical needs of the people * * *."

Page 3, lines 8-9: "* * * the preservation of wilderness shall be paramount."

Page 3, line 25 to page 4, line 4: "(e) A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain."

Page 11, lines 14-18: "* * * any agency administering any area within the wilderness system shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes as also to preserve its wilderness character."

Thus it is noted that the real purpose of the legislation is not only set forth in the declaration of policy, but it is interwoven throughout the bill, and often in the strongest of language. In view of this fact, can anyone doubt the fundamental and underlying purpose? In fact, it becomes increasingly evident that all other uses of any of the resources within the wilderness areas must be incidental to the main purpose as set forth above.

4. The wilderness areas, once they are created, would without doubt be regarded by the general public as being similar to and in the same category as national parks and national monuments, the resources within the boundaries of the same never to be utilized or in any way molested.

This would be a natural conclusion on the part of the public, especially in view of the emphasis which is placed upon the main purpose of the legislation, and the publicity which would undoubtedly be given to such purpose.

The Council created by this legislation would, under the terms of the bill, become a public information agency which would give widespread publicity to the wilderness areas, telling of the advantages of the recreational and other opportunities in the wilderness system and the necessity of maintaining the wilderness system inviolate. Witness the language in the bill (p. 15, line 23, to p. 16, line 4): "The Council shall make, sponsor, and coordinate surveys of wilderness needs and conditions and gather and disseminate information, including maps, for the information of the public regarding use and preservation of the areas of wilderness within the wilderness system. * * *"

And also note the following (p. 2, lines 21-23): "to provide for the protection of these areas and for the gathering and dissemination of information regarding their use and enjoyment as wilderness."

The psychological effect upon the minds of the general public regarding these wilderness areas which are to remain "untrammeled by man" would be tremendous if the Council should take advantage of the publicity opportunities made available to it. Futhermore, it would seem reasonable to expect that there would be additional publicity by those who are sponsoring this type of legislation.

5. All other uses of resources within the wilderness areas not directly related to the main purpose are obviously incidental.

True, reference is made to multiple use and sustained yield and the bill provides that the "President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting, mining, the establishment or maintenance of reservoirs and water conservation works, * * *"

However, in view of the buildup which we can expect for the purpose of this legislation, it is easy to imagine the tremendous pressure that would be brought to bear upon the President if any movement were contemplated authorizing any other use of the wilderness area. As an illustration, if a storage reservoir should be proposed within one of these areas, the pressure that would be brought to bear upon the President would undoubtedly be tremendous. Witness Echo Park.

6. Congress should retain jurisdiction to the extent practicable.

The members of our association look to the Members of the Congress as the direct representatives of the people. They want Congress to retain jurisdiction

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of problems that are of vital concern. As the legislation is now drafted, wilderness systems would be established embracing tremendous areas, especially within the national forests, throughout the western part of the United States within 10 years unless otherwise determined by the Secretary. Additional areas could be added upon the recommendation of the Secretary after hearings are held, if such hearings are requested, unless such additions are opposed by a concurrent resolution adopted by the Congress. We believe the latter should be reversed. We think it would be more appropriate that affirmative approval by the Congress should be required for the establishing of new areas or the addition of areas to the wilderness system.

I would particularly like to refer to my own State of Idaho. That State has a larger area that would automatically be included within the wilderness preservation system, unless the Secretary determined otherwise, than any other State in the Nation. It has approximately 3 million acres now set aside as primitive area. This area extends north and south a distance of almost 150 miles. We believe that it would be fundamentally wrong for the Congress to enact legislation which would take such a tremendous area from one State and set it aside as a part of a national wilderness system until after hearings in and approval of the local State. If all the natural resources within such a tremendous area as this, all within one State, are to be locked up, and the development and use of those resources forever denied, the impact upon the economy of that State could be tremendous.

SINGLE PURPOSE IS NOT TRUE CONSERVATION

The irrigation and reclamation interests of the West are deeply concerned with conservation, but, in our opinion, it would not be true conservation to authorize setting aside vast areas of our western watersheds for a single purpose; areas only to be looked upon where the resources are never to be used; areas to be kept forever remote; areas, because of their inaccessibility, which will be visited only by an infinitesimally small percentage of our population. True conservation, in our opinion, means wise use of our watersheds. It means use without abuse.

There is perhaps no other group in America that has so great a reason to be interested in conservation as do the irrigation farmers of the arid and semiarid West. For the successful growing of the crops, it is absolutely essential that there is a well sustained stream flow runoff or water supply available during the entire growing season. This requires an adequate and well planned program of watershed protection on all of the watersheds of the West where irrigation is dependent upon the stream flow for its available water supply.

For the foregoing reasons the National Reclamation Association is vitally interested in conservation. We believe, however, that the desired conservation can be accomplished without limiting the use of the resources of a watershed to a single purpose such as is proposed in the legislation before this committee.

THEODORE ROOSEVELT AND GIFFORD PINCHOT

The conservation movement as we know it today was given its greatest momentum under the leadership of former President Theodore Roosevelt and former and first Chief Forester, Gifford Pinchot. It is truly refreshing to note that neither Theodore Roosevelt nor Gifford Pinchot ever for a moment advanced the theory that conservation meant to set aside vast areas of a watershed where all of the natural resources should be bottled up and denied to the public except as something to look at. Theodore Roosevelt and Gifford Pinchot were true conservationists, but they were realistic. They realize that all of the natural resources of our great river basins, and particularly the river basins of the arid and semiarid West, could be utilized without destroying the natural beauty of those areas and without detracting from the effectiveness of the watersheds from the standpoint of conservation.

It is interesting to note that Theodore Roosevelt, in six of his annual messages to the Congress, wherein he dealt with the subject of conservation, utilization, and development of our natural resources, in every instance referred specifically to the value and benefits to be derived from reclamation. In his first message, December 3, 1901, he said: "The reclamation and settlement of the arid lands will enrich every portion of our country, just as the settlement of the Ohio and Mississippi Valleys brought prosperity to the Atlantic States."

In his sixth annual message, December 3, 1906, he said: "Irrigation should be far more extensively developed than at present * * * The Federal Government should seriously devote itself to this task, realizing that utilization of water-

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ways and water power, forestry, and the reclamation of lands are all interdependent parts of the same problem."

About 2 years ago, Mrs. Gifford Pinchot appeared before this committee at hearings which were being held on Senate Joint Resolution 139, relating to the commemoration of the 50th anniversary of the 1st conference of State governors on conservation. At those hearings she outlined the history and background of the conservation movement as it was developed into a national policy by her distinguished husband. I was particularly impressed by her statement that "Conservation to Gifford Pinchot was never a vague, fuzzy aspiration * * * The conservation he preached dealt with protection of the forest in terms of wise use and sustained yield. It dealt with the relation of these forests to the fertility of the soil, to erosion, and flood prevention * * *." The first of the three great purposes of Mr. Pinchot, she said, was "To wisely use, protect, and renew the natural resources of the earth * * *." Then she summarized by saying, "In other words, the greatest good, for the greatest number, for the longest time."

The policy which would be put into effect by the adoption of this legislation would be a far cry from the policy recommended by Gifford Pinchot—"the greatest good for the greatest number, for the longest time." As previously stated, the wilderness areas, because of their inaccessibility, would be available only to a very small percentage of our population.

MILLIONS OF ACRES OF PLAYGROUNDS IN THE WEST

In my judgment, it is not necessary to enact legislation which would deny the right to develop and utilize the natural resources in vast areas throughout the West in order to maintain adequate recreational areas. Those of us who are familiar with the West know that there are millions of acres throughout this great mountainous area that must forever remain a natural and undeveloped wilderness area because of its rugged character and inaccessibility. I am reminded of the words attributed to Senator Borah, at a time when consideration was being given to creation of a Sawtooth National Park in Idaho. When he was looking across Redfish Lake at the beautiful and majestic Sawtooth Mountains in the background, Senator Borah is quoted as saying, "Man need not attempt to create a national park here—God has already created a park far beyond the ability of man to either add or detract." The same could be said of millions of acres throughout the mountainous areas of the West.

SUMMARY

In summarizing my remarks, I would like to recommend—

(1) That consideration of this legislation be postponed until after the National Outdoor Recreation Resources Review Commission has completed its study and made its report.

(2) That if such legislation is to be enacted, it should be amended to provide that no wilderness area shall be established until after hearings in and approval of the local States. Neither should there be additions to existing areas except after local hearings and approval.

(3) That the language authorizing additions to wilderness areas unless opposed by a concurrent resolution of the Congress should be reversed. Affirmative approval by the Congress should be required for the establishing of new areas or additions to existing areas.

(4) That the language in the bill pertaining to multiple use and sustained yield, and also the language giving certain powers to the President authorizing other uses within the areas, should be strengthened so as to clearly and unequivocally spell out the intent of Congress. Such language should also be given equal weight with the provision relating to the preservation of wilderness areas.

In conclusion, may I again emphasize that there are vast areas in every one of the Western States which, because of its high, rugged mountains, precipitous cliffs, and rough terrain, must forever remain a beautiful and uninhabited wilderness in spite of all that man can do.

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RESOLUTION NO. 2 ADOPTED AT PHOENIX, NOVEMBER 1957

WILDERNESS AND OTHER RESERVED AREAS

Whereas there have been established by administrative or Executive order wilderness areas, national parks, or additions to existing national parks, national monuments, and other reserved areas to the extent of substantial acreages in given States resulting in some instances in detrimental effect on the economy in the affected States; and

Whereas such wholesale withdrawals of public domain, especially in watershed areas often materially interfere with needed reclamation: Now, therefore, be it

Resolved, That the National Reclamation Association opposes the creation of such areas and withdrawals unless after hearings in and approval of the local States; and be it further

Resolved, That the National Reclamation Association urges that, in any administrative or Executive order and in any legislation, authorizing the creation of a wilderness or any other reserved area there shall be effective provision to require that such area shall be established and managed so as not to impair optimum water runoff and so as not to prevent reasonable use of such areas for reclamation and water resource development.

Mr. STONE. Thank you very much, Mr. Welsh.

Mr. Wood, have you any questions?

Mr. WOOD. I have no questions, but just before coming down I had a note from Senator Anderson. He asked me to have put into the record the fact that he received a telephone call during the lunch hour from the several attorneys representing the New Mexico oil and gas people, requesting that hearings be held in New Mexico before any final action on the bill. He wanted that note made in the record, that the request had come in from Mr. Howard Bratton, of Roswell, N. Mex

Mr. STONE. Thank you, Mr. Welsh.

Mr. Howard Zahniser agreed some time ago that in the interest of time he would brief his statement for us.

Does that agreement still stand, Mr. Zahniser?

STATEMENT OF HOWARD ZAHNISER, EXECUTIVE SECRETARY OF THE WILDERNESS SOCIETY

Mr. ZAHNISER. Yes, Mr. Chairman. Of course, it was understood, as Senator Murray said at the beginning of the hearing this morning, that these hearings were called particularly for the purposes of getting testimony from the Government agencies, and from organizations that had previously testified against the bill.

I have been in support of the bill from the beginning. I have been one of those who have been trying to work out a piece of legislation that would accommodate all of the criticisms and suggestions.

I have with me a list of the names of 22 national organizations that have supported and are supporting this bill, and 58 regional State and local groups.

So, if this had been a hearing at which we had undertaken to represent the whole picture, there would have been a very large number of people here who were already known to be in favor of the measure.

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The purpose of this hearing has, I think, excused me from having to go ahead right now. Senator Murray made a good number of the points that I might have made. In the statement that I submit, I shall comment further, as Mr. Penfold so helpfully did, on the undesirable suggestion that this be postponed until the Outdoor Recreation Resources Review has been completed. That is a recommendation that has been made by opponents of the wilderness bill ever since the beginning days of this Congress. I have an extensive statement with me that Representative John Saylor made on that very point a year ago, which meets this situation.

We feel, and I have a statement on this that I will put into the record, that the enactment now of the wilderness bill will be a distinct contribution to the success of the outdoor recreation resources review. The bill sets up a procedure and a program that will be of help to the Resources Review Commission in indicating the way in which any recommendations it has to make can be carried out.

I also comment on the suggestions of field hearings for this summer. A little more than a year ago, I worked earnestly to get a program of field hearings established in the summer of last year, because of our interest in carrying this to the various communities. But members of the committee here, and others, felt that that was unnecessary and, perhaps, undesirable.

The fact is that we are dealing with lands that are already in the same kind of administration that we expect to continue, and the situation is different from what it has been in a number of instances where field hearings have been called in connection with other legislation. We have distributed copies of the full text of this bill, S. 1176, very widely. I think more copies of it have been distributed than of any other bill in history. And we have sought comments from people. When we got the comments, we have incorporated them, as you know. You assisted us, and Mr. Wood has, too.

Mr. STONG. I am aware, Mr. Zahniser, of your desire of a year ago for hearings, and I am also aware of your almost endless effort in the last year to consult with everyone who indicated any interest in this bill or had any suggestions to make to it. I think that probably the records will have some statement from each of the 22 organizations you mentioned.

Mr. ZAHNISER. We, as proponents of the measure, have done our best to have it completely understood. Now we have a remarkable opportunity to enact a piece of legislation: I hope that we can take the results of this supplemental hearing today and see what we can work out in a practical way, such as Mr. Crafts and Mr. Abbott suggested this morning, to carry out the recommendations of those departments that we seek the enactment of a bill as soon as practicable.

Before going on with my formal statement, I should like to identify myself for the record. I am Howard Zahniser. I reside at 6222 43d Avenue, Hyattsville, Md. Although western Pennsylvania is my home, and I have spent a good many of my most pleasant days in the West, I have been employed in Washington for a good many years. Like others here, I have found it pleasant to accept requests to represent others who share interests and, thus, I am Washington representative for Trustees for Conservation, an honorary vice president of the Sierra Club, vice chairman of the Citizens Committee on Natural

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Resources. I testify here, however, as executive secretary and editor of the Wilderness Society, by whom I am employed at 2144 P Street NW., Washington 7, D. C.

SPECIAL PURPOSE OF THIS HEARING

The case for the enactment of the wilderness bill was fully presented at the hearings held last year, as also, were the criticisms.

This hearing today, as I understand, has been occasioned by the fact that we who are proponents of the measure, following the 1957 hearings, set about to meet objections and take advantage of criticisms, by revising and further developing the bill—meeting whatever opposition there was with clarification and revision instead of argument. This process of clarification and revision has been a careful and detailed one, in which I have participated and regarding which I am prepared to testify in such detail as the committee may wish. It has been carried out through correspondence, discussion, and successive informal conferences with legislators and with administrators of the executive branch. It has been accomplished through the instrumentality of two committee prints of the committee—one dated December 4, 1957, and the other February 11, 1958—and, also, in the revised form of the bill now before us as presented to the Senate on June 18, 1958, by Senator Humphrey, Senator Neuberger, and Senator Murray, all of whom participated then in its explanation.

Earlier, on April 15, 1958, Senator Neuberger and Senator Humphrey had explained to the Senate the major changes that had been developed in the clarification and revision process and incorporated in Committee Print 2. Their April 15 remarks and the full text of the committee print were reprinted from the Congressional Record and widely distributed under the title "Revised Wilderness Bill." A copy of this reprint and also a reprint of the Congressional Record explanations made on the occasion of the June 18 introduction of S. 4028 are included in the portfolio of materials which we have prepared and placed at the convenience of the committee members. They also are with some material that I have appended to these remarks for inclusion in the record of these hearings.

I have with me a series of placards on which have been mounted for comparison the full text of the original bill (S. 1176) and of Committee Print 2, with explanatory comments mounted as seemed helpful between the two. Also, I have with me special marked copies of Committee Print 2 and our present form of the bill, S. 4028, showing on the committee print the portions now taken out, and on this copy of S. 4028 the additions to the bill included after the issuance of Committee Print 2. Thus, we are prepared to discuss before the committee or afterward individually the details of this interesting and, I may say, from my point of view, inspiring process whereby in our democratic fashion we have achieved through cooperation our present consensus.

Senator Murray, I am aware, when he called today's additional hearings, announced that they "are intended," and I am quoting from his announcement—

> intended to receive testimony on changes which have been made in the bill and to determine whether or not the new bill is more satisfactory to persons, organizations, and agencies which opposed S. 1176.

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In a memorandum that I sent to the cooperators who have been advancing the wilderness bill informing them of this hearing, I said:

> It will not be necessary for those who earlier supported the wilderness bill to appear at these hearings, I am sure.

I suggested that it would be advisable to send the committee a message of endorsement of the bill in its revised form.

MANY SUPPORTERS

Had the proponents of the wilderness bill been encouraged to come here in person today, there would have been a large gathering, indeed. I have with me a list of 22 national organizations and 58 State, regional, and local organizations who have expressed support of the bill, and these 80 organizations that might be represented at a hearing where their testimony would be needed would be augmented by many individuals.

These organizations are as follows:

TWENTY-TWO NATIONAL ORGANIZATIONS SUPPORTING THE WILDERNESS BILL

AFL-CIO
American Nature Association
American Planning & Civic Association
American Society of Mammalogists
American White Water Affiliation
Citizens Committee on Natural Resources
Council of Conservationists
Defenders of Furbearers
Federation of Western Outdoor Clubs
Garden Club of America
General Federation of Women's Clubs
Izaak Walton League of America
National Audubon Society
National Council of State Garden Clubs
National Grange
National Parks Association
National Wildlife Federation
Nature Conservancy
Sierra Club
Trustees for Conservation
The Wilderness Society
Wildlife Management Institute

FIFTY-EIGHT STATE, REGIONAL, AND LOCAL ORGANIZATIONS SUPPORTING THE WILDERNESS BILL

Adirondack Mountain Club
Albuquerque Game Protective Association
American Bowhunters Association
American Youth Hostels
Appalachian Mountain Club
Beaver County Sportsmen's League
Billings Rod and Gun Club
Bird Club of Westfield, N. J.
California Alpine Club
Cascadians of Yakima
Citizens Natural Resources Association of Wisconsin
Conservation Council of Eastern Pennsylvania
Conservation Forum of New York State
Desert Protective Council
Dude Ranchers Association
East Orange Garden Club
Federation of Garden Clubs of Virginia, Piedmont District
Flathead Wildlife, Inc.
Friends of the Forest Preserve

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Friends of the Three Sisters Wilderness
Friends of the Wilderness
Garden Club of Virginia
Georgia Conservation League, Region 3
Green Mountain Club
Hawk Mountain Sanctuary Association
Idaho Wildlife Federation, District 2
Illinois Audubon Society
Independent Timbermen's Committee
IWLA, Wisconsin Division
MAZAMAS
Montana Wilderness Association
Montana Wildlife Federation
Montclair Bird Club
The Mountaineers
The Natural History Society of Eugene
Natural Resources Council of Illinois
New York-New Jersey Trail Conference
New York State Conservation Council
North Cascade Conservation Council
North Rocky Mountain Sportsmen's Association
Obsidians
Obsidian Princesses
Oklahoma Garden Club
Oklahoma Outdoor Council
Otero County Wildlife Association.
Olympic Park Associates, Inc.
Philadelphia Conservationists, Inc.
Peoria Rod and Gun Club.
President's Quetico-Superior Committee.
Quetico-Superior Council.
Ravalli County Fish and Wildlife Association.
Roamer Hiking Club.
Rock Tavern Rod and Gun Club.
St. Petersburg Audubon Society.
Seattle Audubon Society.
The Trailfinders.
Trowel Garden Club.
Washington State Sportsmen's Council

The wilderness bill has indeed been widely supported and commended, by organizations, individuals, and also in significant editorials in leading newspapers across the continent—Boston Herald, Christian Science Monitor, New York Times, Washington Post, St. Louis Post-Dispatch, Portland (Oreg.) Journal, San Francisco Chronicle, for example. And they all seem to have joined with satisfaction in supporting the effort to accomplish wilderness preservation in a cooperative, constructive, patient effort to work out a program that will fit into all our other worthy programs.

That is the kind of effort that brings us to these hearings, wherein the proponents of this broad program are seeking not to argue in controversy but to cooperate in correction and perfection of a proposal that already has the background of a 20-year advocacy and a decade of earnest discussion and planning.

Such is the background of the revision of the wilderness bill which we are now considering.

CHANGES INCLUDED IN REVISED BILL

When the bill in this revised form was being prepared for introduction to the Senate I assisted Senator Murray at his request in the preparation of a statement on the changes that had been made in S. 1176, and I can best proceed, I believe, by relying on this exposition, which already is familiar to some of you.

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First of all, I should like to reiterate that this revised wilderness bill has been improved in many ways over the measure introduced in the early weeks of this 85th Congress. The improvement has been brought about as a result of the hearings held, the wide interest aroused, the many discussions of this important measure, and the willingness of its proponents to accept criticism and meet objections.

Outstanding revisions may be summarized as follows:

WATER-USE NEEDS RESPECTED

We recognize that one of the great natural-resource problems in the West is that of meeting the needs for water. In the past some water-development projects have come into conflict with certain park and wilderness-preservation purposes. So it is only natural that a wilderness bill should be thoroughly scrutinized as to its possible effects on water-use projects. This bill has been so scrutinized, and in two notable respects it has been significantly changed to make it consistent with water-use programs.

It has been made clear that nothing in the legislation may be construed to modify existing water law. A new subsection has been added to section 3 (c) as follows:

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

Provision also has been made for the establishment or maintenance of reservoirs or water-conservation works within national-forest wildernesses when the President determines that they will there be in the best national interest.

OTHER NATIONAL-FOREST CHANGES

These provisions in connection with meeting water needs are of major importance. They are part, however, of a general revision as to wilderness-area uses in national forests, adapted from proposals made by the Forest Service.

The original bill included outright prohibitions of mining and reservoir construction; it listed specific uses to be prohibited; and it left doubt as to necessary insect and disease control.

The new bill is different in these respects.

RIGHTS PROTECTED

The list of specific uses to be prohibited has been dropped from section 3 (b), in line with a Forest Service suggestion made at the time of the hearings, and instead the bill now says:

Except as specially provided in this section, and subject to existing private rights (if any), no portion of any area constituting a unit of the wilderness system shall be used for any form of commercial enterprise not contemplated in the purposes of this act.

TEMPORARY ROADS AS NEEDED

The outright prohibition of roads in this subsection has also been modified to permit the temporary roads that may be needed for fire protection or insect or disease control. The bill now says:

Within such areas, except as otherwise provided in this section and in section 2 of this act, there shall be no permanent road; nor shall there be any use of motor

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vehicles, motorized equipment, or motorboats, or landing of aircraft, or any other mechanical transport or delivery of persons or supplies, nor any temporary road, nor any structure or installation, in excess of the minimum required for the administration of the area for the purposes of this act.

MULTIPLE USE

Furthermore, a new special provision has been added to section 8 (c), from a substitute bill and accompanying testimony presented by the Forest Service, as follows:

(2) Within national forest areas included in the System the President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting, mining, the establishment or maintenance of reservoirs and water-conservation works, and such measures as may be found necessary in the control of insects and diseases, including the road construction found essential to such mining and reservoir construction, upon his determination that such use in the specific area will better serve the interests of the United States than will its denial.

Other significant changes regarding areas in the national forests have been made, most of them resulting from statements made by the Forest Service at the hearings. One of these makes plain that the wilderness bill is in keeping with multiple-use policy, that wilderness preservation is to be one of the multiple-use purposes of the national forests, and that the forests as a whole are to be administered with the general objectives of multiple use and sustained yield.

This is made plain in a new subsection (d) of section 1, which also reasserts the established national forest purposes. This subection (d) is as follows:

(d) In establishing thus a national wilderness preservation system to include units within the national forests it is further declared to be the policy of Congress to administer the national forests with the general objectives of multiple use and sustained yield, and in order to carry out this policy the Secretary of Agriculture is accordingly 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. The purposes of this act are further 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 (sec. 1, 30 Stat. 34, 35; 16 U. S. C. 475, 551).

Of course, this provision does not permit any use of a wilderness area that would destroy it as wilderness. It does emphasize (1) that there are appropriate multiple uses of a wilderness and (2) that an area of wilderness within a national forest can be part of an overall multiple-use, sustained-yield policy for the whole forest. The wilderness area itself would, of course, include no timber cutting.

PRIMITIVE AREAS

As a result of another important change regarding national forest areas, the long list of names of the wilderness, wild, primitive, and roadless areas has been deleted. This has reduced the length of the bill by about six pages. Instead the bill now says that—

the wilderness system shall include the areas within the national forests classified on June 1, 1958, by the Department of Agriculture or the Forest Service as wilderness, wild, primitive, or roadless.

A special proviso is added regarding the primitive areas, making it clear that these areas are to be studied further, especially as to their

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boundaries, and that no area not predominatly of wilderness value is to be included.

CHANGES REGARDING THE PARK SYSTEM

The bill no longer specifies the units of the national park system that will become parts of the wilderness system. Rather it provides for the inclusion of the parks and monuments that contain 5,000 or more acres without roads and such additional units as the Secretary of the Interior designates—designations which are subject to review by Congress.

As a result of informal suggestions by National Park Service officials there has been added a sentence at the end of section 2 (b) insuring that the provisions of the wilderness bill will not lower National Park Service standards and reaffirming these standards as already established in basic legislation.

CHANGES AFFECTING REFUGES

After cooperative discussions with officials in the Fish and Wildlife Service, and particularly in the Bureau of Sport Fisheries and Wildlife, section 2 (c) has been rewritten. Specific refuges and ranges are no longer designated by the bill for inclusion. Rather it is provided that a 5-year survey shall be made and the appropriate refuges and ranges included by designation of the Secretary of the Interior. These designations would be subject to congressional review.

THE INDIANS' WILDERNESS

The original bill designated certain roadless and wild areas on Indian reservations for inclusion in the wilderness system. The bill now omits all such designations and provides that the system shall include areas designated by the Secretary of the Interior after consultation with the tribes or bands. Original safeguards of treaties and hunting and fishing rights and privileges are continued. In addition, the new bill makes clear that the designation of any wilderness area—

shall not change title to the land or the tribe's beneficial interest.

The bill also provides that—

the termination of Federal trusteeship over a tribe or tribes shall remove from the wilderness system any included tribal lands so affected—

of course—

unless Congress shall otherwise provide.

This provision is not intended, as some seem to have feared, as any inducement for such termination. Rather it is an emphasis of the understanding that these lands are the Indians' land, and that their inclusion in present circumstances in the Wilderness System is not to interfere with a freedom of action in the event of termination.

I might add at this point also that we concur in recommending that the words "and with the consent of" be inserted, within commas, in section 2 (d) at line 22 on page 8, after the word "with", so that it would read:

The wilderness system shall include such areas of tribal land in Indian reservations as the Secretary of the Interior may designate as appropriate for inclusion after consultation with, and with the consent of, the several tribes or bands * * *.

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OTHER UNITS IN THE SYSTEM

In providing for other units in the wilderness system—in addition to those in national forests, parks, refuges, and Indian reservations—the bill also now makes provision for areas that may be acquired by gift or bequest by a Federal agency for preservation as wilderness.

CONGRESSIONAL REVIEW OF PROPOSED CHANGES

The revised wilderness bill also makes much improved provision for procedures in making changes in the wilderness system. Section 2 (f) deals with this matter. It provides that any changes—addition, modification, or elimination—shall be made only after public notice, and a public hearing if demanded, and, furthermore, that any proposed change shall not take effect until after Congress has had an opportunity to oppose it if the Congress so wishes.

Thus detailed determinations are left to administrative agencies, yet Congress has an opportunity to prevent any abuse of this administrative freedom of action if such abuse should ever be threatened.

And the public is kept aware of all such proposals.

USE OF THE WILDERNESS

The revised wilderness bill like the original one makes plain that the wilderness system is for use, for its appropriate and enduring use by the people. The revised bill, however, meets objections that many have made to the way in which the original bill dealt with what may be called nonconforming uses.

These changes have already been noted among those that have been made affecting national forests. In brief, this is not a reform measure. Existing uses of our wilderness areas are respected. In addition to the provisions already noted, the bill specially provides that any existing use authorized by the Executive order or legislation establishing a wildlife refuge or range may be continued.

All the provisions of the bill are made subject to any existing private rights.

THE WILDERNESS COUNCIL

The revised wilderness bill, like the original, provides for the establishment of a Council to serve as a general source of information, a repository for files, and a nonexclusive clearinghouse for exchange of information among the agencies handling the areas within the wilderness system. The revised bill, however, has taken advantage of the various criticisms made of this proposed Council and has both changed and clarified the provisions so as to meet objections and realize the suggested improvements.

There have been changes made in the makeup of the Council, in its method of appointment, and also in its proposed functions.

S. 1176 as introduced on February 11, 1957, proposed a Council made up of 11 members including 4 heads of land-management bureaus, 6 citizens, and the Secretary of the Smithsonian Institution, who would serve as the Council's secretary and maintain its headquarters. There have been suggestions that the heads of departments, the Secretaries, rather than bureau heads, should be the members of such a Council. There were criticisms against having so many citizen members. There were other suggestions.

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Accordingly the makeup of the Council has been altered to provide that the Council shall comprise three citizen members, the Secretary of the Interior, the Secretary of Agriculture, and the Secretary of the Smithsonian Institution.

The Secretaries of Interior, Agriculture, and the Smithsonian Institution will be members ex officio. The citizen members will be appointed by the President, and the Chairman will be named by the President from among the citizen members. In accordance with a newly added provision, the citizen members shall be subject to Senate confirmation.

The bill's provisions also now clarify and change the functions of the Council to take advantage of comments and suggestions. No longer does any provision of the bill permit the Council in any way to come between the Congress and the executive agencies in their administration of wilderness. Originally the administrators were to send to the Council their proposals for additions or eliminations to or from the wilderness system for transmission to Congress. Now the Council is to receive only copies, for its files. The reports will come directly to Congress. It is made plain that the Council is no superagency. It has no jurisdiction over lands or over the agencies that do manage lands. It serves its own essential purposes and no others.

INTEREST IN THE COUNCIL

The Council has attracted a great deal of interest. It has been the subject of earnest thought. Its purposes are typical of this program, which accomplishes its objectives by preserving the wilderness character of lands that are being handled for other purposes. And this is to be done by administrators who are, and will be, primarily concerned with these other purposes.

Thus, wilderness preservation is fitted into already established programs.

National forests are for watershed protection and timber production, national parks for recreational use and enjoyment, refuges for wildlife protection and increase, and so forth.

In this program, the Wilderness Preservation Council provides a common meeting for wilderness administrators who are concerned primarily with all these other programs, and the Council provides for such a meeting with a certainty and regularity that are not likely to be realized otherwise.

Once a year, at least, the various wilderness interests in forests, parks, refuges, and other areas will be brought to a focus and called to the attention of the President, the Congress, and the public—as well as to the deliberate attention of the various administrators handling them—in an annual report that will deal with wilderness as wilderness, and with the national wilderness preservation system as such.

In designing wilderness preservation that can be carried on by existing agencies without interfering with their present programs, we create a need for such a body as the Council. It thus becomes an integral part of the program here established, and it fits into the existing structure of governmental agencies, just as our wilderness-preservation program fits into other and existing programs.

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The diversity of areas involved and agencies represented, plus the clear purpose of providing that these areas shall continue to serve their peculiar purposes and under the various existing agencies, will give the Council's function as a repository of files and informational material a cumulative importance.

Not only do the preservation and administration of wilderness areas require adequate information, but, also, the appropriate use of wilderness by the people requires clear, reliable information, including maps. The Council will help to meet this need.

Through the dissemination of publications, including maps, and the encouragement of studies, the Council has an opportunity to make contributions like those of the Smithsonian Institution in the diffusion of knowledge. This possibility is related to the prospect for receiving substantial philanthropic gifts and bequests.

The wilderness bill declares that—

> the preservation of * * * wilderness is recognized as a desirable policy of the Government of the United States of America for the health, welfare, knowledge, and happiness of the citizens of present and future generations, particularly for those uses of such areas that facilitate recreation and the preservation or restoration of health.

The Council can play an important part in implementing this policy.

NO INTERFERENCE WITH EXISTING AGENCIES

The Council will not, however, be an interference or hindrance to the land-administering agencies.

Preparing annual reports and furnishing copies of other reports or documents will not be any burden to the administering agencies.

The administrators of the agencies handling the areas of wilderness will not have to obtain approval of the Council for any contemplated actions or policies.

They will not have to obtain the advice of the Council.

They will, themselves, be a part of the Council.

Thus, the Council is created to serve essential functions, but no more. Wilderness preservation is recognized as a distinct purpose, but care is taken to avoid establishing any agency that would interfere with those already in existence. The Council is the proper embodiment of the national purpose here expressed.

THE OUTDOOR RECREATION REVIEW

Enactment of the wilderness bill, including establishment of the National Wilderness Preservation Council, is thoroughly compatible with the program established by the recently enacted Outdoor Recreation Resources Review Act, Public Law 85-470.

Enactment of the wilderness bill will not interfere with the recreation resources review, but, rather, will contribute to its success.

Establishing the outdoor recreation review program and its Commission has not met the needs provided for in the wilderness bill, and its establishment should not postpone enactment of the wilderness bill.

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COMMISSION AND COUNCIL

The Outdoor Recreation Resources Review Commission, to mention one particular, could not serve the purposes of the National Wilderness Preservation Council. The Commission is a temporary body; the Council, permanent. The Commission has a broad recreational concern that will require intensive and extensive studies and recommendations. The Council is concerned with but one of the recreational resources, and this resource has other than recreational values. Thus these two groups have interrelated interests, but the Commission could not serve the purposes of the Council.

A TWOFOLD PROGRAM

Emphasizing both the compatibility and the separate importance of the recreation resources review and wilderness-preservation legislation, one of the principal sponsors of both measures, Hon. John P. Saylor in the House of Representatives called this a twofold program. Speaking in Philadelphia, Pa., on April 18, 1957, on Our Outdoors, Congressman Saylor endorsed the so-called Mission 66 program in the national-park system and the program known as Operation Outdoors in the national forests; urged that—

beyond them is our need for a careful inventory of all our outdoor recreation resources—

and then went on to say that—

paralleling all of these programs, present and projected, and crowding urgently for attention while yet there is time, is our effort to enact legislation that will preserve our national wilderness system.

Mr. Saylor said that—

there are, of course, some people who for various reasons have so far opposed the wilderness bill—

and he pointed out that—

some of these opponents of wilderness-preservation legislation have used the outdoor recreation resources bill as a means of their opposition.

For this reason, he said:

I emphasize that the two measures are in no sense in conflict.
The one bill—

Mr. Saylor explained—

provides for a thorough and comprehensive study over a period of time and a broad field of interest.
The wilderness bill, on the other hand—

he continued—

proposes to establish at once the preservation of specific areas that already are recognized as suitable and available for preservation.

Mr. Saylor went on to say that—

anyone who has ever tried, thus, to accomplish such a positive program knows that a favorite device of the opposition is to say "Oh, no; not yet; let's study it some more."
So it is now—

he said—

with the wilderness bill. And some such opponents have pointed eagerly to the Outdoor Recreation Resources Review Commission bill as the device for such a delay.

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It was more than a year ago that John P. Saylor thus outlined a kind of attack on the wilderness bill that is still being made.

> We are not being fooled—

he told his audience—

> and you will not be either—

he said. Mr. Saylor concluded this discussion by saying:

> We welcome eagerly all the support we can get for establishing the Outdoor Recreation Resources Review Commission. * * * But I say to you, as I have already said to others, while we are doing all this study let's be saving something, too; let's pass the wilderness bill, just as soon as we can.

I do not know of any more pertinent comment today than these remarks of John P. Saylor in Philadelphia more than a year ago.

A HELP FOR THE RECREATION REVIEW

Not only does the wilderness bill establish a policy and program that will be thoroughly compatible with the outdoor recreation resources review, but also it will be a help to the review.

We should pass the wilderness bill in order to promote success for the outdoor recreation review.

A BETTER CLIMATE

Passing the wilderness bill will create better conditions for carrying on the outdoor recreation review. For one thing, it will remove, finally, the supposed rivalry which some have sought to promote between these two companion measures, which should get underway together. The wilderness bill can be enacted now in an atmosphere that is not bitterly controversial. This should be done, rather than run the risk of having serious differences develop creating a needless controversial atmosphere in which to carry forward the recreation resources inventory. The wilderness bill is certain to be an issue of prime concern to conservationists until it is passed. Until passed, it will thus claim attention that could otherwise be concentrated on the outdoor recreation review.

IMPROVED SITUATION

The wilderness bill will also provide an improved situation in which to undertake the outdoor recreation review. It will define and give order to wilderness-preservation policies throughout our Federal estate, thus clarifying the status quo and making it much easier to be dealt with by the Review Commission. The wilderness bill deals with an outdoor recreation resource that has great importance to the public, but that has not yet been provided for by Congress in establishing basic land-management policies. The wilderness bill deals with this resource in a way that does not disturb already established policies and programs. Thus, it rounds out a land-management program which the Review Commission will study in toto.

If the wilderness bill is not passed, the Outdoor Recreation Review Commission will face a situation in which one aspect of the problem or opportunity—that involving wilderness—will claim an undue amount of attention. For the Commission would then be compelled to deal with basic problems which the wilderness bill will settle when it is

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passed. These problems, of course, would be in addition to those with which the Commission must deal in any case—the problems with which the Commission is more precisely designed to deal.

FACILITATING THE COMMISSION'S WORK

Both the conduct of the Commission's review and the carrying out of its recommendations will be facilitated by enactment of the wilderness bill, for the bill provides a policy, a program, and a clearinghouse that can aid the work of the Commission.

The wilderness bill will not disturb any existing balances as to recreation resources. By providing a policy for the existing areas of wilderness that are already being handled as a part of other and consistent programs, however, and providing for their continued administration by their present administrators, it will provide improved means for the Outdoor Recreation Review Commission to use, both in its conduct of the study and in its preparation of recommendations.

The National Wilderness Preservation Council to be established by the wilderness bill will be a central repository of files and information pertaining to wilderness. The Council can thus aid the Commission, and can provide a permanent repository for the information which the Commission may gather on wilderness. The Council, of course, will not be an administrative agency, nor will it be an advisory group that will have to be consulted. It will be a possible cooperator, if the Commission so desires.

Finally, the wilderness bill provides procedures for making additions, modifications, or eliminations. It thus provides a mechanism of value to the Outdoor Recreation Review Commission both in formulating recommendations it may have regarding any adjustments in areas of wilderness and in seeing how these recommendations can be put into effect.

Whatever the outdoor recreation review findings may be, they can more effectively and more efficiently be considered and carried out with the wilderness bill enacted and its programs and policies established. The wilderness bill provides mechanism and procedure for such purposes.

We should, therefore, pass the wilderness bill as a means of promoting the success of the outdoor recreation resources review.

NEED FOR WILDERNESS LEGISLATION

It is most important, however, to realize that, by establishing the outdoor recreation review and its Commission, we have not met the need that is provided for in the wilderness bill.

That need, in its broadest form, is for a national policy and program through which some areas of wilderness can be preserved. Related needs are for definitions, for guidelines as to proper uses of areas of wilderness being preserved, provisions regarding the economic uses existing within such areas, and procedures for handling in an orderly way any needed adjustments in the areas of wilderness, including the establishment of additional areas or the elimination of areas that might in the future be needed for other purposes. Over a period of more than a decade, the wilderness bill and the program it will establish and implement have been worked out to meet these needs.

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It is especially fortunate that we have an opportunity to enact this bill and establish its program in an atmosphere without the bitter controversy that occurs when serious emergency threats bring to a focus the hazards that wilderness faces in our culture. Were we facing the many threats to which our remaining wilderness is subject, we might have a keener sense of the need for protective legislation, but we could not work it out on such a sound basis as we now can when the representatives of potentially conflicting interests can deal in a cooperative, constructive way with the problem.

BEFORE THE HORSE IS OUT

Senator Hubert H. Humphrey, when he introduced the wilderness bill on February 11, 1957, said:

Those of us in the Congress who are vitally interested in conservation are worried, and—

Senator Humphrey added—

I think with good cause.

He went on to explain:

We see the pressure that is coming, and, as elected representatives, it is our clear duty to do something before the horse is out of the barn. There seems to be a crisis every day in the world in which we live, and the only way we are going to change this is by looking ahead and taking timely action.

Senator Humphrey said:

That is what, in this wilderness bill, I propose we do. Instead of waiting until the crisis has engulfed us, I propose that we make secure the preservation of those areas that do now, in fact, constitute our national wilderness system * * *. Doing that now means providing security for what we already have, perpetuating the multiple-purpose programs we now have on these areas, and making sure that multiple purpose on these lands always includes wilderness preservation.

In the language of the wilderness bill itself, the Congress, in adopting this measure—

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

At the same time—

the preservation of such designated areas of wilderness is recognized as a desirable policy of the Government of the United States of America for the health, welfare, knowledge, and happiness of its citizens of present and future generations.

Thus, the need for a policy and program is recognized, and the wilderness bill proceeds to meet this need, in a way that respects other needs, also.

REVIEWING IS NOT PROTECTING

The Outdoor Recreation Resources Review Commission's undertaking is to conduct an inventory of all our outdoor recreation resources. Then, as the law says—

the Commission * * * in the light of the data so compiled * * * shall determine the amount, kind, quality, and location of such outdoor recreation resources and opportunities as will be required by the year 1976 and the year 2000.

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Finally, the Commission is directed to—

recommend what policies should best be adopted and what programs be initiated, at each level of government and by private organizations and other citizen groups and interests, to meet such future requirements.

Important as these undertakings are—and they are of major importance—they do not provide for the actual preservation of areas of wilderness. The recommendations of the Recreation Resources Commission may call for less wilderness than is being preserved or, more likely, for more. Such recommendations, as pointed out earlier, can be carried out in accordance with the provisions of the wilderness bill, but the Recreation Commission will not have the authority to establish any areas or any policy.

DELAY—NEEDLESS, WASTEFUL, RISKY

It is through the wilderness bill that we now have the opportunity to establish a wilderness-preservation policy and program. To postpone this is to experience needless and confusing delay—wasteful deday—and, also, to run the risks of seeing areas of wilderness destroyed or diminished in ways that can be avoided, once we have a clear policy.

The Outdoor Recreation Commission is to present its recommendations by September of 1961—3 years hence. Before such recommendations can become effective, they must be incorporated in legislation, and the proposed legislation must go through all the stages through which the wilderness bill has already passed and those yet ahead. It would be optimistic to expect enactment of such a measure (or measures) by 1962, and reasonable to recognize that enactment might well be postponed till 1964. Thus, 4 to 6 years of delay are involved if action on the wilderness bill should be postponed for the completion of the outdoor recreation resources review programs.

We should, certainly, go ahead with the already well-developed wilderness-preservation legislation, confident that the benefits of the recreation review can be applied to the program which the wilderness bill will establish.

APPENDED FOR THE RECORD

I am appending to this statement certain items for the record that will contribute further to an understanding of the need and urgency for enactment of this bill. The items include:

Saving the Wild, an editorial from the Washington Post, February 2, 1958.

Our American Wilderness, an article by Benita Tall in Science News Letter for February 8, 1958.

Our Wilderness System, with Facts About the National Wilderness System, a statement by Howard Zahniser, published by the National Wildlife Federation.

Westerners Should Study Wilderness Plan, an editorial from the Salt Lake Tribune, May 7, 1958.

New Kind of Tonic, a column entitled "Outdoor Empire," by Cal Queal, in the Denver Post, May 25, 1958.

Wilderness Must Be There, an editorial from the Christian Science Monitor, June 14, 1958.

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Land Forever Wild, an editorial from the Washington Post, July 6, 1958.

Safeguarding the Wilderness, an article by John B. Oakes in the New York Times, July 13, 1958.

Wilderness Bill, an editorial from the New York Times, July 20, 1958.

Newspaper Formerly Opposing Wilderness Bill Voices Support for Revised Measure, a press release from the Wilderness Society.

Our Great Outdoors—What Are We Doing About It?, volume VII, No. 3 of Vital Issues, November 1957.

Letter (mimeographed) dated April 23, 1958, addressed to Hon. James B. Murray by Howard Zahniser, Washington representative, Trustees for Conservation.

(The items referred to are as follows:)

[The Washington Post, February 2, 1958]

SAVING THE WILD

Less than 100 years ago, much of this country was unsettled wilderness and Congress passed the Homestead Act to help extend man's dominion. Today, the problem is reversed; the need is to contain civilization, not extend it. That is why conservationists are asking Congress to pass the wilderness bill, which would keep some corners of the United States forever wild. Few bills seem more deserving of support than this proposal to "establish on public lands of the United States a national wilderness preservation system for the permanent good of the whole people."

Without safeguards, it is possible that within a few short decades no refuge from civilization could be found anywhere in the United States. All the arts of man cannot recreate a virgin forest; once gone, wilderness is lost forever. Yet, strangely, the more men feel the pressures of a desperate civilization, the greater grows the hunger for a respite in the wilderness. It would be a national tragedy if no wholly unspoiled area existed (in the words of the bill) "where man himself is a member of the natural community, a wanderer who visits but does not remain and whose travels leave only trails."

The wilderness bill has received thoughtful Senate hearings, and several modifications have been made to meet administration objections. The proposal seems modest and workable. No new bureau would be created, and present land-agency jurisdictions would be maintained. But certain areas—amounting to only 8 percent of total acreage of the national forests—would be set aside in perpetuity as unimproved and unscarred wilderness. The bill would further establish a National Wilderness Preservation Council, an advisory group designed to foster use and enjoyment of the protected areas. Introduced in the Senate by Senator Hubert Humphrey, the bill enjoys wide bipartisan backing; it should be warmly approved.

[Science News Letter for February 8, 1958]

OUR AMERICAN WILDERNESS

The continental United States was a vast wilderness until a relatively few years ago. Today we are faced with the problem of preserving our remaining wilderness areas.

By Benita Tall

The United States of America includes a total of some 2,250 million acres. Two hundred years ago most of this land was wilderness, with seemingly boundless stands of pines, hemlocks, oaks, and with waterways and land equally untouched by man.

Today this wilderness has shrunk to approximately 58 million acres, or about 2.2 percent of the total land area. The Nation's remaining wilderness would fit an area the size of Michigan.

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This wilderness is in peril; it may shrink still further. Roads, lumber, dams, reservoirs, and the demands for energy and power resources, such as oil and minerals, even recreation, when it involves changing the wilderness, are all very effective shrinking agents. They are also important to our economy and the business of living in the 20th century.

In a very real sense, however, the American wilderness is important. For the immigrant who arrived yesterday and for the fourth-generation American, it is a symbol for the Nation. The wilderness represents a pioneer heritage in which the individual, not machines and things, is valued.

The photograph on the cover of this week's Science News Letter shows just one of the Nation's wilderness areas. If some action is not taken soon, we may lose the opportunity of coming in close contact with these areas, such as the one near Crater Lake that lies in the crater of an ancient volcano in Crater Lake National Park, Oreg.

PROTECTING OUR HERITAGE

"Our pioneer heritage" is a fine phrase. Yet how does it lend support to the claims of wilderness against those of board-feet of lumber and miles of road?

The proposed National Wilderness Preservation Act (S. 1176) and companion bills in the House are designed to do just this: For the first time, if the legislation is passed, there will be a congressional law with the purpose of deliberately designating wilderness areas and protecting and preserving them.

The Wilderness Act is in many ways simply another step in a long history of practices designed for conservation and wildlife preservation. Since Thoreau extolled the virtues of the wilderness, there has been a long procession of Americans whose goal has been the preservation of some remnants of the American scene as it was when man first set foot on this continent.

Through their efforts, and the procession has included Presidents as well as poets, we have our national parks, forests, and national wildlife refuges and ranges. These public lands were set aside, as in the typical case of the national-park system, to "provide for the enjoyment" of the land "in such manner and by such means as to leave them unimpaired for the enjoyment of future generations." Anyone is free to wander through the national parks. The national forests are administered to yield the "most productive use for the permanent good of the whole people." Many of the parks, forests, and refuges serve more than one purpose. For example, the public can hunt and fish in some forests, or farm refuge lands.

The governmental agencies which administer these lands provide roads and shelter for visitors, food for wildlife, and, in the case of national forests, they help to maintain a continuous supply of our forest resources.

The National Park Service even pays $600,000 a year to pick up park guests' litter. Private and commercial interests are concerned with some of this public land; about 20,000 ranchers pay to graze on national-forest ranges.

The national parks, forests, and refuges are controlled, protected, and supervised lands. More than 200 million acres are represented by these three services.

Within these 200 million-plus acres lie most of our 58 million acres of wilderness. In contrast to the parks and forests, the wilderness is land let alone. The novelty of the Wilderness Act is that it would establish a system for the preservation of land untouched by any kind of civilized hand, no matter how well intentioned. It gives us a national policy and insures adequate legal protection against commercial pressures.

Under present conditions, each administrative head of the three services, parks, forests, and fish and wildlife, determines the disposal of land within his jurisdiction. At a time when pressures for control and use of natural resources is growing, a clear-cut distinction between land resources and wilderness is necessary.

LEGAL STATUS FOR WILDERNESS

What the wilderness bill does is give wilderness status by legally excluding roads and other improvements. Accessibility and recreation in the sense of providing ski tows and swimming pools, perfectly all right in their place, are not considered as part of a wilderness. Watershed protection and other scientific, as well as recreational, benefits, are uses that can be harmonized with keeping land in its primitive state.

No change in administration of our public lands is involved in the proposed bill. Neither is it concerned with dictating the use made of national parks, forests, and refuges. Nor does it establish any kind of special-privilege legislation. Anyone

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would be free to enjoy the wilderness, to visit and to hunt where hunting has been permitted.

No reforms, as such, are proposed except for the provision that Presidential authorization for mining in our national forests would be required. Prospecting and mining activities, a threat to wilderness, would thus be possible, if they serve the interests of the Nation.

A Wilderness Preservation Council would also be established under the act. The Council, consisting of administrative representatives and interested citizens, with the Secretary of the Smithsonian serving as its secretary, would function mainly as an information body. It provides a clearinghouse, meeting ground, and information center for those with common wilderness interests in land administration. While the Council would make an annual "state of the wilderness" report to the Congress, it would also fulfill the necessary public function of calling attention to our wilderness and its preservation.

Hearings have already been held on the proposed act, so that interested persons could present their views. Representatives of Government agencies, lumber and mining organizations, and conservationists have discussed the merits of the legislation. Wherever possible, changes have been made to clarify issues and answer objections without nullifying the goal of wilderness preservation. Further action is now up to the Congress.

LAND FOR EVERYONE

Every 12 seconds, our population increases by 1 person. Each year, there are increasing demands placed on our natural resources. More persons seek recreation; greater demands are necessitated on water and minerals. The National Wilderness Preservation Act is considered by conservationists as a necessary piece of basic national legislation, a logical successor to earlier acts protecting what belongs to the people, not to any private, commercial, or exploitative group.

Representative John P. Saylor (Republican, Pennsylvania), one of the bill's sponsors, said:

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

OUR WILDERNESS SYSTEM

(By Howard Zahniser, executive secretary, the Wilderness Society)

(Published by National Wildlife Federation, Washington, D. C.)

All of our farms and ranches and cities, our national forests, parks, and wildlife refuges, our public lands and private lands, too—all have come out of the great stretch of virgin wilderness that once covered the whole American Continent.

Not much of this primeval wilderness is left, comparatively speaking, but enough to make worth while our best efforts to see that not all of it is destroyed—that some of it is preserved.

How can we do this?

Fortunately, large areas of today's wilderness are in public ownership and inside other areas already being protected for some other conservation purpose. They already are part of our conservation estate. While serving their own special conservation purposes, they also have maintained their wilderness character.

Some of these are in wildlife refuges. Some are in national parks, some in national forests, some in other categories.

A considerable number of these areas we can keep on saving as wilderness simply by continuing to manage them for their other purposes in such a way as to make sure that their wilderness character is preserved.

That is how we can still see wilderness live on, forever, in the midst of (actually a part of) our civilization. We can do this simply by making wilderness preservation a part of our public-land policy.

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By deliberately so planning, we can thus have a national wilderness preservation system within our other public-land areas—and without interference with any other program.

Late as it is, we can still have wilderness in America as long as we appreciate its value and have a determination to preserve it.

FACTS ABOUT THE NATIONAL WILDERNESS SYSTEM

Not all of the United States that is still wilderness is federally owned or controlled. Some is in private ownership, and might possibly be handled and bequeathed from generation to generation so as to be preserved. Some is in State ownership, and certain areas are preserved as wilderness. But most of the areas that are still wilderness in this country—and are available for preservation as such—are in Federal ownership or control. They constitute an important part of our public-land heritage.

WILDERNESS PROTECTED BY STATES

The oldest and largest area in the United States preserved as wilderness is the Adirondack Forest Preserve. About half of the 5-million-acre Adirondack Park is State-owned forest land—2,204,756 acres, to be exact—and is preserved "forever wild." New York's Catskill Park contains 234,414 such acres.

Nearly 2.5 million acres are thus being protected by New York State in accordance with an article written into the State constitution in 1894. In the Katahdin area in Maine, there are 193,254 acres in Baxter State Park, a wilderness park. Michigan has preserved wilderness in the 57,366-acre Porcupine Mountains State Park. California has close to half a million acres in wilderness stretches within a half dozen of its State parks. There are other States, too, that have some areas which still preserve wilderness conditions. Itasca in Minnesota and Custer in South Dakota are outstanding examples. In the aggregate, some 3 million acres of wilderness in a dozen or so separate areas are being preserved by our States.

WILDERNESS AND OUR FEDERAL GOVERNMENT

In Federal ownership or control, there are 163 areas with some 55 million acres in the aggregate that are already classified as wilderness so that they can be included in a wilderness-preservation program for the future. A map of our wilderness preservation system, a copy of which can be obtained from the National Wildlife Federation, shows 48 areas in the national-park system, 80 within the national forests, 20 on national wildlife refuges and ranges, and 15 wildernesses within the reservations that belong to the Indians. Altogether, these units in this wilderness system make up less than 2½ percent of our land.

NATIONAL PARK WILDERNESS

Our national parks have been called reservoirs of wilderness. Strictly speaking, they were not established as wilderness areas, but their purpose, as defined in the National Park Act of 1916, is consistent with and includes wilderness.

This purpose has been described as dual. On one hand, it is "to conserve the scenery, the natural and historic objects, and the wildlife." On the other hand, it is "to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

In carrying out this purpose, the National Park Service has so far succeeded in preserving most of the wilderness in its custody. Less than a tenth of the total area of national-park wilderness has been used for roads and the accommodations and installations that sacrifice wilderness but "provide for the enjoyment."

Wilderness preservation is also a double undertaking. It calls for the protection of the national-park system from threats to take over its areas for dams or lumbering or other commercial purpose. But it also calls for a thoughtful handling of the increasing pressures for recreational uses that are excellent in their place but destructive of wilderness.

Without deducting the percentage devoted to roads and other visitor accommodations, we can put the total acreage of these 48 national-park-system areas at about 22 million, nearly 15 million in the United States proper and more than 7 million in Alaska and Hawaii.

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Most of this wilderness is in parks. Two of the national parks are without wilderness, but 26 have been described by the National Parks Association as national primeval parks. They include 13,136,094 acres—10,049,853 in the United States, 246,748 in Hawaii, and 1,939,493 in Alaska.

Twenty of our eighty-three national monuments also belong in our wilderness system on the same basis as the 26 national parks. These 20 monuments include 18 in the United States with an aggregate acreage of 3,865,534 and 2 exceptionally large ones in Alaska with 4,072,185 acres.

The Cape Hatteras national seashore recreational area, with 28,500 acres, and the Theodore Roosevelt Memorial Park in North Dakota, with its 71,191 acres, are other national-park-system areas that belong in our wilderness system, too.

WILDERNESS IN THE NATIONAL FORESTS

Our 149 national forests, with their 181 million acres, include a great resource of wilderness. National-forest purposes, of course, include timber harvesting and other enterprises that devote about 92 percent of the national forests to important uses that inevitably destroy wilderness. That leaves about 8 percent, or around 14 million acres, that can be preserved as national-forest wilderness.

National forests are multiple-use areas. That means that each area yields the combination of uses best suited to public needs. On areas to be saved as wilderness, it means a combination of uses, including watershed protection, recreation, scientific research, and others that are consistent with wilderness preservation. Fishing and big-game hunting are important parts of the recreational use of national-forest wilderness, as also are pack trips, hiking, and camping. Timber cutting and roadbuilding, as contrary examples, do not fit into such a combination, and are excluded from areas set aside as wilderness.

The 8 percent of the national forests preserved as wilderness has been set aside by the Forest Service, in 4 kinds of designations—primitive, wilderness, wild, and roadless. There are 80 such areas with a total acreage of 14,395,971.

The Forest Service policy for designating some of its lands for wilderness preservation started, as far as actual designations have been made, more than a third of a century ago, in 1924. Then the Gila wilderness area was established in New Mexico by the regional forester. Later, the Chief of the Forest Service designated a series of such areas and called them "primitive." Still later, improved regulations for such areas were adopted, and the names changed to "wilderness" for those containing more than 100,000 acres and to "wild" for the others. It was the intention not only to give new areas the newer names but, also, to reclassify all the older primitive areas.

There are now 44 primitive areas, with a total of 8,355,983 acres. An even dozen wilderness areas comprise 4,725,077 acres and 21 wild areas have 726,168 acres. In the wilderness canoe country of the Superior National Forest in Minnesota there are 3 special areas called "roadless" that together comprise 1,038,743 acres.

WILDERNESS IN WILDLIFE REFUGES

A representative of the United States Fish and Wildlife Service, testifying at hearings in June 1957 on a bill before Congress to establish this national wilderness preservation system, said that "the future of many species of wildlife and game resources generally is dependent in a large measure upon the wild lands in public ownership retaining their present character."

He went on to state that "the Bureau of Sport Fisheries and Wildlife has endeavored, through the national wildlife refuge program, to preserve wilderness characteristics of the refuge properties." And he pointed out particularly that "some species of wildlife are dependent upon an undisturbed environment."

There are a great many national wildlife refuges that do not include or constitute wilderness. Many of these, important as they are to wildlife, are too small to be called wilderness. Others have been made into attractive and productive wildlife areas by structures and other works that would be out of place in wilderness. At the same time some of our pristine national wilderness—Okefenokee in Georgia, for example—is protected as refuge land.

There are 275 wildlife refuges and ranges. Out of these there are 20, containing a total of 13,753,860 acres, that protect significant areas of unspoiled primeval country and belong in our wilderness system. Thirteen of these are refuges with a total of 6,462,949 acres—4 of them in Alaska with 5,751,817 acres and 9 in the United States proper with 711,132 acres. Seven of the 20 areas

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are ranges and include 7,290,911 acres—1 in Alaska with 2,057,202 acres and 6 in the United States with 5,233,709 acres.

THE INDIANS' WILDERNESS

A quarter of a century ago the Secretary of the Interior designated 12 roadless and 3 wild areas within Indian reservations. This has meant that as far as the Federal Government's program is involved these areas are wilderness, a total of 4,786,520 acres. They belong to the Indians, of course. Whether or not they are maintained as wilderness will depend on the Indians, operating through their tribal councils. Potentially, at least, they are part of our wilderness system, and they do offer opportunities for the Indians to attract tourists as visitors who can be conducted on pack trips in Indian country with Indian guides.

SO THIS IS WHAT WE HAVE

So our National Park Service, the Forest Service, and the Bureau of Sport Fisheries and Wildlife are not only managing parks, forests, and refuges for their own particular programs. As a part of these programs, they also are protecting—each in its own way—the areas that are America's best hope for saving some of its public land as primeval wilderness.

Perhaps the Bureau of Land Management may later find that some of the public domain under its jurisdiction is best suited for wilderness preservation. The Indians will probably wish to have some of their reservations remain wilderness as it has been ever since their distant ancestors held them. Possibly there may prove to be still other areas of wilderness—Federal, State, or private. But in a very probable sense these areas that we have here looked at so very quickly are indeed our hope for success in wilderness preservation.

WHAT SHOULD WE DO?

We should accordingly do our best to see that these areas that can constitute a national wilderness preservation system are preserved unspoiled.

The National Park Service should be supported and its hands strengthened in so administering the 48 parks and other areas containing units of wilderness that they are not overdeveloped and made into resorts for the kind of recreation that can be enjoyed elsewhere.

The Forest Service should similarly be supported so that it can maintain the areas that it has designated as wilderness against pressures for timber cutting and other enterprises.

The Bureau of Sport Fisheries and Wildlife should be encouraged to manage its 20 areas containing wilderness in a way to provide for wilderness wildlife despite pressures or temptations to develop these lands otherwise.

Any agency with wilderness under its administration should be encouraged to preserve this resource if it can possibly do so in keeping with its other responsibilities.

Preservation of wilderness should be one of our established public-land policies.

If it is so declared to be by Congress, if the agencies that now have the custody over our areas of wilderness are authorized to continue to manage them (for whatever prime purpose) in such a way as to preserve their wilderness character, then we can well expect to have a living wilderness indefinitely, perhaps forever.

It will require no new land-administering agency, no land transfers, and will involve no interference with any other program or interest. It will require only the live concern of American citizens and their awareness of one of the greatest resources in our public-land heritage.

[The Salt Lake Tribune, May 7, 1956]

WESTERNERS SHOULD STUDY WILDERNESS PLAN

The stepped-up campaign urging congressional action to create a national wilderness system is worthy of attention and study throughout the Intermountain West. Several million acres of Federal land in this region would be affected.

Like many other controversial public issues, the wilderness movement is widely misunderstood in this region. And the motives of critics of the proposed legislation have in turn been challenged. A main trouble is that some spokesmen of

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groups to which "wilderness" has become a symbol of tightened Federal control have been shooting from the hip.

What is needed now more than anything else is that thoughtful residents of the Intermountain West get a copy of the bill and thoroughly study its provisions. Then discussions should be held on how the program would affect the region.

The last copy of the bill to come to our attention is called Committee Print No. 2. It is a revision of the original Humphrey-Saylor bill (S. 1176), eliminating a number of undesirable provisions.

The problem the wilderness program poses for the West is a strong argument for the setting up of a Committee on Conservation for this region to deal intelligently and objectively with such issues.

As has been previously emphasized here, the wilderness concept is not new or revolutionary. Already some 14 million acres within national forests are in wilderness or primitive areas by administrative fiat. There are 48 wilderness areas in the national park system, 80 in the national forests, 20 in national wildlife refuges and ranges, and 15 within Indian reservations. The bulk of these must be kept inviolate.

In arguing for congressional recognition of these wild lands and incorporating them into a national system, sponsors argue that wilderness areas could be subjected to the whims of the head of the department administering them. On the other hand, opponents object to the rigidity of the system which the bill would set up.

Both the National Park Service and United States Forest Service opposed the original wilderness bill, and it has been rewritten in an effort to eliminate their major objections.

The provision against roads and mechanization has been modified, for instance, so as not to interfere with necessary administrative protection of the areas from fires, insects, and diseases, although permanent roads are still prohibited.

One provision of interest to western residents says: "Nothing in this act shall constitute an express or implied claim or denial on the part of the Federal Government as to exemption from State water laws."

Another special provision says: "Within national forest areas included in the system grazing of domestic livestock and the use of aircraft or motorboats where these practices have already become well established may be permitted to continue subject to such restrictions as the Chief of the Forest Service deems desirable."

This and other concessions to mining and establishing reservoirs and water conservation works in national forest wilderness areas have been criticized by ardent conservationists as weakening rather than strengthening some existing wilderness areas.

The Tribune is not convinced that the proposed bill in Committee Print No. 2 should be adopted in its present form. We are convinced, however, that responsible leaders in the Intermountain West should inform themselves thoroughly on its provisions and then make specific proposals.

A "dog in the manger" attitude toward protective programs involving natural resources reflects adversely upon the people of the region and makes them vulnerable to criticism that they do not want sound conservation programs. This is not true so far as a vast majority of intermountain residents are concerned.

[The Denver Post, May 25, 1958]

NEW KIND OF TONIC

(By Cal Queal)

Henry David Thoreau said over 100 years ago: "Man needs the tonic of the wilderness." It was true when he said it, and the past 100 years of progress have only made it more true. With Americans gulping 50 million tranquilizer pills at night, and almost that many sleeping pills at night, and wakeup pills in the morning, and grabbing at cocktail glasses in between, one sometimes wonders if in the future their every act will be artificially either souped-up or calmed down.

There must be a better remedy for man's tensions and we think Mr. Thoreau's special "tonic" is it.

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In this interest, several of our country's more astute Solons are supporting a bill in the 85th Congress to guarantee that some of the "tonic" will survive current efforts to exploit the country's few remaining wilderness areas.

Commonly known as the wilderness bill, the measure provides a legal basis for leaving unspoiled the best of the federally controlled public lands which are as yet undeveloped by man.

The lands include the wild, roadless, back country areas of our national forests and parks—lands that have never been touched by a bulldozer blade or echoed to the rasping sound of a timberman's saw. The bill would give these lands for the first time legal recognition and assure that whatever development they get in the future will be such as to preserve as much of their natural state as possible.

In Colorado, such lands represent over 600,000 of the State's most beautiful acres, including such spots as the Maroon Bells-Snowmass wild area near Aspen, the Flat Tops primitive area in the White River Forest, and the West Elk wild area of the Gunnison Forest.

These are the places Thoreau was talking about when he said a person could go there "to wade sometimes in marshes where the bittern and the meadow hen lurk, to hear the booming of the snipe; to smell the whispering sedge where only some wilder and more solitary fowl builds her nest."

Coloradans will think about some of them as places where you can still catch a cutthroat trout, watch herds of elk grazing, and even occasionally see a real grizzly bear.

These are the places where Coloradans can get their roots back in the land, banish the mundane worries that nag their minds, and reestablish in their thinking the basic values in life. These are things that can't be accomplished in an atmosphere of roaring automobiles, clacking typewriters, and humming machines.

In contemplating the need for wilderness areas, the United States has the advantage of knowing what land exploitation has done in other countries. In Europe, for instance, the wilderness has been pushed back to the Carpathians and Siberia, and that continent's teeming millions fight for recreation and escape in city parks and mountain resorts that can never fill the growing need.

Fortunately, the wilderness bill has bipartisan support in Congress, but of course it isn't unopposed. There are those who contend the measure would lock up resources and substitute special interests for multiple use, but its advocates point out that the bill doesn't apply to areas now available for development and assures that existing multiple use areas are retained. It offers no threat to existing private rights and provision is made for mining if the President finds such development to be in the national interest.

Setting aside wilderness areas will create some problems, too. As the Forest Service points out, a roadless timbered area is difficult to protect from fire and insects. These factors will be taken care of under the bill, in a manner that depends on how the wilderness system is administered. The Forest Service, of course, should have something to say about this administration.

Prof. J. V. K. Wagar, head of the forest recreation and wildlife department at Colorado State University, is a Coloradan who realizes the importance of having wilderness areas for wildlife. Wagar points out that Wyoming's national parks helped that State protect its elk, grizzly bears, and bison while these animals were being cleaned out in Colorado. In Montana, he adds, huge wilderness areas are the reasons that State has mountain goats, bears, and huge elk herds.

"If you have wildlife, you must have land for them," says Wagar. "It's a matter of room and board."

The wilderness bill will insure that room and board for Colorado's future. It is a bill every sportsman can wholeheartedly support and know he's doing the right thing for himself and posterity.

[Christian Science Monitor, June 14, 1958]

"WILDERNESS MUST BE THERE * * *"

In many of the national parks and national forests there are designated "wilderness areas" which serve the specific longings of a small percentage of the population, the unvoiced longings of many more, and a perhaps unrecognized need of all of us. These areas are in a measure of peril because their status is not firmly defined in law.

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Early in this session of Congress Senator Hubert Humphrey introduced a national wilderness preservation bill to remedy this weakness. Its aim has been not to take new land for public use but simply to insure that existing wilderness areas in various Federal reservations remain as they are. Administrative difficulties at first pointed out by the National Park and Forest Services appear to have been satisfactorily ironed out. But the bill, after 2 years, is still before Congress.

What the wilderness means to the relatively few who have gone into the back of beyond by canoe, with knapsack, or by packhorse can be sensed by the light in their eyes when they tell about it and the glow to their words when they write about it. What it means to the millions more who want to enjoy the great out-of-doors but with some accustomed comforts was feelingly expressed by the famous humorist and economist Stephen Leacock:

"I wouldn't get into a canoe if you paid me. But it is nice to know there are a million acres of wild canoe country to the north of my cabin. It gives me an expansiveness of soul."

And the need of all the rest of us, David Brower, of the Sierra Club, has put pithily: Many people may never see a wilderness area, and many may never wish to see one. "But wilderness must be there or the world's a cage."

Legislation backed by idealists sometimes gets pushed aside for more urgent "practical" things. But often the idealist is the most practical of all.

[The Washington Post, July 6, 1958]

LAND FOREVER WILD

The Senate Committee on Interior and Insular Affairs is reportedly planning hearings on a revised version of the wilderness bill. This seems a welcome step. It provides a chance for the administration to lend its support to a proposal which would keep some public lands forever wild, shielded from the imprints of an increasingly mechanized civilization. For some months the backers of the wilderness bill—a group including most major conservation organizations—have been quietly ironing out the objections raised by some administration officials. The objections were not serious; there seems wide agreement on the need to proclaim as national policy that certain unspoiled forest lands will be protected in perpetuity. Indeed, many Americans mistakenly assume that such a firm national policy already exists.

The essential principles of the bill have been endorsed by leading members of both parties in the Senate and House. Prompt Senate hearings and committee approval could mean the adoption of the wilderness bill during this session of Congress. Surely all who cherish the wilderness have a right to hope that Congress will take this modest and sensible step to insure that civilization does not completely swallow up what Thoreau called the "tonic of the wild."

[The New York Times, July 13, 1958]

SAFEGUARDING THE WILDERNESS

By John B. Oakes

What Senator Hubert H. Humphrey, of Minnesota, correctly calls an "outstanding conservation opportunity" has recently been presented to the 85th Congress in the form of a newly revised version of his bill to establish a national wilderness preservation system. This measure, now known under the new number of S. 4028 (its companion bill introduced by Representative John Saylor, of Pennsylvania, in the House is H. R. 13013) is in fact the outstanding conservation opportunity at present before the Congress.

The wilderness bill would be the ideal complement to another important bill that became law with the President's signature only a few days ago, establishing a bipartisan, 15-man commission to make a 3-year study and inventory of the Nation's outdoor recreational resources. Under its provisions, the Commission will assemble data on our rapidly diminishing areas available for outdoor recreational needs, and will then make recommendations for action at Federal, State, and local levels necessary to meet the growing demands. In discussing this measure in Congress, Representative Aspinall, of Colorado, said:

"The expanding population and economy will continue to deplete the Nation's outdoor recreation resources and opportunities unless measures are taken to

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preserve and improve those which remain. It is imperative that the outdoor recreation resources of the United States be accorded the same recognition and consideration as all other resources which are essential to the economic and social welfare of the Nation."

The bill specifically recognizes the recreational values of our forests, water areas, rangelands, wetlands, and wildlife, and it points out that sound planning for these resources must take into account their multiple uses. The final report of the Commission is to be completed by September 1961.

Passage of the wilderness bill is a logical accomplishment to establishment of the National Outdoor Recreation Resources Review Commission, and action of Congress in the latter case should in no way forestall action in the former. For, while the recreational resources of America are being surveyed by the Commission, the outstanding wild areas of our country need the statutory protection now that only an expression of congressional intent can give them.

A LEGAL FOUNDATION

In a nation whose once limitless resources of natural beauty and scenic grandeur and quiet places are now being daily constricted under the relentless pressures of population and industrialization, the need for a clear public policy to preserve intact the best of our remaining natural heritage should be obvious. Yet even though this bill adds not 1 acre of property to Federal ownership, applies only to land already under Federal control, creates no new administrative authority, and merely establishes by law what is now being done to a considerable extent in the areas affected anyway, it has aroused strong, if misinformed, selfish—and, to some degree, bureaucratic—opposition.

But at least some of the Federal agencies that at first fought the bill have modified their position as its sponsors have willingly accepted suggested refinements. Furthermore, some of the principal arguments against it, particularly those spread widely in a publication of the Chamber of Commerce of the United States, have been proved so demonstrably false as to nullify their effectiveness. The bill has already undergone hearing in both Houses.

NATIONWIDE PROGRAM

It would establish a national wilderness preservation system, consisting of suitable areas within national forests, national parks, national wildlife refuges, and Indian reservations. The bill specifically recognizes the principle of multiple-use within the national forests (a point on which the Forest Service insisted), including as one of the multiple uses the "establishment and maintenance of wilderness areas." It also reaffirms the high standards of the National Park Service in order to reassure the officials of that agency that creation of specific wilderness areas within the parks would not lower the degree of protection they already receive.

It is difficult to find any valid objection to this bill now, with the possible exception of its loose provision on Indian wilderness lands. In this case, protection of Indian rights does not seem to be adequately provided for—as indeed it is not in other existing Indian legislation. It would be most unfortunate if the drive to secure enactment of a national wilderness system should become distracted by an argument over the present highly unsatisfactory policies of the Federal Government toward the Indians. The bill can and should be amended so that this important but irrevelant issue would be avoided.

The text of the newest version of the bill, with explanatory comment by Senator Humphrey and by Senator Murray, of Montana, chairman of the Committee on Interior and Insular Affairs, can be found in the Congressional Record of June 18.

[The New York Times, July 20, 1958]

WILDERNESS BILL

The rapid disappearance of America's wild and untamed places before the onslaught of the bulldozer is being matched only by the rapid growth of demand for unspoiled outdoor recreational areas. The resultant pressure on such natural havens of peace and beauty as are left in this shrinking continent of ours has made it imperative that they be granted some firm legal protection under an explicit declaration of congressional policy.

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This is the thought behind a bill that after hearings in both Houses and some 2 years of careful discussion, ought certainly be passed before adjournment of the present session. It is the wilderness bill (S. 4028 in the Senate and H. R. 13013 in the House) which, as one of its principal sponsors, Senator Humphrey of Minnesota, has said, "represents an outstanding conservation opportunity for this 85th Congress."

The wilderness bill would, in its own words, establish as congressional policy "the continued preservation as wilderness of those areas federally owned or controlled * * * that have so far retained under their Federal administration the principal attributes of their primeval character." The "national wilderness preservation system" thereby set up would be intended to "serve the public purposes of recreational, scenic, scientific, educational, conservation, and historical use and enjoyment by the people in such manner as will leave them unimpaired * * *."

Despite all the changes this bill has gone through in an effort to accommodate reasoned objections, there are still improvements that should be made before passage, notably in clauses affecting Indian lands. Present Federal "termination" policy toward the Indians is already a blot on this administration and on Congress, and there is no reason why an otherwise excellent bill such as this should intensify that blot.

NEWSPAPER FORMERLY OPPOSING WILDERNESS

BILL VOICES SUPPORT FOR REVISED MEASURE

The Wilderness Society has released in advance of publication a significant item about the wilderness bill, prepared for the Living Wilderness, quarterly magazine published by the society, which includes as a regular feature a section headed "News Items of Interest."

The item reports an editorial in which the Bend (Oreg.) Bulletin supports the revised form of the wilderness bill, a bill that the paper originally criticized.

In making the advance release, the society's executive secretary and editor expressed gratification at the Bend Bulletin's editorial, which he said indicates the effectiveness of a cooperative approach toward an important conservation issue.

"The sponsors of the wilderness bill," said Executive Secretary Howard Zahniser, "have done everything possible to meet objections with clarifications and revisions. It is gratifying and encouraging to see a constructive, cooperative approach proving effective. Our report of this editorial is certainly a significant item."

The news item follows:

"SUPPORT WILDERNESS BILL

"Most of the objectionable features either have been removed or so toned down as to make the present version of the (wilderness) bill entirely acceptable," the Bend (Oreg.) Bulletin said editorially on July 5, 1958. Explaining that it "along with a number of foresters and forestry groups" opposed the wilderness bill as originally introduced, the newspaper said that the revised bill introduced on June 18, 1958, "is an attempt to set up a workable national policy" and "it deserves support."

"Sponsors of the original wilderness bill," the editorial pointed out, "have made sincere efforts to meet the original objections expressed to the measure." In doing so, the newspaper said "Revisions have been made, particularly, that do not put such a hard-and-fast 'freeze' on the resources locked up in the wilderness area. As far as this newspaper is concerned, most of the objectionable features either have been removed or so toned down as to make the present version of the bill entirely acceptable."

The full text of the editorial follows:

"Back in the last session of Congress, Senator Humphrey introduced the so-called wilderness bill, which this newspaper, along with a number of foresters and forestry groups, opposed.

"Opposition to the bill was quite widespread. Both the major land-management agencies of the Federal Government—Agriculture and Interior—objected to it.

"There was one basic reason for the immediate opposition to the measure. Most of the opponents feared the freezing of large acreages into a permanent wilderness status by legislative means.

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"Of course, there are large wilderness areas already. But they have been created by administrative action, which is considerably more flexible than legislative action by Congress.

"The need for this flexibility has been obvious during recent years. New methods of handling forests and regrowth problems, along with new means of forest utilization, have made a considerable difference in forest planning, for example. Vast areas which once were considered useless from a commercial point of view—the lodgepole pine and mountain hemlock of central Oregon included among them—are gaining in potential value each year.

"At the same time this newspaper for many years has taken a back seat to no one in pointing up the need to preserve various unique features for the benefit of later generations. Many of these features are located within shouting distance of Bend.

"True, they have limited use at the present time. But that use is increasing. An increasing number of persons are discovering the enjoyment of recreation areas minus automobiles, motorboats, electric lights, and some of the other doubtful advantages of civilization.

"Sponsors of the original wilderness bill have made sincere efforts to meet the original objections expressed to the measure.

"Revisions have been made, particularly, that do not put such a hard-and-fast 'freeze' on the resources locked up in the wilderness area. As far as this newspaper is concerned, most of the objectionable features either have been removed or so toned down as to make the present version of the bill entirely acceptable.

"One of the problems in determining Federal policy on such knotty questions as a wilderness system has been the multiplicity of management of federally owned or federally managed lands.

"This Humphrey bill, in support of which Oregon's Senator Neuberger has been most active, is an attempt to set up a workable national policy. It deserves support."

[Vital Issues, November 1957]

OUR GREAT OUTDOORS—WHAT ARE WE DOING ABOUT IT?

One hundred years ago, Henry David Thoreau, who has come to be regarded as one of America's significant spokesmen, remarked that it would be a good idea to set aside certain sections of our great outdoors as "national preserves" for "our inspiration and our own true recreation."

Quite aside from other uses, the wisdom of this has been justified by the fact that today close to 65 million Americans annually seek recreation and inspiration in our national forests and parks.

In the stress and strain and restless activity of this scientific-industrial age, when even moons are sent spinning around the earth by men, we need an opportunity to turn now and again to the peace and tranquillity to be found in nature. Through the ages, nature has been a source of refreshment for man's spirit. Christ himself sought the wilderness near Galilee when he needed recuperation.

America likes to think of itself as an outdoor-loving nation. This comes naturally because we remember that as a pioneering people we were blessed with the vastness and beauty and fabulously rich natural resources of an untouched continent awaiting settlement. But the ever-increasing popularity of these "preserves," along with the tremendous growth of our population and the tendency of our machine civilization to wipe out every trace of what once was primitive wilderness, poses a serious threat to our great outdoors.

We can visualize this threat through seeing what's been happening to the pond which Thoreau made famous through his book, Walden; or, Life in the Woods.

The four families which once owned the surrounding land, wishing to "preserve the Walden of Emerson and Thoreau, its shores and woodlands," deeded the tract to Massachusetts. As such, it is visited yearly not only by Americans but by people from many lands, drawn by the worldwide reputation and influence of these two writers and thinkers.

But Walden, besides thus becoming a shrine of quiet beauty and inspiration, also possesses another attraction. It has clear, cool water and a pleasant beach. The Middlesex County Commissioners, in charge of the reservation, and aware of a considerable demand, presently established at the south end of the pond a general swimming and bathing area. Then other things began to happen.

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Across the road that skirts the area's east side, and beyond State property, trailer camps and hotdog stands mushroomed up. Today it requires a considerable stretch of imagination to picture in the present busy scene the former tranquil solitude of Walden. For many American visitors, and for foreign pilgrims like the Ambassador from India who came during last summer to pay his respects to the memory of a man whose writings helped Mahatma Gandhi lead the Indian people to independence, this change looks like a catastrophe and irreparable loss.

The conflicting uses to which Walden has been put were brought to public attention recently when the county commissioners began further enlarging the bathing area. Protests from all over were backed up by an editorial in the Times of London. On October 1, 1957, Judge E. R. Dewing, of the Massachusetts Superior Court, on the petition of a "save Walden" committee, issued a temporary injunction stopping the bulldozers which already had ripped up an acre or so of trees and shoved part of a hillside into the pond.

"This does not sound as if it were following out the purpose of the establishment of this reservation," remarked the judge—and his words point up the whole problem that faces us everywhere in the management of our great outdoors.

Can we adequately take care of our natural preserves if we try to gratify all demands for their use, How about the pressures from our supposedly enlightened age to permit further release of resources? How about the demand for wider recreational facilities?

Once a virgin forest is cut down, that much genuine wilderness is gone for good. Our great outdoors, which by tradition we are supposed to value, is suffering damage and dwindling away, in this industrial day and age, under pressures hard to resist.

What will be left for those to enjoy who come after us?

How best to preserve and manage our great outdoors with the diminishing wilderness and vanishing wildlife that are part of it, raises a vital issue we must act on before it's too late.

WHAT OUR GREAT OUTDOORS STARTED WITH

It started with wilderness. That's what the settlers faced.

To them, wilderness was something to be conquered. Several of our earliest national heroes, like Daniel Boone, were Indian fighters and wilderness men. George Washington himself owes part of our admiration to the fact that he was a competent woodsman. As a young soldier and surveyor, he ably carried out several tough wilderness missions. The deeds of our pioneers in licking the wilderness and pushing the frontier ever westward are celebrated in American song and story. We value even the tallest yarns as part of our heritage. We are proud of the pioneer resolution and courage that helped make the Nation great. The cowboy outfits that our small fry love—along with the space suits of our latest pioneering—keep alive the traditions of the old West.

All this is back of our feeling that our great outdoors remains an important source of national well-being. Our Boy and Girl Scout programs, along with others like them, place great emphasis on camping and woodcraft. Aside from the pleasure which being a good Scout brings, we believe that outdoor skills help develop character.

Fishing, skiing, and other winter sports, hunting, mountain climbing, nature observation and photography, hiking, boating, pack tripping, horseback riding, or just going to places to see beautiful sights like the giant Sequoias in Yosemite National Park—these things have become part and parcel of our way of living.

Realization of the value of all this to America has brought about a change of attitude on the part of the citizenry. From thinking of our great outdoors as something to be conquered, we have been shifting to the idea that it is something to be cherished and preserved. This applies to wildlife as well, since we set aside sanctuaries to save it.

The new manner of looking at nature gains momentum as area after area of our once untouched great outdoors lose their wilderness characteristics. Industrial civilization sweeps over them and our expanding population surges in. Farmlands become suburban developments or factory sites. Even our spreading highway system, in its claims to rights-of-way, shows a tendency to raid rural spots that have survived in urban communities.

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WHAT'S LEFT

Lucky for us that conservation of wilderness resources began while there still was time to do something. In 1872 Americans with forethought realized the true value of the Yellowstone area. So Congress set it aside as our first national park. In the words of the act, it was to be kept in "natural condition" as a "public park and pleasuring ground for the benefit and enjoyment of the people."

But are we doing enough so that there will be unspoiled great outdoors left for the enjoyment of our children and our children's children?

Thus far, perhaps we've not managed too badly.

In 1885 New York set aside the area surrounding Niagara Falls, thus rescuing it from heedless commercial and industrial exploitation. Other States followed suit, till each today has one or more State parks.

In 1891 Congress established forest reserves, setting them apart here and there in the vast areas deeded to the Federal Government by the Original States, shortly after the Revolution, when they decided to give up their claims to western lands. These reserves presently became our national forests.

The main idea was to conserve them as a natural resource. The Forest Service protects these forests from fire, supervises the way timber is cut so that it gets the best chance to replenish itself, regulates livestock grazing so that cattle and sheep won't nibble off too much at a time, causing soil erosion and floods. The Service also helps preserve the forest watersheds where our streams arise so that lower down there will be water for power, irrigation, and households.

In addition to all this, the Service also has the job of seeing to it that our national forests are enjoyed by the general public through recreational use. This use has recently expanded to an amazing degree, with the Service now checking off over 62 million visitors yearly.

Over 7 million yearly visit our national wildlife refuges, including the fish hatcheries which the Government maintains so that our ponds and streams will be kept stocked for the pleasure and excitement of our estimated 20 million recreational fishermen.

Thus, when we add it all up, there's scarcely an American who, sooner or later, in one way or another, doesn't get a lift out of our great outdoors. It may be at a city park or beach or some roadside resting and picnic place. It may be by means of a real vacation—an escape from the pressures and stresses of workaday life. Whether it's through a sightseeing trip or through more active use of what's available, the experience may well become more than mere relaxation. It may furnish dividends to draw on through the rest of life. Nature is a living museum that can help give a better understanding of the interdependence of all living things. It reminds us of the immensity of the universe. It can have the values of a spiritual experience—become the fulfillment of a fundamental need.

HAVING OUR CAKE, AND EATING IT

But there's a hitch to all this. In our crowded present, there soon may not be enough outdoors to go around. In fact that situation may already have overtaken us. It's been figured that, in 1956, almost 22 million people made use of national forest camp and picnic grounds. That, says the Forest Service, is a 39-percent overload of facilities. If overcrowding gets even more out of hand, isn't the whole character of the great outdoors—just as is happening at Walden Pond—going to suffer serious change and loss?

Is it still possible to safeguard the situation and repair the damage?

As often happens, the present situation developed without our quite realizing what was going on.

When the national parks, and the national forests, first began catering to recreational needs, not enough Americans were showing up to get in one another's way.

After recreation came to be regarded as one of the major uses of our national forests, the post World War I depression, oddly enough, provided the first real opportunity to construct facilities for public use. Under the direction of the Forest Service, the work was done mostly by the Civilian Conservation Corps—a volunteer outfit of young men recruited by the Federal Government. Unable

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to get other jobs, they were given healthful outdoor work by Uncle Sam in the national forests and parks. They set up pleasant forest recreation areas—cabins for the public to sleep in, convenient fireplaces, picnic tables and benches, and a cleared space to park your car. They installed pipes for running water and built sanitary outhouses. They cut trails for the use of hikers and horseback riders. They carved out woodland roads and opened vistas that looked toward the mountains and lakes.

When the depression eased off and the corps was disbanded, the young men of the CCC left behind a legacy of facilities which the public—as statisics show—began to avail itself of in spectacularly increasing numbers.

Because of need and demand, over 500 organized camps in the national forests now serve young people's groups under special use permit—camps for 4-H Clubs, Scouts, Campfire Girls, church groups, and underprivileged youngsters. Thus camping becomes for many a young person one of life's most unforgettable experiences. As the Nation crowds up and more and more people live urban lives, camping becomes an even greater adventure. Its educational value is concentrated but enduring.

Well-equipped summer camping facilities are also made available in many State parks, and the upsurge of interest in winter sports, particularly skiing, makes use of the Nation's outdoor recreational resources a summer and winter proposition.

But see what's also been happening because of this rush to what was originally wilderness. In the first place the present facilities are wearing out. Appropriations to restore them, and to build new ones, were steppd up in 1956 and again in 1957—but more is being called for. The Forest Service has started a 5-year program, named "Operation Outdoors," to concentrate on improvement for recreational use—but still faces many a problem.

The same situation applies in the national parks, where an estimated 80 million visitors annually is anticipated by 1966. Along with the need for repairs, there's a need to worry about what's happening to the recreational sites themselves and to the great outdoors that surrounds them.

In and near the recreational areas, undergrowth, wild flowers, and ferns are vanishing under the tread of many feet. The bare earth washes away as the rains fall. Trees, with their roots exposed, are dying before their time. Restful wilderness solitude becomes harder and harder to find.

People are funny. They demand bigger and better facilities, then complain because everybody crowds in.

Many of the very things that our citizenry come to the parks and forests to enjoy are endangered because more and more people are responding to the urge to enjoy them.

What's going to be left for posterity?

What's been happening at Walden illustrates much the same kind of threat that we somehow must meet and find solutions for in all our public forests and parks.

In Yellowstone National Park, for instance, development has changed things to such an extent that there are places where a visitor could readily imagine himself back in the crowded city. The original stipulation that the area should be kept in its "natural condition" hasn't prevented more and more roads being put through, more lodges built, more parking space provided. There are places in Yellowstone that look as if they were trying to compete with an amusement park.

Where should the line be drawn?

If developments are expanded in the present proportion so as to take care of that anticipated 80 million visitors in 1966, isn't there danger that the facilities themselves will crowd out the scenery?

Compromises between the "natural condition" idea and the idea of providing adequate facilities for public use have been made in the past. What should be done in the future?

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In the national forests, where legitimate uses include utilization as well as preservation of resources, the pressures that conquered the original American wilderness keep bearing down in ways harder and harder to resist. What about the dam some people say is needed across this or that wilderness stream for water power and storage? Shouldn't the cutting of more timber be allowed? Shouldn't more prospecting be encouraged for minerals needed for defense?

Controversy over use of facilities other than recreational has even centered around the national parks. Back in 1913, after prolonged and earnest debate, Congress authorized construction of the Hetch Hetchy Dam in Yosemite National Park. But the outcry that went up caused Congress in 1916 to set up the National Park Service as a protection against the same sort of thing happening again. Yet this did not head off a recent proposal to put up a huge hydroelectric power project—the Echo Park Dam—which would have flooded much of the land of the Dinosaur National Monument on the Utah-Colorado border in an area of some of our most beautiful and awe-inspiring canyon scenery. In this case, such a protest went up that the measure was killed.

We want to keep our wilderness, and use it, too. What's the "x" amount of facilities we need for outdoor enjoyment? What's the "y" amount of wilderness we should save as a necessary ingredient for that enjoyment?

Perhaps, like the vanished passenger pigeon, what's left of the original wilderness is doomed. Yet because of our outdoors tradition and love of our land, many Americans, if the danger of this loss is called to their attention, hate to think that it may come to pass.

Soon after World War I, the Forest Service, taking note of this feeling, started setting aside "wilderness areas"—areas still largely untouched by any kind of civilized development. This practice has grown till today there are more than 150 such areas. They are by no means all in the national forests. Thanks to the philosophy expressed in the original Yellowstone Act, much of the natural wilderness that's left is found in 26 of our present 28 national parks. Almost all such areas are on federally owned or controlled lands.

They have the best chance of preservation in the national parks, if not crowded too much by recreational facilities. In wildlife refuges, the United States Secretary of the Interior, if he wants to, can authorize mining, oil and gas leasing, the building of roads, the cutting of timber, as long as in his opinion these operations, under regulation and supervision, do not interfere unduly with the wildlife preservation purposes for which the area is reserved. Even for the national parks, there is no act of Congress to prevent a Secretary of the Interior from okaying construction of a road, building, or other installation he may consider appropriate.

We need recreational facilities and developments for use of our national great outdoors—just as we also need their natural resources.

But once wilderness is gone, it's gone for good.

In the belief that passage of a Federal law is the best way to back up what has become our general practice of setting aside certain wilderness areas so that posterity, as well as we ourselves, can enjoy them, a group of legislators from either party, representing States and districts from the west coast to the East, are urging passage of what's come to be known as the wilderness bill. The original bill, introduced by Senator Hubert H. Humphrey, with bipartisan sponsorship, declares that its purpose is "to establish on public lands * * * 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 the enjoyment by the people * * *."

The bill proposes that this national wilderness preservation system shall be made up mostly of the present designated wilderness areas—in national forests, in national parks, on Indian reservations, on wildlife preserves. The measure—as stated—leaves these designated wilderness areas under the administrative supervision of the agency that now runs them. But the idea of wilderness preservation is to be emphasized along with other uses, and only Congress could drop such an area from the wilderness system. Such an arrangement—feel the sponsors of the bill, should strengthen the ability of the responsible agencies to resist the pressures of encroachment on such areas without interfering with other present legitimate uses. Each agency would still carry on its duties of seeing to it that the area best served its intended purposes—the national parks for the recreation of the people, the national forests for watershed protection,

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forest preservation, and so forth. But in addition to this, the job of preserving the essential wilderness character of designated areas would for the first time be backed up by Federal policy as defined, described, and supported by law.

The original and revised bills have drawn favorable public response. But they have also run into opposition. Some feel the existing arrangement offers protection enough. Some believe that stressing wilderness preservation represents a departure from the multiple-use practice that is now the general rule—though the backers of the bill say it has no such intent.

"You can't eat your cake, and have it, too"—or can you?

That's the general nature of the dilemma we face. On the basis of this guide, and other reading, can we come up with informed solutions?

Let's think about and discuss the matter in all its aspects.

TRUSTEES FOR CONSERVATION,
San Francisco, Calif., April 23, 1958.

Hon. JAMES E. MURRAY,
Senate Office Building,
Washington, D. C.

DEAR SENATOR MURRAY: Another sponsor of the wilderness bill has brought to my attention a copy of the April 21 letter from the American Forestry Association which calls this legislation a "threat to the multiple-use concept of national-forest management." It is suggested that this misunderstanding be corrected, and I am glad to summarize the facts with regard to the wilderness bill.

Of course it is either misunderstanding or misinterpretation, because the wilderness bill, rather than being a threat to, is actually an expression of, the multiple-use concept. It is, in fact, based on an understanding that wilderness preservation in the national forests can be part of a multiple-use program, and the revised bill which the American Forestry Association letter criticizes makes this explicit, particularly in the last paragraph of section 1 (b) and in the basic first sentence in section 3, which deals with "use of the wilderness."

A MULTIPLE-USE MEASURE

The wilderness bill gives no one any vested right, not even any special privilege, in the areas of wilderness that it proposes to safeguard in the national forests, national parks, wildlife refuges, or elsewhere. These areas, the bill declares, "shall serve the public purposes of recreational, scenic, scientific, educational, conservation, and historical use and enjoyment by the people."

The bill declares, in phrases written in the Forest Service, that—

"In establishing thus a national wilderness preservation system to include units within the national forests it is further declared to be the policy of Congress to administer the national forests with the general objectives of multiple use and sustained yield, and in order to carry out this policy the Secretary of Agriculture is accordingly 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."

That is the last paragraph of section 1 (b). It pertains to national forest areas, with which the American Forestry Association is specially concerned. The basic topic sentence of section 3 on "Use of the Wilderness" is as follows:

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

Surely these quotations demonstrate pointedly that this legislation is not for any single use or any special group. It is truly a multiple-use wilderness preservation measure. A copy of the full text of the revised bill is enclosed. Complete reading will show that the bill has this character throughout.

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NO HELP TO SPECIAL INTERESTS

Legislation that might be proposed by any public-interest group or any of the "special interests" to which the American Forestry Association refers, if patterned after the wilderness bill, could hardly help any would-be exploiters "hew out their coveted portions of the public lands," as the forestry association seems to fear. Enactment of the wilderness bill will discourage rather than invite any such legislation.

Nor is the National Wilderness Preservation Council to be established by the wilderness bill "a publicity group to propagandize the public at taxpayer expense." The best assurance as to this is a reading of the bill, of course. Briefly, however, it can be pointed out that the Council will comprise 5 bureau heads who will be administering different kinds of lands for various purposes but in such a way as to preserve their wilderness character and along with these land administrators will be the Secretary of the Smithsonian Institution and 3 citizens to be appointed by the President. The Council is to be a central repository of files, a nonexclusive clearinghouse for exchange of information, a maker and sponsor of surveys, and a central source of information. It provides a focus for the multiple kinds of interest that include wilderness.

AN INSTRUMENT OF COOPERATION

The American Forestry Association's letter should not be allowed to convey the impression that the wilderness bill has had a disruptive or divisive influence among conservation organizations. Quite the contrary, it has been the instrument of uniting them with regard to an aspect of conservation on which there had not previously been developed the unity of sentiment that there now is. In its February 1958 issue of American Forests, the American Forestry Association, through its editor, took credit because in opposing the wilderness bill it had, and I quote, "opposed every single other conservation organization in the country."

Nor has there been violent controversy with other than conservation organizations, with trade associations, public agencies, or industries. On the contrary, the proponents of the wilderness bill have had—and have—the good will of the representatives of these groups, and the criticisms received have been constructive for the most part, and helpful. These criticisms, as well as those earlier made by the American Forestry Association, have also been heeded by sponsors of the bill in its revision and clarification. While we can hardly hope to have complete agreement on such a program as this, it does seem that we have minimized controversy and have in the wilderness bill an instrument of cooperation.

The United States Chamber of Commerce in a March attack on the wilderness bill included misunderstandings or misinterpretations similar to these present ones, and these were answered by Sigurd F. Olson, president of the National Parks Association, in a letter to Senator Hubert H. Humphrey which was published in the Congressional Record for April 3 on pages 5540 and 5541. Mr. Olson listed a dozen mistakes in the chamber of commerce attack and provided a dozen corrections. Because these are so pertinent in the present circumstances and because Mr. Olson's letter is so clear and forceful, I am enclosing a copy of it also.

It seems to me that neither the United States Chamber of Commerce nor the American Forestry Association needs to go to these extremes to champion lumber or other economic interests in opposition to this proposed measure. We who are advocating it and have helped develop it are ourselves doing our best to see that it damages no other interests. There is indeed not a single area included in the proposed protection of this measure that is now available for logging. Commercial interests are not threatened by this legislation, but rather are respected in a program that seeks to preserve some 2.2 percent of our land in its natural condition as part of an overall policy that provides for our economic and other recreational needs, too.

We should like to emphasize as strongly as we can that the wilderness bill is a measure designed to fit into our other national policies. A prime objective is compatibility.

Sincerely yours,

HOWARD ZAHNISER,
Washington Representative.

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The chairman asked me this morning to include in the record statements which had arrived in today's mail, in addition to the statements that were listed this morning.

So that the authors of some of these will be reassured that their statements have arrived and will be in the record, I will mention a few of them. They include:

A letter from the Chamber of Commerce of the United States; a letter from the Conservation Forum of New York State; a statement of Daniel A. Poole, from the Wildlife Management Institute; a letter from Robert M. Paul, of the Sport Fishing Institute; a statement of Charles Stoddard, for the Citizens Natural Resources Association. Mr. Stoddard was on the list of witnesses but had to leave and left the statement with us.

A letter from the Upper Colorado River Commission submitted by Ival V. Goslin, engineer-secretary, and transmitted to the committee by Senator Gordon Allott; a letter from Junian D. Conover, executive vice president of the American Mining Congress; a letter to Senator Murray from Lorin J. Broadbent, submitting resolutions of the governing bodies of several Indian tribes opposing or requesting amendment to the Indian provisions of the bill; a letter to Senator Jackson from the Chemithon Corp.; another letter to Senator Jackson from H. C. Bradley, president of the Sierra Club; a letter to Senator Jackson from the Washington Cattlemen's Association; and a considerable number of additional telegrams and brief messages addressed to Senator Murray or to the committee.

(The above-mentioned communications appear in the appendix to the record, which begins on p. 152.)

Mr. STONE. I believe that concludes the hearing, unless there is someone else who wants to be heard.

If not, the committee will recess subject to the call of the chairman.

(Whereupon, at 4:20 p. m., the hearing was recessed subject to the call of the chairman.)

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APPENDIX

(The chairman ordered the following communications and statements printed in the record:)

THE WILDERNESS SOCIETY,
Moose, Wyo., July 15, 1958.

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: We are informed that there is to be a hearing before your committee on the wilderness preservation bill, S. 4028, on July 23, 1958. I am sure many of us who previously testified in favor of this legislation cannot be present for this hearing. However, I have recently been asked by many people in the West who are sincerely in favor of this bill what its status is at present.

I believe I can speak for many proponents when I say that here we as a Nation can reveal a high-purpose motivation in the development of a worthy culture by enactment of such legislation, which, in its revised form to meet minor objections, is certainly harmless to commercial interests. Here is another opportunity for our Congress, and we surely hope that your committee can give this bill favorable action.

Sincerely yours,

OLAUS J. MURIE, *Director.*

COOPERATIVE EXTENSION WORK,
MICHIGAN STATE UNIVERSITY,
State of Michigan, July 17, 1958.

Refer to S. 4028, the wilderness bill.

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SIR: Surely we will receive the blessings of our posterity for the wisdom of setting aside forested lands in a wilderness condition as outlined in the above bill.

I wholeheartedly support this measure and trust that it will speedily become the law of the land.

Your interest in support of this measure is truly appreciated.

Cordially yours,

ROBERT W. MCINTOSH,
Extension Specialist,
Tourist and Resort Service.

DENVER, COLO., *July 20, 1958.*

Hon. JAMES E. MURRAY,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: On last Thursday, July 17, the Colorado Chamber of Commerce issued a wild blast against the passage of the "wilderness bill." Among the objections listed in news stories that the chamber declared were reasons for their opposition, were such absurd mistatements as these:

Passage of the bill would be disadvantageous to industrialization of Western States. (May I ask if industrialization is all of the destiny of these Western States? Are there to be no sanctuaries of quietude in our mountains? Most emphatically, this shotgun statement does not indicate why this would result in the interference with industrialization. The bill as now worded does not.)

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The program is "contrary—to multiple use." So is the inundation of great acreage by irrigation reservoirs. Or alloting area to highways, airfields, Boy Scout camps. This reveals perfectly the far reaching of the chamber to trump up objections. The chamber does not know what it's blowing off about.

That same far reaching applies to their sudden and tearful outcry that the bill does not recognize rights of individual Indians.

Finally, there is the contention that present operation is sufficient to protect wilderness values. May I suggest that the continued shrinkage of true wilderness areas is the best flat answer to that plea.

I apologize for the demonstrated ignorance and onesided outlook of the State chamber of commerce. In taking the stand they have indicated clearly that it is the outcry of some special interests of some sort, who oppose the wilderness program. Let me say emphatically, that unless we have protection of the recreational values we have left in the West, with wilderness areas as the apex of returns to visitors in the way of re-creation of spirit and Americanism—unless we protect these values against exploitation we will scuttle our tourist business. And if you want the evaluation of this in Colorado, it stands next to agriculture in the underwriting of commerce here.

Emphatically, there is need of wilderness areas for future America. Please don't give weight to such opposition as the Colorado Chamber of Commerce has trumped up.

Very truly yours,

ARTHUR H. CARHART.

SHOSHONE AND ARAPAHOE TRIBES,
WIND RIVER AGENCY,
Fort Washakie, Wyo., July 2, 1958.

Hon. JAMES E. MURRAY,
United States Senate, Washington, D. C.

DEAR SENATOR MURRAY: The attention of the Joint Business Council of the Shoshone and Arapahoe Tribes of the Wind River Reservation, Wyo., was called to bills pending to establish a national wilderness system.

There now appears to be underway a serious move (1) to eliminate consent and substitute mere "consultation" by the Secretary of the Interior; (2) to name no specific wilderness areas to be included, but to leave it open to the Secretary of the Interior to pick out "any areas of tribal land on Indian reservations as the Secretary of the Interior may designate as appropriate for inclusion"; and (3) to hold out as bait to induce the tribe concerned to ask for "termination," that termination shall remove the lands from the wilderness system.

The Shoshone and Arapahoe Tribes of the Wind River Indian Reservation of Wyoming protest to such provisions and wish to have your support in such a stand.

Sincerely yours,

LORAINE M. FAULKNER,
Tribal Secretary.

FEDERATION OF WESTERN OUTDOOR CLUBS,
Mill Valley, Calif., July 4, 1958.

Hon. JAMES E. MURRAY,
Senate Office Building, Washington, D. C.

MY DEAR SENATOR MURRAY: As chairman of the Insular and Interior Affairs Committee, you now hold responsibility for passing of one of the most important pieces of legislation to come before your group in 50 years.

I refer to the wilderness bill, S. 4028, recently introduced into Congress by Senator Neuberger. This bill marks the final step of 10 years of work in conservation work. Its impact upon generations to come cannot be too strongly realized, but I am sure that you and your committeemen have that foresight.

As one who has walked and traveled in wilderness, desert, mountains, and portaged down rivers by canoe and other means, I am deeply concerned with the all-too-rapid disappearance of too much of what once was the natural scene in this our land.

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Now is the time to save some of it for future generations.

I ask that you and your committee see that S. 4028 comes out on the passing end before Congress adjourns.

Thank you in advance for your work in its behalf.

Very sincerely yours,

LUELLA K. SAWYER, *Editor.*

WALNUT CREEK, CALIF., *July 2, 1958.*

Hon. JAMES MURRAY,
Senate Office Building, Washington, D. C.

DEAR SIR: Please take favorable action in your Interior Committee on the new wilderness bill. I want to be able to hike in wilderness areas 40 years from now, and so do and will a lot of other people.

Yours,

DAVID PRATT.

SAN MATEO, CALIF., *July 3, 1958.*

Hon. JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Washington, D. C.

DEAR MR. MURRAY: I am writing to urge your committee to support the wilderness bill as most recently revised, S. 4028.

I am sure you are personally aware of the implications of the bill and feel, with me and many others who have taken the pains to look into the future, that it is as vital to the well-being of Americans, especially those who will follow us, as housing facilities, food, schooling, and all the rest of the more obvious necessities. In my opinion the more subtle necessities such as wilderness preservation need what would at first appear undue consideration simply because their values are more subtle and tend incorrectly to be thought of as luxuries rather than necessities. It is also unnecessary, I am sure, to emphasize that those wildernesses which may be saved by the bill could not be recreated once lost.

For these and many other reasons I wish to join the host of thinking and I hope unselfish persons who feel that the interests of the Nation as a whole, not the interests of 1 or 2 segments of the population, would best be served by passage of the bill and passage preferably before adjournment of the present Congress.

Sincerely,

JOSEPH G. HALL.

DULUTH, MINN., *July 22, 1958.*

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
United States Senate, Washington, D. C.:

Special committee recently appointed by Minnesota Arrowhead Association to study wilderness bill S. 4028 proposed by Senator H. H. Humphrey. Strongly suggest a hearing be held in this area to give those of our people for or against said bill an opportunity to be heard. Letter en route.

MINNESOTA ARROWHEAD ASSOCIATION.

MINNESOTA ARROWHEAD ASSOCIATION,
Duluth, Minn., July 22, 1958.

Hon. JAMES E. MURRAY,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: Relative to our recent telegram received by you, we should like to reiterate our request for a hearing to be held in this area on S. 4028.

For your information, the Minnesota Arrowhead Association has been serving this area for more than 34 years. The MAA represents approximately 300 resorts, hotels, motels; 1,000 business members; 50 Arrowhead chambers of commerce and civic organizations; and an associate membership of more than 12,000 persons. Our newly appointed wilderness committee is greatly interested in finding further information through study and offering an opportunity to persons for or against this legislation to be heard.

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We sincerely hope you and your committee will see fit to honor our request. If we may be of service to you in setting up such a hearing in this area, we look forward to your invitation.

Sincerely yours,

LEE VANN, *Executive Secretary.*

APPALACHIAN MOUNTAIN CLUB,
Cambridge, Mass., July 22, 1958.

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.:

We strongly advocate the wilderness bill and urge a favorable report and prompt passage of S. 4028. A national policy to protect our unspoiled lands is of vital importance to our people.

DONALD P. SERVERANCE, *President.*

THURSTON COUNTY POGGIE CLUB,
Olympia, Wash., July 19, 1958.

Senator JAMES E. MURRAY,
Chairman, Interior and Insular Affairs Committee,
Senate Office Building, Washington, D. C.:

Membership of this organization urgently requests passage of S. 4028 as necessary recreational and educational protective measure for the American people. This Congress can perform no more valuable accomplishment for all time to come than passage of this bill.

J. M. PETERSON, *Secretary.*

10026 35TH SW.,
Seattle, Wash., July 18, 1958.

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.:

The Mountaineers, an organization of 3,500 members, wish to again urge the passage of the wilderness bill, S. 4028.

PAUL WISEMAN,
President, the Mountaineers, Seattle.

SEATTLE AUDUBON SOCIETY,
Seattle, Wash., July 16, 1958.

Senator JAMES E. MURRAY,
Chairman, Interior and Insular Affairs Committee,
United States Senate, Washington, D. C.

DEAR SENATOR MURRAY: I understand there are to be hearings held in room 224, Senate Office Building, on July 23, on S. 4028, the revised wilderness preservation bill. Being unable to attend although I will be in Washington the middle of August, I would appreciate it if you would enter the following statement in the record.

"Having carefully read all of the revisions made in the wilderness preservation bill, S. 4028, I am heartily in accord with the present bill. I am sure that the many provisions made to meet the desires and requests of the several organizations and governmental departments will now assure passage of this important bill."

MRS. NEIL HAIG.

WEST VIRGINIA SPORTSMEN UNLIMITED,
Charleston, W. Va., July 15, 1958.

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SIR: West Virginia Sportsmen Unlimited, a statewide organization of hunting and fishing clubs, individuals, farmers, and conservationists, wish to go

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on record as favoring the revised wilderness bill, S. 4028, as introduced by Senator Hubert H. Humphrey.

We respectfully ask that this letter be made a part of the public hearing record.

Yours respectfully,

H. O. POWERS,
Executive Secretary.

SOUND MATTRESS & FELT CO.,
Tacoma, Wash., July 15, 1958.

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building.

DEAR SENATOR MURRAY: I note with interest a new wilderness bill has been introduced as S. 4028. I have just read a copy of the proceedings on this in a published copy of the Congressional Record and note with interest your statement.

Knowing that this bill will greatly protect the wilderness areas in your own State and the State of Washington as well as all other States that have wilderness areas, I know you will give this bill the support that will enact it.

I am leaving Saturday to spend 2 weeks in the Eagle Cap Wilderness area of the Wallowa Mountains of eastern Oregon so as one who uses these areas I have had the opportunity to observe how important it is to have these areas protected by S. 4028.

Cordially yours,

LEO GALLAGHER.

KALISPELL, MONT., *July 19, 1958.*

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: Please place this in the record of the hearing to be held July 23.

I am strongly in favor of the revised wilderness bill, S. 4028, and urge its speedy enactment into legislation as a vital step in preserving our valuable wild lands.

As former secretary of district 1 of the Montana Wildlife Federation, a nonprofit conservation organization of more than 6,600 affiliated members of western Montana, I have witnessed repeated attempts to encroach upon and whittle away the wild and wilderness areas of Montana. These areas, of prime importance in their natural state for recreational, scientific, and educational purposes, need the established policy of Congress to preserve them.

Very sincerely,

CLIFTON MERRITT.

BANNING, CALIF., *July 15, 1958.*

Hon. JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Washington, D. C.:

The Desert Protective Council urges approval by your committee of present revised wilderness bill and full support for its passage by the present session of Congress.

Col. JAMES P. WESTERFIELD, *President.*

BANNING, CALIF., *July 15, 1958.*

Hon. JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate, Washington, D. C.:

The Trailfinders reiterate our support of wilderness bill in its present revised form and trust it will be passed by your committee and by present session of Congress.

HARRY C. JAMES, *President.*

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BEAVER COUNTY CONSERVATION LEAGUE,
Aliquippa, Pa., July 15, 1958.

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: Some time ago we corresponded with Senator Humphrey to express our complete approval of S. 1176, commonly called the wilderness bill.

It has now come to our attention, that due to certain misinterpretations and misunderstandings of this bill in its original form, a revised bill, namely, S. 4028, has been introduced. After studying S. 4028, we wish to go on record as being in complete accord with provisions as set forth in this revised form of the wilderness bill.

As we have followed the progress of this wilderness bill we have formed the opinion that the gentleman from Minnesota, Senator Humphrey, is indeed mindful of the intense need to protect America's great wilderness areas. We note that on June 18, 1958, Senator Humphrey addressed the Senate of the United States and urged the adoption of S. 4028. He obviously feels that there is nothing written into the revised bill which defeats the aims and purposes of the wilderness bill as originally drafted.

We are certainly going to go along with it, too. We feel that America so direly needs the wilderness preservation system, that we are urging all of our member organizations to express their own individual approval. At any rate this letter represents the views of 19 organized sportmen's clubs which comprise the Beaver County Conservation League.

Sincerely yours,

ELMER ANDERSON,
Corresponding Secretary (Acting).

SANDIA PARK, N. MEX., *July 12, 1958.*

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SIR: We are writing to you in reference to the revised wilderness bill. My husband and I feel very strongly that this bill should be passed with no further delay.

For your information, we write not only as conservationists who love the out-of-doors and use many national forests and parks for recreation, but also as former National Park Service employees. Last year, while working at Grand Teton National Park we especially observed how every new road led to automatic deterioration of adjacent lands in that beating down of underbrush and trees inevitably occurred. And, unfortunately, it was also clear to any observer on the spot that a large majority of the people who used these roads did so only because they happened to be there and not because they particularly wanted to see and appreciate any particular untouched spot. Thus we despoil our heritage to no real purpose nor profit to anyone when we permit such too easy access to our woods and forests.

It is pertinent and interesting to observe here that England, for all its vast population in proportion to its small territorial size, has better protected primeval woodlands than we, a much younger country, do.

Yours truly,

EVELYN CROPPER.
WILLIAM H. CROPPER.

FEDERATION OF WESTERN OUTDOOR CLUBS,
Auburn, Wash., July 20, 1958.

Senator JAMES E. MURRAY,
Chairman, Senate Office Building, Washington, D. C.:

Federation of Western Outdoor Clubs with 25,000 members endorses revised wilderness bill, S. 4028. It is important that Congress give recognition to wilderness survival in our Nation and provide the greater protection that congres-

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sional review and consideration will give the small amount of wilderness to be retained in America.

MRS. JOHN A. DYER, *President.*

GLENDALE, CALIF., *July 19, 1958.*

Senator JAMES E. MURRAY,
Chairman of Senate Interior Committee,
United States Senate, Washington, D. C.

DEAR SENATOR MURRAY: Once again I wish to register my unqualified endorsement of Senator Hubert Humphrey's wilderness bill, more especially in its revised form as S. 4028.

With its hearing set for Wednesday, July 23, I am prompted by my firm conviction that this improved version of former S. 1176 should be passed, to urge that you and other Senators vote favorably upon it and bring about its enactment.

Our country's future generations will thereby inherit at least a portion of the present remaining undisturbed landscape. In my 72 years I have seen too many encroachments.

Respectfully yours,

PHILIP S. BERNAYS.

NORTHERN FILMS,
Seattle, Wash., July 17, 1958.

Hon. JAMES E. MURRAY,
Chairman, Interior and Insular Affairs Committee,
United States Senate, Washington, D. C.

DEAR SENATOR MURRAY: I want to urge your committee to act favorably upon and speed the passage of of S. 4028, the bill to preserve wilderness areas.

You are aware, I am sure, that wilderness cannot be created once it is altered by man; if not preserved from the beginning, it is lost forever.

My work as a producer of documentary films has taken me through some of the most beautiful areas in the world—beautiful because they were as yet unspoiled by man. It has taken me through other areas which once were beautiful but which have needlessly been converted by unwise exploitation into wasteland.

It is my understanding that S. 4028 when enacted into law will protect the remaining true wilderness areas whose exploitation would be unwise.

For the benefit of generations to come, your committee can do no greater thing than press for enactment of this legislation.

Very truly yours,

LOUIS R. HUBER, *President.*

ILLINOIS AUDUBON SOCIETY,
Chicago, Ill., July 18, 1958.

Senator JAMES MURRAY,
Chairman, Senate Interior Committee,
Senate Office Building, Washington, D. C.

DEAR SIR: We should like to reiterate our approval of the wilderness bill sponsored by Senators Humphrey and Douglas.

The Illinois Audubon Society has supported the National Wilderness Preservation Act from its inception. The bill in its revised form makes it far stronger than before and incites greater mass appeal.

We are especially interested in the creation of the National Wilderness Preservation Council. We feel this is a most sensible approach to a serious problem—to inform the general public regarding the existence and preservation of our national wilderness.

It is our fond desire that your committee urge all possible speed in the passage of the Humphrey-Saylor wilderness bill in this session of Congress. This bill is known as S. 4028.

Your insertion of this statement into the official proceedings has our approval.

Truly,

RAYMOND MOSTEK, *Vice President.*

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STATEMENT OF FRIENDS OF THE WILDERNESS

After the hearings held on July 23 in Washington by the Senate Committee on Interior and Insular Affairs, that committee agreed that there should be further hearings in the Western States, probably late in the year and after the adjournment of Congress. Dates and places have not yet been decided upon, but the chairman, the Honorable Senator James E. Murray of the great State of Montana, has informed this organization that we will be notified as soon as they can be planned and arranged. We do not know at present if a hearing will be held in Minnesota and in the area in question, but we will welcome Senator Murray and his whole committee to the last wilderness canoe country of any consequence in the entire Nation. Then they can see for themselves the pristine area that the conservationists of the Nation have fought to preserve for almost 40 years for the use of the boys and girls of tomorrow.

The recent resolutions by the St. Louis and Cook County Boards of Commissioners seeking further delay in consideration of the new wilderness bill by the Congress, and further amendment, can only be due to continued misunderstanding of the bill and its provisions.

For more than 2 years, the bill has been freely subjected to examination by all shades of opinion regarding it. Criticisms and objections have been gladly met with clarification and revision, with the aim of obtaining a measure that all sincere resource conservationists can strongly support. Exhaustive hearings have been held, not only in Washington, but regionally and in this State. A hearing on the revised bill was held last December in the office of the commissioner of conservation in St. Paul and conducted by him and the Honorable Senator Hubert H. Humphrey, one of the many authors of the bill.

In the Superior National Forest, which after all is not a major subject of the national bill but only a small detail among many, not one inch of the roadless area boundaries are changed nor any of the existing provisions altered. The bill changes nothing whatsoever in the Superior National Forest. It does say that a Cabinet Secretary, always politically appointed, could not by the stroke of a pen wipe most of our finest national wilderness areas and parks off the face of the continent tomorrow. This should never occur and this bill will prevent it from ever happening in the years ahead.

The wilderness preservation act merely gives expression to a conservation policy that has been a reality in the minds and hearts of the American people, but has never yet been embodied in legislation. It is long past time that this should be done. This bill simply establishes congressional policy for protecting our wildernesses in national parks, national forests, wildlife refuges, and other Federal areas where this can be done consistently with other programs now already underway.

The State rights subject raised by the Cook County Board of Commissioners is as old as the national forests themselves and clearly not valid in Minnesota. The Minnesota State Legislature has several times recorded its will on this issue, always on the side of the roadless area reservations. In the case of individual issues, several Federal court decisions—appeal tested—have invariably upheld the preservation of the wilderness areas.

These are not new questions just discovered. They are very old, and the people have repeatedly expressed their strong convictions on them, namely, that the unique Superior wilderness area is not to be exploited for private gain but preserved for all of the people.

We do not think it necessary to argue here in northeastern Minnesota about the value of superb wilderness areas. Very few of us want to turn over these priceless public assets to those who are always thirsting to grab off choice hunks of the public's lands and convert them for their own personal gain.

The wilderness bill will keep in wilderness the best part of the very small part of the whole United States area which is still in wilderness today. Most of this land—and may we repeat, that only Federal-owned land is covered in the bill—is, for the most part, high, isolated back country and our own wilderness canoe country, which is the cream of the crop. This bill stabilizes the existing Government-owned wilderness areas across the Nation—48 areas now in national parks, 80 wilderness areas in our national forests, 20 areas in the national wildlife refuges, and a few scattered areas on other Government-owned lands.

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The Wilderness Preservation Act, whose sole purpose is, as the bill states, to secure for the American people of present and future generations the benefits of an enduring resource of wilderness, has widespread nonpartisan support in the Congress. The bill states that "the Congress recognizes that an increasing population, accompanied by expanding settlement and mechanization, is destined to occupy and modify all areas within the United States, its Territories, and possessions, except those that are designated for preservation and protection in their natural condition. * * * The preservation of such designated areas of wilderness is recognized as a desirable policy of the Government of the United States of America for health, welfare, knowledge and happiness of its citizens of present and future generations, particularly for those uses of such areas that facilitate recreation and the preservation or restoration of health."

Many organizations—National, regional, State, and local—support the Humphrey wilderness bill. These include such organizations as the National Wildlife Federation, Citizens' Committee on Natural Resources, National Parks Association, National Council of State Garden Clubs, the Wildlife Management Institute, Federation of Western Garden Clubs, American Nature Association, the Izaak Walton League of America, National Audubon Society, the Sierra Club, the Nature Conservancy, Defenders of the Fur Bearers, the American White Water Affiliation, American Society of Mammalogists, Garden Club of America, the Wilderness Society, the Council of Conservationists, American Planning and Civic Association, Trustees for Conservation, the Minnesota Conservation Federation, the United Northern Sportsmen, Friends of the Wilderness, and many others too numerous to mention.

In closing, may we say that the few wilderness areas that are left are a monument to what our country was and are almost beyond evaluation to the future of our expanding civilization. Can we not show some responsibility to our decendants and preserve some regions such as these where the unique healing experience of a completely unspoiled wilderness may be felt? It is tremendously important that we act now if the small portions of wilderness that are left be preserved for the enjoyment and education of the youth of tomorrow.

NATIONAL WILDLIFE FEDERATION,
Takoma Park, Washington, D. C., August 5, 1958.

Mr. BEN STONG,
Senate Office Building, Washington, D. C.

DEAR BEN: Enclosed is the wilderness article from the Conservation News that I would like to have included in the record following my brief statement on S. 4028.

I hope this is not too late for placement in the record.

Sincerely,

STEWART M. BRANDBORG,
Assistant Conservation Director.

[Conservation News, December 1, 1957]

OIL VERSUS WILDLIFE—KENAI IS THE TEST

In the free and easy days of the McKay administration in the Department of Interior, when a so-called stop order was winked at and oil leases handed out by the dozens to what appeared to be favored clients, we warned of the dangers involved in letting down the bars on wildlife refuges. An oil well could be drilled here and there, it was argued, and, if the operators were cooperative and careful to avoid blowouts and pollution, little or no damage to wildlife would result. But it was apparent to us, as it should have been to the Secretary, that if a little invasion were permitted the pressures for additional development might well pile up and become overwhelming.

Mr. McKay contended that because the law permitted him to issue leases on public lands he was duty bound to do so on wildlife areas as elsewhere. The fallacy of this argument was obvious. (See Conservation News for March 1, 1956, The Secretary Could Have Said "No.")

When Fred A. Seaton succeeded to the Interior helm, it quickly became apparent he could and would say "No" when necessary to protect wildlife resources. As evidence of his good faith and his determination to protect the dedicated wildlife lands, he has drawn up reasonable but genuinely protective regulations to replace the freehanded policy of former Secretary McKay.

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One of the last block of oil leases on wildlife land processed under McKay was issued to the Richfield Oil Corp. on the Kenai Moose Range in Alaska. Moreover, the Kenai leases were blessed by the Bonner committee in deference to the wishes of their colleague, Delegate E. L. Bartlett of Alaska. Proving again that when it comes to conservation of resources on the public lands, even a watch-dog congressional committee is no substitute for a Secretary of the Interior with the courage to say no.

Richfield struck oil on the Kenai. It struck oil good. A well reported to have penetrated 200 feet of oil sands and flowing 900 barrels per day of 33 gravity plus 122,000 cubic feet of gas. Oil-boom fever is running high at Anchorage and throughout Alaska.

So Kenai is the test. It can make or break the Secretary's proposed new regulations, designed to protect wildlife values on Federal wildlife lands.

Conceding that additional development on the Kenai peninsula is now inevitable, the United States Fish and Wildlife Service will now try to hold the road building, methods of exploration, and drilling operations within the bounds that will protect the great herds of moose, the rare trumpeter swans, and other valuable wildlife that use and depend on the area. It was for the protection of these unique wildlife resources that the Kenai refuge was established and dedicated by Presidential order in 1941.

The oil companies want to lace the Moose Range with a network of bulldozer trails to do seismographic exploration. Wildlife authorities have pointed out the same thing can be done, perhaps at greater cost but with far less damage to the wildlife, by using helicopters.

In an effort to win public support for its plans, the Richfield Oil Corp. has flown a plane load of outdoor writers and sportsmen leaders from California to Alaska in an effort to convince them the methods they propose will not harm the Moose Range.

Because of the Kenai strike, the Fish and Wildlife Service is under terrific pressure. And Secretary Seaton's proposed new regulations are under fire. A public hearing will be held in the Interior Building auditorium December 9 and unless strong public support is forthcoming, the regulations are likely to be weakened and doomed at birth.

Kenai will prove whether the combined strength of all conservationists in America can counteract the get-rich-quick fever that accompanies a new oil strike. It will test whether or not the Department of Interior can stand firm in defense of wildlife lands, or must yield to the commercial pressures at a time when there is no national need for additional oil production. Pumping is now being restricted by Government rationing at existing wells in developed petroleum fields of Texas, Oklahoma, and elsewhere throughout the Nation. The purpose of such rationing is to conserve the resource and stabilize prices. If oil production were unrestricted even in presently developed fields, gasoline prices might come down.

Known oil and gas deposits are locked up now in naval petroleum reserves as insurance against future needs in time of national crisis. Oil in wildlife refuges will be just as good, and just as available, in future national crises. And there are tremendous expanses of other public lands in Alaska now wide open to oil exploration and development.

Kenai has now become one more issue of conservation by crisis where the preservation of our American heritage is pitted against the "fast buck" desires of 1 or 2 oil companies and local business interests for expansion and profit. If Kenai is breached, it can easily be rationalized that oil drilling in other refuges is justifiable. Secretary Seaton has issued a Magna Charta for sanctity of wildlife refuges. Those interested in wildlife conservation had better take time out to back him up.—ERNEST SWIFT.

ARCTIC WILDLIFE RANGE TEMPORARILY ESTABLISHED

Conservationists in the States and Alaska were cheered by Secretary of Interior Seaton's announcement November 20 that he had approved temporary withdrawal of 9 million acres in remote northeastern Alaska as an "Arctic wildlife range." Establishment of such an area has been advocated by the Alaska Sportsmen's Council and by local conservation groups in the Territory, as well as by several national conservation organizations.

The new wildlife area, in the Brooks Mountain range, is bounded on the east by the Canadian line and on the north by the Arctic Ocean. Upon final establishment it will become the largest area dedicated to wildlife purposes in this

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Nation and one of the largest in the world, not excluding the great wildlife parks of southeastern Africa.

The Secretary said the Fish and Wildlife Service, at his direction, had filed an application in the Fairbanks land office November 10 as the initial step in segregation of these lands from entry under the public land laws, and pending final determination of the precise boundaries. The request asks that the withdrawal preclude all forms of public land appropriation, except that mineral leasing would be permitted after next September 1 under Departmental regulations affecting wildlife ranges, as would mining operations.

Hunting and fishing and fur trapping will be permitted in accordance with Department regulations and Alaska game laws.

The Secretary stated that in its request the Fish and Wildlife Service stressed the area's unique values in wildlife, wilderness values, and scenery. Grizzly and polar bears, Dall sheep, wolverine, and great caribou herds are among its wildlife resources. Countless lakes, ponds, and marshes are nesting grounds for large numbers of waterfowl and other migratory birds that spend about half the year in the United States. Nearly 100 bird species are known to use the area. Numerous small mammals also abound.

Mount Michelson and Mount Chamberlain, each more than 9,000 feet in altitude, are arresting scenic aspects. Despite the remote Arctic location, the area has become quite accessible by air and in summer season offers excellent wilderness recreation for explorers, hunters, fishermen, mountain climbers, and others.

At the same time Secretary Seaton announced his intent, and the initial steps, to open another 20 million acres in northern Alaska to private mineral leasing and mining development. These are lands (lying west of the Arctic wildlife range) which have been closed to miners and oil operators since 1943 under Public Land Order 82.

This action would leave unaffected the 23-million acre Naval Petroleum Reserve No. 4, which area was included under the 1943 public land order.

Secretary Seaton said his notice of intention to modify PLO 82 so as to permit resource development outside the naval petroleum reserve was signed only after he was assured that the Department of the Navy does not oppose the move, and further assured by the Geological Survey that the petroleum reserve will be adequately protected by a 2-mile strip around its perimeter.

None of the 20 million acres proposed for release are expected to be open to the staking of mining claims until about September 1, 1958, the Secretary said. Much of the area is unsurveyed, and he said no acreage would be available for oil and gas leasing until leasing maps are prepared. He also emphasized that the modification order will not be signed until its terms are published in the Federal Register and a study is made of comments received in a 30-day period following publication.

The Secretary made no announcement regarding the proposed Kuskokwim or Izembek Bay waterfowl management areas in southwestern Alaska. The Fish and Wildlife Service, backed by conservation groups in the States and Alaska, has requested withdrawal of some 2,900 square miles of high-quality waterfowl marshes in the lower Kuskokwim Valley or delta.

Federal biologists have estimated that 20 percent of all the wild ducks and geese using the Pacific flyway are hatched in the Kuskokwim area. The proposed 2,900-square-mile reservation would safeguard the best of the breeding grounds.

The Izembek Bay proposal calls for withdrawal of 320,000 acres of land and 117,117,000 acres of tidewater at the tip of the Alaska Peninsula which extends southwesterly toward the Aleutian Islands. This is a major migration crossroads for Alaskan waterfowl. Here millions of birds congregate each fall to feed on extensive beds of eel grass and other natural foods before continuing their long flights southward. Important numbers of wild ducks and geese also nest at Izembek.

Public Hearing December 9 on Oil Leasing Rules

Because of objections raised by oil and gas interests, a public hearing will be held December 9 on the new rules proposed by Secretary of the Interior Fred A. Seaton to regulate oil and gas leasing on Federal wildlife lands. Mr. Seaton announced the hearing would start at 9 a. m. in the auditorium of the Interior Building at 18th and C Streets NW., in Washington, D. C.

Ross L. Leffler and Roger Ernst, the assistant secretaries respectively for fish and wildlife and for public land management, will act as joint chairmen of the hearing.

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The proposed regulations were published in the Federal Register of October 11, 1957 (vol. 22, No. 198, pp. 8088–8089), at which time interested parties were given a 30-day period in which to submit any written comments or suggestions, the Department said.

"In view of the widespread interest shown by the general public and many requests for an extension of the time within which to submit written comments, or be heard orally on the subject, it appears appropriate to hold a public hearing," Secretary Seaton said.

All written comments or suggestions which have been received and any that are submitted prior to the date of the hearing will be considered by the Department, the Secretary's annoucement added. Persons attending the hearing may also submit comments at that time, and individuals wishing to speak at the hearing should notify the Director, Bureau of Land Management, Department of the Interior, Washington, D. C., prior to December 9.

The proposed regulations represent a tightening up of policy for the purpose of protecting the wildlife resources for which the national wildlife refuges and game ranges have been established. National conservation organizations and many State and local groups are expected to present oral or written statements in support of the new regulations.

Under the proposed rules, all oil and gas leasing would be forbidden on wildlife refuge lands under the complete jurisdiction of the Fish and Wildlife Service except where the Government has determined that the lands are being drained of oil and gas by nearby wells.

If the Geological Survey, another agency of the Department of Interior, determines that the lands are being drained of oil from operations on adjacent lands, the Bureau of Land Management may, upon the concurrence of the Fish and Wildlife Service, invite competitive bidding for leasing and drilling privileges within the refuge boundaries. Leases for such lands would be issued only upon the approval of the Secretary and would contain stipulations to assure that the operations would not damage wildlife resources. There are an estimated 4,418,000 acres of wildlife refuge lands in the continental United States.

On game range lands, the Bureau of Land Management and the Fish and Wildlife Service would jointly determine which special areas will not be subject to oil and gas leasing. Under the proposed regulations, such special areas within game ranges would be treated the same as lands in established wildlife refuges.

The remaining lands in each game range would be open to oil and gas leasing, subject to final approval in each instance by the Secretary, under such conditions as are determined necessary to insure that leasing and drilling activities will not interfere with the value of the lands for game management purposes.

Any areas that are closed to leasing within a game range will be shown on maps available to the public. Game ranges embrace an estimated 4,616,000 acres in the United States.

Leasing on Federal-State cooperative lands and on Alaska wildlife areas would be handled under the same rules as game range lands. The portion or portions in which leasing should be forbidden, except where drainage is present, would be determined by the agencies having jurisdiction over the area. The remaining lands in the areas would be open to leasing under such stipulations as are deemed necessary to protect wildlife values. There are approximately 502,000 acres in Federal-State cooperative areas and about 7,885,000 acres within Alaska wildlife areas.

The Wilderness Bill Moves Forward

Few pieces of legislation have stimulated more widespread interest among conservationists and public land users than the bill in Congress to establish a national wilderness preservation system. Any measure affecting a sizable segment of the Federal lands is likely to undergo rather careful scrutiny by many groups, particularly when it begins to gain support among people who are in a position to push it toward enactment. The current wilderness legislation, with widespread public endorsement and bipartisan coast-to-coast sponsorship by some 19 members of the House and Senate, falls squarely into this category. Plenty of people are having something to say about it.

It seems that everyone is for the wilderness idea, just as nearly everyone believes in motherhood, but beyond that point there is some variance of opinion. The groups that are standing together in support of the present bill are made up of outdoor enthusiasts who might best be classified as recreational users of the

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Federal forests, park, and wildlife lands that would be included in a national wilderness preservation system.

The philosophy of the wilderness bill is not to expand the present areas or create more of them, but to hold in perpetuity those already designated and now existing within the national forests, national parks, and national wildlife refuges.

As is stated in the bill, it is for "the dedication of an adequate system of areas of wilderness that serve the recreational, scenic, scientific, educational, and conservation needs of the people."

The measure clearly provides for protection and administration of wilderness areas by the same Federal agencies that now exercise jurisdiction over them. It provides for the creation of a National Wilderness Preservation Council, composed of the heads of the agencies who are presently charged with the administration of the lands to be included in the system, plus the secretary of the Smithsonian Institution and citizen members to be appointed by the President.

Contrary to statements made by some objectors who wish to cloud the issue, this Council would not be an administrative body. It would serve as a focus for the common interest in wilderness that would be shared by the various administrators.

THE OPPOSITION

It was natural, and inherent in our democratic system, that skepticism and opposition would develop even before the introduction of the bill, and for two reasons:

(1) Lack of specific facts gives greater latitude for undocumented speculation and rumor. If the big lie can be spread fast enough and far enough a certain percentage of the people will believe it. Rumor is like breaking open a bag of feathers; it becomes impossible to pick up all of the feathers.

(2) It was also to be expected that lumber, cattle, mining, and reclamation interests would wish to know how this proposal would affect their particular operations. Would it interfere with an existing sustained yield lumber operation? Would grazing be prohibited? Would prospecting and mining be outlawed? To those having hopes of expanding operations the wilderness idea might very logically impinge on such ambitions. Rumors, some false, some honest, coupled with the fear of change and the unknown, and the ambitions of wealth, are parts of the democratic crucible which this or any bill affecting public lands must be subjected to.

The objections of the above-named economic groups are understandable and a certain sympathy can be extended them that cannot be felt for the very few resort and outboard motor groups who have registered opposition. A lumberman if allowed to cut on national forests must pay stumpage, or a cattleman must pay grazing fees; while the resort people and the motorboat people wish to capitalize on public domain to their own economic advantage and pay nothing. Those in opposition in these groups stand out alone as the acme of selfishness and greed in opposing the bill. What they have to sell indirectly to the tourist by way of fishing, scenery, hunting and so forth, belongs to the public. A great deal of the current opposition and misconception has been spread by these commercializers and developers of public domain at the expense of the people.

DEPARTMENTAL OBJECTIONS

It is also difficult to understand why the Departments of Agriculture and Interior, the two agencies which would continue under the wilderness bill to administer those areas in the national forests, national wildlife refuges, and national parks, have any material objections. By their own statements it seems that their administrative prerogatives are being interfered with. One wonders if they are responding to the pressures from commercial interests, or have these bureaus grown to such size that they cannot be approached by ordinary people?

At present there is no act of Congress that would prevent a future Secretary of the Interior or bureau chief from constructing roads, buildings, or other installations within a wilderness area of a national park or wildlife refuge.

Present laws offer nothing to help administrators resist the mounting pressures to use more and more of the back country areas for developments that would destroy them as wilderness. With timber, grazing, mining, and waterpower groups relentlessly pushing for more commercial use of the back country, the current legislation seems to offer a great deal in the way of protection for our wilderness resource.

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As noted above, there is no substance to the argument of departmental spokesmen that the Wilderness Preservation Council would represent a superadministrative agency which would interfere with efficient administration of the areas. The main function of the Council, as envisioned in the bill, would be that of a central clearinghouse for files and information regarding the wilderness aspects of the various areas of land in the system.

In an effort to satisfy apprehensions of the Federal land administrators, sponsors of the bill have recommended that the number of citizen members on the Council be reduced from 6 to 3 and that the Director of the Bureau of Land Management be added. This change would satisfy the concern of the agency heads that lay members of the Council could outvote or override the land administrators. There would be only 3 lay members but 5 administrators, plus the Smithsonian Secretary.

Another revision suggested by sponsors would provide that reports on proposed changes in wilderness areas should be submitted directly to the Congress by the Secretaries of the departments involved. Copies only would go to the Secretary of the Council as a matter of information. Such an arrangement would remove any possibility for the Council to interfere with the flow of information between Congress and the agencies of the executive branch.

SUBSTITUTE BILL OFFERED

The Department of Agriculture, in its report on the wilderness bill (S. 1176, H. R. 500 and companion pieces), offered a substitute measure. This Department bill made a start toward satisfying the need for recognition of wilderness use of national forests by Congress, but fell far short of providing the safeguards written into the original bill. The substitute related only to wilderness within the national forests, making no provision for those under jurisdictions of the National Park Service or Fish and Wildlife Service.

A need for providing protection for all the various categories of wilderness was emphasized by the Bureau of the Budget in a report which suggested that wilderness assets might best be dealt with through "a general and uniform statute applicable to all affected agencies." This viewpoint is shared by supporters of the wilderness bill and is one of the main reasons why they have worked so diligently for it.

The Department of Agriculture bill, however, has served to focus attention on modifications and improvements in the wilderness bill which will serve to safeguard existing national forest policies. These changes have been incorporated in the latest revisions and it is hoped that it will now satisfy the requirements of the Department.

"LOCKING THINGS UP"

The wilderness bill does not lock anything up for all time to come as has been asserted. It does prevent the dribbling away of our remaining back country a piece at a time. If and when the people of this country wish to make other uses of the areas that would be included in the wilderness preservation system, they can see to it that they are taken out of the system through act of Congress. It is, of course, always possible for Congress to pass legislation which would abandon the entire wilderness system. A recently suggested revision of the bill anticipates the possibility of critical national needs and gives the President authority to permit mining and water development within the national forest wilderness areas if these developments would be in the best interests of the public

The area of wilderness country in the 48 States today, including the State lands that would not be affected by the wilderness bill, is shown by even the most liberal estimates to represent only 2.2 percent of the total area of our country. It is unlikely that conservationists will see the urgency for inviting commercial uses of these lands, which would sacrifice their wilderness values, until there are better reasons than are now evident to justify such exploitation.

THE FUTURE OF WILDERNESS

It is evident that public use of wilderness will grow rapidly as more money is invested in providing safe access trails and facilities for handling the outdoor enthusiasts who like their country wild. It is recognized, too, that recreational use of these back-country areas must be limited to foot, horseback, or canoe travel. Machines do not fit in with the character of wilderness even though their exclusion means that the visitor must use primitive methods of conveyance.

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To date, the agencies charged with management of wilderness country have had neither the opportunity nor money to find out how they could best bring larger numbers of people into wildernesses without destroying them.

There are millions of people around who hanker to get off the road and away from machines and gadgets when they have a few days to spend outdoors. There are millions who have never had opportunity to visit the wilderness, but want to be sure that there are such places to go when they get the chance. These people would probably be willing to invest a little more money to keep fires out of these areas and to provide them with other necessary protection without the networks of access roads and other developments that are becoming so prevalent on most of the remaining public lands. It takes longer for the forest or park ranger to ride a horse across a stretch of wild country than it does to cross the same area in his pickup truck. For that reason it's going to be more expensive to provide protection of wilderness areas from which roads must be excluded. If the wilderness is worth saving, then it's worth the extra cost.

The wilderness preservation bill makes clear provision for multiple use of areas that would be included in the national wilderness preservation system. It recognizes that just as priorities in use are given in the case of certain commercial operations to gain the greatest yield for timber production, grazing, or mining, so must provision be made for making the most of wilderness use through exclusion of roads and other developments that are not in keeping with the natural character of wild country. Watershed protection, wildlife production and harvest of fish and game, as well as scientific and cultural benefits, are some of the multiple uses that can be harmonized with wilderness under the bill.

Success of the wilderness preservation bill in the 1958 session of Congress will hinge upon the ability of its supporters to clarify the confusion which has been generated through the well-planned efforts of the opposition. The confusion may delay enactment, but it is doubtful that it will do more than this. We think it quite likely that the conservation-minded Members of Congress—and that includes most of them—will study the proposals carefully and then act to safeguard the wilderness resource against untimely or unnecessary destruction.

Fire Ant Control May Endanger Wildlife

Ernest Swift, executive director of the National Wildlife Federation, has warned of the possibility of losses to wildlife which could result from the Department of Agriculture's recently initiated $2.4 million fire ant control program in the Southern States. In a letter November 21 to Secretary of Agriculture Ezra Taft Benson, the federation executive stated that chemical control agents being used by the Department have had, in some instances, devastating effects upon wildlife.

The fire ant, transplanted from South America, was first reported at Mobile, Ala., in the early 1920's. It has spread into 10 States causing serious losses to crops, young livestock and small birds and game animals.

Department of Agriculture plans provide for treatment of over 20 million acres of infested areas in the States of Alabama, Mississippi, Louisiana, Texas, Florida, Georgia, North Carolina, South Carolina, Arkansas and Tennessee. Applications of the two chemical insecticides being used by the Department, dieldrin and heptachlor, will be made by airplane, motorized ground equipment, and by hand in an all-out attack on the destructive insect, according to present plans.

"Studies of the losses inflicted by dieldrin and heptachlor upon small birds, mammals, and fish have shown that applications of even less than one-half pound per acre can result in heavy mortality," Swift said in his letter to Benson. The Department program calls for treatments of 2 pounds per acre of these chemicals, in granular form.

Swift, who has spent a lifetime in the conservation field and now heads the Nation's largest conservation organization, commented further that "while the seriousness of the fire-ant infestations is fully recognized by conservationists, we cannot reconcile destruction of wildlife through wholesale applications of harmful chemical control agents." He compared such a procedure to a cure for dandruff which involves scalping the patient.

Swift urged Secretary Benson to give this problem his immediate attention before the Department's winter season control program gets into full operation. He recommended studies in cooperation with the United States Fish and Wildlife Service and interested State agencies to explore methods of control and rates of chemical application that would minimize dangers to wildlife resources.

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The fire ant control program was authorized last spring by Congress through amendment of the Department of Agriculture Organic Act. The $2.4 million appropriation was made shortly afterward to carry the work through the first year of a long-range control campaign that will extend over several years.

AMA To Fight for Pollution-Abatement Program

Writer John W. Stepp reported in the Washington (D. C.) Evening Star, issue of November 22, that the American Municipal Association was preparing "to do battle in Congress to preserve the threatened Federal aid program to abate river pollution."

Mayor Ben West, of Nashville, Tenn., president of the association that represents 1,300 municipalities and a combined population of 100 million, recently went directly to President Eisenhower with a plea to continue support of the grant program which in less than 2 years has stimulated substantial abatement of sewage pollution.

The Water Pollution Control Act (Public Law 660) of 1956 authorized $50 million per year, up to a total of $500 million over a period of years, for construction grants to aid the financing of municipal sewage plants. Despite opposition mainly from industrial groups, and with the strong backing of conservation organizations, Congress appropriated $50 million for this program in 1956 and again in the last session for fiscal year 1957–58. Due to a late start in 1956 the program has been in effect little more than a year. Even so nearly 700 grants have been approved for a $56 million Federal share of $274 million worth of construction.

In his letter to the White House, Mayor West wrote of AMA's "considerable mounting concern" within the Eisenhower administration to abandon the program for budget economy. He also aimed his protest against a recent recommendation to that effect by a special Presidential task force. This refers to the so-called Joint Federal-State Action Committee made up of high Federal officials, including the Director of the Budget Bureau, and the Governors of New Hampshire, Maryland, Nebraska, Idaho, Texas, Mississippi, Rhode Island, Pennsylvania, Kansas, and Illinois.

Mayor West asserted that if the Government must cut the domestic budget to further national defense, the pollution-abatement program should not be made to suffer.

Statement by Stewart M. Brandborg, Assistant Conservation Director, National Wildlife Federation

I am Stewart M. Brandborg, Assistant Conservation Director of the National Wildlife Federation.

The National Wildlife Federation is a nationwide organization of conservation-minded people who [illegible] that they have an important stake in the protection of wilderness and other natural resources. For this reason, we consider the bill, S. 4028, that would establish a National Wilderness Preservation System, one of the most important pieces of legislation before the 85th Congress.

The 2 million members of the National Wildlife Federation organization, who are associated with us throughout State affiliate organizations, and other millions of people who realize the growing importance of outdoor recreation—camping, hiking, hunting, fishing, nature study, photography, boating, etc.—feel very strongly that there is need for the enactment of this bill. Many of these people have only limited opportunity to visit and use our wilderness lands, but this is an experience that they cherish, and they are determined that the relatively small remnants of wilderness which remain in this country will not be destroyed.

The wilderness bill has undergone rather extensive change in order to meet the suggestions and criticisms of those who opposed its earlier versions. The National Wildlife Federation was pleased to take a part in the discussions of the bill and these changes as they have been made. We were pleased with the addition of language to make plain that the measure is in keeping with multiple-use policy and that wilderness preservation is to be one of the multiple-use pur-

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poses of the national forests. The present bill makes clear that the forests are to be administered with the general objectives of multiple-use and sustained yield. We feel that this is an important declaration of policy that will assure the future protection of irreplaceable wilderness values.

We commend you, Mr. Chairman, and those other committee members who have sought to gain understanding of the broad purposes of this legislation. We urge you to proceed toward its enactment at the earliest opportunity, either in the present Congress or early in the first session of the 86th Congress.

SOCIETY OF AMERICAN FORESTERS,
Puget Sound Section, August 1, 1958.

Mr. JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Washington, D. C.

DEAR MR. MURRAY: I have just been notified that your committee had scheduled a hearing for July 23 on Senate bill 4028 relative to the establishment of the national wilderness preservation system.

The Puget Sound section of the Society of American Foresters, comprising a membership of over 600 professional foresters in Washington and Alaska, has given considerable time to discussion of Senate bill 1176 and currently is in the process of polling its membership relative to the position that our Puget Sound section will take in support or opposition of this type of legislation.

We have not had an opportunity to read or study Senate bill 4028. We sincerely request an opportunity to study Senate bill 4028 before any action is taken by Congress on this bill. I also feel that it would be very desirable that hearings be held in the Western States where most of the lands that may be affected are located. Such hearings would give the people in the area an opportunity to present their arguments both for and against the bill and to become much more familiar with the contents of the bill.

Yours truly,

DON LEE FRASER, *Chairman.*

WESTERN FORESTRY & CONSERVATION ASSOCIATION,
Portland, Oreg., August 6, 1958.

Hon. JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: In your letter of July 17 enclosing a copy of S. 4028 you stated that the records of the July 23 hearing will not be published before August 10. I respectfully request that the views of Western Forestry & Conservation Association with respect to this wilderness legislation be entered into the record of the hearing.

Western Forestry & Conservation Association adopted a policy in December 1956 which opposes the superimposing of any council or commission upon present forest and park administrative agencies. This policy also opposes the setting aside of an area of public land for limited use before a thorough study of its desirability and need is first made and followed by a public hearing. The association's policy further opposes changing or freezing the boundaries of existing or new limited-use areas until an overall study is made of desirable realinement of boundaries and areas of all public forest lands.

The revised wilderness preservation bill is in conflict with this policy in several major respects. For this reason Western Forestry & Conservation Association is opposed to S. 4028 and recommends against its enactment.

Respectfully yours,

H. R. GLASCOCK, Jr.,
Forest Counsel.

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PUBLIC LANDS OIL INDUSTRY COMMITTEE,
DENVER, COLO., *July 17, 1958.*

Hon. JAMES E. MURRAY,
Senate Office Building, Washington, D. C.

MY DEAR SENATOR: I just learned today that your committee, the Senate Committee on Interior and Insular Affairs, has announced that it will hold a hearing on S. 4028 by Senators Humphrey, Neuberger, and Douglas, beginning July 23. This is the so-called wilderness bill.

I am writing you on behalf of the Public Lands Oil Industry Committee, of which I happen to be chairman. This committee was formed at the suggestion of Hon. Orme Lewis when Assistant Secretary of the Interior, and has been permitted to function by succeeding Secretaries, including Secretary Seaton. The committee is composed of one representative from each of the following:

The Interstate Oil Compact Commission which, as you know, is a body existing under the authority of the Constitution and created by the act of Congress and 20 States, and which has power to recommend measures for the greater ultimate recovery of oil and gas in the United States.

The Independent Petroleum Association of America, which is a national body, representing the independents in all of the public land States.

The Western Oil & Gas Association, representing the oil industry in California, Oregon, and Washington.

The North Dakota Oil & Gas Association, representing the oil industry in that State.

The New Mexico Oil & Gas Association, representing the oil industry in that State.

The Rocky Mountain Oil & Gas Association, representing the oil industry in Montana, Wyoming, Colorado, Idaho, Utah, and Nebraska.

The purpose of the committee is to aid the Secretary regarding matters affecting oil development on the public lands, that is, if the Secretary wanted to consult the industry on public land matters, he could take it up with this one committee, which in turn would endeavor to present a program assented to by all or nearly all; or to enable the industry to consult as to pending matters and to present unitedly any request it wanted to make to the Secretary.

As stated, I am chairman and represent the Interstate Oil Compact Commission, and Mr. Robert T. Patton is vice chairman and the active spokesman in Washington, and represents the Western Oil & Gas Association. Mr. L. Dan Jones, assistant general counsel of the Independent Petroleum Association of America, is our secretary.

I have contacted nearly all the members of this committee, and we are united in bitter opposition to this bill insofar as it curtails development of the public domain for oil and gas. Furthermore, we think that the policy of Congress that all national parks shall separately be created by the Congress, and not be enthusiasts for certain localities, has contributed more than any other factor to the great success of the national parks. We feel strongly that our national security requires that at all times we have within the continental United States an adequate supply of oil and gas, which requires, of course, development of oil and gas on the public domain should not be restricted or curtailed.

We also believe strongly in the policy of multiple use on the public lands, which has proven so successful. I think we all favor the creation of wilderness areas as such, the same as wildlife areas, provided that there is no interference with national safety and national prosperity and with industrial use.

We, therefore, earnestly request that we have a hearing, and that said hearing be set far enough ahead so that we can organize and agree upon a policy, and prepare our arguments; that said committee meeting be held in the public land States, preferably in Denver, at which we may present our evidence. I think we could be ready for such a hearing by the early part of August. If you will advise me about when your committee could fix a date for us, I will contact our boys and assist in fixing a date that will enable us to present our case fully and fairly. I am sure that I represent the entire oil industry in the public land States affected by oil and gas in making this request.

With best wishes, I am,

Sincerely,

WARWICK M. DOWNING,
Chairman.

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PUBLIC LANDS OIL INDUSTRY COMMITTEE,
DENVER, COLO., *July 25, 1958.*

In re: S. 4028, a bill to establish a national wilderness preservation system, etc.

Hon. JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Washington, D. C.

MY DEAR SENATOR: The Interstate Oil Compact Commission is a governmental agency created under the Constitution of the United States, and existing under an act of Congress and the acts of the legislatures of 20 States, comprising all of the States producing oil and gas in any appreciable quantity except California. Its power is to recommend measures for the greater recovery of oil and gas in the United States. It is strictly a governmental agency, reflecting the viewpoint of the public officials of the States mentioned. While this organization supports measures for the greater recovery of oil and gas, it is to a greater extent solicitous of the public welfare, necessarily including legislation for wildlife, wilderness, and recreation.

The Commission strongly opposes the passage of the bill, S. 4028, and requests that before any final action be taken, hearings be had in the public land States, and the matter thoroughly considered by Senators and Members of Congress.

The bill provides that the wilderness system shall include the areas within the national forest classified as "wilderness," "wild," "primitive," or "roadless" on June 1, 1958. Something like 14 million acres have been so classified. The Secretary of Agriculture is given unlimited power to add any adjacent national forest land predominantly of wilderness value. There is no limitation whatever as to the amount.

It is also provided that the wilderness system shall include each park and monument in the national park system on June 1, 1958, embracing a continuous area of 5,000 acres or more, and such additional units of the national park system as the Secretary shall designate. The national park system comprises about 16 million acres.

It is also provided that the wilderness system shall include such wildlife refuges and game ranges, or portions thereof, as the Secretary of the Interior shall designate, and if additions are made to such lands, the same may be designated as wilderness lands. The wildlife lands at present cover about 10 million acres of public land.

The wilderness system shall include such areas of tribal land on Indian reservations as the Secretary of the Interior may designate for inclusion, after consultation with the several tribes or bands. Why the proponents of this bill wish to take from the Indians any use of their tribal lands is not at all clear. Certainly the power to take should apply only in case the Indians agree. Undoubtedly wilderness lands include many of the Indians' hunting grounds.

One of the worst features of the bill is the provision that the wilderness system shall include such units as may be designated within any federally owned or controlled area of land and/or water by the official or officials authorized to determine the use of the lands and waters involved. In other words, the power of the Secretary of the Interior to include public lands within the wilderness system is unlimited.

Provision is made for additions to the wilderness areas. In brief, after 60 days' public notice of a hearing, if there is a demand for such hearing, the Secretary of Agriculture or the Secretary of the Interior, or other official having jurisdiction, shall report such additions to Congress, and the additions shall take effect "upon the expiration of the first period of 120 calendar days of continuous session of Congress following the date on which the report is received by Congress, but only if during this period there has not been passed by Congress a concurrent resolution opposing such proposed addition."

We bitterly oppose any such principle in legislation. Any group of our citizens which wishes legislation along their ideas should obtain it. It is un-American and tremendously unfair that those who oppose additions to wilderness areas should be required to obtain an act of Congress in order to prevent unlimited additions to such areas. This is another example of why legislative proposals by enthusiasts should always be viewed with suspicion by Congress. They want it all their own way and frequently ask for provisions that make it almost impossible to do justice as between all interested persons.

Undoubtedly the greatest recreation achievement of our Nation has been the creation of our national parks. Very fortunately, Congress has reserved to itself the power to create such national parks. The national parks are distinctive in character. Congress has resisted all efforts to have included in the national

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park system areas desired by States, municipalities, or communities for advertising or selfish purposes. If the national parks could be created without limitation by administrative officers, the national parks would have been ruined years ago.

The bill concerning the use of wilderness lands provides: "Any agency administering any area within the wilderness system shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes as also to preserve its wilderness character." In other words, although Congress has said many times that all the public lands shall be open for development for minerals, yet the lands within the wilderness area must be so administered as to preserve the "wilderness character" of the area.

It is also provided: "No portion of any area constituting a unit of the wilderness system shall be used for any form of commercial enterprise not contemplated in the purposes of this act." Provision is made that there shall be no permanent road, nor any temporary road, nor any structure or installation, in excess of the minimum required for the administration of the area for wilderness purposes.

It is true that within national-forest areas included in the wilderness system the grazing of domestic livestock and, under certain conditions, the use of aircraft or motorboats may be permitted. It is also true that within national-forest areas included in the wilderness system the President may, within a specific area, and in accordance with such regulations as he may deem desirable, authorize prospecting, mining, the establishment or maintenance of reservoirs and water-conservation works, etc., upon his determination that such use in the specific area will better serve the interests of the United States and the people thereof than will its denial. The above provision is another effort by enthusiasts to make practically impossible any use of wilderness lands for any commercial purpose.

It will be noted that a provision permitting mining applies only to forest lands. As to all other wilderness lands, including millions of acres of the public lands that may be designated as wilderness lands, no industrial use is possible, but the land must remain in its primitive character.

The National Wilderness Preservation Council is created, consisting of 3 public officials and 3 citizen members appointed by the President. The reason for the creation of this Council is muddy. The Council would simply be another agency under a Government which already has too many agencies. It will undoubtedly function as a pressure group and, as Washington headquarters, at the expense of the Government for the benefit of enthusiasts who would have a place in which they might shoot at Senators and Congressmen. Certainly the Council serves no useful purpose. However, the act does authorize an annual expenditure by the Council of $100,000—in other words, another spending institution.

It will be noted that there is nothing in the proposed bill providing for multiple use, a policy strongly advocated for years by the Interior Department. The desirability and the necessity of multiple use is so clear that it needs no demonstration.

The policy of Congress for a great many years has been to encourage the development of oil and gas on the public domain. Congress has on many occasions made use of the public domain for development purposes of our undeveloped regions, such as grants to railroads, homestead, irrigation, desert land laws, the gift of precious metals to those who find them, etc. Recreational use is a more recent development. Nevertheless, I think the people of the compact States strongly favor recreational use of the public lands. But I don't think any reasonable man wants recreation to displace development of natural resources nor industrial use. There are, and always will be, vast areas suitable and ample for wilderness purposes. But oil in the ground is where the Almighty placed it. Irrigation must be developed along water courses which are immovable. By all means, industrial uses, immovable in character as they are, should take precedence over purely esthetic uses which could be changed about. Above all, multiple use will solve practically all conflicts.

I think all of our members are greatly interested in the new recreation bill just passed by Congress, S. 846, an act for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes. Necessarily we favor the recreation use of our public lands; we favor use for wildlife purposes and use for wilderness areas. But we urge that the question of recreation be considered in its entirety at one time as coordinated with the use of the public domain to develop the industries and material prosperity of our Nation. We strongly favor multiple use of our public lands. We believe that if the Recreation Commission is composed of public officials and citizens, representative of all interests and all

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viewpoints, this Commission may propose to Congress a policy that will settle all conflicts between separate groups and bring about a use of our public lands of the greatest benefit to the largest number.

I am submitting this as chairman of the Public Lands Committee of the Interstate Oil Compact Commission. Owing to the shortness of time, I have not had the opportunity to secure the approval of my committee, nor of the Commission as a whole. I might add in the same connection that I am chairman of the public lands oil industry committee, composed of 6 members, 1 from each of the 6 organizations interested in public lands, and which represent the oil industry in all of the public land States, but owing to the shortness of time I have not had the opportunity to procure the approval of these organizations. The names and jurisdictions of these organizations are set out in my letter to you of July 17. Therefore while the views herein expressed are presented as my own, I feel reasonably certain that they represent the viewpoint, not only of the Interstate Oil Compact Commission, but of all the trade organizations interested in the development of our public lands for oil and gas.

Respectfully submitted,

WARWICK M. DOWNING.

UNITED STATES SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
July 21, 1958.

Senator JAMES E. MURRAY,
Chairman, Interior and Insular Affairs Committee,
Washington, D. C.

DEAR JIM: I have your letters of July 9 and July 18 relative to hearings on pending measures and, in particular, the hearing July 23 on S. 4028, known as the wilderness area bill.

I have received several communications from my State and in this connection I am enclosing one from Hugh Shamberger, director of the Nevada Department of Conservation and Natural Resources, which is self-explanatory. I have also heard from Mr. Louis D. Gordon, executive secretary of the Nevada Mining Association, Inc., strongly suggesting that before any final action is taken in this field that hearings should be held throughout the West where, apparently, most of these lands to be set aside are located.

I suggest that following the hearings on July 23 that action be deferred until further field hearings can be held during the recess of Congress.

Sincerely,

GEORGE W. MALONE, U. S. S.

NEVADA MINING ASSOCIATION, INC.,
Reno, Nev., July 19, 1958.

Hon. JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Washington, D. C.

DEAR SENATOR MURRAY: My attention has been called to S. 4028, which I am told is designated as wilderness area bill and that this bill would remove from the West certain areas wherein and whereon grazing, mining, logging, and water conservation projects would be prohibited; also the use of motor vehicles.

I have no objection to bird watching or star gazing, or even hiking for health, but we, in the West, have certain economic problems that many of these synthetic conservationists do not understand.

Nevada has suffered in the past from immense withdrawals of land by the Armed Forces. Now, more areas are proposed to be withdrawn for bird watchers, etc. You, as a western Senator and well advised as to western conditions, can well appreciate the fact that upon such areas there may be mineral deposits, valuable grazing lands, and even commercial stands of timber and that the withdrawal of such areas would seriously affect the tax structure of the Western States; especially my State of Nevada.

Costs of government are constantly increasing, as you well know, due to the increase in school population, necessity for building roads, etc., etc.

May I respectfully suggest that before your committee passes upon this bill that hearings be held by the committee in every western State, giving all those

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opposed to the bill a chance to be heard and forcing the bird watchers to specifically state the locations and areas of the lands they wish so withdrawn.

You, at all times, have been a stanch friend of the domestic mining industry and, for that reason, I am again appealing to you.

May I express my kindest personal regards,

Very sincerely,

LOUIS D. GORDON.

STATE OF NEVADA,
DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES,
Carson City, July 18, 1958.

Hon. GEORGE W. MALONE,
United States Senior Senator from Nevada,
Washington, D. C.

DEAR MOLLY: In connection with S. 4028 by Senator Humphrey, pertaining to wilderness legislation, I note that hearings have been set for July 23.

As you perhaps know, the people of the west are somewhat concerned about this bill because it may have the effect of forbidding grazing, mining, logging, and other conservation projects in certain areas. I am wondering if it would not be advisable to suggest that in addition to the hearings in Washington, that the committee hold hearings at several points in the west in order that the local people would have an opportunity to appear.

I am addressing a similar letter to Senator Bible.

Kind personal regards,

HUGH A. SHAMBERGER, *Director.*

CALIFORNIA FOREST PROTECTIVE ASSOCIATION,
San Francisco, Calif., July 17, 1958.

Hon. JAMES E. MURRAY,
Chairman, Senate Interior Committee,
Washington, D. C.

DEAR SENATOR MURRAY: I have been informed that your Interior Committee has scheduled for hearing, S. 4028, by Senator Humphrey, on Wednesday, July 23, 1958.

The California Forest Protective Association, comprising 90 percent of the private timber ownership in California, is very much concerned with the subject matter of this Senate bill. The question of wilderness areas is of particular concern to all of the citizens of the Western States since much of the proposed areas which would be encompassed in such areas proposed lie in the western United States.

The proposed legislation would remove from the present administration and determination of the presently administering governmental agencies the authority of management and selection which we have felt has been well handled under present policies.

We would like to present for your consideration reasons why such wilderness-area legislation should not be enacted at this time. The legislation is premature because no hearings have been held on the proposed legislation in the West, where the subject matter is of the greatest concern. Currently, a Federal Outdoor Recreation Resources Review Commission is being established to consider the wilderness-area problems. We are also particularly concerned in California because in this State there has been set up a recreation study commission by the legislature which we hope will propose an orderly allocation of all types of recreation areas within our State which are in Federal, State, and private ownership.

On behalf of this association, I respectfully urge you and your committee members to hold in abeyance any recommendations for passage of S. 4028 or similar legislation until the subject matter has been more completely explored and conflicting conditions of jurisdiction and ownership are resolved through proper study and hearings.

Very sincerely,

W. R. SCHOFIELD, *Secretary-Manager.*

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INDEPENDENT PETROLEUM ASSOCIATION OF AMERICA,
Washington, D. C., July 18, 1958.

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: We understand that your committee has scheduled a hearing for July 23 on S. 4028, a bill to establish a national wilderness preservation system.

As you can appreciate, the Independent Petroleum Association of America is vitally interested in any legislation which affects the development of minerals underlying the public domain. In the past, you and your committee have been most helpful in establishing a reasonable and workable policy designed to encourage the full and proper multiple use of the public domain. We are particularly concerned with the adverse effects the proposed bill would have on exploration for or development of oil and gas resources underlying areas that would be a part of the wilderness system.

Many of our members are hopeful of an opportunity to express their views on this bill, but the short notice does not permit adequate preparation and arrangements for the hearings scheduled for July 23. Accordingly, it is requested that either the scheduled hearings be postponed until later or that a further opportunity be granted to those who are unable to be here on July 23 for the purpose of expressing to the committee their views on the proposed bill.

May I express to you, on behalf of the Independent Petroleum Association of America, our sincere thanks and appreciation for your continued help and cooperation in efforts to establish reasonable curbs on petroleum imports.

Very truly yours,

RUSSELL B. BROWN.

PUBLIC LANDS COMMITTEE,
MONTANA ASSOCIATION OF COUNTY COMMISSIONERS,
Billings, Mont., July 18, 1958.

Senator JAMES E. MURRAY,
Senate Office Building, Washington, D. C.:

Re S. 4028, wilderness areas bill, suggest that hearings on this be held in Western States.

BEN B. HAGERMAN, *Chairman.*

NORTHWEST TIMBER DIVISION, RAYONIER, INC.,
Hoquiam, Wash., July 16, 1958.

Senator HENRY M. JACKSON,
Senate Office Building, Washington, D. C.:

We understand the hearings on Senate bill 4028 are scheduled for action on July 23. Legislation relating to wilderness areas is so important to the economy of the State of Washington that we urge you to delay any action on this matter until full hearings can be held in the Northwest in order that all aspects of this type of legislation may come before the Congress for consideration.

L. J. FORREST, *Manager.*

NATIONAL FOREST MULTIPLE USE ASSOCIATION,
Seattle, Wash., July 21, 1958.

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SENATOR: We wish to go on record protesting to Senate bill S. 4028. Our public lands should be managed for the good of the general public and should not be reserved for the special use of a few advocates. No congressional action should be taken on Senate bill 4028 and other wilderness bills until the findings of the newly formed National Outdoor Recreation Resources Review Commission are completed and made public.

We are mailing a letter and factual report on wilderness areas to every Senator and Representative in Congress. We urge that serious, fairminded thought be given to this matter, which is so vital to the recreation and economy of this Nation.

Rev. R. RILEY JOHNSON, *President.*

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LAKE COUNTY BOARD OF COMMISSIONERS,
Two Harbors, Minn., July 21, 1958

Hon. JAMES E. MURRAY,
Chairman, Interior and Insular Affairs Committee,
Senate Office Building, Washington, D. C.:

Lake County, Minn., will not be represented at the hearing July 23 on S. 4028. We reiterate our stand taken in our resolution dated December 6, 1957, which we presented for consideration at a hearing with Senator Humphrey on S. 1176, 85th Congress, 1st session, December 10, 1957, in the office of the Minnesota commissioner of conservation in St. Paul. We concur in the resolution adopted by Cook County, Minn., commissioners, July 14, 1958, opposing S. 4028. Copy of above resolutions being mailed to you by airmail.

R. J. HOULE, *Chairman.*

RESOLUTION NO. 58-22 OF COOK COUNTY BOARD OF COUNTY COMMISSIONERS

A resolution opposing Senate bill No. 4028 (a/k/a "The Wilderness Preservation Act"), now pending passage by Congress, on grounds that the said proposed act does not provide for legislative concurrence by the several States in which affected lands are or may be situated, and by failure to include such provisions the said proposed act intends to circumvent constitutional procedure and abrogate the rights of the States

Whereas the several States of this Nation, in association one another and together, have formed a Union for the establishment of a Federal Government; and

Whereas such Federal Government is empowered to enact laws only by virtue of the Constitution of the United States so providing; and

Whereas such Constitution, subscribed to by the States of this Union, must be at all times held inviolate; and

Whereas each, every, and all States of this Union have retained unto themselves under this Constitution certain inalienable rights of self-government together thereof of certain prerogatives of action at local level so as to assure and insure the preservation of the dignity, the best interests and the well-being of the citizens and economies of such respective States; and

Whereas it is now proposed before the Congress of these United States that there shall be passed and become law certain proposals presently titled "Senate bill No. 4028" and a/k/a "The Wilderness Preservation System," said proposed act to become binding upon all of the several States and the citizens of said States; and

Whereas the said Senate bill No. 4028 proposes to ignore and to circumvent the procedures of enactment of laws as required by the Constitution of the United States, proposing instead to substitute in the place of such constitutional procedures the processes of directives and edicts to become binding upon the States and their citizens except and unless as specifically opposed by congressional action, such proposed procedure being fully contrary to and destructive of the tenets and intent of the Constitution; and

Whereas the said Senate bill No. 4028 proposes the continuing purchase by the Federal Government, through its several departments and agencies, of lands lying within the several States, and further proposes the continuing designation by the Federal Government, through its several departments and agencies, of the uses of such lands to the extent and extremity that such lands may be designated as "primitive" and/or "roadless" areas, thus empowering such Federal departments and agencies to prohibit any and all private enterprise therein; and

Whereas such unrestricted expansions of government acquirement, ownership, and limitation of uses to the exclusion of private ownership and private enterprise is the acknowledged and avowed intent and purpose of said Senate bill No. 4028; and

Whereas a continuing and unopposed program as proposed to be effected by Federal departments and agencies, through arbitrary directives and edicts, may and does threaten the balance of economies, of land uses and privileges within the several States, and further proposes the circumvention and destruction of the basic rights of the citizens and, contingently, of the several States in which such lands are situated; and further

Whereas this avowed and continuing program of increasing Federal land ownership and restricted land uses poses an equally increasing and relative problem for the legislative, administrative, and judicial bodies of the respective

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States, to the end that States' governments become faced with increased burdens and problems of decreased land tax incomes and, consequently, such respective States' governments may be and are forced to adjust appropriations, apportionments, and States' aids to and for the counties and townships affected within such States: Now, therefore, be it

Resolved by this Board of Commissioners of the County of Cook, State of Minnesota, for and on behalf of the citizens of this county and of the great State of Minnesota, That Senate bill No. 4028, together with all comparable or other subsequent like proposals that may be presented before the Congress, shall be duly amended and such amendment to be passed into law to provide that, to wit:

"Any modification of, addition to, or elimination from the wilderness areas, as such exist on June 1, 1958, shall not become so affected or effective unless and until such proposed modifications, additions, or eliminations shall first have been given prior approval as expressed by not less than a two-thirds majority vote of both Houses of the legislature of the State, or States, in which such affected lands are situated"; and it is further

Resolved, That copies of the Resolution No. 58-22 be spread upon the minutes of this meeting of the Board of Commissioners of Cook County, State of Minnesota, and that copies hereof be respectfully submitted for action to Members of Congress from Minnesota, to members of the State legislature from this district, to Gov. Orville L. Freeman and Conservation Commissioner George A. Selke at St. Paul, and to the Boards of Commissioners of the counties of Lake and St. Louis, and to the newspapers of St. Paul, Minneapolis, Duluth, Two Harbors, Ely, and Grand Marais.

Adopted this 14th day of July A. D. 1958.

BOARD OF COUNTY COMMISSIONERS,
Cook County, Minn.

RESOLUTION OF LAKE COUNTY BOARD OF COMMISSIONERS

Whereas a press notice indicated that Senator Hubert Humphrey has scheduled a hearing on his Wilderness Preservation System Act (S. 1176) for December 10, 1957, in the office of the Minnesota Commissioner of Conservation, in St. Paul; and

Whereas said proposed bill as previously presented is of serious consequence to Lake County; and

Whereas it appears that said hearing is being held to ascertain local views in correcting the unfair, unnecessary, and locally prohibitive restrictions now included in said bill: Now, therefore, be it

Resolved, That this Board of County Commissioners of Lake County, Minn., offers the following recommendations for changes in said wilderness preservation system bill to insure the protection of the real wilderness interest and at the same time protect the interests and welfare of the affected States, counties, and local people.

1. Provide for more equal representation on the proposed council to avoid dictatorial practice by any one interest.

2. Provide for State and county consultation and sanction of policies and boundary designations.

3. Delete the likely illegal and unconstitutional provision whereby failure of either House of Congress to act on council policies within a specified time constitutes the same as approval thereof (sec. 2-f).

4. Delete the prohibitions and restrictions except where necessary to protect the physical values within a quarter of a mile of the waterways in the Superior National Forest roadless area. Determine this by local on the ground study.

5. Permit prospecting for minerals under the very rigid rules and regulations now so effective in protecting the natural physical properties of areas prospected. Prohibit any action by the proposed Wilderness Preservation Council which will tend to discourage legitimate prospecting and approval thereof by the area authority.

6. Provide for reasonable and fair access to the Superior National Forest wilderness area by local on the ground study.

7. As the necessary sacrifice of local and State economy to provide for wilderness areas is for the benefit of all the people nationwide, the State and local counties should not have to continue taking the extensive loss of tax base without a fairer in lieu of tax loss return. The recommendation is therefore to provide for fairer and more equitable in lieu of tax loss to the States and

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counties where wilderness areas are located. In the Superior wilderness area consideration for loss of multimillion dollar power development as tax base, because of necessary prohibition of such development, loss of adequate water frontage taxes, and other proper tax base values should be considered; be it further

Resolved, That copies of this resolution be presented for consideration at said hearing on December 10, 1957.

Commissioner Houle moved the adoption of the foregoing resolution and the same was declared adopted upon the following vote: Yeas, Houle, Degerstedt, Wiklund, Sandstrom, and Dahlberg; total yeas, 5; nays, none.

ROCKY MOUNTAIN OIL & GAS ASSOCIATION,
Casper, Wyo., July 21, 1958.

Hon. JAMES E. MURRAY,
Committee on Interior and Insular Affairs,
United States Senate, Washington, D. C.:

Due to inadequate notice, we are not able to appear for hearing this Wednesday on S. 4028. Rocky Mountain Oil & Gas Association opposes this bill because it largely duplicates efforts and mission of National Outdoor Recreation Resources Review Commission recently created under Public Law 470. The establishment of a national wilderness system should at least await the initial report of that Commission. Further, we believe the avoidance of multiple-use theory of public-land management in the bill is not wise. This is a serious matter, and we believe sufficient additional hearings should be established to permit all concerned to appear and make their views known.

ROBERT B. LAUGHLIN,
Executive Vice President.

KLAMATH BASIN WATER USERS PROTECTIVE ASSOCIATION,
Klamath Falls, Oreg., July 21, 1958.

Senator JAMES E. MURRAY,
Chairman, Senate Interior and Insular Affairs Committee,
Washington, D. C.:

This association strongly opposes S. 4028 or any other proposed wilderness legislation until a complete study and report is made by the Recreation Resources Review Commission.

E. M. MITCHELL, *President.*

WYOMING NATURAL RESOURCE BOARD,
Cheyenne, Wyo., July 22, 1958.

Senator JAMES MURRAY,
Washington, D. C.:

The State of Wyoming Natural Resource Board has just been informed that hearings will be held beginning tomorrow on S. 4028, wilderness bill. The State of Wyoming is most anxious to be heard on this bill, but since the President has signed the National Outdoor Recreation Resources Review Commission Act, we believe the wilderness bills should be held in abeyance until this committee has at least had an opportunity to present their preliminary report. However, in the event you determine to proceed, we hope that the hearing may be extended that the State of Wyoming may have an opportunity to be heard in opposition to such proposals. It is of the most vital importance to us. Would appreciate your tentatively scheduling our testimony and advise time and date by return wire.

BOB STEILING, *Secretary.*

MOUNTAIN STATES ASSOCIATION,
Boulder, Colo., July 22, 1958.

Hon. JAMES E. MURRAY,
Senator from Montana,
Senate Office Building, Washington, D. C.:

Respectfully request hearings on S. 4028, wilderness bill be postponed until report of National Outdoor Recreation and Resources Use Commission report is available.

F. W. REICH, *Secretary.*

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SCOTT PAPER CO.,
Everett, Wash., July 21, 1958.

Hon. JAMES E. MURRAY,
Chairman, Senate Interior and Insular Affairs Committee,
United States Senate, Washington, D. C.

Re S. 4028, revised wilderness bill, we strongly recommend that no final committee action be taken on wilderness legislation until after Western State hearings have been held and until the report has been completed by the National Outdoor Recreation Resources Review Commission. We recognize and appreciate the propriety of establishing certain wilderness areas, but urge that this be done without unduly restricting the use and development of those areas which will be needed in future years for public recreation, for industrial productivity, and for yield of revenue to local, State, and national governments. Therefore, we are concerned about the proposed boundaries of certain wilderness areas, as they would appear to reduce and limit unnecessarily the potential economic development of the Northwest.

L. V. FORMAN,
General Manager, West Coast Division.

ARIZONA INTERSTATE STREAM COMMISSION,
Washington, D. C., July 10, 1958.

Re hearings on national wilderness preservation system bill, S. 4028.

Hon. JAMES E. MURRAY,
Chairman, Interior and Insular Affairs Committee,
United States Senate, Washington, D. C.

DEAR SENATOR MURRAY: I have been requested by the Arizona Interstate Stream Commission to express on behalf of the commission, opposition to enactment of S. 4023 or similar legislation at this time.

The commission believes that inasmuch as Congress has recently enacted S. 846, a bill providing for the study and report on the outdoor recreational resources of the public and other lands and water resources of the United States, the report provided for under the provisions of S. 846 should be made available before other legislation such as S. 4028, a bill to establish a permanent national wilderness preservation system, be considered by the Congress.

At the present time, the members of the Arizona Interstate Stream Commission are engaged in court proceedings in California, in connection with the California-Arizona case, and are therefore unable to appear personally to testify at the hearings that may soon be scheduled on S. 4028 or similar legislation.

We will appreciate being advised when further hearings are scheduled on the type of legislation referred to herein.

Thanking you, I am
Very truly yours,

E. W. RISING.

NATIONAL COUNCIL OF STATE GARDEN CLUBS, INC.,
Washington, D. C., July 19, 1958.

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: It has come to my attention that hearings on the revised wilderness bill (S. 1176) by Senator Humphrey and others, are scheduled before your committee on July 23, 1958.

With the understanding that current hearings are limited to receiving testimony on changes which have been made in the bill since its original hearing a year or so ago, the National Council of State Garden Clubs would like to take this opportunity to reaffirm its support of a wilderness-preservation measure. It is hoped that differences can be reconciled and that a bill will be favorably reported by your committee for prompt consideration by the Senate.

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The National Council of State Garden Clubs is a nonprofit organization of more than 350,000 members distributed among 45 State affiliates and the District of Columbia. At its annual convention in Miami, Fla., April 1957, the council went on record as endorsing a wilderness-preservation system as contemplated by pending legislation.

Thank you greatly for your interest and support.

Sincerely yours,

ANNA N. SHOEMAKER,
Member, Legislative Committee.

NATIONAL COUNCIL OF STATE GARDEN CLUBS, INC.,
West Bend, Wis., July 22, 1958.

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building.

DEAR SENATOR MURRAY: On May 22, 1958, the National Council of State Garden Clubs at its annual convention assembled, adopted the enclosed resolution supporting the new wilderness bill. This national council thus reaffirms its support of a wilderness preservation measure.

The national council hopes that a bill will be favorably reported by your committee for prompt consideration by the Senate.

The National Council of State Garden Clubs, Inc., is a nonprofit organization of more than 350,000 members in 45 affiliated States and the District of Columbia.

We will very much appreciate your interest and support, hoping that you feel with us that the preservation of our wilderness areas is of great importance to ourselves and the future of our country.

Sincerely yours,

IRMA J. SWEARINGEN,
Legislation Chairman.

RESOLUTION OF NATIONAL COUNCIL OF STATE GARDEN CLUBS

Whereas the National Council of State Garden Clubs is deeply concerned about the preservation and future protection of wilderness in the United States, for wilderness has unique values which are esthetic and spiritual as well as scientific and educational; and

Whereas the remaining wilderness areas in America are constantly threatened by the pressures of industrialization and expanding human population;

Now, therefore, in order to establish wilderness preservation as a national policy, to provide greater security for the designated wilderness, wild, and primitive areas within the national forests, now maintained only by executive policy, and to encourage the preservation of the wilderness character of national parks, national wildlife refuges, and other public lands of the United States; be it

Resolved, by the National Council of State Garden Clubs, meeting in Seattle, Wash., May 22, 1958, That we urge immediate, favorable consideration by the Senate and House Committees on Interior and Insular Affairs of the revised form of the wilderness bill, S. 1176, found in the Senate Committee Print No. 2. We likewise urge the Senate and the House of Representatives of the United States to take prompt and favorable final action on this legislation, in order to make clear the intention of the Congress to insure for present and future generations a continuing heritage of wilderness; be it further

Resolved, That copies of this resolution shall be sent to Senator James E. Murray, chairman of the Senate Committee on Interior and Insular Affairs, and to Representative Clair Engle, chairman of the House Committee on Interior and Insular Affairs, and that this resolution will appear in the next issue of the National Gardener.

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BERKELEY, CALIF., *July 21, 1958.*

Hon. JAMES E. MURRAY,
Chairman, Senate Interior Committee,
Senate Office Building, Washington, D. C.:

As an individual and president, Sierra Club, representing 12,000 members, I earnestly bespeak your careful consideration of the revised wilderness bill, S. 4028. If we are to retain in our culture the unique values of wilderness for aesthetic, scientific, and recreational purposes it will require recognition and legal protection. I respectfully urge that this be given at this time.

HAROLD C. BRADLEY,
President, Sierra Club.

SIERRA CLUB,
San Francisco, Calif., July 18, 1958.

Subject: The Wilderness Bill.

Hon. JAMES E. MURRAY,
Senate Office Building, Washington, D. C.

DEAR MR. MURRAY: Acting in behalf of our 12,000 members throughout the country, our board of directors unanimously voted 2 weeks ago to commend the sponsors of the wilderness bill for their achievement in clarifying and revising the proposal as now represented in S. 4028 and to urge its early enactment.

Action in this session will constitute a milestone in conservation for which we have been working for nearly 10 years in cooperation with the Nation's leading conservation organizations. Our testimony in the Senate hearings explains the depth of our interest and its purpose. This letter is to bring your record of our views up to date.

We realize that it is already late in this session and that the demands on this Congress are exceptionally heavy, but time is also running out in which we may preserve wilderness adequately. Much painstaking study and cooperation has gone into the revision of the proposal that is now in committee and, with your help, can pass the Senate.

We share, with respect to wilderness, some opinions about open space expressed recently by Mr. William H. Whyte, Jr., an editor of Fortune and author of The Organization Man. He entered "a plea that we get the open space now, and then at our leisure rationalize with studies how right we were to do it all along." He points out that "the developers aren't waiting for more study; the highway engineers already have their bulldozers going." He cautions that "not to take action now is to make a choice," and he makes it clear that it is a bad choice, a choice by us that will deprive our sons of their rightful opportunities to choose.

Not all Members of the Senate will need wilderness. But maybe their sons will; and wilderness needs the additional protection Congress can provide, and successive Congresses as they see fit, under the terms of the wilderness bill. Wilderness lives but once. We want you to have a hand in saying how long it shall live in those few places in which it is dedicated. We urge your help.

Sincerely,

H. C. BRADLEY, *President.*

(Duplicate letter to Senator Jackson.)

NATIONAL PARKS ASSOCIATION,
Washington, D. C., July 16, 1958.

Senator JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Washington, D. C.

DEAR SENATOR MURRAY: The National Parks Association wishes to express its wholehearted approval of the revised wilderness bill, S. 4028, which will be considered by your committee on July 23. As you know, we have participated in the preparation of this legislation for many years and have been closely associated with its progress. The provisions of the present bill are the result of consultations with every interested organization and, in our opinion, are responsive to the objections which have been made in a way which should lead toward prompt enactment. The care that has been taken in preparing this revision

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makes it one of the most beneficial legislative proposals that has appeared in a national conservation program.

It should also be noted that the enactment of the legislation to establish the Outdoor Resources Review Commission makes it even more essential the wilderness bill be approved during this session of Congress. These two programs are partners in the efforts to insure the wisest use and protection for our vital scenic and recreational resources. In order to derive full benefit from the one, the other must also be implemented.

We urge your committee to act quickly to approve the wilderness bill, so it can receive final attention before Congress adjourns.

Yours sincerely,

FRED M. PACKARD,
Executive Secretary.

AMERICAN PLANNING AND CIVIC ASSOCIATION,
Washington, D. C., July 7, 1958.

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
United States Senate, Washington, D. C.

MY DEAR SENATOR MURRAY: We wish to place the American Planning and Civic Association on record as favoring the preservation of wilderness areas in the United States under the appropriate Federal agencies. It is our belief that the revised wilderness bill (S. 4028 and H. R. 13013) has met most of the objections which were raised to earlier drafts. It would seem that the suggestions for change to recognize the long-established policy of the National Park Service in preserving wilderness areas have been accepted and embodied in the present draft of the bill. We are convinced that the National Park Service has shown in its publications on wilderness that the Service is carrying on an effective program for wilderness protection of areas within the national park system.

Sincerely yours,

U. S. GRANT 3d,
Major General, United States Army (Retired), President.
HORACE M. ALBRIGHT,
Chairman of the Board.

NATIONAL AUDUBON SOCIETY,
Audubon House, New York, N. Y., July 11, 1958.

Hon. JAMES E. MURRAY,
Chairman, Interior and Insular Affairs Committee,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: We have received notice kindly sent us as to hearing on this revised wilderness bill to be held Wednesday, July 23, at 10 a. m. in room 224.

Unfortunately, the undersigned will be on the west coast at that time, but we write to state that our society fully supports the purpose of this revision, just as it has supported the purpose of wilderness legislation since inception.

We trust that your committee may see fit, shortly after the hearing, to report the bill favorably to the Senate for action.

Sincerely yours,

JOHN H. BAKER, *President.*

STATEMENT BY FRIENDS OF THE WILDERNESS

The wilderness bill S. 4028, now awaiting action in the United States Senate by the Committee on Interior and Insular Affairs, is the most important piece of new legislation before the 85th Congress. There is a companion measure in the House, H. R. 13013, identical with the Senate bill. This new bill is the result of many hearings, meetings between the Congress and friends and critics of the old measure, S. 1176 introduced 2 years ago. Great progress has been made and this new and revised form is the result of these criticisms, suggestions, and executive agency reports. In our opinion and the opinion of many others, it represents the outstanding conservation opportunity for the 85th Congress.

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By new legislation is meant a new subject of vital national importance that the Congress has not dealt with before. The wilderness bill is of the first importance for the long-range national welfare. Friends of the Wilderness asks you to ask your Senators and Congressmen to consider well these vital long-range aspects and bring this essential bill to a favorable vote in this session of Congress.

The great majority of the American people are emphatic supporters of the wilderness preservation principle. They believe, both instinctively and from hard, inductive reasoning—as a matter of fact, few national domestic subjects are closer to their hearts—that our Nation has a pressing need for our few remaining pieces of outstanding wilderness. They know we need them now; they know we will need them much more in the future. They know it will be a sadly impoverished America—physically, morally, and spiritually—when these last remnants of our national physical origins are gone. They know that when our last bit of primeval America is dissipated a vital part of us will go with it.

Our older generation has seen the reckless, heedless, conscienceless dissipation of our sumptuous resources from the pristine natural state almost in its lifetime. Not many of us realize that only two average lifespans have gone by since Lewis and Clark started up the Missouri River on the first journey across the continent—when our whole country beyond the Mississippi was still virgin and undiscovered land. That is something to think about and ponder well—the short years that have been needed to transform, and all too often plunder, a major part of the continent.

Our middle generation has seen the completion, the virtual completion, of this process—almost the last forests laid bare and fire swept, the rich ores exhausted, the fat farmlands that were the richest in the world prodigally stripped of their topsoil. It has watched more and more unhappily the Nation's natural resources ravaged to build great fortunes for a very few.

Our younger generation has seen only the results—a great Nation, but one covered with sores and scars. And what does it do? It flocks to what remains of its inheritance that has not been despoiled—the national and State parks and monuments and the national and State forests—particularly those that are still relatively in their original condition—in numbers that are scarcely believable.

If there is any doubt that America needs to preserve these places, the answer surely is there. They have what we, today, restless and disoriented in a new environment, seek instinctively. Others have answered ably the question of what these places can give to us, and we will not go into it. But that their values are of great importance to us today—and tomorrow—particularly to our younger citizens—there can be no question whatsoever.

To be sure, we have learned enough by now to arrest, to minimize, to begin to repair some of these wastages and ravages. Forests are beginning to be managed for constant yield. Agricultural land is beginning to be treated with some thought for the future. Industry is just beginning to realize it has a social responsibility. In these fields we have begun to legislate under the necessity for the common good.

It is time now, also, to promulgate a national policy for the preservation of our last few remaining wildernesses, to hand them down to our posterity as a heritage of our origins, a priceless physical and spiritual legacy that only we can give.

For, when these areas are gone, they are gone forever. No one can bring them back again.

The time to preserve them must be now. For many of them—and for all of them, to some extent—tomorrow will be too late. There is no reason to delay. There is every reason to act now.

It has been said that one of our country's finest claims to greatness is the manner in which we have preserved some of our grandest natural areas for all the people in our national parks. But even most of these are not protected by the law of the land. They are provided for by Interior Department regulation.

It is said that our fine wilderness areas are now fully protected by this departmental regulation—existing both in the National Forest Service of the Department of Agriculture and the Park Service of the Interior Department. But this is not true. The areas are currently ably defended, on the whole, by the Government departments which administer them. But a stroke of the pen of a Cabinet Secretary—always politically appointed—could wipe them off the face of the continent tomorrow.

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There is no reason at all why this should be so. There is every reason why it should not be. These wilderness areas are entitled to, and need, the protection of national law. They need it right now.

The wilderness, or roadless, areas of Superior National Forest in northeastern Minnesota—which Friends of the Wilderness came into being to protect—are the Nation's outstanding laboratory for the study of how well mere department regulation, though administered by the highest type of devoted and able public servants, and backed by an overwhelming public opinion, can withstand heavy political pressures for exploitation.

To save the unique Superior Forest roadless areas, the heart of the Nation's outstanding wilderness canoe country, since the first roadless reservations 32 years ago, the direct intervention of Congress and the Federal courts up to the Supreme Court and the President of the United States have been necessary. Congress and the courts have had to enter the picture several times. The State legislature and governors and executive departments have had to intervene. For more than a generation, conservationists have had to be on constant alert, virtually resting on their arms, to turn back one determined attack after another. All this time, public opinion was strongly, in later years overwhelmingly, in favor of preservation of this exceptional and unique wild area.

We cannot emphasize too strongly, out of the depths of our own bitter experience, that no fine wilderness areas subject to heavy exploitative pressure can safely be expected to withstand it by departmental regulation alone. And, make no mistake, sooner or later every desirable wilderness area in the Nation will come under pressure. We repeat: Only the force of national law can withstand it. The Wilderness Preservation Act is badly needed—now. Tomorrow, as it has been time and time again in the poignant story of our natural resources, will be too late.

So, write your Senators and Representatives today and ask their support for the wilderness bills, S. 4028 (Senate) and H. R. 13013 (House of Representatives). Don't put it off; do it now or it may be too late.

NATIONAL GRANGE,
Washington, D. C., July 18, 1958.

Hon. JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Washington, D. C.

DEAR SENATOR MURRAY: This letter is to express the support of the National Grange for S. 4028, the proposed National Wilderness Preservation Act, and to urge that the Committee on Interior and Insular Affairs recommend its passage by the Senate.

The bill has had the benefit of careful, detailed analysis by a great many persons and organizations for more than 2 years. It has been constructively revised and amended since it was first introduced. In its present form it represents an eminently desirable statement of national policy with respect to the public purposes of a wilderness-preservation system, as well as a practical procedure and directive for achieving such a system.

Subsections (b) and (c) of section 1 of the bill set forth the basic considerations and objectives of the legislation, and these are in accord with policy positions adopted by the delegate body of the National Grange.

The bill has been endorsed without qualification by Mr. Winton Weydemeyer, master of the Montana State Grange, who also served as chairman of a specially appointed Grange committee on natural resources policy. Mr. Weydemeyer and his committee produced a comprehensive, 37-point report which was adopted by the entire Grange delegate body in 1955, and which constitutes basic Grange policy on natural-resource matters to this day.

Under the pressures of increasing population, expanding settlement, and spreading mechanization and industrialization, there is a clear need to designate, protect, and preserve in their natural, primeval character certain areas of federally owned land "for the health, welfare, knowledge, and happiness of * * * citizens of present and future generations. * * *"

We commend the sponsors of this legislation and those who have participated in the preparation of the present draft of the bill for their skillful blending of vision and practicality. Under the terms of this bill, a national wilderness preservation system would be established without adding an acre of property to Federal ownership, because it applies only to certain lands already under

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Federal control. The bill would not create any new administrative authority. It would recognize the principle of multiple use in the national forests, and it would maintain the high standards of the National Park Service.

We respectfully recommend favorable consideration of S. 4028 by the committee, and express the hope that this proposed legislation may become law during the present session of the Congress.

I would request, if it be appropriate, that this letter be made a part of the record of hearings of the committee on S. 4028.

Respectfully submitted.

GORDON K. ZIMMERMAN,
Director of Research.

UPPER COLORADO RIVER COMMISSION,
Grand Junction, Colo., March 8, 1958.

Hon. GORDON L. ALLOTT,
Senate Office Building, Washington, D. C.

DEAR SENATOR ALLOTT: Recently, you sent us a copy of Committee Print No. 2, dated February 11, 1958, that is in the nature of a substitute for S. 1176, a bill to establish a national wilderness preservation system, and for other purposes, and requested informal comments.

Although the original bill has been modified in various ways in order to make it more palatable in the form of Committee Print No. 2 to people interested in reclamation and the multiple use of western public lands, it does not seem to be the type of legislation either desirable or necessary at this time. For the most part, the testimony that I submitted last year, and which is to be found on pages 416 420 of the hearings on S. 1176, is still applicable.

Without going into details at this time, this type of legislation is not in the best interests of the 17 western reclamation States because—

(1) It poses a threat to the conservation, development, utilization, and management of water resources under State laws and State constitutions.

(2) It places future Congresses in the position of being forced to act in opposition to an administrative decision—act negatively—in order to be effective. This is a poor way to legislate. Congress should act affirmatively, and should retain its right to establish, maintain, or modify criteria for the determination of the uses of public lands.

(3) It is unnecessary. Existing agencies can function better without it.

(4) It superimposes another layer of authority, in the form of a council, over the heads of agencies responsible for administering public lands. This would not contribute efficient operation and management. The citizen members proposed on the Council would undoubtedly represent strong pressure groups. Other Council members would hold their positions by virtue of political influence. This would mean the substitution of political motives and pressure-group influence to replace a technical administration by trained and experienced men who are experts in their fields.

(5) The theory that the preservation of wilderness shall be paramount is not sound on a blanket basis for all sections of the Nation. Such a step as proposed in S. 1176 (or its Committee Print No. 2) should not be taken without prior and adequate investigations and studies to determine the best multiple use of public lands and the needs and scope of a national recreational program.

(6) The Outdoor Recreation Resources Review Act recently passed by Congress is the proper way to approach recreational problems at this time. The Commission created by this act is charged with studying the recreational resources of public lands, making an inventory, evaluating recreational opportunities, and with determining what type of program is needed. Until this Commission completes its job, there is no need to take the drastic and far-reaching step proposed in Committee Print No. 2 of S. 1176.

I have not made a detailed analysis of Committee Print No. 2. If hearings should be scheduled on this bill—and I hope they are not—a thorough analysis will be made, and we will request the opportunity to submit evidence and argument to the Interior and Insular Affairs Committee. Other organizations in our Upper Colorado River Basin States will also be interested in the problems posed.

Sincerely yours,

IVAL V. GOSLIN,
Engineer-Secretary.

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THE CHEMITHON CORPORATION,
Seattle, Wash., July 15, 1958.

Senator HENRY M. JACKSON,
Senate Office Building, Washington, D. C.

DEAR MR. JACKSON: For many years the Forest Service has been studying areas in the Northern Cascade Mountains for possible preservation as wilderness areas. To date, they have not submitted a finalized report, but their preliminary results indicate that they will not include any large amount of forest land in the Wilderness.

This area was described by a National Park Service Committee in 1939 as an area that "will outrank in its scenic, recreational, and wildlife values any existing national park and any other possibility for such a park within the United States".

Outdoor and conservation organizations throughout the country, after 3 years study of the area, now feel that it should have national park status. They would like to see a resolution introduced before this session of Congress ends, calling for a study of this area by the National Park Service, preparatory to the creation of a new national park.

We are wondering if we can count on your support for such a resolution?

Yours very truly,

R. J. BROOKS.

AMERICAN FARM BUREAU FEDERATION,
Washington, D. C., July 18, 1958.

Re S. 4028, National Wilderness Preservation System.

Hon. JAMES E. MURRAY,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: Your consideration of the following recommendations of the American Farm Bureau Federation relating to S. 4028 will be sincerely appreciated.

First, we would like to point out what is presumably an unintentional error in the bill.

Section 3 (c) (1) of the bill provides that "Within national forest areas included in the wilderness system grazing of domestic livestock * * * where these practices have already become established may be permitted to continue subject to such restrictions as the Secretary of Agriculture deems desirable."

Section (2) (c) of the bill provides that, in addition to national forest areas, national park system areas, and national wildlife refuges and ranges, that the Wilderness System shall also include "such units as may be designated within *any* federally owned or controlled area land * * *" [Italic ours].

We are confident it is not the intention of the bill to provide that land in the public domain used for grazing for many years may no longer be used for such purposes. In addition to public domain lands, scattered areas of other public lands, may possibly be included in the wilderness system.

It is therefore suggested that section 3 (c) (1) of the bill be revised to authorize the continued grazing of livestock on any land included in the wilderness system on which this is an established practice.

The present bill has been substantially modified as compared with its predecessors. These modifications, in our opinion, represent significant improvements. However, it still seems to us that the bill might be administered in such manner as to tie up under a limited use program an excessive area of land in many of our western States, and by such means to prevent the full development of the economic potential of these areas, including use for recreational purposes.

We recognize that there are provisions in section 3 (c) (2) of the bill designed to permit development of the wilderness area for other purposes upon a determination of the President that such uses will better serve the interests of the United States.

However, this is a procedure likely to be rarely utilized, especially in view of the stated objectives of the bill, that such lands are to be used "in such manner as will leave them unimpaired for future use and enjoyment as wilderness" and that in the wilderness areas designated under the bill "the preservation of wilderness shall be paramount."

The Congress has just enacted, and the President has signed, S. 840, providing for the appointment of a National Outdoor Recreation Resources Review Commission to study and develop recommendations relating to the use of our outdoor recreational resources.

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It would appear desirable under the circumstances, and we do respectfully recommend, that congressional action on this matter be deferred until the recommendations of the National Outdoor Recreation Resources Review Commission are available.

Very sincerely,

MATT TRIGGS,
Assistant Legislative Director.

DEPARTMENT OF WATER RESOURCES,
STATE OF NEBRASKA,
Lincoln, Nebr., July 18, 1958.

Hon. CARL T. CURTIS,
United States Senate,
Senate Office Building, Washington, D. C.

DEAR CARL: I have just read a copy of S. 4028 which was furnished me by Mr. William E. Welsh, secretary-manager of the National Reclamation Association. This bill, which is scheduled for hearing before the Interior and Insular Affairs Committee on July 23, seems to be less undesirable than previous national wilderness preservation bills.

I have not found anything in the bill which I feel would have a direct adverse effect on Nebraska. I do feel that the proposed legislation could seriously effect the reclamation program by hampering or prohibiting the use of desirable reservoir sites in wilderness areas. Nebraska might be indirectly affected in this manner.

For whatever value they may be to you in considering this bill, I am setting forth my views at this time on the bill, herein. I believe that the bill could be improved by being amended in at least three respects, as follows:

1. It should be required that, before any area is declared a part of the wilderness system, public hearings should be held in the State or States within which the area is situated.

2. The provisions of paragraph c (2), section 3, page 13, should be broadened to include any areas within the wilderness system. Prospecting, surveying, and geologic and topographic mapping within the wilderness system should be permitted without any more limitations than exist at this time. Otherwise, valuable mineral deposits and desirable reservoir sites might go undiscovered.

3. The provision on page 10 of the bill, which requires the passage of "a concurrent resolution opposing" proposed additions or modifications should be changed to require that a concurrent resolution favoring the proposed additions or modifications shall be passed by the Congress before the change could be made in the wilderness system.

Sincerely yours,

DAN S. JONES, Jr.,
Director of Water Resources.

EVERETT CHAMBER OF COMMERCE,
July 21, 1958.

Senator HENRY M. JACKSON,
Senate Office Building,
Washington, D. C.:

Regards S. 4028 wilderness system bill request your support that no committee action be taken until hearings have been held in Western States. Believe wilderness action now premature until already established Commission of National Outdoor Recreation Resources review reports in 1961.

BOARD OF DIRECTORS.

WASHINGTON STATE FARM BUREAU,
July 23, 1958.

Senator HENRY M. JACKSON,
Senate Office Building,
Washington, D. C.:

We feel that farmers of the West need an opportunity to discuss with their Congressmen the ramifications of the wilderness preservation bill, S. 4028. We urge you to delay action on the bill and that hearings be held in the West during the congressional recess.

HEBER C. THOMPSON, *President.*

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OLYMPIC PARK ASSOCIATES, INC.,
Seattle, Wash., July 21, 1958.

Hon. JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Washington, D. C.

DEAR SENATOR MURRAY: Our organization supports the wilderness bill introduced as S. 4028, a most important need to preserve those islands of wilderness, an American heritage, which, unless recognized in the law of the land, will soon disappear to a rapid unplanned material land-use saturation which is even now becoming evident here in the West.

Unless protective legislation is enacted in the manner proposed by the wilderness bill, all America will soon awake to see our wilderness sanctuaries invaded by the very nonconforming plagues of a restless civilization which all of us at times wish to escape. Just to know that there would always be these areas of quiet removal from everyday stresses would be reassuring and comforting, in itself.

The impact of increasing leisure, cost of transportation, and per capita wealth is straining the capacity of our present outdoor recreational resources. It is evident that the need is increasing and the resource is gradually decreasing.

It is imperative that the wilderness bill is enacted if America is to enjoy a balanced living, to remain strong, periodically refreshed and inspired to face the strenuous tasks of the new era of tomorrow.

Yours sincerely,

JOHN OSSEWARD, *President.*

DISTRICT NO. 2 WILDLIFE FEDERATION,
Lewiston, Idaho, July 21, 1958.

Senator JAMES E. MURRAY,
Chairman, Interior and Insular Affairs Committee,
United States Senate.

DEAR SENATOR MURRAY: District 2 of the Idaho Wildlife Federation acted favorably on proposals to establish a national wilderness preservation system in December 1956. Our statement, submitted in connection with hearings on S. 1176, appears on page 427 of the transcript of the hearings held by your committee in June 1957.

Since that time a number of revisions and improvements have been incorporated in a new bill, S. 4028, which is being considered in hearings by your committee July 23, 1958. Without going into detail, it appears that these revisions should eliminate nearly any logical objection to the passage of this legislation.

Since hearings were held a year ago on the wilderness bill, the Forest Service has announced p eliminary plans to reduce the size of the Selway-Bitterroot Wilderness Area by 683,000 acres, or about 36 percent in connection with its reclassification under regulation U-1. Plans for such a reduction have been forwarded to Washington from the regional office in Missoula. This sort of development gives a note of urgency, as a succession of such developments could eventually destroy the last acre of wilderness remaining in the country.

It is obvious to those who have considered the matter that the present system of administrative control of wilderness is insufficient, and that Congress must establish a broad overall policy such as that embodied in S. 4028 if the remaining wilderness resources of the country are to be perpetuated. We accordingly request favorable action by your committee on this legislation.

Very truly yours,

MORTON R. BRIGHAM, *Secretary.*

CINCINNATI, OHIO, *July 21, 1958.*

Senator JAMES E. MURRAY,
Chairman, Senate Interior Committee,
Washington, D. C.

MY DEAR SENATOR: Before Congress adjourns, I urge that your committee report favorably on the wilderness bill (S. 4028) and use your best endeavors to secure its passage by the Senate.

Very truly yours,

JOHN M. BRAMKAMP, D. D.

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CHICAGO, ILL., *July 21, 1958.*

Hon. JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Washington, D. C.

DEAR SENATOR MURRAY: I am enclosing a chart on Indian land acreage since 1881 in an attempt to show concisely in terms of land (*a*) why Indians cannot afford to lose the use of some 5 million acres to a wilderness system for public use, and (*b*) to prove that Indian consent is not being achieved.

If there is any hope for an American Indian resources development program, which idea you support in your Senate Concurrent Resolution 3, Indians need to increase their acreage, not reduce it. And, in spite of Indian requests to be allowed to hold and to increase their land base, that land base has been decreased by almost 5 million acres since 1952. Perhaps the committee's current study of Indian trust lands will show how much non-Indian use of Indian trust land has increased in the same period at the expense of Indian use.

The chart also shows that, since 1950, Indians have lost less land and the use of less land to non-Indians in the area under the direct congressional authority (the tribally owned lands) than in the area where authority has been relinquished by the Congress to the Secretary of the Interior; namely, the allotted or individually owned lands. This seems important in consideration of Indian requests to allow tribal purchase of Indian trust lands that are offered for sale.

I have been told that the proponents of the wilderness bills, S. 4028 and H. R. 13013, apparently are willing to hold the Indian section in that bill if the consent provision is restored to it. I have been told that this is a compromise that we must make.

Of course, it is important to fight for consent for Indians, but not for just the word. The right of self-government is the most basic of all Indian rights, and the extent to which it has been flouted, in the very face of congressional directives and intent, is shocking to many people far beyond the boundaries of this country.

When Indians are denied self-government and a voice, and when the Congress becomes too occupied with more urgent matters to attend to Indian affairs wisely and well, then the Indians are abandoned to rule by a Federal department, with no defense against administrative oppression.

This has happened to Indians before, and it is happening again today. I would like to suggest, with all respect, that our treatment of the American Indians is of urgent importance in today's world.

John Marshall's 1832 decision (*Worcester* v. *Georgia*) is, word for word, a statement that the United States is at this moment trying without success to blazon round the world: "A weaker power does not surrender its independence, its right to self-government, by associating with a stronger power and taking its protection."

As you know, that Supreme Court decision was ignored. The French sociologist, De Tocqueville, in the United States in those years, wrote, "The Union treats the Indians with less cupidity and violence than the several States, but the two governments are alike deficient in good faith." He described the Cherokee removal: "And the Central Government, which promises a permanent refuge to these unhappy beings in the West, is well aware of its inability to secure it to them. This does not prevent them from promising in the most solemn manner to do so." De Tocqueville's final comment was, "It is impossible to destroy men with more respect for the laws of humanity."

Indians had no government by consent then, and they have none now, although the enclosed chart shows a brief period, indicated by the increase in Indian-owned acreage, when they did, in part. Some 120 years after De Tocqueville, we are still "kindly taking them by the hand and transporting them to a grave far from the land of their fathers," and the Federal trustee is still making promises that it does not expect to secure.

Surely, this is of utmost importance to the smaller nations of the world whose friendship and confidence we seek in these critical days.

Indian Commissioner Glenn L. Emmons, speaking before the House Appropriations Subcommittee in January of this year, said, "We do know that for years Moscow has beamed to the Far East the mistreatment of the Indians by the United States. The Ambassador of Ceylon, whom most of you know, was

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my guest out in New Mexico a couple of years ago. He seemed to know an awful lot about Indians, and I asked him how it happened that he knew so much about our Indians. He said, 'Why, for 20 years Moscow has beamed to us all through the Far East your treatment of Indians.' He saw our programs at work, and he was the most delighted man, I think, we ever had out there. He is one of our greatest supporters today, realizing what the United States Government is doing to uplift the Indian people."

But how will the Ambassador feel when he learns that the attack on Indian people and their property continues today? And he will learn it, as, obviously, the eastern peoples and those in Central and South America have learned it--to our national loss.

Congressman Lee Metcalf, speaking of House Concurrent Resolution 108 to the Indian Rights Association last January, said, "I voted for this plausible, almost pious, expression of good intentions. But I was appalled at the administrative interpretation given the resolution by the Bureau of Indian Affairs and the Secretary of the Interior. And I was dismayed at the immediate attempt by some congressional leaders to use the resolution as a basis for immediate termination of Federal services to various Indian tribes."

Others have spoken out equally strongly, and have pointed out in some detail the dishonesty of the Interior Department in Indian matters. Yet, although a start has been made by you in calling for a brief moratorium on Indian trust land sales, still at this moment the Indian administration continues to force Indians and to trick Indians into termination of the Federal trusteeship, continues to say that the Congress has so directed in Resolution 108—and the Congress continues to ignore it.

Commissioner Emmons has called the consent provision an "insidious proposal" and has said that its adoption would "be the worst thing for the Indian people."

The Interior Department policy on Indian consent still is: "We believe that a consent requirement is contrary to the best interests of the Indians, and is unsound as a matter of Federal policy."

In the face of all this, the supporters of the wilderness bill are willing to believe that inclusion of the word "consent" in that bill will protect the Indians' rights. In spite of the fact that the Interior Department itself has requested that the consent provision be restored to the wilderness bill, I am told that accepting consent and agreeing to accept the rest of the Indian section is a compromise I ought to make. Who is making what compromise? Has the committee any indication that the Department of the Interior and the Bureau of Indian Affairs have changed their consent policy as stated above?

I repeat that we must fight for Indian consent. But neither consent nor consultation means anything when, regardless of the opinions of the people consulted with, the course of action is predetermined.

Indian consent cannot be achieved so long as resolution 108 is on the books. I further believe that it is quite impossible to support logically both the wilderness bill with the Indian section included and your own Senate Concurrent Resolution 3 calling for Indian resources development.

The consent issue is a major one. It should be treated separately. Termination is a major issue, and should not be a part of wilderness legislation. Controversial Indian issues, such as consent and termination, will jeopardize the chances of this important wilderness bill, without themselves being solved.

I again request that the committee consider dropping the entire Indian section from the wilderness bill. As John Oakes, of the New York Times, wrote in his conservation column in that paper on July 13, "It would be most unfortunate if the drive to secure enactment of a national wilderness system should become distracted by an argument over the present highly unsatisfactory policies of the Federal Government toward the Indians. The bill can and should be amended so that this important but irrelevant issue would be avoided."

I submit that the matter of the inclusion of Indian lands in a national wilderness system could be discussed with Indian representatives at such later time as resolution 3 has been enacted and plans for Indian land use by Indians for Indians are being carried on.

Very sincerely,

DOROTHY VAN DE MARK.

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Indian land acreage

INDIAN LAND ACREAGE, UNITED STATES EXCLUSIVE OF ALASKA

	Total	Type of ownership		
		Individual [1] (allotted)	Tribal [2]	Government
Year:				
1881 (1887 Allotment Act)	155,600,000			
1890 (population, 250,000)	104,300,000			
1900	78,400,000			
1911	71,000,000			
1933 (population, 400,000)	52,700,000			
1940	55,400,000			
1944	56,600,000			
1952	56,141,449	14,726,787	39,826,872	1,587,790
1955	53,800,000			
1956	53,376,383	13,328,201	39,464,882	583,301
1957 (population, 500,000+)	53,352,807			580,000

INDIAN LAND USE, UNITED STATES EXCLUSIVE OF ALASKA, 1952

Indian used	40,109,471	5,733,794	33,034,663	1,341,014
Non-Indian used	11,569,683	8,156,000	3,211,747	201,846
Not used	4,462,295	836,903	3,580,462	44,930
Total	56,141,449	14,726,787	39,826,872	1,587,790

[1] Individual (allotted) lands may be disposed of by Secretary of the Interior under authority given him by Congress.
[2] Tribal lands may be disposed of only by the Congress.

Sources: (1) Health Services for American Indians USPHS, Department of Health, Education, and Welfare, 1957; (2) Reports of Commissioner of Indian Affairs to House Appropriations Subcommittee, 1956, 1957.

RAVALLI COUNTY FISH & WILDLIFE ASSOCIATION,
Hamilton, Mont., July 21, 1958.

Hon. JAMES E. MURRAY,
United States Senate.

DEAR SENATOR MURRAY: The Ravalli County Fish & Wildlife Association has gone on record in support of the wilderness bill as proposed by Senator Humphrey and others. It is the feeling of this organization that this bill is vital and necessary for the preservation of our fast-dwindling areas that are still in a primitive or pristine condition. By losing these areas, we shall have lost the kind of country that helped in no small way to mold the American character, the pioneering spirit, and the resourcefulness that have helped us to become the most powerful nation on earth. America was once all wilderness. Today, not more than 2 percent of our land can be so classified. Even this remaining 2 percent shall someday be gone, if we do not take steps now to preserve it.

The passage of the wilderness bill into law is the logical step to take. The bill has been carefully drawn in a spirit of fairmindedness. It does not lock up the wilderness, except from those who would inadvisedly exploit and abuse our last acres of virgin country.

America needs wilderness. The wilderness offers us the highest quality of outdoor recreation. Each year sees more of our people turning to the outdoors for their recreation. Our national parks and our national-forest campgrounds are becoming more crowded every year. It is obvious that we need more, rather than less, public recreational opportunities. Passage of the wilderness bill will assure us, as well as our future generations (toward whom we have a grave responsibility for land preservation) of always having available the means to get away for a time from the sights, sounds, and smells of civilization. America will be a much poorer land if this is not always the case.

Sincerely,

TOM FORD, *President.*

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WASHINGTON CATTLEMEN'S ASSOCIATION,
Ellensburg, Wash., July 21, 1958.

Senator HENRY M. JACKSON,
Senate Office Building, Washington, D. C.

DEAR SENATOR JACKSON: Because most of the area with which the wilderness bill (S. 4028) is concerned is in the West, and because the bill advocates the restriction of certain Federal lands to special use by a minority rather than the multiple-use doctrine of the greatest good for the greatest number, we ask that you initiate and/or support an effort to schedule hearings in the Western States on this measure before any decisive action is taken by the Senate Committee on Interior and Insular Affairs.

Anything you may do to get hearings scheduled in the West will be appreciated by stockmen who are dependent upon the lands in question for all or part of their livelihood.

Sincerely,

DAVE FOSTER, *Secretary.*

CONSERVATION FORUM, NEW YORK STATE,
Buffalo, N. Y., July 21, 1958.

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Washington, D. C.

HONORABLE SIR: The Conservation Forum of New York State favors the wilderness bill, with full protection for wilderness areas, S. 4028.

Yours truly,

MRS. J. KIMBALL EVANS,
Corresponding Secretary.

PACIFIC LOGGING CONGRESS,
Portland, Oreg., July 21, 1958.

Senator JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Washington, D. C.

DEAR SENATOR MURRAY: The officers and management committee of the Pacific Logging Congress have instructed me to transmit to you the strong protest of our association against enactment of S. 4028, or any act embodying the intent of S. 4028 or S. 1176, until after the Outdoor Recreation Resources Review Commission has had an opportunity to study and report on the needs of the Nation for wilderness areas.

The forest industry supported enactment of the legislation setting up the Outdoor Recreation Resources Review Commission with the understanding that the purpose of this Commission is to make a thorough analysis of the recreational resources and recreational needs of the Nation, including wilderness areas, and to submit a report of their findings by 1961.

Until this Commission has completed its study, and reported its findings and recommendations, it seems most unwise for Congress to act on legislation which presupposes what these recreational needs are.

I have been further instructed to advise you that the Pacific Logging Congress most strongly urges that the citizens of the Western States be afforded the opportunity to express their views on S. 4028, through the medium of public hearings in the West, before any final congressional action is taken.

Approximately 90 percent of the lands that would be affected by enactment of S. 4028 lie in the 11 Western States. Our association strongly feels that the people who live and work in these States should be given the consideration of an opportunity to participate in public hearings on this bill without the prohibitive personal expense and loss of time required for representation before hearings held in Washington, D. C.

Enclosed herewith is a copy of resolutions approved by our organization at its last membership meeting, November 1, 1957. Your attention is directed to resolution No. XV, which opposes S. 1176, and No. XVI, which requests public hearings in the State of Washington on the proposed establishment of a Glacier Peak wilderness area.

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S. 4028 still embodies the same basic provisions that were unacceptable in S. 1176, namely:

1. It would permanently set aside, without adequate study as to need or advisability, approximately 55 million acres of Federal lands for exclusive use of a few people, and without taking into account the most beneficial ultimate use of these lands.

2. It declares it to be a policy of Congress to "secure the dedication of an adequate system of areas of wilderness," but does not define the meaning of "adequate."

3. It violates the intent of the act, recently signed into law by the President, which sets up an Outdoor Recreation Resources Review Commission that is charged with the responsibility of setting up an orderly plan for the development of our recreational resources.

4. It provides for the establishment of a cumbersome and unnecessary Advisory Council between our highly skilled, career forest managers, and the United States Congress.

In closing we wish to reiterate that we strongly opposed enactment of S. 1176, and that S. 4028 still retains the objectional features of S. 1176. Also, may we again emphasize our most sincere request for public hearings in the West, before final action is taken on S. 4028.

Very truly yours,

CARWIN A. WOOLLEY, *Secretary.*

RESOLUTIONS OF THE 48TH PACIFIC LOGGING CONGRESS CONCERNING WILDERNESS AREAS

RESOLUTION XV—WILDERNESS AREAS

Whereas the economy of the Western States depends on multiple use of Federal lands; and

Whereas proposed legislation in Congress would set aside some 55 million acres of Federal lands for exclusive use for wilderness recreation; and

Whereas the resources of these lands have never been inventoried adequately for their possible contributions to the western economy: Be it therefore

Resolved by the Pacific Logging Congress at its 48th session in Seattle, That it urge western Congressmen and Senators to oppose S. 1176 which would establish the unsound policy of permanently excluding from multiple use 55 million acres of public lands essential to the livelihood of thousands of American citizens without consideration for the most beneficial ultimate use of these lands.

RESOLUTION XVI—GLACIER PEAK

Whereas the United States Forest Service has proposed to establish a Glacier Peak wilderness area in the State of Washington to be devoted to exclusive use of recreationists; and

Whereas the forest industries of Washington furnish the principal unsubsidized source of jobs and payrolls; and

Whereas the establishment of such wilderness area as presently proposed would adversely affect job opportunities needed by our growing population: Be it therefore

Resolved, That the Secretary of Agriculture be requested to hold a public hearing in the State of Washington to give its citizens full opportunity to be heard on the proposed Glacier Peak wilderness area; and be it further

Resolved, That a copy of this resolution be sent to each Representative in Congress and both Senators from the State of Washington.

SHELTON CHAMBER OF COMMERCE, INC.,
Shelton, Wash., July 21, 1958.

Senator HENRY M. JACKSON,
Washington, D. C.

DEAR SENATOR: The position of the Shelton Chamber of Commerce is that a hearing should be held in the West to allow the people out here to become more acquainted with the new wilderness preservation bill, S. 4028.

Best regards from your many Shelton friends.

Sincerely,

P. B. MURPHY, *Secretary.*

SRP00949

WESTERN OIL AND GAS ASSOCIATION,
Los Angeles, Calif., July 22, 1958.

Hon. JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Washington, D. C.

MY DEAR SENATOR MURRAY: We understand that your committee has scheduled a hearing for July 23 on S. 4028, one of the so-called national wilderness preservation bills, and that the committee's records will be kept open until July 28 for the purpose of filing statements regarding this bill.

I should like, therefore, to express briefly the opposition of Western Oil and Gas Association to this proposed legislation—a position which we have previously taken regarding the predecessors to the present bill. The area served by the Western Oil and Gas Association comprises the five Western States of California, Oregon, Washington, Nevada, and Arizona, together with Alaska. The association's membership consists of some 150 companies and other operators, who account for approximately 85 percent of the oil production in this area.

At the outset, let me state emphatically that we are not in any sense opposed to the principle of preserving the scenic and esthetic values of the public domain wherever this best serves the public interest, but rather only to the extent to which his bill, and others like it, would permit these lands to be closed to the development of vital natural resources.

We are opposed in principle to legislation which would permit to any significant degree the withdrawal of public lands from the oil and gas exploration and development contemplated by the Mineral Leasing Act of February 25, 1920 and its various amendments. The Congress has never abandoned or repudiated the expressed purposes of that act and, in fact, has frequently reiterated them, as for instance in the important amendments made by the act of August 8, 1946, "in order to promote the development of oil and gas on the public domain." The obvious need for continuing to promote that development has grown with the succeeding years and their national and international developments in the field of our domestic economy and our national defense, which are geared to and depend so vitally upon petroleum and its automotive and aviation fuels and other products.

The most carefully calculated estimates of our domestic requirements of oil during the immediate period of the next 10 years, without taking into account possible defense emergencies, tell us that merely to meet our domestic demand and maintain our reserves at the necessary level during the next 10 years we must find within our own borders 1½ barrels of new oil for each barrel we produce. Surely, this is not a situation in which we can justify closing our public lands to the search for new oil, and if we cannot justify it, we should not create the power to do it. Furthermore, this is by no means necessary for the proper protection of scenic, esthetic, recreational, and wildlife values. Oil and gas exploration and development activities are not of a necessarily despoiling nature and the industry has time and again demonstrated its readiness and ability to conduct its operations in a manner fully compatible with the necessary protection to other land values.

For these reasons we feel that legislation of the type of S. 4028, or any legislation which gives substantial land withdrawal powers, should be designed so as to expressly preserve, on a practicable multiple-use basis, the utilization of the oil and gas and other natural resource values of the land which are vital to the Nation's welfare. We would regard these objectives as sufficiently important to call for a thorough and representative study of all aspects of the problem in advance of legislation, such as is provided for by the recently enacted S. 846, the Outdoors Recreation Resources Review Act, approved June 28, 1958 (Public Law 85-470).

We respectfully request that this letter, another copy of which is enclosed, be made a part of the hearing record on S. 4028. If further hearings are contemplated on the present bill, or similar legislation, we would appreciate the opportunity to be heard more fully in the matter.

Sincerely yours,

S. F. BOWLBY, *President.*

SRP00950

SANTA PAULA, CALIF., *July 22, 1958.*

Senator JAMES E. MURRAY,
Chairman, Senate Interior Committee,
Washington, D. C.

DEAR SENATOR MURRAY: I wish to urge you to do all you can to support the wilderness bill and to pass it out of committee and through Congress before adjournment.

We, as a people, make many wise decisions, but yield too easily to temptation and alter them at the slightest whim. The wilderness bill is designed to prevent us from yielding to these temptations and preserve the established wilderness areas in status quo. Once we lose the wilderness, we cannot regain it—at least not without considerable trouble and expense—but we do need wilderness for inspiration, for health, for scientific study, and for recreation. We need to conserve all the wilderness we can while we are still able to do so.

Again, please give the wilderness bill your wholehearted support. Let us hope that the wilderness bill will become law before the end of the present session of Congress.

Sincerely,

DONALD S. TEAGUE, Jr.

MOUNTAIN STATES ASSOCIATION,
Pueblo, Colo., July 22, 1958.

Hon. JAMES E. MURRAY,
United States Senator,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: I have been requested as president of the Mountain States Association to request your very serious consideration of the wilderness-preservation bill, S. 4028, which has been introduced by Senator Humphrey.

This matter was given serious consideration at our 1957 meeting in Phoenix, Ariz., and our 1958 meeting in Albuquerque. Each of the members present expressed grave thoughts on the overall bill, and we would like to request that you vote against this bill at this time. We can appreciate needs for restrictive measures of our public lands, but we fear that the bill, as written, will have more adverse effects than it will have benefits. The bill is extremely broad and would seem to have been proposed by individuals not familiar with the vast areas in our Rocky Mountain empire. Representatives of the chambers of commerce in the Rocky Mountain empire would welcome the opportunity to discuss this bill with you after Congress adjourns, but in the meantime we believe it to be in the best interest of the American public that this bill be defeated in the Senate.

Respectfully,

CHARLES L. THOMSON, *President.*

AUDUBON ARTISTS, INC.,
New York, N. Y., July 22, 1958.

Hon. JAMES E. MURRAY,
Chairman, Subcommittee, Senate Committee on Labor and Public Welfare,
Washington, D. C.

DEAR SENATOR MURRAY: In reference to bill S. 1176, the Board of the Audubon Artists, a national art organization of 400 outstanding artists, authorized me as president to state that they were in favor of passage of this bill provided that some professional artists are represented on the Commission.

Also, they felt that the Audubon Artists should be represented.

Sincerely yours,

GEORGE SCHWACHA, *President.*

5756 NORTH LOMA AVENUE,
Temple City, Calif., July 22 1958.

Senator JAMES E. MURRAY,
Chairman, Senate Office Building,
Washington, D. C.:

Urge enactment and passage of this very necessary wilderness bill, S. 4028.

Mrs. ADA LATWEN.

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LAMBERTVILLE, N. J., *July 22, 1958.*

Senator JAMES E. MURRAY,
Senate Office Building,
Washington D. C.:

We strongly urge support of revised wilderness bill, S. 4028.

JESSAMINE GODDARD.

BERKELEY, CALIF., *July 22, 1958.*

Senator JAMES E. MURRAY,
Senate Office, Washington, D. C.:

We heartily approve the wilderness bill as now represented in S. 4028 and H. R. 13013 and urge early enactment of the legislation.

Mrs. H. T. DOBBINS.
CHARLOTTE UNGER.
ELSIE LAPAGE.
KITTY DYKSTRA.

WEYERHAEUSER TIMBER CO.,
Tacoma, Wash., July 22, 1958.

Senator JAMES E. MURRAY,
Senate Office Building,
Washington, D. C.:

Wilderness areas which lock up forever large stands of commercial timber and productive timber lands could seriously affect the future economy of the Pacific Northwest. Urge no action be taken on Senate bill 4028 until western regional hearings are held. It would be advisable to hold up action on this bill until a report is made by the National Outdoor Recreation Resources Review Commission.

WALTER J. DELONG.

IZAAK WALTON LEAGUE,
Minneapolis, Minn., July 22, 1958.

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.:

Minnehaha Chapter Izaak Walton League strongly urges favorable action on revised wilderness bill, Senate bill 4028.

STAR HAY,
Vice President Minnehaha Chapter.

MOUNT ST. HELENS CLUB,
LONGVIEW, WASH., *July 22, 1958.*

Senator JAMES E. MURRAY,
Chairman of Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.:

We urge the passing of Senate bill 4028. We feel it is a most important step of conservation.

HELEN LEONARD, *President.*

SAN FRANCISCO, CALIF., *July 22, 1958.*

Senator JAMES E. MURRAY,
Senate Office Building, Washington, D. C.:

Trustees for Conservation strongly endorse the bill to establish a national wilderness system, S. 4028, and urges favorable action by the Committee on Interior and Insular Affairs.

EDGAR WAYBURN, M. D., *President.*

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SEATTLE, WASH., *July 22, 1958.*

Senator JAMES E. MURRAY,
Senate Interior Committee,
Senate Office Building, Washington, D. C.:

On behalf of Pacific Northwest Bird and Mammal Society and Washington State Museum, I urge all possible support of revised wilderness bill.

FRANK RICHARDSON.

EUGENE, OREG., *July 22, 1958.*

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.:

Friends of Three Sisters Wilderness Inc., reaffirms its previous statements supporting wilderness bill now approves S. 4028 and strongly urges its passage this session.

KARL W. ONTHANK, *President.*
FRANCES NEWSOM, *Secretary.*

AUDUBON SOCIETY,
Pasadena, Calif., July 22, 1958.

Senator JAMES E. MURRAY,
Senate Interior Committee,
United States Senate, Washington, D. C.:

I urge immediate enactment of the revised wilderness bill S. 4028.

FLORA MCINTYRE, *Bulletin Editor.*

GLENDALE, CALIF., *July 22, 1958.*

Senator JAMES E. MURRAY,
Interior Committee,
Senate Office Building, Washington, D. C.:

We urge early enactment of wilderness bills S. 4028 and H. R. 13013.

LUCIA KAREN HICKS DODSON.

INDIAN RIGHTS ASSOCIATION,
PHILADELPHIA, PA., *July 22, 1958.*

Hon. JAMES E. MURRAY,
Senate, Washington, D. C.:

If Indian lands are to be included in wilderness bill, we urge that they be subject to definite consent of Indian owners.

LAWRENCE E. LINDLEY,
General Secretary.

OREGON WILDLIFE FEDERATION,
Roseburg, Oreg., July 22, 1958.

Hon. JAMES E. MURRAY,
Senate Office Building,
Washington, D. C.:

The Oregon Wildlife Federation endorses and supports the revised wilderness bill S. 4028. Please make this telegram a part of the wilderness bill public hearing record.

BRUCE L. YEAGER,
National Representative.

DULUTH, MINN., *July 22, 1958.*

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.:

We, the Friends of the Wilderness, once again proudly and emphatically endorse the revised wilderness bill, Senate bill 4028, now before your committee. These few wilderness areas are a monument to what our country was, and are almost beyond evaluation to the future of our expanding civilization. Can we not show some responsibility to our descendants and preserve some regions such

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as these where the unique healing experience of a completely unspoiled wilderness may be felt? It is tremendously important that we act now if the few small portions of wilderness that are left be preserved for the enjoyment and education of the youth of tomorrow. This organization, with its many thousands of members and hundreds of supporting groups, ask you and your committee to send this needed legislation to the floor of the Senate with your approval and a request from you for quick passage and let it become the law of the land. May the wilderness canoe country live forever.

FRIENDS OF THE WILDERNESS.
WILLIAM H. MAGIE, *Executive Secretary.*

NEWTON, MASS., *July 22, 1958.*

Senator JAMES E. MURRAY,
Chairman, Senate Interior Committee,
Senate Office Building, Washington, D. C.:

We are strongly in favor of S. 1176 in its revised form.

ARTHUR AND FRANCES DEWING.

WESTERN PINE ASSOCIATION,
Portland, Oreg., July 22, 1958.

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
United States Senate, Washington, D. C.:

Our membership in all Western States cannot support Senate bill 4028 because it would exclude timber crop production on essential commercial forest lands. We agree with Forest Service, quote: "That further significant withdrawals of commercial forest lands for other uses should, in general, be avoided, or should be made with full realization that such withdrawals may adversely affect future timber supply."

ERNEST L. KOLBE.

WILKINSON, CRAGUN & BARKER,
Washington, D. C., July 22, 1958.

Hon. JAMES E. MURRAY,
Senate Office Building,
Washington, D. C.

DEAR SENATOR MURRAY: Enclosed is a copy of resolution No. 991 of the Tribal Council of the Confederated Salish and Kootenai Tribes of the Flathead Reservation, Mont. This resolution expresses the views of the confederated tribes in relation to S. 4028, 85th Congress, 2d session, the bill to establish a national wilderness preservation system.

It is our understanding that hearings on the above bill are scheduled for July 23, 1958, by the Senate Interior and Insular Affairs Committee.

On behalf of the confederated tribes, we respectfully request that the enclosed resolution be presented to the committee during the hearings mentioned. If you feel it necessary or desirable, a member of this firm will be happy to appear at the hearings in order to further explain the views of the confederated tribes or answer questions regarding this matter.

Sincerely yours,

LORIN J. BROADBENT.

RESOLUTION No. 991 OF THE GOVERNING BODY OF THE CONFEDERATED SALISH AND KOOTENAI TRIBES OF THE FLATHEAD RESERVATION

Whereas several bills to establish a national wilderness preservation system have been introduced in Congress listing Indian roadless and wild areas throughout the West to be included in these areas, frequently specifically including an area within the Flathead tribal lands, but providing that such lands should be included only with the express consent of the tribes concerned; and

Whereas the present version of the so-called wilderness bill, S. 4028 and H. R. 13013, 85th Congress, provides at section 2 (d) that "The wilderness system shall include such areas of tribal land on Indian reservations as the Secretary of the Interior may designate as appropriate for inclusion after consultation with the several tribes or bands, through their tribal councils or other duly constituted authorities"; and

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Whereas section 3 (a) provides that the wilderness system "shall be devoted to the public purposes of recreational, educational, scenic, scientific, conservation, and historical use", and mere "consultation" by the Secretary is regarded by the tribes as inadequate protection of tribal lands and resources; and

Whereas the designation of Indian reservation lands for public purposes in the proposed national wilderness preservation system without express consent of the tribes through their appropriate governing bodies may constitute a taking contrary to the United States Constitution: Now, therefore, be it

Resolved, That the Tribal Council of the Confederated Salish and Kootenai Tribes of the Flathead Reservation is opposed to S. 4028, H. R. 13013, 85th Congress, and any identical or similar bills to the extent they provide for inclusion of Indian reservation lands in a national wilderness preservation system without the express consent of the tribes concerned, and to the extent that such lands may be included without express consideration by Congress, or are returnable to the tribes only if a "termination" act is adopted.

CALIFORNIA DEPARTMENT OF WATER RESOURCES,
Sacramento, Calif., July 22, 1958.

Hon. JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.:

This is in reply to your telegram of July 18 notifying us of July 23 hearings on revised wilderness bill. We have today telegraphed Senator Kuchel the following message, which is the position of this department on S. 4028:

Thank you for your letter of July 18 concerning the revised wilderness bill, S. 4028. As indicated to you in my letter of February 17, 1958, Committee Print No. 1 of the bill would have been satisfactory to us if it had been amended in two particulars. S. 4028 has fully satisfied 1 of these 2 particulars, but has not satisfied the other. We object to the insertion of the present language "or denial" in section 3 (c) (5), line 23, page 14. The purpose served by inserting "or denial" is apparently, to leave room for further extension of the doctrine of the Pelton Dam case, *FPC* v. *Oregon* (349 U. S. 435). That is, to make possible by the administrative reservation of Federal land, subject only to concurrent disapproval of Senate and House. The establishment of paramount Federal claims to water resource planning and development in wilderness areas. For this reason, we cannot accept the present wording of section 3 (c) (5). However, if the words "or denial" are deleted from the section, the bill would be acceptable to this department.

HARVEY O. BANKS, *Director.*

CHAMBER OF COMMERCE OF THE UNITED STATES,
Washington, D. C., July 22, 1958.

Hon. JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Washington, D. C.

DEAR SENATOR MURRAY: The Chamber of Commerce of the United States, believing in the conservation of natural resources by wise development and use, opposes S. 4028, a bill to establish a national wilderness preservation system.

Proponents of this legislation contend that all objectionable features of an earlier bill, S. 1176, have been removed, but an analysis of S. 4028 shows that these basic faults still remain:

1. Essentially, the system would authorize single use of large areas of national forests and public-domain lands for the relatively few wilderness travel enthusiasts. These resources should be available for the enjoyment of all the people and for the economic progress of the locality and the Nation, when needed.

2. The bill would establish a Wilderness Preservation Council, which would assume and duplicate responsibilities of the present administrative agencies, such as making surveys of wilderness needs and conditions and collecting and disseminating information concerning the system. It would make independent recommendations to Congress in relation to the administration of the system—certainly, a function of the existing departments.

3. For all practical purposes, the legislation would remove resource management from the hands of the land-managing agencies on an area of about 50 million acres proposed for immediate inclusion in a wilderness-preservation system.

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That area could be increased rather simply and without real restrictions. Inflexible legislative control would be imposed over dynamic natural resources when wise management requires day-to-day administrative decisions.

4. The legislation would obstruct the special-use programs already authorized by Congress on national parks, monuments, game refuges, and game ranges.

The fact is that most people do not realize that the seemingly simple act of designating an area as wilderness, as defined by S. 4028, automatically closes that area to normal recreational uses and to scenic and esthetic enjoyment. By far, the greatest number of our population are tourists: they are not hikers and packhorse-travel enthusiasts. Classification of national parks, public hunting grounds, game ranges, etc., as wilderness areas would, from that time on, make the presently undeveloped portions of these areas unavailable to the great mass of our people, and make them available only to those who could pack or hike in. Public game and fish resources also would be unavailable.

5. The economic condition of individuals and communities, especially in the West, may be tied closely to future use of forest, grazing, mineral, or water resources in the presently undeveloped wild and wilderness areas. Once the area is included in the system, however, it may be anticipated that "use" changes would be opposed by the Council and by wilderness proponents. Such changes would be difficult to secure, notwithstanding the proposed procedures and an urgent need for such changes.

6. The potential wilderness areas within Indian reservations are susceptible of arbitrary inclusion into the system through the clause on page 8, lines 19–23, where the Secretary may designate lands for inclusion after only consultation with the tribes or bands. This amounts to confiscation of private lands, and is not consistent with the Congress' avowed policy of fair and equitable treatment of the Indian groups.

The national chamber believes that wise use and management of our natural resources is basic to the past outstanding economic development and to future economic progress of the United States. The physical and spiritual development of our people has been influenced by the development and use of our natural resources, by the availability of the recreational areas, and by the protection and preservation of outstanding and esthetic values in nature.

Forests, as a renewable resource, are most vital to the economic, physical, and spiritual security of the Nation; soil, water, and wildlife conservation and recreational opportunities are enhanced by good forest management.

Nonagricultural rural lands contain industrial resources, water supplies, recreational features, and superb scenery, and support valuable multipurpose uses. Such lands should be managed primarily for their highest economic use.

National parks and monuments should be land and water areas essentially in their primeval natural condition, containing outstanding scenic quality and unusual examples of beauty and of natural phenomena so superior to average samples of their several types as to make them of national importance. They should be preserved for the enjoyment, education, and inspiration of all people for all time. They should be accessible to all. Their size should be no greater than necessary to embrace and preserve the specific superior national values being recognized.

A limited number of wilderness areas incorporating outstanding examples of Federal lands still in their primitive state, if clearly more valuable for recreational use than for a combination of recreation and other uses, may be desirable. Their establishment and management should be within the already existing administrative framework.

We believe that adequate recognition is now given the wilderness concept through existing departmental regulations and through legislation already in existence establishing national forests, national parks and monuments, and wildlife refuges and ranges.

I would appreciate it if you would make this letter a part of the current hearings on S. 4028.

Cordially yours,

CLARENCE R. MILES.

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WASHINGTON, D. C., *July 23, 1958.*

SENATE INTERIOR COMMITTEE,
United States Senate, Washington, D. C.:

As citizen and conservationist, urge favorable report of wilderness bill.

F. R. FOSBERG.

SPORT FISHING INSTITUTE,
Washington, D. C., July 23, 1958.

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: We are certainly pleased to see that you have called for additional hearings on S. 4028, the wilderness bill.

The Sport Fishing Institute wishes to go on record as supporting S. 4028 in its present form. We have been very impressed by the way the original wilderness bill has been amended to meet objections which were raised, and we believe that the national wilderness preservation system, which is proposed in S. 4028, is badly needed to enable the Federal land-management agencies to meet the growing recreational needs of our Nation.

Your interest in this bill is sincerely appreciated.

Very truly yours,

ROBERT M. PAUL,
Executive Secretary.

CHAMBER OF COMMERCE OF MISSOULA, MONT.,
July 23, 1958.

Hon. JAMES E. MURRAY,
United States Senator,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: Our organization has noted with interest steps being taken to pass S. 4028, the wilderness bill, as introduced by Senator Humphrey.

As yet, we have no way of knowing the full implications of this legislation and how it may affect our economy in western Montana.

This date our board of directors passed unanimously a resolution urgently requesting that hearings on this bill be held in the immediately affected areas before the bill is reported out of committee. It would appear to us that, since our people and our economy are the ones that will be most directly affected by the measure, we should have ample opportunity to express our thinking.

We sincerely urge that you do everything within your power to make possible hearings on the measure in our area before it is passed.

Very sincerely yours,

DONALD F. WILSON, *Manager.*

AMERICAN MINING CONGRESS,
Washington, D. C., July 23, 1958.

Re S. 4028, national wilderness preservation system.

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
United States Senate, Washington, D. C.

DEAR SENATOR MURRAY: The American Mining Congress, a national organization composed of both large and small producers of all metals and minerals mined in the United States, wishes to register its opposition to the pending measure, S. 4028, which would establish a national wilderness preservation system on the public lands of the United States.

The mining industry, meeting in Salt Lake City, Utah, in September of last year, adopted a declaration of policy which reads in part as follows: "Increasing population and industrial development emphasize the importance of maintaining maximum availability of public lands for the finding and development of our national mineral resources. * * * We oppose the creation or continuance of withdrawals which withhold lands from mining location except in cases where the national interest clearly justifies such withholding."

This same policy statement made it clear that the mining industry is firmly behind the system established by the general mining laws for the location and patenting of mining claims as the best means of encouraging and providing for

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development of the mineral resources of the public domain through private initiative and enterprise.

The pending measure, which has as its objective the creation of a permanent national wilderness preservation system, is contrary to the principles long espoused by the mining industry, and is in contradiction of those principles, carried out by intrepid prospectors, which have furthered the development of our Western States. The great natural resources of the Western States formed the foundation for the development of the industrial and agricultural economies of those States, and have made possible their rapid growth and progress over the years. Any measure which would deter further mineral development through the curbing of the ardor of the prospector would result in a great disservice not only to the Western States but to the Nation as a whole.

We in the mining industry cannot understand why legislation is believed to be required to provide for the creation of wilderness areas and for their extension through the acquisition of other areas when such power already resides within the executive branch of the Federal Government. This power in the past has been confined to activities in national parks, monuments, and forests, and has been respected and upheld by the mining industry. Those wielding the administrative authority have, for the most part, recognized that mineral development, particularly in our national forests, has been a necessity to the further development and utilization of our natural resources. We see no reason why this situation should be changed at this date.

Congress, throughout the years, has made it clear that mining on the public domain was to be encouraged in order that the resources of the public domain might be fully developed for the benefit of the Nation as a whole. Thus, the incentive for prospecting, exploration, development, and mining through the assurance of ultimate private ownership of the minerals and lands so brought into economic development has been recognized by Congress since 1872. Under existing laws, a prospector may go out on the public domain, locate a mining claim, search out its mineral wealth, and, if discovery of minerals is made, can then obtain a patent to those lands. That property, upon the issuance of a patent, becomes the individual's, to develop or sell according to his initiative or desire. Without such an incentive, the future development of mineral resources on the public domain is likely to wither on the vine.

We submit that the pending measure is not in the public interest, and that it would seriously deter the natural-resource development necessary to the future progress of our Western States.

Section 3 of S. 4028 would provide that "* * * no portion of any area constituting a unit of the Wilderness System shall be used for any form of commercial enterprise not contemplated in the purposes of this Act * * * [except that] Within national forest areas included in the Wilderness System the President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting, mining, the establishment or maintenance of reservoirs and water-conservation works, and such measures as may be found necessary in control of insects and diseases, including the road construction found essential to such mining and reservoir construction, upon his determination that such use in the specific area will better serve the interests of the United States and the people thereof than will its denial. * * *"

So far as the mining industry is concerned, this provision constitutes the heart of S. 4028, for section 3 also provides that "The Wilderness System shall be devoted to the public purposes of recreational, educational, scenic, scientific, conservation, and historical use. All such use shall be in harmony, both in kind and degree, with the wilderness environment and with its preservation, and the areas within the Wilderness System shall be so managed as to protect and preserve the soil and the vegetation thereon beneficial to wildlife." We believe that this section would, in effect, prevent any prospector from setting foot upon any wilderness area authorized by the bill. The development of untold mineral assets necessary for the economic well-being of the Nation, or for the advancement of science requisite for national defense, could be denied by such a law.

The Congress of the United States over the past several years has made plain its intent and has explicitly required the encouragement of the multiple use and development of the natural resources of our public domain lands. It specifically set forth this objective in Public Law 585 of the 83d Congress, and further reiterated its belief in these principles in Public Law 167 of the 84th Congress. Your committee, in reporting only 3 years ago on what later became Public Law 167, significantly stated:

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"The broadest possible use of all of the resources of our public lands and forests for the benefit of the American people is a matter of great national import. The rapidly expanding population and economy of our Nation, and of the Western States in particular, have been accompanied by an ever-growing need for more general and more intensive use of our natural resources. The high tempo of our housing industry has brought about heavy demands for timber; stock growers need more grazing area to meet the increasing consumption of meat, leather, and wool; our mining industry is under the constant necessity of exploring for and developing additional sources of new and old minerals to meet the ever-increasing requirements of our national security and industrial economy; and our growing population requires expanded recreational areas.

"Conflict between surface and subsurface uses of our publicly owned lands is as old as the West itself, where most of the remaining public domain lies. Surface uses include stock grazing, forestry, soil-erosion control, watershed purposes, fish and wildlife preservation, and recreational areas. The subsurface use is that of development of the minerals that have been a basis for our great industrial and economic development.

"As long as there was plenty of land that could be dedicated to each use, separately, the results of conflicts between surface and nonsurface uses were generally local and minor in character.

"However, in recent years our security needs, the growth of our population, and the expansion of our economy have brought about a situation in which it is no longer in the national interest that the public domain should be used for one of the uses to the exclusion of the other."

We do not see how your committee, which has so clearly expressed its conviction that multiple use of our natural resources on the public domain is of prime national interest, could approve S. 4028.

We in the mining industry are unalterably opposed to the locking up of natural resources of any kind from development for the public good. We believe that the future of the Nation, and of the Western States in particular, lies in continued development of these resources. In the light of the facts set forth above, we urge you to disapprove S. 4028.

Very respectfully yours,

JULIAN D. CONOVER,
Executive Vice President.

ST. REGIS PAPER CO.,
New York, N. Y., July 24, 1958.

Hon. JAMES E. MURRAY,
Chairman, Senate Committee on Interior and Insular Affairs,
Washington, D. C.:

Re your consideration S. 4028 strongly recommend consideration be given to hold hearings on bill in Western United States. This legislation extremely important to western economy. Our company's interests in Montana and Washington are closely related to full use of timberlands including wilderness area. Prospects hopeful that recently approved National Outdoor Recreation Resources Review Commission will make important recommendations pertinent to sound land management and administration which are vital to pending legislation.

PAUL M. DUNN.

AIR TRANSPORT ASSOCIATION OF AMERICA,
Washington, D. C., July 24, 1958.

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
United States Senate, Washington, D. C.

DEAR MR. CHAIRMAN: On behalf of the Air Transport Association, representing virtually all of the certified scheduled airlines of the United States, I am taking the liberty of setting forth our views with respect to S. 4208.

We have reviewed this bill in an effort to determine its effect on aircraft operations. The bill purports to encompass under a national wilderness preservation system all national forest areas, national park system areas, natural wildlife refuges and ranges, Indian reservations, and any other public land which could be preserved as wilderness areas. As a part of the areas here mentioned, the bill provides for control under the system "of all related airspace reserva-

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tions" (sec. 2, p. 4). Such reservations are not spelled out in the bill, and it cannot be determined what is meant by this term; the extent of such a reservation and how it is composed; by whom such reservations are determined; and the regulations pertinent thereto. For example, within a national forest area, the use of aircraft where "practices have already become well established may be permitted to continue subject to such restrictions as the Chief of the Forest Service deems desirable." The bill does not explain where such practices became "well established." If the national wildlife preservation system is granted the power, inferred in the example above, to determine the extent of such related airspace reservations and to designate the same on a unilateral basis, such action could seriously affect aircraft operations over flying areas encompassed under the system.

Also, under the bill, in national-forest areas the Secretary of Agriculture is given the authority to designate additional areas for inclusion in the system. So could the Secretary of Interior, in the case of Indian reservations. If airspace is included in such authority, we have additional agencies unilaterally determining the extent of airspace and controlling it by their individual regulations.

The authority for establishing an airspace reservation is set forth in section 4 of the Air Commerce Act of 1926 (44 Stat. 570; 49 U. S. C. 174). Acting under this authority, civil aviation agencies have established detailed procedures for establishing airspace reservations. It should be noted that the airspace reservation over the Superior National Forest was established under the authority of the Air Commerce Act and under the procedures established by the civil aviation agencies.

We strongly suggest that it be made absolutely clear in the bill itself that it is not intended to change in any way the present authority or the present methods whereby airspace reservations are established. In this regard we suggest that a special provision be added to the act under section 3 (c) as follows:

"SEC. 3. (c) (6) Other provisions of this Act to the contrary notwithstanding, related airspace reservations encompassed under the wilderness system shall be those as established in accordance with the provisions of the Air Commerce Act of 1926 (44 Stat. 570; 49 U. S. C. 174) and in accordance with the procedures established thereunder."

Sincerely yours,

LEO SEYBOLD,
Vice President, Federal Affairs.

PORT ANGELES CHAMBER OF COMMERCE,
Port Angeles, Wash., July 24, 1958.

Senator JAMES E. MURRAY,
Chairman, Senate Interior Committee,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: The board of directors of this chamber of commerce, in meeting this date, passed unanimously the following resolution: "The Port Angeles Chamber of Commerce requests holding public hearings on wilderness preservation bill, S. 4028, in the West, before any action is taken."

Thank you for your attention.

Respectfully,

MRS. ITA M. THOMAS, *Manager.*

STATEMENT OF GEORGE D. RILEY, AFL-CIO LEGISLATIVE REPRESENTATIVE

The AFL-CIO supports S. 4028 for two main reasons:

(1) Labor has a real and genuine interest in preservation of the wilderness, just as it has in the conservation of all our land and resources. Labor is helping to shape a more leisurely society for its members, their children and all America.

In such a world, the remaining areas of wilderness, of our country in its natural state, will have greater value by far than they have today, when the value of wilderness is just beginning to be recognized. Not merely the increasing leisure time of labor and of all the people of the United States, but the increasing population will bring constantly greater pressures, on those areas, already limited, which permit outdoor recreation. Such recreation culminates in the unspoiled outdoors, in areas, as the bill says, "untrammeled by man, where man himself is a visitor who does not remain."

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It has been argued that only a few persons enjoy wilderness or can afford the time and money needed to make trips into a region without roads and other facilities. The fact is, if we are correctly informed, that in almost every case of existing parks or wilderness areas, access to the edge of the wilderness is easy and the cost is not excessive.

Further, the minority which uses the wilderness is steadily growing. In any event, the Nation is large enough, rich enough, and farsighted enough, to set aside a fraction of its area for that minority, for those people who derive physical and spiritual renewal from intimacy with nature. If the few acres so reserved were commercially exploited, even assuming that they contain resources which might produce a profit for a few, they would not improve living standards for the great majority of the American people.

(2) We favor the preservation of wilderness areas for reasons other than recreation. Wilderness has practical values, even though they cannot be measured in dollars, of obvious benefit to the Nation. Wilderness is often the best and cheapest form of soil and watershed conservation. Its destruction would invite more land erosion and flood. Wilderness is assurance, and it is also insurance, that there will always be a place where wildlife and fish can be obtained, for sport and food, for breeding purposes to restock depleted lands and streams. Finally, the scientific value of wilderness should be stressed. There the processes of nature can be studied. Man has learned and will continue to learn there about natural processes, about the recurring cycles of birth, growth, decay, and death.

As to the operation of a wilderness system, it is our conclusion that the bill is adequate. It would leave the jurisdiction of Federal lands in the agencies which now administer them. It would set up no new administrative unit, and apparently would not involve the Federal Government in large additional expenditures. Mechanisms are provided for the establishment of new units in the system, but only with congressional approval. The special provisions of the bill safeguard the rights and interests of users, such as stockmen, already established in affected areas. The bill seeks to preserve wilderness without destroying the rights or property of people who have established dependence on the areas.

We believe that the National Wilderness Preservation Council will serve a useful purpose. Although it has no administrative authority, it will be in a position of responsibility, and will have constant access to information about agency operations under the act. It would serve as an information clearinghouse and as a central repository for records, which would otherwise be scattered among various bureaus and departments. Its annual report to the Congress would, of course, be a public document and would make certain that Congress and the public are both informed about the administration of the wilderness. The authorization for the Council's expenses, $100,000 a year, seems a modest sum. Lastly, the presence on the Council of two department heads and the appointment of citizen members by the President with the advice and consent of the Senate would seem to insure Council members of high caliber.

In conclusion, we do not wish to leave the impression that the preservation of wilderness is a field in which labor has an exclusive interest. We see this as a nonpartisan, nonsectarian, nonprofit task, one which is important to all citizens, no matter of what color, creed, or economic status. The United States will be a better place in which to live if we are wise enough to preserve adequate wilderness units for all the purposes which such units will serve.

STATEMENT OF CITIZENS NATURAL RESOURCES ASSOCIATION

My name is Charles H. Stoddard and I have been asked by the board of directors of the Citizens Natural Resources Association of Wisconsin to express their support in favor of the new wilderness bill, S. 4028, introduced by Senators Humphrey, Douglas, and Neuberger. At the hearings on the earlier draft of this bill our group expressed its complete support of the objectives of the bill.

It is the feeling of the association that the revised version of the bill is an improvement and does take care of some of the objections raised by the administrative agencies without greatly weakening the central purpose of the measure—that of assuring by law the continued maintenance of wilderness areas now protected only by administrative regulations.

I should like to address our remarks to answering two main points which the opposition will present: that wilderness areas abnegate the multiple-use

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concept of wildland management, and that the proposed Wilderness Council will become a superlobby of a special interest user group.

The term "multiple use" has become a catchword and a slogan with little meaning when applied to specific areas. All lands—private and public—have combinations of uses but most are managed for a central highest use. Other uses are auxiliary and must be considered only where they are compatible with the highest use. Some forest lands, in fact the great majority, are best suited to the production of commercial timber crops. Insofar as they are needed for recreation, wildlife, and watershed purposes these uses must be recognized. On the few remaining natural wilderness areas in the United States, their highest economic and social use is to stand forever as the remnant of the once vast frontier so important to American history—and to remind posterity of this important impact on our national life. To remain as wilderness areas they must be so managed as to exclude commodity uses—for to permit them would be to permit ruination. They will continue to yield water, wildlife, and recreation as wilderness areas. And they need legal safeguards which cannot be set aside with the stroke of a pen by some future misguided administrator.

With respect to the ghost of special interest pressure groups being raised over the Wilderness Council, we simply ask what possible profit can anyone or any group dedicated to the preservation of wilderness obtain? If there were some opportunities for passing out wilderness concessions this objection might have some validity, but there are none. Furthermore, the bill restricts the Council's functions to those of education and advice but it is given no administrative power. It will serve simply as a clearinghouse of information.

Opposition to the wilderness concept by those who profess to be its friends has become patently clear. Their fear is that some day they may not be able to open up these lands to commodity exploitation and so do not want the door locked now. The issue is that simple—either we assure coming generations that they will have the opportunity to experience the thrill of the wilderness by passing this bill now, or we fail to measure up to the responsibility of our generation by failing to pass the wilderness bill.

Thank you.

STATEMENT OF THE NATIONAL ASSOCIATION OF MANUFACTURERS

The National Association of Manufacturers, representing over 21,000 member companies throughout the United States, wishes to go on record in opposition to S. 4028, a bill to establish a national wilderness preservation system, for the following reasons:

1. Although there is general recognition of the desirability of preserving the wilderness values of certain areas, this proposal to dedicate over 50 million acres to a national wilderness preservation system unduly links these large areas to a limited phase of the recreational use of public lands. Despite the fact that the bill declares a policy of administering the national forests with the general objectives of multiple use and sustained yield, it is obvious that the preservation of wilderness is made the paramount consideration in administering all public lands within the system. This is inconsistent with a balanced program of multiple-use management and amounts to establishing a single use for tremendously large areas of land. The extent of wilderness use to the exclusion of other uses should not be fixed by broad and sweeping congressional enactment; the relationship of such uses should be determined by sound land management that seeks the greatest and highest use of each individual area.

2. The proposed legislation would create a new Federal agency, a National Wilderness Preservation Council, where no need exists for creating still another Federal body. This could only lead to administrative complications and conflicts with present programs of the Forest Service, National Park Service, and other Federal agencies administering public lands. The Congress should not lightly create a new Federal organization when existing agencies and departments are fully capable of achieving the desirable objectives of land management. Also, a precedent would be created for other groups with special use interests to ask for the establishment within the governmental framework of an agency devoted to advocating their viewpoints and supported by Federal-tax money.

Although these lands are federally owned or controlled, the citizens of each State wherein they are located have a vital interest in the utilization of such lands. The citizens of these States should have a greater voice in their future disposition and should not be deprived of such a voice by having them arbitrarily

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and uniformly categorized by Federal action. Future economic development of great regions of the United States could be seriously retarded by such action. The large bulk of this land lies in the Western States and in our newest and largest State of Alaska, which has not yet elected its United States Senators. The future economies of these States will not expand to their maximum potential unless there is a full utilization of natural resources from public lands. The proposal also ignores and possibly would frustrate, the development of plans to permit the fuller utilization of Government-owned natural resources to meet national emergencies.

4. Legislation in this area could proceed upon a sounder factual basis subsequent to the report of the Outdoor Recreation Resources Review Commission, which the Congress has established to make an inventory of outdoor recreation resources and opportunities, to predict what our needs of this type will be in the year 1976 and in the year 2000, and to recommend what policies and what programs should be adopted to meet such future requirements. Other land use studies have been made and will be made in the next few years. The subject matter involves extremely long-range considerations and there is absolutely no need for hasty action. It is not a businesslike procedure to attempt to determine the extent and location of wilderness use until more knowledge is available to form the basis for sound decisions. In the meantime, existing Federal agencies and departments are fully capable of properly safeguarding all legitimate interests in public lands.

STATEMENT OF RUSSELL B. BROWN, GENERAL COUNSEL, INDEPENDENT PETROLEUM ASSOCIATION OF AMERICA

The Independent Petroleum Association of America (IPAA), a national organization representing independent producers of crude petroleum and natural gas located in every oil-producing area of the Nation, respectfully records its opposition to S. 4028 now pending before your committee.

Needless to say, IPAA is vitally interested in all legislative proposals which affect the development of mineral resources underlying the public domain. Our Federal and Public Lands Committee has for several years concerned itself with similar proposals and at our annual membership meeting held in Dallas, Tex., on October 29, 1956, the following report of this committee was adopted by the IPAA membership.

"While we are not opposed to recreational facilities in the public domain yet this bill (S. 4013) goes far beyond anything else ever suggested. It is contrary to the policy of government of recent years aimed at the encouragement of multiple use of the public lands. It is recommended by your committee that the association oppose such legislation."

Last October and again in April of this year the association reiterated its opposition to proposals designed to establish a national wilderness preservation system which would prohibit full and proper multiple use of the public domain.

Although we understand that S. 4028 has been amended to meet some of the opposition recorded against predecessor bills in this area, it does not clearly authorize exploration for and development of petroleum resources on lands designated as a part of the wilderness system. It is our sincere belief that this Nation can ill afford to lock up its natural resources contained in large areas of the public domain. In the past, Congress has made it clear that development of the natural resources underlying the public domain must be encouraged. As recently as last year, your committee stated in its Report No. 857, 85th Congress, 1st session:

"Recent years, particularly since the end of World War II, have seen a sharp upturn in demands—both from public and private sources—for fuller utilization and development of all of the resources of the public domain: Mineral resources; timber and other material resources; grazing resources; fish and wildlife resources; water resources; scenic, wilderness, recreation, and related values, as well as the land itself as a space or 'elbowroom' resource.

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"To meet these demands for expanded multiple resource use of the public lands, the committee has initiated in the past few years, and Congress has enacted, several landmark pieces of legislation.

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"During the past several years, there has developed an increasing concern, particularly throughout our public land States, over the continued expansion of single-purpose or limited-purpose reservations through withdrawal of public-land areas."

We agree with these statements contained in your committee report and submit that the pending bill to establish a national wilderness preservation system would be in direct contradiction to the wise congressional policy that calls for fuller utilization and development of all the resources of the public domain.

Today it is abundantly clear, in view of our national security needs and the growth of our economy, it is not in the national interest that the public domain should be used only for one purpose to the exclusion of orderly and proper multiple-use development.

IPAA is also opposed to that portion of the bill which would establish a National Wilderness Preservation Council for the reason that we believe that it would simply be a duplication of work already now in the hands of competent and existing administrative agencies.

As stated earlier, IPAA is not opposed to orderly development of recreational facilities in the public domain. In fact, we believe that it is in the public interest to make proper use of the public domain for expansion and development of recreational facilities. It is our belief that this can be done in harmony with wise and efficient development of the natural resources in the public domain. However, to completely lock up such areas from recreation and other proper use of the public domain is not in the public interest.

Therefore, we ask your committee to disapprove the pending bill, S. 4028, and similar proposals.

STATEMENT OF DANIEL A. POOLE, EDITOR, WILDLIFE MANAGEMENT INSTITUTE

Mr. Chairman, I am Daniel A. Poole, editor of the Outdoor News Bulletin, a conservation news service of the Wildlife Management Institute. The institute is one of the older national conservation organizations and its program has been devoted to the improved management of natural resources in the public interest since 1911.

As the members of this committee know, the Institute supported the initial draft of the wilderness bill at the hearings last year. Conservationists believe that enactment of S. 4028 would assist administrators of the Federal land management agencies in preserving the essential integrity of established wilderness areas.

Enactment of a law requiring public hearings on matters relating to wilderness boundary changes and a period of review following each hearing would lessen the danger that an administrator may decide on a course of action before having all the facts that should be considered. Moreover, an administrator who can make a change by issuing an administrative decree is subject to continual pressure, and enactment of S. 4028 would provide a desirable shield from direct attempts to influence him.

Conservationists are pleased that changes have been made in the wilderness proposal to overcome objections that were voiced to some parts of the earlier draft. The sponsors of S. 4028 have spared no effort in seeking out and conferring with those principal groups and organizations that raised sincere points of criticism to the earlier version. Those meetings stimulated frank and objective discussion of the wilderness proposal, developed suggested alternative language that has been incorporated into S. 4028, and promoted wider understanding of its provisions. The Institute has taken part in the effort to clarify the provisions of the wilderness bill during these past months.

In supporting S. 4028, the Institute recognizes its compatibility with the recently enacted legislation which created the National Outdoor Recreation Resources Review Commission. While the wilderness proposal and the NORRRC have distinct and separate missions, both will benefit to some degree by the application of the other. Once operative, the National Wilderness Preservation Council would assist the NORRRC by obtaining required information about the wilderness recreational needs of our citizens for inclusion in the Commission's comprehensive report on the total outdoor recreation needs of the American people.

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GRAND RAPIDS, MINN., *July 24, 1958.*

Hon. JAMES E. MURRAY,
Chairman of Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.:

The Itasca Women's Chapter, Izaak Walton League, earnestly seeks your support of S. 4028.

ANN HEDMAN, *President.*

MIDLAND CO-OP CREDIT UNION,
Minneapolis, Minn., July 23, 1958.

Senator JAMES E. MURRAY,
Senate Office Building,
Washington, D. C.

DEAR SIR: The officers of our organization and the writer, also, are for the wilderness bill, S. 4028, as we want to preserve our wilderness areas. We hope this bill receives your favorable approval.

Yours truly,

F. J. LINNELL, *Treasurer.*

MIDLAND COOPERATIVES, INC.,
Minneapolis, Minn., July 23, 1958.

Hon. JAMES E. MURRAY,
Senate Office Building,
Washington, D. C.:

We urge your very serious consideration and support of Senate bill 4028. We believe Forest Service should be given congressional approval to administer our natural resources in the broadest possible public-welfare usage. As an individual and a representative of countless dedicated cooperative conservationists of the Midwest, we urgently request your influence to be used in this significant and worthwhile piece of legislation.

GLENN W. THOMPSON,
Public Relations Director.

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3 REMMINGTON LANE,
Houston, Tex., July 23, 1958.

Senator JAMES E. MURRAY,
Senate Interior Committee,
Washington, D. C.:

Urge your acceptance of revised wilderness bill, S. 4028. Prompt enactment of this bill strongly desired by conservation-minded people. Save the wilderness now for the benefit of future generations.

Mr. and Mrs. RORICK CRAVENS.
Mr. and Mrs. A. J. WRAY.

IZAAK WALTON LEAGUE,
Grand Rapids, Minn., July 23, 1958.

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY AND MEMBERS OF THE COMMITTEE: The Grand Rapids, Minn., chapter of the Izaak Walton League would like you to know that our group (ninety some members) is solidly behind the revised wilderness bill (S. 4028).

You may hear opposition from certain affected Minnesota counties, but we wish to point out that there is strong support for the bill in much of northern Minnesota. Anything that can be done to expedite passage will be appreciated. Time is running out in our efforts to assure wilderness-type recreation for the future. This bill should make administration of such areas more consistent.

M. L. HEINZELMAN,
Secretary, Grand Rapids, Minn., Chapter.

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4 BUCKLEY ROAD,
Worcester, Mass., July 23, 1958.

Senator JAMES MURRAY,
Senate Office Building, Washington, D. C.:

Urge speedy enactment wilderness bill S. 4028.

Mr. and Mrs. FRED H. FOSTER.

4020 47TH AVENUE SOUTH,
Seattle, Wash., July 21, 1958.

Senator JAMES E. MURRAY,
Chairman, Senate Interior Committee,
Senate Office Building, Washington, D. C.:

I wish to urge your committee to take favorable action on S. 4028, the revised wilderness bill. The new bill is an improvement on the old and is necessary to preserve our wilderness. Such preservation is very important because of our population growth, and increased development of our land areas. We must leave a few areas of undeveloped wilderness.

VICTOR JOSENVAL.

1422 MONTECITO DRIVE,
Los Angeles, Calif., July 21, 1958.

Senator JAMES E. MURRAY,
Chairman, Senate Interior Committee,
Senate Office Building, Washington, D. C.:

Revised wilderness bill, S. 4028, should be enacted because wilderness exists only where man leaves the land alone, but developers and bulldozers are not waiting or hesitating. Bill would not grab any new area, but simply help keep the little already set aside. Objections to previous version now eliminated.

Mr. and Mrs. NATHAN C. CLARK.

KALISPELL, MONT., *July 19, 1958.*

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: I am in wholehearted support of the revised wilderness bill, S. 4028.

Montana and other States have much at stake in their famous wilderness areas, and they will surely disappear with the encroachments and inconsiderations of civilization, unless there is a national policy established by Congress to preserve them. In the preservation of our famed wilderness areas lies the best assurance of maintaining quality recreation for the people of this Nation, preserving wilderness-loving wildlife, and keeping America beautiful.

I urge your committee to speed the passage of this very worthwhile legislation.

Please place this statement in the record of your committee hearing, July 23, 1958.

Sincerely,

DALLAS EKLUND.

4500 TULIP AVENUE,
OAKLAND, CALIF., *July 22, 1958.*

JAMES E. MURRAY,
Senate Office Building,
Washington, D. C.:

Urge support S. 4028, wilderness bill.

Rev. GUY WHITE.

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LOS ANGELES, CALIF., *July 19, 1958.*

Senator JAMES E. MURRAY,
Chairman, Senate Interior Committee,
Washington, D. C.

DEAR SENATOR: I respectfully urge you to use all possible influence at the hearings on S. 4028, the revised wilderness bill, on July 23, 1958, to accomplish this legislation.

Our remaining natural and wild areas, already so much reduced, must be kept and safeguarded for the future in every way.

Thank you.

Respectfully yours,

ELSA H. VAN SOEST, M. D.

CHICAGO, ILL., *July 23, 1958.*

Senator JAMES E. MURRAY,
Senate Interior Committee,
Senate Office Building, Washington, D. C.:

We strongly urge you to report favorably on the wilderness bill, S. 4028. It is good and necessary legislation.

IRMA AND ELLIOTT SILVERSTEIN.

SEAVIEW AVENUE,
Branford, Conn., July 26, 1958.

Senator JAMES E. MURRAY,
Senate Office Building, Washington, D. C.:

Strongly urge enactment of wilderness bill in this session.

ELIZABETH AND JULIAN STURTEVANT.

COLORADO STATE CHAMBER OF COMMERCE,
Denver, Colo., July 22, 1958.

Senator JAMES MURRAY,
Senate Office Building, Washington, D. C.:

Due to President's signing National Outdoor Recreation Resources Review Commission, we urge delay of wilderness hearings until Commission able to give preliminary report. When hearings are to be held, request that they be in the areas to be affected. If not able to postpone hearing, we remain opposed to S. 4028. Also request that you give serious examination to appointments to Commission regarding their feelings on multiple-use theory and expansion and growth of the Western States.

HOWARD N. YATES,
Executive Vice President.

SPARTANBURG, S. C., *July 25, 1958.*

Hon. JAMES E. MURRAY,
Chairman of the Senate Interior Committee,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: I wish to express my hearty support of the revised wilderness bill now before your committee.

Very truly yours,

ELLEN B. TALBOT.

BLOOMINGTON, IND., *July 25, 1958.*

Senator JAMES MURRAY,
Senate Office Building, Washington, D. C.

DEAR SIR: With adjournment near I understand that the wilderness bill, S. 4028, has not yet reached the floor. I hope you can arrange to bring this bill up for action, and that it will be passed this session. May I express my appreciation for your efforts to see that a very fine bill was written.

Yours,

MABE ROSS.

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CHINA LAKE, CALIF., *July 23, 1958.*

Senator JAMES E. MURRAY,
Chairman, Senate Interior Committee,
Washington, D. C.

DEAR SIR: I am most concerned in having the wilderness bill, S. 4028, passed at this session of Congress.

I realize that hearings were held today. I was late in receiving this information.

It is vital, in my opinion, that as much protection as possible be given remaining wilderness areas on this continent.

I hope that you will consider that my letter also represents the views of many other of my fellow citizens at China Lake. At a recent Forest Service hearing regarding opening up a wilderness area for commercial lumbering, the voters of China Lake, without one dissenting voice, went on record as opposing either roads or lumbering, in favor of retaining the area in as much as possible its natural state.

Please do all you can to pass the revised wilderness bill.

Thank you.

MRS. HARRY S. CONNABLE.

PHILADELPHIA CONSERVATIONISTS, INC.,
Philadelphia, Pa., July 25, 1958.

Hon. JAMES E. MURRAY,
Senate Office Building, Washington, D. C.:

Our organization of over 600 members strongly in favor of revised wilderness bill, S. 4028. We respectfully urge that Senate Interior Committee report this bill favorably in time for action at present session of Congress.

ALLSTON JENKINS, *President.*

SANTA BARBARA, CALIF., *July 26, 1958.*

Hon. JAMES E. MURRAY,
Senate Office Building,
Washington, D. C.

DEAR SENATOR: I wish to add my support to the revised wilderness bill, S. 1176, and sincerely hope that in the hearing scheduled for July 23 on S. 4028 this modest claim to your consideration, will meet with favorable response by your committee.

I am well aware that even so important a subject as conservation has its overenthusiastic supporters but the sound policies worked out in this bill, S. 1176 and S. 4028 hold promise of fulfilling needs where idealism and statesmanship can feel proud to be recorded in our history as having opened the door to action divorced from political practicalities of the past.

While a member of the California Board of Forestry for some 5 years covering two administrations of opposite political faith, I had opportunity to see the crying need of such constructive legislation. I will deeply appreciate your committee's favorable consideration of these wilderness needs.

Sincerely,

FREDERICK H. COWLES,
Member of Forestry Board, California, 1939–43.

COLUMBUS, OHIO, *July 25, 1958.*

Hon. JAMES E. MURRAY,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: As one who is a strong believer in private ownership and one who is strongly opposed to the Government little by little taking over more and more of the land of this country and as one who never goes near a wilderness, but who is nonetheless in love with the primeval beauty of certain sections of this country, even though he seldom gets to enjoy them, I nonetheless wish to indicate my approval of the objectives set forth in the wilderness bill, S. 4028 and H. R. 13013 and to urge the enactment of this legislation. I agree entirely with the remarks made by William H. Whyte, Jr., when he says "If we are in error in establishing these wilderness areas we can always rectify it later, but once the wilderness is destroyed it can never be restored."

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Thank you for your consideration and I hope that you pass this message on to your colleagues and please do not feel that this communication requires any acknowledgement of any kind.

Yours sincerely,

CHARLES W. PAVEY, M. D.

P. S.—I feel the same way about S. 3898 relative to the Indiana Dunes.

THE ANIMALS' CRUSADERS, INC.,
Spokane, Wash., July 23, 1958.

In re S. 4028, the revised wilderness bill.

Senator JAMES E. MURRAY,
Chairman, Committee on the Interior,
Washington, D. C.

DEAR SENATOR: We urge you most strongly to advise your committee to vote "Do pass" on this bill.

It is not necessary to bring all the arguments up before you as to the wisdom of saving our wilderness, both for its own sake, as well as for the enjoyment and observation of future generations.

Trusting in your cooperation in this important measure.

Yours very sincerely,

C. M. BARTON,
Executive Secretary.

EVANSTON, ILL., *July 21, 1958.*

Senator JAMES E. MURRAY,
Senate Office Building, Washington, D. C.:

Registering this family's approval and support of revised wilderness bill.

Mrs. CHARLES WATSON.

FLATHEAD WILDLIFE, INC.,
Kalispell, Mont., July 19, 1958.

Hon. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: This is to reaffirm that Flathead Wildlife, Inc., is strongly in favor of the wilderness-preservation bill, S. 4028, as revised.

Flathead Wildlife, Inc., is a nonprofit conservation organization composed of some 700 conservationists who reside in northwestern Montana. Our members feel that only through a national policy of preserving wilderness can we hope to prevent several valuable wilderness species of wildlife, now existing primarily in Montana, from becoming extinct in the United States. Among others, these rare wilderness creatures include the bighorn sheep, Rocky Mountain goat, moose, grizzly bear, Montana black-spotted cutthroat, and Dolly Varden trout.

It goes without saying, of course, that Montana's wilderness areas are beyond price, and their recreational importance to the Nation will grow with the years.

In this revised bill there can be no reason for anyone who favors wilderness preservation from giving other than enthusiastic support toward its passage.

Sincerely,

ROBERT C. SYKES, *President.*

MAYWOOD, CALIF., *July 17, 1958.*

Re S. 4028.

Senator JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.

DEAR SENATOR MURRAY: The entire membership of the Roamer Hiking Club wishes to reiterate its approval of the wilderness bill in its revised form and urge its passage. Any legislation for conservation is very apropos, since private interests are rapidly undermining our wilderness. Your continued support is greatly appreciated. Thank you.

Sincerely,

WALTER TISCHHAUSER, *President.*
BLYTHE O. EDWARDS, *Treasurer.*

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FAY SCHOOL,
Southborough, Mass., July 23, 1958.

Hon. JAMES E. MURRAY,
Chairman, Senate Interior Committee.

DEAR MR. MURRAY: Having a great interest in the revised wilderness-preservation bill, I write to say that I hope you will give it all possible support. Such forward-looking prospects to safeguard our priceless national areas surely deserves the support of all those who are concerned in its success.

Yours sincerely,

MARION BREULEY.

MARSHALLTOWN, IOWA, *July 23, 1985.*

Chairman JAMES E. MURRAY,
Senate Interior Committee,
Senate Office Building, Washington, D. C.:

Strongly urge committee to take early favorable action on S. 4028, wilderness-preservation bill. There is vital need for clear national policy on such areas. Rapidly increasing population pressures make properly maintained wilderness essential for general human welfare.

Mr. and Mrs. EVERETT DIXON.

MINNEAPOLIS, MINN., *July 23, 1958.*

Senator JAMES E. MURRAY,
Senate Office Building,
Washington, D. C.

DEAR SENATOR MURRAY: My attention has been called to the fact that Senate bill 4028 is currently up for consideration by the Senate Interior and Insular Affairs Committee.

With the steady increase in population and the resultant pressure on the Nation's recreational facilities, it strikes me as urgent that congressional approval and support be given to what has thus far only been executive action aimed at preserving the primitive character of the Minnesota-Ontario wilderness area.

I should like to join with the many others who, for the sake of tomorrow's citizens, are interested in this matter, in respectfully urging positive action by you and your fellow committee members.

Sincerely,

KENNETH K. WUNSCH.

NATIONAL FOREST MULTIPLE USE ASSOCIATION,
Seattle, Wash., July 21, 1958.

DEAR SENATOR JACKSON: As you are aware, there has been a considerable amount of pressure brought to bear on Congressmen to support wilderness legislation. A number of bills similar to Senate bill 1176 (Humphrey, Minnesota, 85th Cong.) are being introduced proposing "to establish on public lands of the United States a national wilderness preservation system" and hearings before the Senate Committee on Interior and Insular Affairs are now scheduled for July 23 on S. 4028. If enacted into law, these bills would have a very devastating effect on the economy and mass recreational facilities of this country. The basic principle of multiple use of national-forest lands as advocated by the United States Forest Service would be utterly ignored.

Dr. Richard E. McArdle, Chief of the United States Forest Service, in testimony before the Senate Committee on Interior and Insular Affairs has stated as follows: "Mass recreational use of the national forests has increased about 2½ times in the last decade. In 1950, there were about 53 million recreational visits to all national-forest lands and, by 1968, it is estimated that this figure will increase to 82 million. In contrast, less than 1 percent of these 53 million recreational visits were to wilderness-type areas in 1950. This means that although these areas occupy 8 percent of the national-forest acreage, they receive less than 1 percent of the recreational visits. The plain fact is that the lack of roads in wilderness areas makes them unavailable to the family car for a day or weekend of picnicking, camping, hunting, or fishing. These areas occupy some of the most scenic portions of the country and the great mass of recreational users is precluded by the lack of roads from seeing and enjoying these areas. Fire, insects,

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and disease are no respecters of boundaries and occur on wilderness areas as well as other national-forest land. Fire protection without roads is costly, time consuming, and hazardous to the smokejumpers who risk their lives with every jump. If insects and disease are not controlled, wilderness areas may serve as sources of infection to surrounding national-forest land. Aerial spraying is effective against some insects and diseases but not against others. Every blowdown of timber in a wilderness area poses problems and is an ideal breeding ground for subsequent insect epidemics."

We are a citizens organization of the general public formed to sponsor an educational and scientific program for developing to their maximum potential the recreational facilities of the national forests for all people who may wish, now or in the future, to travel therein by foot, horse, boat, or motor vehicle and to camp, ski, hunt, and fish therein and, in general, use and enjoy the priceless heritage of our public forests. We further want to develop, promote, maintain, and disseminate for the benefit of our members and the general public a program relating to proper conservation and multiple use of the water, mineral, timber, agricultural, and other natural resources located within the boundaries of the national forests of this country. We have contacted many thousands of the general public with relation to wilderness areas and proposed wilderness areas with factual information. Their response has been overwhelmingly against the reservation of such large areas for the limited use of a few.

Recently the National Outdoor Recreation Resources Review Commission has been formed (Senate bill S. 846) to study the outdoor recreation resources of the public lands and other land and water areas of the United States. We of the National Forest Multiple Use Association want to urge that no congressional action with regard to the proposed wilderness bills before Congress today be taken until the findings of the National Outdoor Recreation Resources Review Commission are made public and western regional hearings held. Our concern is the fact that these wilderness and primitive areas needed for mass recreational use will be reserved before the Commission has an opportunity to make its recommendations concerning our recreational requirements for our public lands. The greatest good for the greatest number of people is our goal.

We are enclosing a report pertaining to wilderness areas in Washington and Oregon and, in particular, the proposed Glacier Peak wilderness area. Upon reading this report and our letter, I am sure you will agree that this matter is of vital concern to the recreation and economy of this Nation.

Yours truly,

Rev. R. Riley Johnson, *President.*
Per Ross W. Ensley, *Secretary.*

Have You Been Told? Do You Know the Facts on the Proposed Glacier Peak Wilderness Area?

Do you know the facts about the Glacier Peak Wilderness Area? Do you know how it affects you as a motorist, a picnicker, a hunter, and a fisherman? Do you know the effect it will have upon you as a wage earner, as a businessman and a taxpayer and how it will have a bearing upon the education of your children? You may not know it but it does have a tremendous effect upon every person in the Pacific Northwest. Before we present these facts, we should set forth briefly the overall program of wilderness areas in the Pacific Northwest so that we may all get some idea of its magnitude.

By definition, "A wilderness area is an area of over 100,000 acres characterized by primitive conditions of transportation and location." It prohibits roads or provision for the passage of motorized transportation; resorts, organization camps, and summer homes are also excluded. It is a special type of recreation area catering to special classes of recreationists who possess the physical energy to hike or climb over rugged terrain or who are financially able to hire pack and saddle animals and guides to travel in the area. In wilderness areas, timber removal for any purpose is prohibited and the area cannot be altered in any way.

In the national forests of Washington and Oregon, there are at present 3 wilderness areas comprising 1,217,988 acres and 10 wild areas of 462,770 acres that are managed for the same purpose. There are an additional 14 limited areas of 1,342,953 acres that are set aside for possible dedication as wilderness or wild areas at a later date. In addition to the above, there are 192,716 acres of established natural and park division areas in this region.

All of these areas together total 3,220,433 acres, or 14 percent of the total national forest area in Oregon and Washington, which are reserved for this limited type of wilderness use. Travel is limited to foot or horseback. No

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road developments, no improved campgrounds, no lodges, no summer homes, and no timber management are permitted. The timber volume locked up in these dedicated areas is estimated by the Forest Service to be over 17 billion feet. All these areas combined comprise a piece of land nearly 5,000 square miles or about the size of the State of Connecticut. In 1955, 5,333,941 people visited the national forests of Oregon and Washington and only one-half of 1 percent actually used these dedicated areas, the reason being, no doubt, that they could not drive into the areas because roads are not allowed.

Following is a list of the wilderness, limited, and wild areas of Washington and Oregon copied from Dedicated and Established Areas—Region 6 published March 1957, by the United States Forest Service, Portland, Oreg.:

	Acres	Timber volume (thousand board-feet)	National forest	State
WILDERNESS AREAS				
Eagle Cap	220,280	193,550	Wallowa-Whitman	Oregon.
Three Sisters	196,708	2,477,930	Willamette-Deschutes	Do.
North Cascade	801,000	1,466,300	Mount Baker-Okanogan	Washington
Total	1,217,988	4,137,780		
LIMITED AREAS				
Alpine Lakes	256,000	950,000	Snoqualmie-Wenatchee	Do.
Anthony Lake	12,640	2,000	Wallowa-Whitman	Oregon.
Cougar Lake	90,000	870,000	Snoqualmie-Gifford Pinchot	Washington.
Diamond Lake	64,000	488,000	Umpqua-Deschutes-Rogue	Oregon.
Eagle Creek	71,000	1,333,000	Mount Hood	Do.
Glacier Peak	347,525	3,671,574	Mount Baker-Wenatchee	Washington.
Illinois Canyon	91,500	400,000	Siskiyou	Oregon.
Monte Cristo Peak	11,500	5,000	Mount Baker-Snoqualmie	Washington.
Packwood	10,250	257,000	Gifford Pinchot	Do.
Sky Lakes	82,000	300,000	Rogue River	Oregon.
Snake River	160,000	200,000	Wallowa-Whitman	Do.
St. Helens	83,600	455,000	Gifford Pinchot	Washington.
Umpqua	8,960	134,000	Umpqua	Oregon.
Waldo Lake	53,978	1,429,000	Willamette-Deschutes	Do.
Total	1,342,953	10,494,574		
WILD AREAS				
Diamond Peak	35,440	61,100	Willamette-Deschutes	Oregon.
Gearhart Mountain	18,709	32,465	Fremont	Do.
Goat Rocks	82,680	1,124,671	Gifford Pinchot-Snoqualmie	Washington.
Kalmiopsis	78,850	299,400	Siskiyou	Oregon.
Mount Adams	42,411	424,411	Gifford Pinchot	Washington.
Mount Hood	14,160	30,000	Mount Hood	Oregon.
Mount Jefferson (primitive).	86,700	256,230	Mount Hood-Willamette-Deschutes	Do.
Mountain Lakes	23,071	346,065	Rogue River	Do.
Mount Washington	46,665	147,546	Deschutes-Willamette	Do.
Strawberry Mountain	34,080	17,555	Malheur	Do.
Total	462,766	2,739,443		
Grand total	3,023,707	17,371,797		

We are now primarily interested in the proposed Glacier Peak area. This is an area of 640 square miles, which is more than half the size of the State of Rhode Island, and it comprises 347,525 acres located in the Mount Baker and Wenatchee National Forests along the summit of the Cascade Mountain Range. The area was established as a limited area about 1940, and now the Forest Service proposes it be dedicated as a wilderness area. This dedication will set the boundaries and lock up this vast acreage for only limited use. Its complete utilization and development for multiple use will be prohibited for all time, and the dedication of this wilderness area will have a profound effect upon the people of the Northwest.

One of the most important factors to consider in the setting apart of this wilderness area is economic, and how it will affect you and the communities of the State.

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Commercial timber stands occupy 17 percent of the proposed Glacier Peak wilderness and, since timber harvesting is not permitted for any reason within a wilderness area, these commercial stands will never contribute to the local and national economy. These stands represent a value to Federal and county governments and, by taking them out of multiple-use production, the economy of the local and dependent communities is affected. To an area such as the Northwest, with 50 percent of the economy depending on timber and timber products and with a population increasing each year and expected to increase even more in future years, the multiple use of this timbered area is extremely important.

This proposed area has stands of timber which will produce an allowable annual cut of over 16 million board-feet forever. This volume of timber would provide many jobs each year for people of the surrounding communities, which, in turn, could mean the success of many businesses and the welfare of many families.

The total volumes of timber in this proposed wilderness area is over 3¼ billion board-feet, valued at $80 million. Theoretically, 25 percent of this value, or approximately $20 million, belongs to Whatcom, Skagit, Snohomish, Chelan, and Okanogan Counties for roads and school development.

Annually, 65 percent of the gross national-forest receipts goes to the Federal Treasury, 25 percent is paid to the counties in which the forest is located in lieu of taxes, and 10 percent is retained by the Forest Service for trail and road development. Based on an average 1955 bid price for timber sold on the Mount Baker Forest, this 16 million board-feet of timber would return a revenue of $416,000 annually; $104,000 to counties for schools and roads; $42,000 to the Mount Baker and Wenatchee National Forests for development of roads and trails; and $270,000 to the Federal Treasury. Under the Forest Service sustained-yield program, this revenue would be realized year after year in perpetuity.

Remember these figures the next time you vote for a tax increase to support a new school or highway program. This revenue could help relieve your heavy tax burden at present and additional taxes in the future. We cannot afford to lock up and withdraw from use forever a stand of timber so important to our economy for the exclusive use by a small minority of the Nation's recreationists.

The estimated value of timber products which could be manufactured annually from this area amounts to $1,500,000. Compare this with the figure of $9,750, which is the estimated amount visitors to the Glacier Peak area spent in our State in 1955.

Let's take a look at how it will affect you as a recreationist, a motorist, picnicker, hunter, and fisherman. Because of the lack of roads, less than 2,300 people used this wilderness area in 1955. Only those who are physically or financially able can make use of this privilege. The increasing population and our desire for natural recreation in the outdoors will put a greater burden on the facilities of our developed recreation lands. The facts are: Only 1 person out of every 200 forest recreationists uses wilderness areas.

Do you know the Forest Service has for 50 years blended recreation, timber management, water resources, mining, grazing, hunting, and fishing into a multiple-use program? The reservation of large acreages for the sole use of a specialized minority is contrary to the successful administration of our Federal forests, and destroys the concept upon which the Federal forests were created—the greatest good for the greatest number.

Do you know giant, inaccessible blocks of timber become easily vulnerable to fire, insect, and disease? Without roads, there is no way to protect these regions, and such catastrophes might well result in timberland devastation that could spread unchecked to adjacent timber stands. Epidemics like the silver fir beetle infestation which covered 500,000 acres in the North Puget Sound region during the last decade and like the balsam wooly aphid infestation which presently covers another 600,000 acres in western Oregon and Washington could well mean the complete destruction of timber in the entire area because salvage logging is banned in wilderness areas.

Do you know the various uses of the forest have become interdependent through the years, and the development of one has developed the others? The reservation of such a large acreage for a singular use prevents all the other uses and is a waste of our natural resources.

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Do you know wilderness values are not destroyed by road developments that make possible their use? For example, development of recreational areas such as Mount Baker has made it possible for everyone to enjoy the scenic wonders of the high-elevation country without destroying its wilderness characteristics. The tremendous increase in visitors to this area refutes the claim that wilderness and roads are not compatible. Access roads built along the major drainages within the wilderness areas would foster multiple use and, also, increase the use of the wilderness area many times.

Do you know good timber management, based upon a sustained-yield program, has contributed more than any other single use toward the multiple-use idea and the complete utilization of our forest resources? Timber-access roads have been the key that opened these natural wonders for your enjoyment. The 45 million visitors to our national forests prove their scenic wonders have not been destroyed by these developments. Timber-access roads have also helped to develop mining claims, and mine-to-market roads have served timber management, as well. Hunting has improved with good forest management and many lakes and streams have been made a fisherman's paradise because they are now within reach. This has all been made possible by the practice of multiple use and good conservation; not reservation.

Do you know the majority of the area involved in the proposed Glacier Peak wilderness area is above timberline, consisting of meadows, lakes, snowfields, and glaciers suitable primarily for wilderness types of recreation? The Forest Service, under the multiple-use management program, would, therefore, manage the majority of these lands for wilderness types of recreational use regardless of whether or not they were formally dedicated as such. Under such management, roads would be built along the major drainages providing for multiple-use management of these areas and, at the same time, these roads would provide better access to the more remote wilderness areas, thereby increasing their use. This should satisfy everybody.

Do you know the relationship of wilderness areas to the multiple-use principle on the national forests has been clearly stated by Dr. R. E. McArdle, Chief of the Forest Service, at the wilderness conference in San Francisco on March 10, 1957, and we quote, in part:

"The guiding principles of national-forest management are multiple use and sustained yield of products and services for the greatest good of the greatest number in the long run. This means that all resources, all users must be considered. Within that framework, the Forest Service will protect, preserve, and maintain as wilderness those areas on the national forest which are predominantly valuable for that purpose. * * *

"I have said many times, and I repeat: Use for wilderness purposes of large areas of national forest is an important use, a desirable use. But you all know that it is only one of many important and desirable uses of the national forests. The need for full use of the resources of the national forests will become even greater as our population grows. There is not enough national forest to satisfy all the needs of our growing population. Large as the national forests are, 181 million acres is not enough to provide each and every group of users with exclusive use of all the areas each group wants and with the particular areas they want. * * *

"For every person who has the strength, the time, and the money to enjoy national-forest wilderness areas, there are 100 who don't enjoy them because they can't get into them. I am not taking sides in what could some day develop into a real controversy among recreationists. I am simply pointing to a hard fact that can't be ignored: 99 percent of the people who hunt, fish, camp, picnic, or just ride around enjoying the scenery on the national forests don't use our wilderness areas. There is a steadily growing demand—unorganized as yet, although your proposed scenic-resources review may do so—to make more recreational areas accessible to motor transportation. Sportsmen know that some of the best hunting and fishing are in wilderness areas, but many of them don't have the time or money to get there. They may want better access to these areas. * * *"

Do you know? These words sum up the policy in regard to wilderness areas. The establishment of this wilderness area has been in the Forest Service hopper for 20 years. They plan to approve the area for wilderness in the near future. This year, they have completed their land-management study of the

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area and have made tentative recommendations to the regional forester. He is currently making his studies, and will soon present his recommendations to Washington. He should have everyone's opinion to help him make a fair decision. So far, the Forest Service has heard principally from the wilderness advocates. For the past 20 years, they have been bombarding the Forest Service with their views, and the results are that large areas of valuable national resources have already been withdrawn from multiple-use development and will never be allowed to contribute to our economy. It is time to put a stop to this waste of our national resources and the limited use of our public lands. The recreational potential of this area is practically unlimited if the lower areas in the valley remain outside the wilderness area so that roads can be built to make the area accessible to all types of recreational use by all classes of people. If you believe that multiple-use land management is desirable, let the Forest Service know.

NOTE.—Figures and statistical information taken from Glacier Peak land-management study made by the Mount Baker and Wenatchee National Forests and published February 7, 1957, or from information furnished by the regional office, U. S. Forest Service, Portland, Oreg.

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