SRP02338

THE WILDERNESS ACT

1431-9

HEARINGS

BEFORE THE

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS UNITED STATES SENATE

EIGHTY-SEVENTH CONGRESS

FIRST SESSION

ON

S. 174

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

FEBRUARY 27 AND 28, 1961

Printed for the use of the Committee on Interior and Insular Affairs

U.S. GOVERNMENT PRINTING OFFICE

66737 WASHINGTON : 1961

SRP02339

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS

CLINTON P. ANDERSON, New Mexico, *Chairman*

HENRY M. JACKSON, Washington
ALAN BIBLE, Nevada
JOHN A. CARROLL, Colorado
FRANK CHURCH, Idaho
ERNEST GRUENING, Alaska
FRANK E. MOSS, Utah
OREN E. LONG, Hawaii
QUENTIN N. BURDICK, North Dakota
LEE METCALF, Montana
J. J. HICKEY, Wyoming

HENRY DWORSHAK, Idaho
THOMAS H. KUCHEL, California
BARRY GOLDWATER, Arizona
GORDON ALLOTT, Colorado
HIRAM L. FONG, Hawaii
JACK R. MILLER, Iowa

RICHARD L. CALLAGHAN, *Staff Director*
STEWART FRENCH, *Chief Counsel*
JERRY T. VERKLER, *Clerk*
BENTON J. STONG, *Professional Staff Member*

CONTENTS

	Page
S. 174	6
Departmental reports:	
Agriculture	13
Bureau of the Budget	15
Federal Power Commission	16
Interior	10
Treasury	17

STATEMENTS

Advance Idaho Members, Vernon E. Arbogast, Multiple Use Committee	388
Agassiz Nature Club, Elizabeth Byrkit, president	397
Alaska Conservation Society, Leslie A. Viereck, president	431
Alaska Department of Natural Resources, Division of Mines and Minerals, James A. Williams, director	386
Albuquerque Jeep Herders Club, Lent A. Williamson, president	258
Albuquerque Wildlife & Conservation Association, Charles L. Hines, president	251
American Alpine Club, Robert H. Bates, president	428
American Camping Association, Stanley J. Michaels, president	426
American National Cattlemen's Association, C. W. McMillan, executive vice president	361
Arizona Game Protective Association, Stanley T. Calhoun, vice president	404
Arizona Small Mine Operators Association, Charles Willis, State secretary	360
Associated Civic Clubs of Southern and Eastern Utah, James N. Stacey, president	433
Augusta, Maine, Nature Club, Dorothea Marston, chairman, Conservation Committee	390
Baldwin, Hon. John F., a Representative in Congress from the State of California	41
Barker, Elliott S., Santa Fe, N. Mex	247
Barnard, John B., first assistant attorney general of the State of Colorado	308
Bartlett, Hon. E. L., a U.S. Senator from the State of Alaska	177, 178
Belen Protective Game Association, Henry C. Kamm, president	251
Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah	33
Benton, Ralph, professor of zoology (emeritus), Pico Rivera, Calif	403
Billings, Mont., Rod and Gun Club, James H. Delano, president	412
Boise, Cascade Corp., W. L. Mills, director	238
Brower, David R., executive director, Sierra Club, San Francisco, Calif	346
Brown's Tie & Lumber Co., Inc., et al., McCall, Idaho	234
Buchheister, Carl W., president, National Audubon Society	157
Burley, Idaho, Chamber of Commerce, Mrs. Fred P. Anderson, secretary-manager	237
Burroughs Nature Club, Hugh Pallister, vice president	380
California State Chamber of Commerce, James Mussatti, general manager	388
Campbell, T. P., president, Board of Water Commissioners of the City and County of Denver, Colo	297
Camp Fire Club of America, James E. Hammett, M.D., director	434
Carithers, J. F., assistant editor, National Wildlands News	148
Chaco Canyon National Monument, Ila Bromberg, director	433, 434
Chadwick, Russell, exploration geologist, on behalf of the Northwest Mining Association	116
Champ, Frederick, Logan, Utah; accompanied by Howard Bennett, of the Appalachian Hardwood Manufacturers Association, Cincinnati, Ohio; Paul Jessup, of Kennecott Copper Co., New York; and Richard W. Smith, representing the Chamber of Commerce of the United States	217

Page

Citizens Natural Resources Association, Mrs. Max J. Schmitt, president 397
Clapper, Louis S., chief, Division of Conservation Education, National Wildlife Federation 83
Clark, Hon. Joseph S., Jr., a U.S. Senator from the State of Pennsylvania 177
Clauser, Don, president, New Mexico Wildlife & Conservation Association, Inc 248
Cleveland Audubon Society, Mrs. Robert Booth, president 405
Colfax County Game Protective Association, Dr. John A. Langston, president 252
Colorado Mountain Club, Florian A. Cajori, president 391
Comstock Society, Robert G. Hudson, chairman, emergency conservation committee 383
Conservation League, Leonard R. Graydon, chairman 398
Council of Conservationists, Inc., Fred Smith, director 356
Defenders of Wildlife, Henry M. Weber, M.D., executive director 413
Desomount Club, Herley Gayman, president 392
Downing, Warwick M., Denver, Colo 295
DuPage Audubon Society, Leroy Tunstall, president 384
Edenton Chamber of Commerce, Inc., Bruce T. Jones, Jr., president 426
Egan, William A., Governor of the State of Alaska 178
Ely, Minnesota, Chamber of Commerce, Harold W. Griffin, president 427, 428
Ely, Minn., city of, J. P. Grahek, M.D., mayor 364
Essex County, Mass., Green Belt Association, Charlotte Maddock, M.D., president 412
Evangelical United Brethren Church, Wisconsin Conference, Howard L. Orians 423
Fayette Review, Gatlord Yost, editor 389
Federation of Western Outdoor Clubs, Arthur B. Johnson, president 366
Fischer, Virlis L., Las Vegas, Nev 293
Florida Federation of Garden Clubs, Mrs. C. R. Mays, president 377
Four Corner Sun Club, Merle Hostetter, president 259
Freeman, Hon Orville L., Secretary, Department of Agriculture 57
Friends of the Wilderness, William H. Magie, executive secretary 373
Garden Club of New Jersey, Mrs. Austin B. Sayre, president 377
General Federation of Women's Clubs, Mrs. E. Lee Ozbirn, president 358
Glascock, H. R., Jr., forest counsel, Western Forestry and Conservation Association 184
Gooding, Idaho, Chamber of Commerce, Valdo Gray, president 236
Gray, W. Howard, chairman, Public Lands Committee of the American Mining Congress 106
Gruenfield, Jay, Tacoma, Wash., Chamber of Commerce 227
Gutermuth, C. R., vice president, Wildlife Management Institute 246
Hackensack Audubon Society, Henry S. Fisher, chairman, conservation committee 414
Hagenstein, W. D., executive vice president, Industrial Forestry Association 91
Hammerle, William C., forester, American Pulpwood Association, New York, N.Y 241
Hanover, N.H., Garden Club, Carolyn C. Tenney, chairman 394
Hecla Mining Co. & Idaho Mining Association, L. J. Randall, president 416
Henriot, James F., representing the Federation of Outdoor Clubs 363
Hillard, Ed, president, Conservation Council of Colorado, Denver, Colo 316
Hood, A. B., president, National Lumber Manufacturers Association 86
Humphrey, Hon. Hubert H., a U.S. Senator from the State of Minnesota 133
Hyatt, Sam C., Wortland, Wyo., member of the Wyoming Natural Resources Board 328
Idaho Bureau of Mines & Geology, E. F. Cook, director 425
Idaho Cattlemen's Association, A. N. Hogan, president 234
Idaho County Conservation Alliance, James W. Hole, chairman on legislation 398
Idaho Department of Aeronautics, Chet Moulton, director 397
Idaho Mining Association, L. J. Randall, president 415
Idaho Wildlife Federation:
Ernest E. Day, president 372
Bill Duff, president, district No. 1 378
Idaho Wool Growers Association, Wilbur F. Wilson, president 235

Page
Isaak Walton League of America:
Minnesota Division, Adolph T. Anderson, chairman 394
Sandia Mountain Chapter, Mathias J. Madlener, president 430
Wyoming Division, Wilbur N. Jackson, vice president 401
Keane, James, on behalf of the Idaho Mining Association 128
Klamath Forest Protection Association, Vincent W. Bousquet, president 410
Krear, H. Robert, Department of Biology, University of Colorado 413
La Fonda, New Mexico, State AFL–CIO, Tom E. Roberts, executive secretary-treasurer 258
Laughlin, Robert B., executive vice president, Rocky Mountain Oil & Gas Association 301
Lorain County Ely Waltonettes, Chapter of Izaak Walton League of America, Mrs. Robert J. Teaman, secretary 403
Los Alamos Sportsmen's Club, Inc., Jack E. Johnson, president 259
Maryland State Society, Daughters of the American Revolution, Conservation Committee, Dorothy K. E. Salisbury, chairman 362
Mason, John C., General Counsel, Federal Power Commission; accompanied by William R. Farley, Chief, Licensed Projects Division, Bureau of Power 68
Mazamas, Neil Baldwin, president 397
McArdle, Richard E., Chief; Edward C. Crafts, Assistant Chief, Forest Service; and Reynolds G. Florance, Director, Division of Legislative Reporting and Liaison, Department of Agriculture 42
McGee, Hon. Gale W., a U.S. Senator from the State of Wyoming 131
McKinley County Wildlife Conservation Association, Pete B. Cresto, president 251
McNichols, Steve, Governor, State of Alaska, letter to Senator Anderson re S. 174 355
Melrose Sportsmen's Club, Mack Hendershot, president 249
Merryman, Somers, manager, Northern Pacific Railway Co 304
Michigan Parks Association, Miss E. Genevieve Gillette, president, Natural Areas Council 427
Milwaukee Audubon Society, David Tillotson, president 404
Montana Wilderness Association, Kenneth K. Baldwin, past president 142
Moore, Warren S., managing partner, Fremont Mining Co., Duluth, Minn 331
Mount Diamond Association, Donald G. Bruwn, acting cochairman 380
Murie, Olaus J., Moose, Wyo., director, the Wilderness Society 139
Nadel, Michael, representing the New York Conservation Council 335
National Association of Soil Conservation Districts, W. A. Williams, Jr., national vice president 437–439
National Council of State Garden Clubs, Mrs. Gideon N. Stieff, chairman of legislation 382
National League of American Pen Women, Margaret Coplen Mattocks, president 390
National Parks Association 166
National Trappers Association of America, Alfred L. Cook, conservation director 430
National Wool Growers Association, Edwin E. Marsh, executive secretary 360
Nelson, Douglas E., representing the Independent Petroleum Association of America 299
Nelson, L. A., Portland, Oreg 185
Neuberger, Hon. Maurine B., a U.S. Senator from the State of Oregon 178
New Mexico Federation of Women's Clubs, Mrs. J. B. Davis, president 358
New Mexico Field Archery Association, Jason P. Moore, president 259
New Mexico Mountain Club, Armin Behr, conservation chairman 258
New Mexico Wildlife and Conservation Association, E. H. Banta, director, area No. 7 250
North Idaho Forestry Association, George W. Beardmore, secretary 369
North Side Communities, Inc., Wendell, Idaho, Herbert W. Forbes, president 237
Northwest Mining Association, E. K. Baines, president 368
Northwest Public Power Association, Gus Norwood, executive director 434, 435
Olsen, Sigurd, Ely, Minn 148
Olympic Park Associates, Inc., John Osseward, president 382
Oregon Farm Bureau Federation, Gerald W. Detering, president 395
Oregon Logging Conference, Robert Cross, secretary-manager 396

SRP02343

Page
Pacific Logging Congress, Carwin A. Woolley, secretary 370
Pasek, Leonard E., vice chairman, Conservation and Management of Natural Resources Committee, National Association of Manufacturers 204
Penfold, J. W., conservation director, Izaak Walton League of America 102
People-to-People Program, Harry S. Knighton, chairman, fungi committee 375
Pomeroy, Kenneth B., representing the American Forestry Association 202
Prescott, Ariz., Sportsmen's Club, M. J. McNarie, president 400
Randolph, Hon. Jennings, a U.S. Senator from the State of West Virginia 138
Ravalli County Fish and Wildlife Association, Tom Ford, chairman, wilderness committee 394
Roamer Hiking Club, Blythe Edwards, conservation chairman 378
Roberts, Arthur M., for the Idaho State Chamber of Commerce 233
Roswell Wildlife & Conservation Association, K. G. Littrell, president 250
Salt River Valley Users' Association, Victor I. Corbell, president 365
San Juan Wildlife Federation, Lois Friel, secretary 248, 249
San Miguel County Game Protective Association, R. C. Moore, secretary 252
Santa Fe Wildlife & Conservation Association, Clarence W. Via, president 249
Skagit Alpine Club, Mrs. E. Englebright, chairman, conservation committee 391
Smith, Anthony Wayne, executive secretary, National Parks Association 165, 174
Smith, Heber, Grace, Idaho, representing the Idaho Wildlife Federation 313
Smith, Dr. Spencer M., Jr., secretary, Citizens Committee on Natural Resources 264
Smoky Mountains Hiking Club, Miss Jessie Dempster, president 387
Socorro County Wildlife Association, Alfred A. Coulloudon, secretary 249
South Eddy County Game Protective Association, C. B. Davis, secretary and treasurer 250
Southern Idaho Forestry Association, Robert D. Hayes, secretary 235
South Salt Lake Chamber of Commerce, S. A. Andersen, executive secretary 424
Spokane Chamber of Commerce, James Brennan, president 409
St. Regis Paper Co., Woodlands Division, Frank A. Albert, manager 381
Susquehanna Valley Audubon Society, Mrs. M. Louis Gore, corresponding secretary 394
Sykes, Robert C., president, Montana Wildlife Federation 317
Taylor, John I., assistant legislative director, the American Farm Bureau Federation 77
Texas Conservation Council, Inc., Armand Yramategui, president 383
Texas Ornithological Society, Margaret Louise Hill, chairman, conservation committee 379
Thunderbird Travel Trailer Club, Walter K. Kurlfink, president 258
Udall, Hon. Stewart L., Secretary, Department of the Interior, accompanied by Max Edwards, Assistant and Legislative Counsel 18
Union County Wildlife and Conservation Association, Otis Wetsel, president 248
Utah Mining Association, Miles P. Romney, manager 359
Utah State Land Board, Frank J. Allen, director 361
Utah Wildlife Federation, Jack Allshouse, president 425
Vickerman, W. S., chairman, public relations committee, Washington State Sportsmen's Council 334
Washington Department of Commerce and Economic Development, Sam Boddy, Jr., acting director 385
Washington Forest Protection Association, Garrett Eddy, president 380
Washington State Department of Natural Resources, Bert L. Cole, commissioner of public lands 376
Washington State Forestry Conference, William H. Larson, secretary-treasurer 402
Watershed Conservation Education Project, University of New Mexico, George W. Worley, director 255
Welsh, William E., secretary-manager, National Reclamation Association 79
Wendell, Idaho, Chamber of Commerce, Keith Davis, president 236
Western Montana Fish & Game Association, Don Aldrich, president 425
Western Oil & Gas Association, Public Land Committee, Henry W. Wright, secretary 366
Western Pine Association, J. D. Bronson, president 370
Western States Land Commissioners Association, Bert L. Cole, secretary 372
Whitefish, Mont., Rod and Gun Club, W. R. Ramlow, president 323

SRP02344

Page

Williams, Hon. Harrison A., a U.S. Senator from New Jersey 132
Wyoming Stockgrowers Association, Robert D. Hanesworth, secretary 422
Zahniser, Howard, on behalf of Trustees for Conservation 269
Zauche, William, Seattle, Wash., representing the Mountaineers 84

ADDITIONAL INFORMATION

"American Wilderness Under Intensive Study—Not Attack," statement of H. R. Glascock, Jr., before Portland Chamber of Commerce 190
"Conflicts and Compatibility," excerpt from proceedings of second joint meeting of Outdoor Recreation Resources Review Commssion 187
Federal Power Commission: letter to chairman on amendment in regard to primitive areas 76
Forest Preserve in Danger, editorial in the New York Times 245
Forest Service communication containing information on total acreage of national forest land in wilderness, wild, primitive, and canoe areas 210
Forest Service regulations in regard to wild, wilderness, and primitive areas 51
Mining activity in wilderness-type areas, by types of areas, tables submitted by the Forest Service 115
"Moses Bids State Open Wild Lands," article from the New York Times 95
Outdoor Recreation Resources Review Commission, progress report, January 1961 186
Resolutions:
- Idaho House Joint Memorial 6 21
- Northwest Mining Association 116
- Sheridan County (Wyo.) Sportsmen's Association 375
- Wyoming House Joint Memorial 23, 401

Solicitor's letter on basis for past multiple-use policies 67, 68
"Up, Down, Street; Wilderness Lobby Jumping Gun?" article from the Salt Lake Tribune 289
"Using the Forest Preserve—No Mass Invasion Contemplated, Says Chairman Moses," letter to the editor of the New York Times, by Robert Moses 189
"Wilderness Itself Not Issue," editorial from Sunday Oregon Journal 189

THE WILDERNESS ACT

MONDAY, FEBRUARY 27, 1961

U.S. SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C.

The committee met, pursuant to call, at 10 a.m., in room 3110, New Senate Office Building, Senator Clinton P. Anderson, chairman of the committee, presiding.

Present: Senators Clinton P. Anderson, New Mexico; John A. Carroll, Colorado; Frank Church, Idaho; Ernest Gruening, Alaska; Frank E. Moss, Utah; Oren E. Long, Hawaii; Quenton N. Burdick, North Dakota; J. J. Hickey, Wyoming; Henry Dworshak, Idaho; Thomas H. Kuchel, California; and Barry Goldwater, Arizona.

Also present: Benton J. Stong, professional staff member; Stewart French, chief counsel; and Jerry T. Verkler, clerk.

The CHAIRMAN. I appreciate the very fine attendance we have here this morning. I have discussed this bill with various conservation groups and representatives of the cattle growers association, American Forestry Association, American Lumbermen's Association, the Farm Bureau, and numerous individuals. The proponents are pretty well satisfied with the bill as drafted. They feel they have come a long way from their original position, but that they have given up some of the things in the bill that they consider important to their purposes.

The opposition consists of the Farm Bureau, lumbermen, oil people, mining people who have opposed the idea of wilderness all along. However, most of them now believe the wilderness bill is inevitable, but urge that it be much more limited than S. 174.

The opponents also insist we should wait until the Outdoor Recreation Resources Review Commission views are reported before any action is taken. They recommend the following:

1. Primitive areas they say should not be included.
2. The concurrent resolution in section 3(f) should be a joint resolution.

I outline these things in the beginning because I want people who are opposed to the legislation to speak up and express themselves on it.

During the 4 years or more of discussion of wilderness legislation, there has been almost unanimous support of the basic purpose of a wilderness bill—to set aside some of our spectacular scenic, geologic, and primitive areas to be maintained in their natural condition.

The debate has been about how this should be done, how much land area should be committed to wilderness and, once committed, how rigidly we should require its preservation in its natural state.

SRP02347

During the 4 years of debate and discussion the advocates of a national wilderness system have accepted a number of compromises. Considerable of the opposition to the measure has been withdrawn as the measure has been modified and as its provisions have become better understood.

The bill before the committee today, S. 174, was prepared in my office. An effort was made to use the desirable concepts of the Humphrey and Murray bills, to incorporate excellent suggestions in the O'Mahoney substitute bill and ideas given to the committee by some of the 500 witnesses who have appeared on the matter—and then to write a bill as clearly and simply as possible.

There may be further desirable changes. One or two modifications for greater clarity have been suggested. On the whole, however, I believe that we are close to a draft of wilderness legislation which can and should be reported to the Senate by the committee.

ANALYSIS OF THE BILL

The following is a section by section analysis of the bill:

Section 1 of this draft states its title, the "Wilderness Act."

Section 2(a) is a statement of congressional policy to preserve for present and future generations of Americans a part of our wilderness resources, unimpaired, for future use and enjoyment as wilderness.

Section 2(b) contains two definitions of wilderness. The first sentence is a definition of pure wilderness areas, where "the earth and its community of life are untrammeled by man * * *." It states the ideal.

The second sentence defines the meaning or nature of an area of wilderness as used in the proposed act: A substantial area retaining its primeval character, without permanent improvements, which is to be protected and managed so man's works are "substantially unnoticeable."

The second of these definitions of the term, giving the meaning used in the act, is somewhat less "severe" or "pure" than the first. As a practical matter it has been determined that some economic activities, such as grazing and motorboating where they are established practices, should be permitted to continue and some temporary trails, roads and other facilities should be allowed to permit fire, insect, and disease control when it is necessary.

The differences in these two definitions—the "pure" wilderness "untrammeled by man" and the somewhat more practical definition for the purposes of the act—characterize fairly accurately some of the concessions which have been made by the proponents of wilderness during our 4-year discussions, concessions which seem to me to meet the valid objections which have been made in the past to this proposal.

Section 3 of the act sets out what areas of federally owned lands are to be included in the wilderness system, and how they shall be included. It is intended to provide that every area, before finally confirmed as a part of the national wilderness preservation system, shall have been thrice reviewed: once by the agency having direct jurisdiction over it, once by the President, and a third time here in Congress.

Section 3(b)(1) deals with areas already classified as wild, wilderness, canoe, and primitive in the national forests. They contain 14,661,416 acres.

SRP02348

The wild, wilderness and canoe areas have been carefully studied by the Forest Service and their boundaries carefully defined. The Forest Service has determined that the best use of the land within their boundaries is preservation in its primitive state. This bill declares them to be a part of the national wilderness system. In enacting the bill, Congress will complete action as to 14 wild and 28 wilderness areas, comprising 5,867,000 acres, and one canoe area, in Minnesota, which contains 979,154 acres.

There also are 40 "primitive" areas in the national forests containing 7,907,416 acres of land. These tracts are temporarily designated as "primitive" to protect them from exploitation while the Forest Service surveys and studies them carefully, defines boundaries, and determines whether they should be finally designated "wild" or "wilderness."

S. 174 gives the Secretary of Agriculture 15 years to complete his review and recommend to the President whether or not each of these areas should be finally included in the wilderness system. The President then reviews these recommendations and sends his recommendations to Congress. Congress then has a full session in which to review the proposed areas and, if it does not agree with the President's recommendations, reject them by concurrent resolution.

The 15-year period is designated because the Forest Service has advised us that such a period will be needed to review the primitive areas with present staff.

Section 3(b) (2) declares that the purposes of S. 174 supplement but do not interfere with the purposes of the National Forest Act of 1897 or the Multiple Use-Sustained Yield Act which we passed last year—Public Law 517 of the 86th Congress.

Section 3(c) deals with the designation of certain park areas as wilderness. The Secretary of the Interior is given 10 years to designate areas within each of the national parks, monuments, and other units which will be required for roads and service facilities for public enjoyment. He is then to report his recommendations to the President and the President to Congress, in relation to inclusion in the wilderness system of park system tracts of 5,000 acres or more which will be without roads.

The section provides for public hearings in accordance with the Administrative Procedure Act after at least 90 days notice, on proposed reservations for roads or service facilities. It contains a further provision that nothing in the act we are considering shall lower the standards contained in the National Park Service Act of 1916, the individual acts creating various parks and monuments, or in other park legislation.

The provision does modify park legislation in one particular; it provides that "accommodations and installations" in the parks 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."

This is intended to bar from the parks movie theaters, dance halls, and other types of amusement which have no relationship to the type of recreation intended to be provided by a national park area.

Section 3(d) deals with wildlife ranges and refuges. It authorizes the Secretary of the Interior to recommend to Congress areas within

SRP02349

the refuges and ranges which might be incorporated in the wilderness system. It is left up to the Secretary's discretion what areas, if any, shall be recommended. It is to be assumed that he will not recommend designation of wilderness areas where they will interfere with the primary wildlife purposes of the areas. However, wilderness and the propagation of many types of game and fish are entirely compatible and desirable.

Section 3(e) provides that the modification of boundaries of wilderness areas may be recommended to Congress, after public hearings if there is demand for them, and become effective if not disapproved by Congress. This is intended to cover relatively minor adjustments of boundaries—not major additions or eliminations to or from a wilderness unit.

Section 3(f) provides that the recommendations of original wilderness areas shall be submitted to Congress by the President and become effective following adjourning of a complete session of Congress if not disapproved by a concurrent resolution. It provides further that such a concurrent resolution shall be subject to a provision of the Reorganization Act of 1949, which makes it possible for any Member of the House or Senate favoring the resolution to get a vote on a resolution of disapproval on the floor if it is not reported to the floor by the appropriate committee within 10 calendar days after reference to the committee.

Section 3(g) provides for the segregation of areas from appropriation for other uses after public notice is given by the Secretary of Agriculture or Secretary of the Interior that it is to be proposed as a wilderness area.

It also provides for the termination of such segregation if the proposal is rejected by the President or by the Congress, or 5 years after it becomes effective if the area has not been submitted to Congress as a proposed wilderness area.

Section 3(h) provides that all additions to the wilderness system or eliminations from the wilderness system not provided for in the act must be made by act of Congress.

Sections 4 and 5 of S. 174 authorize the acquisition of private lands within wilderness areas and acceptance of gifts or bequests of land for preservation as wilderness.

Section 6(a) gives guidelines to the administering agencies for the management of wilderness areas. Nothing in the act is to be interpreted as interfering with the original purposes for which the park, monument, forest, or wildlife land was set aside, except that the wilderness character is to be preserved. The areas are to be devoted to recreational, scenic, scientific, educational, and historical uses which are in keeping with the wilderness environment and its preservation.

Section 6(b) prohibits commercial enterprises in the wilderness areas, use of motorized equipment, landing of aircraft, or the construction of roads of any kind except the minimum required for administration of the area and for the health and safety of persons.

Section 6(c)(1) authorizes continued use of motorboats and aircraft where these practices are well established, and necessary measures to control fire, insects, and disease.

SRP02350

Section 6(c)(2) permits the President of the United States to authorize exploration and mining, including exploration for oil and gas, the establishment and maintenance of reservoirs and water conservation works, and necessary roads, when he determines such use will best serve the Nation. It also authorizes continuation of grazing where it is well established.

Section 6(c)(3) makes necessary exceptions for the boundary waters canoe area in the Superior National Forest in Minnesota, to keep that area's management in accord with established practices and the acts under which it was set aside.

Section 6(c)(4) is intended to authorize performance of such commercial services as the provision of guide service and horses within the wilderness areas—services "proper for realizing the recreational and other purposes" of the wilderness system. This is not intended to authorize dude ranches, commercial stables, or guide service offices within the wilderness areas, but to permit such establishments, existing outside the wilderness areas, to perform their services within the wildernesses.

Section 6(c)(5) assures that the act will not interfere with purposes set out in the Executive orders or legislation creating the wildlife ranges and refuges.

Section 6(c)(6) is a disclaimer of any interference with State or Federal water rights.

Section 6(c)(7) is a disclaimer of any interference with existing jurisdiction or responsibilities of the several States in respect to wildlife and fish in the national forests. It is intended to maintain the status quo so far as hunting and fishing in wilderness areas are concerned.

Section 7 of this bill provides that the Secretaries of Agriculture and Interior shall keep records, maps, and documents in regard to the wilderness system, and that they shall annually provide a joint report to the President for transmission to Congress, on the status of the wilderness system.

Section 8 authorizes the Secretaries of Interior and Agriculture to accept contributions or gifts other than land, for the purposes of the act, and gives such gifts for the use of the United States the same exemption from Federal income, estate, and gift taxes accorded other contributions to the Government.

This bill does not establish any new agency. It is intended that wilderness area lands will remain in the hands of the same administrative agencies as administer them now. The bill does not require any new appropriations. It is intended that the work connected with the wilderness areas be absorbed into the present workload of the various agencies.

At this point, without objection, I will insert in the record a copy of S. 174, a copy of a statement by the Secretary of the Interior in which he comments on the bill, a copy of a letter and also a statement by the Secretary of Agriculture, a report from the Bureau of the Budget, and then finally a report from the Federal Power Commission with its comments on the bill.

SRP02351

(The documents referred to follow:)

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

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

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

SHORT TITLE

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

WILDERNESS SYSTEM ESTABLISHED

STATEMENT OF POLICY

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

DEFINITION OF WILDERNESS

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

NATIONAL WILDERNESS PRESERVATION SYSTEM

EXTENT OF SYSTEM

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

NATIONAL FOREST AREAS

(b)(1) The wilderness system shall include all areas within the national forests classified on the effective date of this Act by the Secretary of Agriculture or the Chief of the Forest Service as wilderness, wild, primitive, or canoe: *Provided,* That the areas classified as primitive shall be subject to review as hereinafter provided. Following enactment of this Act, the Secretary of Agriculture shall, within fifteen years, review, in accordance with paragraph C, section 251.20, of the Code of Federal Regulations, title 36, effective January 1, 1959, the suitability of each primitive area in the national forests for preservation as wilderness and shall report his findings to the President. Before the

convening of Congress each year, the President shall advise the United States Senate and the House of Representatives of his recommendation with respect to the continued inclusion within the wilderness system, of each area on which review has been completed in the preceding year, together with maps and definition of boundaries: *Provided*, That the President may, as part of such recommendations, alter the boundaries existing on the date of this Act for any primitive area included, to exclude portions not predominantly of wilderness value or to add any adjacent area of national forest lands that are predominantly of wilderness value. The recommendation of the President with respect to each area shall become effective subject to the provisions of subsection (f) of this section.

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

NATIONAL PARK SYSTEM AREAS

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

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

NATIONAL WILDLIFE REFUGES AND GAME RANGES

(d) There shall be incorporated into the wilderness system, subject to the provisions of and at the time provided in this section, such portions of the wildlife refuges and game ranges under the jurisdiction of the Secretary of the Interior as he may recommend for such incorporation to the President within 10 years following the effective date of this Act, and such portions of the wildlife refuges and game ranges added to his jurisdiction after such date but not later than fifteen years following such date as he may recommend for such

incorporation to the President within two years following the date on which such refuge or range was added to his jurisdiction. Before the convening of Congress each year the President shall advise the United States Senate and the House of Representatives of his recommendations with respect to the incorporation into the wilderness system of each area recommended for such incorporation by the Secretary of the Interior during the preceding year, together with maps and definitions of boundaries. The recommendation of the President with respect to each area shall become effective subject to the provisions of subsection (f) of this section.

MODIFICATION OF BOUNDARIES

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

EFFECTIVE DATE OF PRESIDENT'S RECOMMENDATIONS

(a) Any recommendation of the President made in accordance with the provisions of this section shall take effect upon the day following the adjournment sine die of the first complete session of the Congress following the date or dates on which such recommendation was received by the United States Senate and the House of Representatives; but only if prior to such adjournment the Congress did not approve a concurrent resolution declaring that the Congress is opposed to such recommendation. Any such concurrent resolution shall be subject to the procedures provided under the provisions of sections 203 through 206 of the Reorganization Act of 1949 (5 U.S.C., sec. 133z-12—133z-15) for a resolution of either House of Congress.

EFFECT OF PUBLIC NOTICE OF PROPOSED ADDITION TO WILDERNESS SYSTEM

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

ADDITION OR ELIMINATION NOT PROVIDED FOR IN THIS ACT

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

ACQUISITION OF CERTAIN PRIVATELY OWNED LANDS WITHIN THE WILDERNESS SYSTEM

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

Gifts or Bequests of Land

Sec. 5. The Secretary of Agriculture and the Secretary of the Interior may each accept gifts or bequests of land for preservation as wilderness, and such land shall on acceptance become part of the wilderness system. Regulations with regard to any such land may be in accordance with such agreements, consistent with the policy of this Act, as are made at the time of such gift, or such conditions, consistent with such policy, as may be included in, and accepted with, such bequest.

Use of the Wilderness

OTHER PROVISIONS OF LAW

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

PROHIBITION OF CERTAIN USES

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

SPECIAL PROVISIONS

(c) The following special provisions are hereby made:

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

(2) Within national forest and public domain areas included in the wilderness system, (A) the President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting (including exploration for oil and gas), mining (including the production of oil and gas), and the establishment and maintenance of reservoirs, water-conservation works, and other facilities needed in the public interest, including the road construction and maintenance essential to development and use thereof, upon his determination that such use or uses in the specific area will better serve the interests of the United States and the people thereof than will its denial; and (B) the grazing of livestock, where well established prior to the effective date of this Act with respect to areas established as part of the wilderness system by this Act, or prior to the date of public notice thereof with respect to any area to be recommended for incorporation in the wilderness system, may be permitted to continue subject to such restrictions as are deemed necessary by the Secretary having jurisdiction over such area.

(3) Other provisions of this Act to the contrary notwithstanding, the management of the Boundary Waters Canoe Area, formerly designated as the Superior, Little Indian Sioux, and Caribou roadless areas in the Superior National Forest, Minnesota, shall be in accordance with regulations established by the Secretary of Agriculture in accordance with the general purpose of maintaining, without unnecessary restrictions on other uses, including that of timber, the

SRP02355

primitive character of the area, particularly in the vicinity of lakes, streams, and portages: *Provided*, That nothing in this Act shall preclude the continuance within the area of any already established use of motorboats. Nothing in this Act shall modify the restrictions and provisions of the Shipstead-Nolan Act, Public Law 539, Seventy-first Congress, July 10, 1930 (46 Stat. 1020), the Thye-Blatnik Act, Public Law 733, Eightieth Congress, June 22, 1948 (62 Stat. 568), and the Humphrey-Thye-Blatnik-Andersen Act, Public Law 607, Eighty-fourth Congress, June 22, 1956 (70 Stat. 326), as applying to the Superior National Forest or the regulations of the Secretary of Agriculture. Modifications of the Boundary Waters Canoe Area within the Superior National Forest shall be accomplished in the manner provided in section 3(e).

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

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

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

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

Records and Reports

Sec. 7. The Secretary of the Interior and the Secretary of Agriculture shall each maintain available to the public records of portions of the wilderness system under his jurisdiction, including maps and descriptions, copies of regulations governing them, copies of public notices of, and reports submitted to Congress regarding pending additions, eliminations, or modifications. At the opening of each session of Congress, the Secretaries shall jointly report to the President for transmission to Congress on the status of the wilderness system, including a list and description of areas in the system, regulations in effect, and other pertinent information, together with any recommendations they may care to make.

Contributions and Gifts

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

U.S. Department of the Interior,
Office of the Secretary,
Washington, D.C., February 24, 1961.

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

Dear Senator Anderson: Your committee has requested a report on S. 174, a bill to establish a national wilderness preservation system for the permanent good of the whole people, and for other purposes.

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

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

This proposal recognizes equitably the various facets to the problem of wilderness preservation. We believe that it resolves many, if not all, of the objections that have been raised in the past to widerness proposals. It clearly delimits the wilderness system to well-defined areas and prescribes an orderly method for

SRP02356

establishment of the system. It prescribes sound procedures applicable to both the executive and legislative branches of the Government in determining the particular areas or parts of Federal reservations to be included in the wilderness system.

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

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

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

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

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

In addition to the general provisions relating to administration of the wilderness system, there are specific provisions in the bill that are applicable to national forest areas. These provisions would permit certain uses to continue that are already well established within the forest areas in question. Also, certain additional uses may be authorized by the President upon his determination that such use or uses in the specific area will better serve the interests of the United States and the people thereof than will its denial.. In the case of wildlife refuges and game ranges, the bill provides that any existing use or form of appropriation authorized or provided for in the Executive order or legislation establishing such areas and which use exists on the effective date of the act

SRP02357

may be continued under such authorization or provision. In this connection, we note that the bill makes no provision for special uses within the national park system. We believe this is appropriate and is consistent with long-established policies and standards, established by the Congress for administration of that system.

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

We recommend the following amendments to this bill:

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

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

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

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

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

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

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

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

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

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

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

This is a clarifying amendment.

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

SRP02358

This is a clarifying amendment.

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

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

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

Sincerely yours,

STEWART L. UDALL,
Secretary of the Interior.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., February 24, 1961.

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

DEAR SENATOR ANDERSON: This is in response to your request of January 17 for a report on S. 174, a bill to establish a national wilderness preservation system for the permanent good of the whole people, and for other purposes.

We strongly recommend that the bill be enacted insofar as it affects this Department.

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

The bill would include in the national wilderness preservation system all areas within the national forests classified on the effective date of the act as wilderness, wild, primitive, or canoe. The areas classified at that time as primitive would be reviewed within 15 years as to their suitability for continued inclusion in the wilderness system. Recommendations of the Secretary of Agriculture following such review would be reported to the President and each year the President would submit to the Congress his recommendations with respect thereto. Provision would be made for including in such recommendations appropriate adjustments in primitive area boundaries.

The President would be authorized to recommend modifications or adjustments of boundaries of areas in the wilderness system.

The recommendations of the President with respect to the continued inclusion of primitive areas in the wilderness system and for modifications or adjustments of boundaries of areas in the wilderness system would take effect if not disapproved by the Congress by concurrent resolution within a full session of Congress following the date the recommendation was received.

The bill would provide that the addition of any area to, or the elimination of any area from the wilderness system which is not specifically provided for in the bill could be made only after specific authorization by law. It is understood that this would apply to the addition of a completely new wilderness-type area to the system or the complete elimination of a wilderness-type area from the system, and not to additions or eliminations of land areas to an existing wilderness-type area in the system by a modification or adjustment of boundaries.

With respect to national-forest areas included in the wilderness system, the bill would permit the use of aircraft or motorboats where well established to continue, and measures for fire, insect, and disease control could be taken. Prospecting and mining and the establishment and maintenance of reservoirs, water conservation works, and other facilities needed in the public interest within specific portions of national forest areas in the wilderness system could be authorized by the President upon his determination that such uses would better

SRP02359

serve the interests of the United States than would their denial. The grazing of livestock where well etablished on national-forest areas in the wilderness system could be permitted to continue.

Otherwise, with respect to national-forest areas, subject to existing private rights, commercial enterprise, permanent roads, use of motor vehicles and equipment, and mechanized transport within areas of the wilderness system would be prohibited, and temporary roads and structures in excess of the minimum required for the administration of the area for the purposes of the act would be prohibited within areas of the wilderness system. Emergency measures for the health and safety of persons would be permitted within such areas.

The Boundary Waters Canoe Area in the Superior National Forest would continue to be administered under this and other applicable acts for the general purpose of maintaining the primitive character of the area without unnecessary restrictions on other uses, including that of timber.

Commercial services proper for the realization of recreational and other purposes of the wilderness system could be performed within areas of the system. The bill would not affect the present situation as to the application of State water laws, nor the jurisdiction or responsibilities of the States with respect to wildlife and fish.

The bill would authorize the acquisition by the Secretaries of the Interior and Agriculture of lands within areas of the wilderness system under their respective jurisdictions and would provide for the acceptance and use of contributions of money to further the purposes of the act. Each Secretary would maintain public records pertaining to the portions of the wilderness system under his jurisdiction and would make annual reports to the Congress.

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

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

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

Kind of area	Number	Acreage
Wilderness	14	4,888,173
Wild	28	979,154
Primitive	40	7,907,416
Canoe	1	886,673
Total	83	14,661,416

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

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

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

There was pending before the Senate at the time the Multiple Use-Sustained Yield Act was passed, the so-called wilderness bill, S. 1123 (86th Cong.). This Department, in its report of June 19, 1959, recommended enactment of that bill, with certain amendments. The substance of these amendments are accommodated for the most part in S. 174. We have consistently recommended the enactment of wilderness legislation insofar as it would affect the national forests ever since our first report on such legislative proposals in the 85th Congress. We strongly believe that not only should wilderness areas be established and maintained in the national forests, but also enactment of S. 174 would be desirable resource legislation and in the national interest.

The Bureau of the Budget advises that the enactment of this proposed legislation would be in accord with the President's program.

Sincerely yours,

ORVILLE L. FREEMAN.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington D.C., February 24, 1961.

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

MY DEAR MR. CHAIRMAN: This is in response to your request for the views of the Bureau of the Budget on S. 174, a bill to establish a National Wilderness Preservation System for the permanent good of the whole people, and for other purposes.

S. 174 would establish a National Wilderness Preservation System which would include national forest areas, national park areas, and national wildlife refuges and game ranges. Lands within the wilderness system would be administered in such a way as to leave them unimpaired and to provide for the protection and preservation of their wilderness character. Section 3(f) provides that any recommendation of the President for addition, modification or adjustment of a wilderness area shall not take effect until the recommendation has been before the Senate and the House of Representatives for a complete session of Congress. Further, Congress may disapprove any addition,

SRP02361

modification or adjustment during that session by use of a concurrent resolution.

The Bureau of the Budget favors the objectives of S. 174. With respect to section 3(f) the committee may wish to consider shortening the time during which a Presidential recommendation must remain before the Congress prior to its effective date. As now written, this period could extend over a year and a half.

Subject to your consideration of the above suggestion you are advised that enactment of S. 174 would be in accord with the President's program.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

FEDERAL POWER COMMISSION,
February 24, 1961.

REPORT ON S. 174, 87TH CONGRESS: A BILL TO ESTABLISH A NATIONAL WILDERNESS PRESERVATION SYSTEM FOR THE PERMANENT GOOD OF THE WHOLE PEOPLE, AND FOR OTHER PURPOSES

This bill, to be known as the Wilderness Act, for the purpose of "securing for the American people of present and future generations the benefits of an enduring resource of wilderness," would establish a national wilderness preservation system comprised of such federally owned lands (subject to existing private rights) made up from the following: (1) all areas within national forests classified on the effective date of the bill by the Secretary of Agriculture or the Chief of the Forest Service as "wilderness, wild, primitive, or canoe," the primitive areas only being subject to review by the Secretary within 15 years from the effective date of this act as to their suitability for inclusion into the wilderness system, the results of which are recommended to the President; (2) portions of national parks or monuments embracing "a continuous area of 5,000 acres or more without roads" as may be recommended subsequent to enactment of the bill by the Secretary of the Interior to the President within a specified time; (3) such portions of national wildlife refuges and game ranges as may be recommended subsequent to enactment of the bill by the Secretary of the Interior to the President within a specified period; (4) acquisitions of "privately owned land within any portion of such system" under either Secretary's jurisdiction, and, in addition, acquisitions by gift or bequest to the respective Secretaries.

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

This Commission's interest in the bill arises from the fact that it would set up a wilderness system embracing lands and powersites having existing and potential power value subject to the Commission's authority under part I of the Federal Power Act. Section 4(e) of the Power Act provides that licenses shall be issued within reserved lands of the United States "only after a finding by the Commission that the license will not interfere or be inconsistent with the purpose for which such reservation was created or acquired, and shall be subject to and contain such conditions as the Secretary of the Department" having jurisdiction "shall deem necessary for the adequate protection and utilization of such reservation."

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

SRP02362

Based upon the available but incomplete information concerning wild, wilderness, or primitive areas, the hydroelectric generating capacities of the sites, licensed and potential, which would be affected in those areas are as follows:

	Kilowatts
Capacity under license:	
Existing	748,900
Under construction	257,000
Other potential capacity	2,870,300
Total	3,876,200

It further appears that about 265,000 acres of powersite lands would be included in wilderness type areas that would be established by the bill. The total area of lands withdrawn for power purposes is approximately 7,217,000 acres as of June 30, 1960.

The bill would not incorporate in the wilderness system as of its effective date any lands presently within wildlife refuges or game ranges, but sets up procedures under which portions of such refuges and ranges, as well as portions of primitive areas, may subsequently be incorporated into the system. It is assumed that when future recommendations are made to the Congress by the President to incorporate additional areas into the system, this Commission will be requested to advise the Congress as to the power potential affected by any such recommendations.

It is clear from provisions in sections 3(a) and 6(b), which preserve existing private rights in lands placed in the wilderness system, that the bill would not adversely affect a licensee's right to continue use of such lands under authority of a license previously issued by this Commission. Furthermore, it is noted that the bill contains no language which would expressly vacate or rescind any power withdrawal or power reservation created prior to enactment or which would expressly modify, repeal, or otherwise affect the Commission's authority to issue licenses in the future to use lands in the wilderness system for power purposes provided the above-discussed finding of consistency and noninterference can be made under section 4(e) of the Federal Power Act with respect to the use of reserved lands.

In order to safeguard the public interest in the development of waterpower resources on lands belonging to the United States through licenses under the Federal Power Act, and to eliminate any misunderstanding that may otherwise exist, the Commission recommends that the bill be amended by adding a new subsection 6(c)(8) to read as follows:

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

FEDERAL POWER COMMISSION,
By JEROME K. KUYKENDALL, *Chairman.*

THE SECRETARY OF THE TREASURY,
Washington, March 8, 1961.

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

MY DEAR MR. CHAIRMAN: This is in response to your request of February 1, 1961, for this Department's views on S. 174 (87th Cong.) entitled "A bill to establish a National Wilderness Preservation System for the permanent good of the whole people, and for other purposes."

S. 174 would allow certain Federal lands to be set aside in a wilderness system for the use and enjoyment of the American people. Section 8 of the bill would authorize the Secretary of the Interior and the Secretary of Agriculture to accept private contributions and gifts to be used to further the purposes of the act. The second sentence of section 8 would provide that, "Any such contributions or gifts shall, for purposes of Federal income, estate, and gift taxes, be considered a contribution or gift to or for the use of the United States for an exclusively public purpose, and may be deducted as such under the provisions of the Internal Revenue Code of 1954, subject to all applicable limitations and restrictions contained therein."

SRP02363

Sections 170, 2055, and 2522 of the Internal Revenue Code now provide that gifts to or for the use of the United States for exclusively public purposes are allowable as deductions for Federal income, estate, and gift tax purposes. Therefore, there is no need for a specific provision in S. 174 to accomplish this result. The Department believes that tax provisions generally should not be incorporated in nontax legislation and that the incorporation in S. 174 of a tax provision, which is not necessary to achieve the objectives of the bill, would provide an undesirable precedent in other areas.

In view of the foregoing, the Department recommends that the second sentence of section 8 be deleted from S. 174.

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

Sincerely yours,

HENRY H. FOWLER,
Acting Secretary of the Treasury.

The CHAIRMAN. Our first witness this morning is the Secretary of the Interior.

It is a great pleasure for me to welcome a neighbor and a worker in the vineyard over here testifying before the committee. We had him originally when his nomination was up and tried to make life as miserable as possible for him. We had some very splendid questions and got some mighty fine answers.

Mr. Secretary, I appreciate very much that you have taken the time—I know how busy you are—to testify this morning on a bill which concerns your Department and other departments of the Government. We appreciate your personal attendance.

STATEMENT OF HON. STEWART L. UDALL, SECRETARY, DEPARTMENT OF THE INTERIOR, ACCOMPANIED BY MAX EDWARDS, ASSISTANT AND LEGISLATIVE COUNSEL, DEPARTMENT OF THE INTERIOR, WASHINGTON, D.C.

Secretary UDALL. Thank you very much, Mr. Chairman. I have with me Mr. Max Edwards, my Assistant and Legislative Counsel.

The CHAIRMAN. Since he was for so many years a resident of New Mexico we are happy to have him also.

Secretary UDALL. We are happy to have him with us, I might say.

Let me say first off, Senator, that I think the taking up of this legislation here today as the first major work of this committee exhibits what the administration regards as a very fine sense of priorities. I think that this is important legislation and we had evidence only last Thursday of the concern of the administration with regard to this particular measure. The President stated in his natural resources message that he favored legislation along the lines of S. 174 and urged its enactment, and I want to state on behalf of the administration that we are deeply committed to the enactment of a bill similar to the bill that you have introduced.

This legislation has been the subject of discussion at many hearings in the past few years. I think one might say that this wheat has been pretty well threshed.

I think that S. 174 represents, as I see it and as the administration sees it, a reasonable compromise. I think that some of the things which have been modified in previous bills were wisely modified. I think with respect to many of those who had objections to some fea-

SRP02364

tures of the bill, those objections have now been taken into account in this legislation.

I think we now have in S. 174 a reasonable measure on which reasonable men can find ground to compromise and to enact legislation. I want to say that it seems to me that this legislation sponsored by the chairman of this committee represents a high concept of conservation statesmanship and the administration certainly hopes that the Congress will move quickly and will move expeditiously to enact this legislation.

I would say, too, to the chairman of the committee, that there is urgency with regard to the enactment of this legislation. I think that one of the essential things that it does is to preserve a status quo and I think that preservation is a wise move, but further delay can only open up additional problems which will make the enactment of legislation even more difficult, so I can make my statement very brief, and I apologize to the committee for not having a written statement.

I have been extremely busy and I only decided Saturday to come down, and therefore I am making this brief oral statement to you this morning to commend the chairman of the committee and his associates, colleagues, and cosponsors of this legislation for making this the first order of business. We think this is wise procedure. We commend the chairman of the committee for this action.

We urge the enactment with perhaps the clarifying amendments that we have recommended and perhaps other clarifying amendments the committee may deem necessary to this type of legislation.

I thank you very much, Mr. Chairman.

The CHAIRMAN. Senator Dworshak?

Senator DWORSHAK. A few questions, Mr. Chairman.

Mr. Secretary, you say you are in substantial accord with this bill currently before our committee, but that you favor some perfecting amendments. Can you give us some details on that?

Secretary UDALL. The perfecting amendments, Senator, are those outlined in the Department's report. These are largely of a clarifiying nature and largely intending to make the various sections, for instance, harmonize one with the other.

We felt, for instance, a 15-year period instead of the 10 was proper for Secretary of the Interior. There are no basic changes. These are merely clarifying, Senator.

Senator DWORSHAK. Mr. Secretary, on January 13 when you appeared before this committee following your appointment as Secretary of the Interior you replied to a question which I asked you:

> Senator, I think that the multiple-use concept is a wise one and that we should apply it wherever practical.

Then after some other comments, you said:

> I hope that we can be wise enough to apply the multiple-use concept wherever possible, and also to have some type of wilderness systems.

You think that it is entirely possible to preserve the concept of multiple use of our public domain and still pass legislation which would virtually lock up these natural resources so far as the utilization of them is concerned.

Secretary UDALL. Senator, I don't find anything inconsistent between my type of belief in multiple use and this type of legislation. I think properly conceived the multiple-use doctrine does not mean

SRP02365

that. No. 1, we don't have a reserve. I regard this, among other things, as a land reserve that we are setting aside and, on the other hand, there are certain areas where we must have a concentration of a particular type of use, or nonuse, or activity. In this legislation, for example, in terms of hunting and fishing, and those uses which are so vital and important, we have multiple use in the main and, therefore, I regard this within my concept of multiple use as wise legislation.

Senator DWORSHAK. Under this new legislative proposal roads would be prohibited. Then obviously we could have little mining because no one could justify from a financial standpoint exploring minerals of any kind because if deposits were discovered, how would you get the minerals out when there are no roads? Of course, under the primitive system that we have now, and in Idaho we have approximately 3 million acres in the primitive areas, there is very little logging or lumbering. That probably can be justified to a large extent, although I understand there may be 7 or 8 billion board feet of timber some of which is overripe and should be processed and logged.

I also understand there is very limited grazing, but you do feel that under this proposal with roads being prohibited, meaning that these areas will be almost inaccessible except to people who can fly in if they can find landing strips, or make horseback trips into the areas, we do to a satisfactory degree maintain and encourage the multiple-use concept?

Secretary UDALL. Senator, I have indicated the hunting and fishing aspect of it. Grazing certainly is taken into account in this legislation and should be continued wherever feasible, but, of course roads and wilderness just don't go together too well, and it does seem to me that necessarily if you are going to have roads you are not going to have wilderness.

Senator DWORSHAK. How many people penetrate into these areas and enjoy these recreational facilities without roads?

Secretary UDALL. Well, I think that there are some of our resources that we are going to have to enjoy by people simply being strong minded enough and strong legged enough that they will walk in and see them.

As I regard it, most of the areas that we call wilderness or are designated as wilderness are really very inaccessible areas and it is very difficult to build roads in most of these areas. At least this is true in my part of the country.

Senator DWORSHAK. So you think that we can still serve the multiple-use concept under this proposal?

Secretary UDALL. We all, I am sure, have our own conception. We talk as though multiple use were some well-defined area or concept; it is one and the same. Well, it isn't. We all have our differing interpretations but, as I see it and as I think the President does, this fits into sound multiple use, yes.

Senator DWORSHAK. Just one other point. You mentioned that there is an element of urgency and that the committee ought to proceed as rapidly as possible in the consideration of this bill. Of course you are aware of the fact that about 3 years ago legislation was adopted, and I am sure that it met with your approval while you were in the House, setting up the Outdoor Recreation Resources

SRP02366

Review Commission, which has already a budget of about $2 million.

Hearings have been held in various sections of the country. Contracts have been negotiated with colleges and many other groups qualified to undertake studies of various aspects of our recreation. Originally this Commission was to report in September and now has requested that it be permitted to report on January 31, 1962, I think.

Under that situation do you still think that we have an element of urgency to take action before we have available all the data and the information on technical aspects of recreation throughout our country? Would it not be better to have this information available?

Secretary UDALL. Senator, as I see it—and I think it is significant that one of the most active members of the ORRRC is the chairman of this committee and the sponsor of this bill—there is nothing inconsistent with the ORRRC doing its mission and with legislation being enacted. We do not subscribe in our Department to the point of view that all conservation activity should cease until the ORRRC reports, and I don't think the ORRRC people themselves intend ultimately in their report to say this legislation should be enacted or that should not, and I think that the wisest thing we can do is go on down the road and, where we are ready to act, to act.

The ORRRC is very important and they are going to lay, I hope, guidelines down that will be good for the next 20 or 30 years, but I don't think they intend to get into some specific recommendations nor do they intend to say, for example, what type of wilderness bill the Congress should pass.

I am not sure they will recommend some kind of bill if we haven't acted by next January, but I don't think it would be wise to stop all conservation legislation until the Commission reports.

Senator DWORSHAK. Of course, I want the record to show that the chairman of this committee, Senator Anderson, has been very active as a member of this review Commission, has attended most of the hearings not only in Washington, but outside of the city, and I am sure that he will greatly influence the final report which will be submitted to the Congress.

Mr. Chairman, I would like to ask permission at this time to insert in the record House Joint Memorial No. 6 which was adopted by the Idaho Legislature recently. The resolving clause is as follows:

Now, therefore, be it resolved by the House of Representatives, State of Idaho, the Senate concurring, That we are most respectfully opposed to the dedication of additional lands as primitive or wilderness areas in the State of Idaho and respectfully request that all primitive and wilderness areas in the State of Idaho be reviewed and studied with the view of eliminating all lands which have a higher or greater multiple use potential than that of single use dedication as primitive or wilderness * * *.

The CHAIRMAN. Without objection, the resolution will be included.

(The document referred to follows:)

IDAHO HOUSE JOINT MEMORIAL 6

A JOINT MEMORIAL

To the Honorable Senate and House of Representatives of the United States in Congress Assembled:

We, your memorialists, the Legislature of the State of Idaho, respectfully represent that:

Whereas the economy of the State of Idaho is based upon its agriculture, lumber, mining, sheep and cattle industries, and the use of its waters for irrigation and hydroelectric power; and

SRP02367

Whereas approximately two-thirds of the land area of the State of Idaho is federally owned and contains approximately 3 million acres set aside for primitive and wilderness areas; and

Whereas these designations are restrictive to full utilization and deny to the natural resources industries of the State of Idaho the right to wisely develop the natural resources contained in these large primitive and wilderness areas of the State and further deny ready access to these areas to millions of American citizens, all to the detriment of said industries and to the people of the State of Idaho; and

Whereas one of the great potential industries of the State of Idaho is its tourist trade and wildlife attractions: Now, therefore, be it

Resolved by the House of Representatives, State of Idaho (the Senate concurring), That we are most respectfully opposed to the dedication of additionl lands as primitive or wilderness areas in the State of Idaho and respectfully request that all primitive and wilderness areas in the State of Idaho be reviewed and studied with the view of eliminating all lands which have a higher or greater multiple use potential than that of single use dedication as primitive or wilderness; and be it further

Resolved, That we oppose Federal enactment of future wilderness legislation embodying the principle of locked-up areas for single purpose use which would deny to the natural resources industries the right to wisely develop such natural resources and would also be to the detriment of said industries and to the people of the State of Idaho; and be it further

Resolved, That the present agencies administering all Federal lands do so with the view of developing the full multiple use of the lands to further the general welfare and the economy of the State of Idaho; be it further

Resolved, That the secretary of state of the State of Idaho be authorized and he is hereby directed to immediately forward certified copies of this memorial to the Senate and the House of Representatives of the United States of America, the Secretary of Interior, the Secretary of Agriculture, and to the Senators and Representatives in Congress from this State; be it further

Resolved, That the secretary of state of the State of Idaho be authorized and he is hereby directed to immediately forward certified copies of this memorial to the speaker of the house and to the president of the senate of the following States: Washington, Oregon, California, Montana, Utah, Wyoming, Colorado, Nevada, Arizona, New Mexico, North Dakota, and South Dakota, and that these States are hereby urged to take similar action in their respective legislative bodies.

The CHAIRMAN. I only want to say to you, Mr. Secretary, that the Senator from Idaho is also a very fine member of the Outdoor Recreation Resources Review Commission. I was the author of the original legislation under which this Commission was set up and I certainly would not be trying to introduce legislation now if I thought it was going to conflict with the purpose of the Commission. Definition of wilderness is a rather difficult question. We have argued about it a great deal. I am very hopeful that the final reports of the Commission will be very much worth while. I think the Commission will show the need of wilderness areas, and I think they will show the need of development along seashores so that people will be able to use the outdoors a whole lot more than they are now doing.

I for one hope that nothing we do will interfere with the work of the other commission.

I know how well you know my area. I notice that the Black Range and the Gila wilderness cover 300,000 acres or more in this bill. On the edge of the Gila wilderness is the little mining town of Mogollon, but that is an abandoned mining area. There was prospecting all through the Black Range for a great many years, and I believe that most of the prospecting that needs to be done is now being done, but under one of the sections of the bill—

The President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting (including exploration for oil and gas), mining (including the production of oil or gas), and the establishment and maintenance of resources,

and so forth, when he thinks it in the best interests of the country.

I would hope that he didn't get into the Gila wilderness, because I would be somewhat antagonistic to that proposal if he were to do it, but you do recognize, do you not, that these areas can be invaded if it is in the best interests of the country?

Secretary UDALL. We certainly do. The legislation contemplates it, and I can foresee national emergenices in situations which may mean that we will want to tap some of these resources. I don't think we are locking anything up in an irrevocable way. That point should be stressed also.

The CHAIRMAN. Senator Gruening.

Senator GRUENING. I have a telegram here from Governor Egan of Alaska which he asked be inserted in the record. Shall I present it to you?

The CHAIRMAN. I was going to make a request and I will do it now.

I have here a folder full of messages, telegrams, letters, resolutions, and so forth, all of which I would like to have appear as an appendix to this hearing record.

Senator GRUENING. Then I will hold that.

The CHAIRMAN. We will include the message from the Governor of Alaska with the other communications.

Do you have any questions?

Senator GRUENING. No.

The CHAIRMAN. If not, Senator Moss may have.

Senator Moss. I think not at this time, Mr. Chairman.

The CHAIRMAN. Senator Hickey.

Senator HICKEY. I wonder if you have House Joint Memorial 7 from Wyoming in there.

The CHAIRMAN. No, sir; we do not and without objection it will be made a part of the record at this point if the Senator desires to present it.

Senator HICKEY. I would like to have made part of the record House Joint Memorial 7 enacted by the Legislature of the State of Wyoming and signed by the appropriate authorities. I think this was enacted January 21.

(The document referred to follows:)

WYOMING HOUSE JOINT MEMORIAL

A joint memorial memorializing the Congress of the United States concerning wilderness legislation and opposing the creation or extension of wilderness areas within the State of Wyoming

Be it resolved by the Legislature of the State of Wyoming:

Whereas bills have been introduced in the last two sessions of the U.S. Congress to establish a national wilderness preservation system; and

Whereas these bill would create wilderness areas in Wyoming; and

Whereas the creation of such wilderness areas would interfere with the development of the State's water resources, and would jeopardize the multiple-use concept of the areas for the projection of water, forage, timber, minerals and recreational opportunities, which multiple-use concept policy has been in effect for over 50 years, and has shaped the economy of the West; and

Whereas the welfare and interest of the citizens of Wyoming demand that there shall not be any further extension of wilderness areas in Wyoming: Now, therefore, be it

SRP02369

Resolved, by the House of the 36th Legislature of the State of Wyoming, the Senate of such Legislature concurring, That the President and Congress of the United States of America be and they are hereby memorialized to consider fairly and diligently the welfare and interest of the people of the State of Wyoming, who oppose the creation or extension of wilderness areas in Wyoming; that, furthermore, if such wilderness areas are necessary and desired in other States, that areas adjacent to centers of population be purchased and returned to the wilderness state, believing that such a program would make wilderness areas available to more people of the country than the creation of such areas in the West.

Senator HICKEY. Mr. Secretary, I notice in the President's statement given on February 23, 1961, on the public lands, which is of some concern to the people of the State of Wyoming, that he directs you to—

develop a program of balanced usage designed to reconcile conflicting uses—grazing, forestry, recreation, wildlife, urban development, and minerals.

Have you had an opportunity yet to develop such a program or are you working on that?

Secretary UDALL. We are just commencing our work, Senator, and we intend to work very carefully on this and to confer with the Senators and other interested people as we go along. We are hoping we can lay down some guidelines and lay out a program which will be desirable.

Senator HICKEY. In the interest of this particular bill would it not be well to have the benefit of some of your thinking along that line after you have more or less formalized the program, in addition to the information that will ultimately come from the Commission that has heretofore been mentioned by Senator Dworshak and of which the chairman is also a member?

Secretary UDALL. Senator, as I conceive it, the public lands problem as such is a problem separate and apart from the problems of these primitive, rugged wilderness areas that are high country, very rugged country, and necessarily require different treatment.

This wilderness problem has been studied very intensively by the Congress and by the Executive the last 2 or 3 years. I think we are at the point where we can make rational decisions. I think reasonable men can compromise on this if they are of a mind to, and I see no reason for further studies of this particular aspect of the problem.

Senator HICKEY. There are some wilderness areas in Wyoming that are principally used for wilderness. I have enjoyed them a great deal myself during my lifetime. Are you prepared to tell me how much these areas would be expanded, or if they will be expanded, or under this bill if there is any information which we could obtain that would give us an opportunity to let our people know?

Secretary UDALL. Yes.

Senator, this would not be the right time to do it. My people would be very happy to sit down with you and I think we could tell you exactly what the status of the various areas in your State would be because the legislation spells it out rather clearly so that you and the people in your State would know exactly what areas are involved and what uses will be permitted and what uses and activities will not be permitted. I think this is one of the purposes of the legislation, to define it very clearly.

Senator HICKEY. This joint memorial which I have introduced indicates the concern of the legislature with regard to the multiple-

use concept which you have heretofore discussed and also with the appropriation for the projection of the use of water.

I notice in the President's statement that he says:

> Accelerate the installation of soil-conserving and water-saving works and practices to reduce erosion and improve forage capacity; and to proceed with the revegetation of rangelands on which the forage capacity has been badly depleted or destroyed.

You probably know that in Wyoming some of this high mountain country, which is the basic recreation area for my own town, is the situs of a great deal of the water resources area in the State. By that I mean some of the high mountain country that serves the upper Colorado currently comprises a great wilderness area for our State.

Also in the Big Horn area there is a great deal. It is basically the top of the watershed, where water is begun and flows into, I think, four distinct basins in the State.

Will this condition be considered in the operation of this bill?

Secretary UDALL. I regard this as a water conserving measure. I think the thing we need to do on the high watershed country is leave the areas alone in the main. The type of activity of denuding areas in one way or another would, I think, hasten erosion. It might be counter to sound conservation all the way along the line, so I don't conceive this legislation as doing anything except aiding water conservation as far as that aspect is concerned.

Senator HICKEY. Here is the one final question, to return to the initial statement. I understand that you and your Department will be able to give me, at least to some degree, a defined area where the State of Wyoming will be affected by this wilderness legislation. Will this be in accordance also with what the Department of Agriculture conceives to be, or will we have one set of pictures from you and another set of pictures from the Department of Agriculture, and the Park Service, and maybe another picture from another source?

Secretary UDALL. Senator, of course part of this depends on the manner in which this committee works its will on the legislation. The legislation as it is before you would be very clearly defined and either our people or the Forest Service people could spell out very clearly and we would be happy to provide you with data or have people sit down with your aides and let you know very clearly just what areas in your State would be affected and how they would be affected. I think this is an essential part of the determining of the merits of the legislation and we welcome this opportunity.

Senator HICKEY. Then that is in line with section (c) on page 8 which is a direction to the Secretary of the Interior and Secretary of Agriculture to formulate a comprehensive Federal recreation lands program? Do you conceive that to be part of this bill?

Secretary UDALL. This is part of the procedure that is to be set up and of course we not only do certain things initially in the legislation; we set up on-going precedures under which future changes both of taking lands out and putting lands in could be accomplished.

Senator HICKEY. Have you had an opportunity yet to confer, for example, with the Wyoming State natural resources group? I read here that you are directed to confer with State and local officials with regard to this. Have they had any opportunity to know your views

SRP02371

or to give you their views with regard to the wilderness question at the present time?

Secretary UDALL. Senator, this would concern the future changes that are to be made and not the present areas which have already been designated, and this is to set up a consultation which I would regard as a very wise one, that on any future modifications one way or the other we would have consultation with the States affected, but that does not concern the present main thrust of the legislation, however.

Senator HICKEY. Is it not true that under the bill as now prepared the final determination will be with the Secretary of Agriculture and with your office as to what the program will constitute and the Congress will not have an opportunity to pass upon or to describe what may be the program?

Secretary UDALL. That is not correct at all, Senator, and I think there is still after all these years a great deal of misapprehension in the country, and I think this is reflected in some of the resolutions passed by some of the legislatures. People haven't attempted to understand what the legislation does and some of them are still thinking with their emotions, I am afraid. The proposal here before the committee at the present time will give the committees of Congress the say as to what areas initially go in the system. Then with regard to any future changes, both of taking areas out and adding areas to the system, Congress would have a right to have the final say, and there would be this consultation and I think the present legislation is much stronger in that respect.

Some of the earlier legislation didn't provide that protection and review that this does and I think we have now arrived at something which does give protection to State and local interests with regard to the future.

The CHAIRMAN. If I may just break in, I am glad that the Secretary has made that quite plain. At the present time these primitive and wilderness areas can be created by Executive order and nobody has a word to say about it.

Under this bill you have three cracks at it after you have a hearing in the home area to find out about it. Then the Secretary of the Interior or Agriculture, whichever area is involved, has a chance to pass upon it. Then the Congress has a chance to pass upon it and the President has a chance. Heretofore just a Secretary made the determination.

Senator HICKEY. Thank you, Mr. Secretary.

Thank you, Mr. Chairman.

The CHAIRMAN. I do want to just say, Mr. Secretary, that what I hold in my hand are the hearings that have been held by this committee in the last two Congresses on the wilderness bill. It runs more than 2,000 pages. If you run out of work we will be happy to send you this bound volume and you can spend the winter reading it.

Senator KUCHEL. I apologize for being late, Mr. Chairman, and I want to say that I am very grateful for this. As a coauthor of this legislation I have been interested in the subject matter for a good many years. Mr. Secretary, did you prior to my late arrival indicate the differences between this legislation and that which was before our committee in the last session?

Secretary UDALL. Senator, our position is stated in the report, naturally, and I would say, if anything, the current bill of which you

are a cosponsor is better conceived and protects the broad public interest as well as local interests more thoroughly, and I think this is the best bill that has ever been before this committee.

Senator KUCHEL. What I mean is I think if I recall some of the objections that were lodged against the legislation which we had in the last session were met and presumably overcome in the draft which we have before us now and I thought it might be helpful to this committee to have in some type of memo form the differences that have been achieved in the present bill.

Secretary UDALL. We would be very happy to indicate the changes.

Senator KUCHEL. I think that would be very helpful.

Secretary UDALL. Yes. All right.

The CHAIRMAN. I think that is a fine suggestion.

The CHAIRMAN. Senator Goldwater.

Senator GOLDWATER. Stu, I have just one question.

How does this affect Indian reservations?

Secretary UDALL. It doesn't.

Senator GOLDWATER. There is no way then that the Department could take a part of an Indian reservation and include it in a wilderness area?

Secretary UDALL. There is no authority for that in the proposed bill.

Senator GOLDWATER. As I recall, that was one of the objections of the last one. That has been eliminated?

The CHAIRMAN. Yes, it has. I will say to Senator Goldwater that he and I found out that the Navajo were strongly opposed to language which was put in the first bill which we did not think involved the Navajo reservation, but it was causing them a great deal of concern and we reviewed the subject carefully and that matter is completely left out of this bill.

There were those people who thought it would be desirable to allow the Government to do the same thing to the Indian reservations that they might do with other areas of public domain, make some sort of a trade and put them in recreation areas, but that is not necessary or desirable, I think, in this sort of a bill. It is a matter of completely separated negotiations with the Indian tribes themselves. If they want to initiate something, then the Secretary of the Interior might take it up.

Secretary UDALL. I am sure my colleague from Arizona would agree this would be most highhanded for us to move in arbitrarily and tell the Indian people what is going to be done with their lands. I have never favored doing that in any of our dealings with the Indian people.

Senator GOLDWATER. Just one other question. I notice that you have an interest in enlarging the national monument at Rainbow Bridge to a park. Would that require the approval of the Navajo tribe?

Secretary UDALL. Yes, indeed, it would and it involves essentially negotiation with them of the same sort as the one the Government engaged in to secure the townsite for Page. It is a big land exchange where we say we would like these lands. If they can find other public lands whereby we can make a swap we do so. We negotiate with them as a sovereign group, and a lot of people don't understand yet,

SRP02373

I am afraid, what the real status of our Indian tribes is. We are trustee for their lands, but if we really believe that we are trying to teach them how to deal with their own lands and make decisions we don't arbitrarily move in on them and say this is the way things are going to be done.

Senator GOLDWATER. That is all.

The CHAIRMAN. Senator Church.

Senator CHURCH. Mr. Chairman, I unfortunately did not have a chance to hear the Secretary's initial statement. I wanted to read it. Therefore, I cannot direct questions toward it. I do not want to keep the Secretary for my purpose because I am interested in some specific provisions that have to do with the drafting of the present bill and I am wondering if we will have before the committee today some experts on the detail of the drafting of the bill to whom I can direct my questions.

The CHAIRMAN. Yes. You just have to sit and ask those of us who sat in the office hour by hour and crossed out word by word and decided what we would put in and what we would not.

Senator CHURCH. Mr. Chairman, I have some questions that relate to the detail of the legislation that I am interested in because I have some amendments in mind and I need to ask questions of that character. I don't think to keep the Secretary for that purpose would be proper, but I am hopeful that we will have some experts that can deal with that kind of inquiry today.

The CHAIRMAN. I had thought, Senator Church, that after we finished the open hearings and sat down and tried the redrafting then there might be questions why certain language was used. If it is language that the Secretary testified on particularly we will be glad to have him stay here or we would be glad to send him the question, but most of the work was done without either the Department of the Interior or the Department of Agriculture participating as such.

Senator CHURCH. Let me test one matter with the Secretary here, one matter that has concerned me in my review of the bill. It has been my understanding that this legislation gives to the Congress the opportunity to review and to either approve through inaction within the specified time period or to reject recommendations sent by the President concerning the inclusion of primitive areas in the national wilderness system, and the bill provides for a period of 15 years within which the President is to make the recommendations to the Congress.

First of all, am I correct in assuming that when these recommendations are submitted to Congress, the Congress can do one of two things: Either by failing to pass a concurrent resolution to reject the recommendation, the recommendation then at the end of the session is approved and that primitive area becomes a permanent part of the wilderness system, or the Congress can reject the recommendation.

My first question is, "Are these the only two alternatives under the language of the bill, that is, either approve by inaction, or reject?" Can the Congress, for example, modify a recommendation of the President and approve a modified version of the recommendation?

Secretary UDALL. I will let Mr. Edwards answer.

Mr. EDWARDS. Senator, gentlemen, the answer to your question is that there are only two alternatives that they would have.

Senator CHURCH. Those two alternatives?

SRP02374

Mr. EDWARDS. That is with regard to the recommendation. Of course, Congress could act to include areas within the wilderness system on its own.

Senator CHURCH. That is by exercising its constitutional powers.

Mr. EDWARDS. Yes.

Senator CHURCH. However, under the procedures set up by this legislation the Congress can do one of two things, take no action, in which case the recommendation is approved, or reject the recommendation. If the Congress rejects the recommendation it must be done by a concurrent resolution, is that correct?

Mr. EDWARDS. Yes, sir.

Senator CHURCH. That means that both Houses have to concur in order for Congress to reject?

Mr. EDWARDS. That is correct.

Senator CHURCH. When we exercise our constitutional powers and enact legislation affirmatively either House can exercise a veto power by simply failing to concur with the other House, isn't that so?

Mr. EDWARDS. That is correct.

Senator CHURCH. However, when you reverse the procedure in this step you confer upon the Congress a lesser power because it will require the concurrence of both Houses in order for the Congress to reject. In other words, the veto cannot be exercised by one House alone as is normally the case, but has to be exercised through the concurrence of both Houses.

Mr. EDWARDS. That is my understanding of it, Senator.

Senator CHURCH. That is my understanding, too. I wanted to get that on the record because I think it does curtail the prerogative of the Congress and it makes it more difficult for the Congress to exercise its judgment.

Now, if both Houses do concur and pass a concurrent resolution rejecting a recommendation of the President, what does that mean? Does it mean that the area covered by the recommendation is then excluded from the wilderness system? I don't see that in the bill.

Mr. EDWARDS. It would postpone that part of the wilderness system until Congress has adjourned.

Senator CHURCH. Let me restate my question. Suppose the President comes up here with a recommendation in which he wants to make a given primitive area now a part of the Forest Service a part of the wilderness system and the Congress rejects the recommendation. In that case this is within the 15-year period. It comes up during the course of a session and Congress rejects the recommendation.

What is the status of that land covered by the recommendation once the Congress has rejected the President's proposal?

Secretary UDALL. The status quo.

Senator CHURCH. The status quo. Now, to go back to section 3, I believe it is, on page 3 of the act, subsection (b) (1), National Forest Areas, I read:

> The wilderness system shall include all areas within the national forests classified on the effective date of this act by the Secretary of Agriculture of the Chief of the Forest Service as wilderness, wild, primitive, or canoe.

If we pass this bill in this form what we do upon the date of its enactment is to include within the wilderness system covered by this bill all areas within the national forests that are classified on the

SRP02375

effective date of the enactment as wilderness, wild, primitive, or canoe.

We have large primitive areas in the State of Idaho. The bill goes on to provide that the President shall within 15 years with reference to these primitive areas submit a series of recommendations to the Congress ostensibly for the purpose of letting the Congress determine whether or not these primitive areas shall remain a part of the wilderness system.

Now you tell me in response to my question that if we reject a given recommendation the land reverts to the status quo, which is a part of the wilderness system. The law makes it a part of the wilderness system, so why do we go through the motions if our rejection is not to have any effect?

Secretary UDALL. Senator, perhaps this language, as I read it now, could be clarified. Maybe Senator Anderson will let you know what he has in mind.

The CHAIRMAN. I think it is a question that should be directed to the Secretary of Agriculture instead of the Secretary of the Interior because we don't allow him under the ruling to have a thing to do with the wilderness system in the Forest Service areas. As a Secretary of Agriculture I defended that system against all enemies, foreign and domestic, including the Secretary of the Interior.

Senator CHURCH. Mr. Chairman, I am not calling upon the Secretary of the Interior to answer this question. All I want is an answer to it from whatever source it should properly come, because I think the bill is presently ambiguous and does not do what many of us had been led to think that it does and that the language must be clarified here if Congress is to have any real and meaningful power.

Secretary UDALL. I hope, Senator, that the former Secretary of Agriculture can help you clarify this question.

The CHAIRMAN. I only want to point out to Senator Church that at the present time, once the Secretary of Agriculture designates an area as a primitive area, it remains primitive area. The Congress cannot walk in and take it out of there. It stays there. It is done by Executive order.

Under S. 174 Congress at least has a chance to express itself and I would think that the Secretary of Agriculture finding that the Congress did not want that primitive area to be made a wilderness area might take a new look at it himself. You read part of the law except you didn't read the proviso.

Senator CHURCH. Yes. I made reference to the proviso and described it in my question. I know what the proviso contains, Mr. Chairman, but this is not the burden of my point.

The CHAIRMAN. I know. It goes back to primitive status as it was. Wilderness is a little different from primitive.

Senator CHURCH. No, it goes back to the wilderness system. Primitive areas under the bill are made a part of the wilderness system upon the enactment of the legislation. If the Congress is not going to have the power to reject, then why go through the charade of bringing these recommendations up to the Congress in the first place. This bill does more. This bill imposes restrictions upon the use of wilderness areas that are tighter than any restrictions that presently obtain under existing law.

The CHAIRMAN. Would you indicate those?

SRP02376

Senator CHURCH. Yes. For example, with respect to mining. It is now possible in primitive areas——

The CHAIRMAN. You said wilderness a minute ago. Stay with wilderness.

Senator CHURCH. Mr. Chairman, follow my point. Under the language of this bill automatically all primitive areas become a part of the wilderness system, and this bill then imposes more restrictive limitations upon the use of the wilderness areas than is presently true under existing law. Else, why have the bill? My point is this:

If we are going to impose, and I have never argued the public interest involved in establishing for the future appropriate wilderness areas, and that is not my argument this morning—if we are going to pass a law that imposes tighter restrictions upon the use of wilderness areas, and if we are going to put all the primitive areas in that wilderness system upon the enactment of the law, and then we are going for a period of 15 years to sit up here and review recommendations of the President which are designed to determine whether or not these primitive areas shall become finally a part and permanently a part of the wilderness system, and when our rejections have no effect, why go through the procedure?

Senator KUCHEL. Will the gentleman yield?

Senator CHURCH. Yes, but let me make this one further point and then I will yield.

It is true that under the present law wilderness areas and primitive areas can be established administratively, but we are setting up a wilderness system that imposes tighter restrictions than any now existing and if we are going to give the Congress some say in it, then I think it is necessary that the Congress have the power to reject recommendations that the Congress feels are unwise, but the present bill as presently drafted does not do this. It says that if we reject the recommendation, the area reverts to the status quo and the status quo is, it is a part of the wilderness system once we pass this bill.

Senator KUCHEL. Will the gentleman yield?

The CHAIRMAN. I do wish the Senator from Idaho would specify how the restrictions on wilderness areas in this bill are tighter than the areas of wilderness in previous bills. I think he would have a little trouble with that.

Senator CHURCH. I didn't make that statement, Mr. Chairman. The statement that I made, and let me make it again so that it is fairly understood, was that if we pass this bill we will be imposing tighter restrictions upon the use of wilderness areas than presently obtains under existing law in areas that will become a part of the wilderness system under this bill. That is the purpose of the bill.

I can demonstrate that is the effect of language here. I think I can prove my case. The point is, if we are going to do this, and give Congress a review, what is the objective of the review if Congress has no power to modify or to reject?

I think we are only engaging in a kind of charade.

Secretary UDALL. Senator, the way we read the language—and I think this is the essential point—the primitive areas are not put in. Maybe what you need is amending language.

Senator CHURCH. I would have to disagree with that, Mr. Secretary, because on page 3 of the bill—and let me direct your attention

SRP02377

to the provision beginning at line 19, under the section denominated "National forest areas"—it reads:

The Wilderness System shall include all areas within the national forests classified on the effective date of this Act by the Secretary of Agriculture or the Chief of the Forest Service as wilderness, wild, primitive, or canoe.

So it would include immediately all the primitive areas of the wilderness system. Then the President comes up within 15 years and makes recommendations regarding the primitive areas. We pass upon these recommendations, presumably; but if we reject a recommendation, the land remains part of the wilderness system anyway.

Secretary UDALL. Senator, let me modify my statement of a moment ago. I think the intention is—and undoubtedly this is the way it would be done, and I think the people who wrote the bill intended it this way—that the primitive area category is one where there would be a thoroughgoing review and that ultimately the President in one package most likely would come in with a recommendation of "These go in, these go out," or something of that sort, and that this is the sort of thing that would then be reviewed.

Senator CHURCH. Yes; but my point, Mr. Secretary, is that we can review it and review it and review it, and we reject it and reject it and reject it, and under the language of the act it still remains a part of the wilderness area.

The CHAIRMAN. I don't attempt to argue with my friend, who is a lawyer, but I only point out to him that the purpose of the bill was quite opposite. The purpose of the bill was that it should be reviewed, and then it said before the convening of Congress each year the President shall advise the U.S. Senate and the House of Representatives of his recommendations with respect to the continued inclusion within the wilderness system of each area where review has been completed.

If review is complete and we find it is primitive and not wilderness it is supposed to stay in the primitive area. If a report has been submitted to the Congress and the Congress has rejected it, I can't imagine a Cabinet officer who would say, "I care nothing for the recommendation of Congress."

I point out that he has the full power now to take in primitive areas and put them in the wilderness area and make everything in the way of wilderness area regulations apply to it. We are trying to circumscribe that power and not extend it in the bill and I do think when somebody from the Forest Service, either Mr. McArdle or Mr. Crafts, testifies, he can make legislative history that ought to clarify the intent. Certainly when the committee starts to mark up the bill and prepare a final draft of it, if it decides to do so it can clearly say that these primitive areas, if once rejected by Congress shall revert to their primitive status. That is the intention of it.

Senator CHURCH. That is the very point, Mr. Chairman. I do think that a careful reading of the present draft—and I don't raise the question of intention because I concur with the chairman in that I think that was the intention—can only lead to the conclusion that this intention has not been implemented and that the bill should make it perfectly clear that when the Congress has by concurrent resolution decided to reject a given recommendation and to oppose the inclusion of that particular primitive area within the wilderness system, that particular area does not remain a part of the wilderness system.

That is the purpose of my inquiry and if necessary I would like to at a proper time submit to the committee for its consideration an amendment that would accomplish this purpose.

The CHAIRMAN. I want to say to the Senator from Idaho that this is exactly what frequently happens to legislation. This was language that was drawn up thinking it was clear. It quite obviously is not clear and I do think that we need to have something that says that you just can't keep them in the wilderness area if the Congress has once decided against it, which is the very thing we are trying to accomplish. I thank the Senator for pointing that out.

Senator CHURCH. Thank you, Mr. Chairman.

The CHAIRMAN. Senator Carroll, do you have a question?

Senator CARROLL. No.

The CHAIRMAN. Senator Long, do you have a question?

Senator Burdick?

Senator BURDICK. No question.

The CHAIRMAN. Thank you, Mr. Secretary, very much for coming.

Senator Bennett.

STATEMENT OF SENATOR WALLACE F. BENNETT, A U.S. SENATOR FROM THE STATE OF UTAH

Senator BENNETT. Mr. Chairman, I have a rather long statement and with the chairman's permission I should like to give it a little, what we call, constructive reading with the request that the full text of the statement be included in the record.

The CHAIRMAN. Without objection, that may be done.

Senator BENNETT. I see that the committee has a very long witness list and I am not anxious to take up its time.

The CHAIRMAN. The committee is very much interested in these proposals, and we will be glad to hear as much of it as you desire to read.

Senator BENNETT. Thank you.

Mr. Chairman, I greatly appreciate the opportunity of appearing before the Senate Interior Committee to present a statement on the wilderness bill, S. 174. Since more than 70 percent of the State of Utah is federally owned, there are few pieces of legislation of greater concern to my State.

The bill, therefore, has far-reaching implications for the future of the State of Utah and, indeed, for the entire Western United States. It is imperative that we recognize the hard facts of life that new wilderness areas will come from the West, where nearly all of our public lands are located. Moreover, it is the 11 Western States and Alaska which have furnished nearly all of our existing wilderness areas.

As this committee well knows, there are millions of acres of land, particularly in the West, which are presently being preserved as wilderness areas within the definition of S. 174. In fact, there are nearly 57 million acres now contained within the boundaries of wilderness areas, primitive areas, game refuges, wild areas, and roadless areas administered by the U.S. Forest Service and in national parks, national monuments, and other similar areas administered by the National Park Service and in U.S. wildlife and game refuges.

SRP02379

This is an area of greater size than any of 40 of our States. The total area exceeds the size of the entire State of Utah by 4 million acres. While U.S. Fish and Wildlife game and wildlife refuges do not partake of some of the aspects of the wilderness definition in S. 174, a significant portion does. Any amount that does not would probably be offset by that portion of the 5,406,000 acres of State parks having a wilderness nature.

The conclusion is obvious; we already have a major wilderness program of considerable dimension. A major portion of the 17.3-million-acre national park system is already of a wilderness nature and can be maintained as such under existing law. Fully 15.3 million acres of our national forests are set aside as wilderness areas and can also be maintained as such under existing laws.

I have been a consistant supporter of our Forest Service and Park Service wilderness programs, and I do not propose weakening them now.

The real question, then, is not whether we shall have wilderness but rather how much wilderness shall we have, and where will it be, and who will create it?

Prposed amendments to the wilderness bill, S. 174:

Give Congress a greater role in wilderness creation.

With respect to the question "Who shall create wilderness areas?" I wish to commend the chairman of this committee, Mr. Anderson, for the great forward step which he has taken in section 3(h) of the bill, which provides that new wilderness areas may only be created by specific authorization of Congress. Similarly, wilderness areas created under the act may only be eliminated by a specific act of Congress.

This is the principle for which I have fought ever since the first wilderness bill was introduced. Earlier bills were obviously intended not only to bypass the Senate itself, but particularly represented a slap at the Senate and House Interior Committees.

Under earlier bills the executive branch would have created wilderness areas and Congress would have been required to abdicate its control over the public lands.

Surely, wilderness areas should enjoy the same stature as national parks, which are created by act of Congress.

Since it is my feeling that wilderness areas should enjoy the same prestige and protection as national parks, I would, therefore, urge that all existing areas which the bill intends to give a wilderness designation should be created by specific authorization of Congress.

Therefore, S. 174 should be amended to describe with particularity all of the areas which the bill intends to cover. The amendment offered by Senator Allott, in the nature of a substitute, adopts such an approach, and I think this is an excellent procedure. In my opinion, Congress should not be hasty in further abdicating its control over the public domain. It is well to recall that all of these areas were created by Executive order; Congress has not had an opportunity to determine whether or not they are best used for wilderness purposes.

While it seems likely that all or nearly all of them would qualify, nonetheless, Congress should have an opportunity to play its constitutional role in connection with our public domain.

The procedure set up by S. 174 to incorporate areas into the wilderness system which are presently located in national forest areas, na-

SRP02380

tional park system areas, national wildlife refuges and game ranges, and any modification or adjustment of the boundaries of all of these areas, is set forth in section 3(f) of the bill. This, of course, includes the so-called primitive areas administered by the Forest Service.

Section 3(b)(1) states that primitive areas shall be reviewed before they are blanketed into the wilderness system, but that after such review the President may, with respect to any primitive area, "exclude portions not predominantly of wilderness value or to add any adjacent area of national forest lands that are predominantly of wilderness value."

While I am sure this is not the intent of the chairman, the language is so sweeping, in my opinion, that hundreds of thousands of acres of land could be added to every primitive area in the United States. The only limitation on such massive withdrawals would be the word "adjacent."

So long as they now touch a primitive area they could be added without any act of Congress. I realize, however, this word is capable of such broad construction that, in the hands of a bureaucratic zealot with a wilderness monomania, entire national forests could be blanketed in as a wilderness area.

In fact, if you want to go to the absurd conclusion, so long as public land in the State of Utah is adjacent or can be made adjacent by carrying a primitive area out to the edge of a national forest, then that land is adjacent to the national forest. By the use of this word you could blanket in all the public land in the State of Utah.

I am sure that is not your intention and I call the attention of the committee to this word "adjacent," which I think needs careful study.

Senator KUCHEL. Senator, would you yield at that point?

Does that hazard, in your judgment, exist under the present law?

Senator BENNETT. Whether it exists under present law or not, the purpose of this bill as stated by the chairman is to strengthen the position of Congress with respect to present law, so I would hope that the committee will consider this very remote, but nonetheless existing, possibility.

This possibility may seem unlikely; yet, within the past 2 weeks 180 million acres of public domain lands have been, in effect, made into a great wilderness area for a period of 18 months. Similarly, the C. & O. Canal area was withdrawn in January by Executive order even though the Senate had passed a bill on the subject.

If the committee wishes to give the President authority to blanket in all primitive areas without specific authorization of Congress on an area-by-area basis, then this language should be tightened up, perhaps in the form of acreage limitations with respect to each area involved or in some other way.

As I have already stated, however, I feel that all wilderness areas, including primitive areas, should be created solely by express authorization of Congress. This is particularly true of primitive areas, since neither the Secretary of Agriculture nor Congress has ever made an affirmative determination that they are predominantly of wilderness value.

This is true for the 241,000-acre High Uintas Primitive Area in Utah. As you know, primitive areas predate the establishment of wilderness and wild areas and have not been examined as to wilderness standards as have wilderness and wild areas.

SRP02381

WILDERNESS AREAS ONLY BY ACT OF CONGRESS

As I have indicated, Congress should jealously guard its control over the public lands. In my opinion, the procedures for wilderness creation set up in section 3(f) are not adequate to meet this goal. It provides that—

> Any recommendation of the President made in accordance with the provisions of this section shall take effect upon the day following the adjournment sine die of the first complete session of the Congress following the date or dates on which such recommendation was received by the U.S. Senate and the House of Representatives; but only if prior to such adjournment the Congress did not approve a concurrent resolution declaring that the Congress is opposed to such recommendation.

While this section applies only to existing wilderness-type areas in national forests, national parks, and national wildlife refuges and game ranges, and maybe I should add canoe areas, it places far too much power in the hands of the executive branch of Government. It is really legislation in reverse, since it places almost the entire initiative and control in the executive branch of Government.

Under the bill's procedure a wilderness proposal in the enumerated areas can only be defeated if majorities of both Houses of Congress pass a concurrent resolution. Thus, the burden falls completely upon opponents of a proposed wilderness area to persuade a majority of two committees of Congress, a majority of the House Rules Committee, and a majority of both Houses of Congress that the proposal is bad or injurious.

Moreover, any prospective opponents must bear the full risk of any delay by Congress, be it procedural, circumstantial, or vindictive. This is an alarming procedure to the people of the West where nearly all of the remaining "cheap" public lands wilderness sites lie. Why should the burden be upon these people, whose future and livelihood are at stake. Rather, the burden should be placed squarely upon those who feel that wilderness is the highest use.

In effect, this procedure creates a unicomeral Congress based upon population to decide wilderness matters, except where new wilderness areas are being created. Our Federal constitutional structure, which gives each State two Senators, would be effectively negated, since the Senate would be powerless by itself to check such Executive wilderness proposals. This would only be done if a majority of the House membership, which is chosen on a population basis, also concurs.

The correct, and, in my opinion, constitutional procedure is for the President to propose public land legislation, which should only become law if both Houses of Congress give majority approval. If the Senate's role is to be diluted, then correspondingly the Senate Interior Committee's power is weakened. Since nearly all Western States have a relatively small population, we in the West could be effectively preserved for the East, with no real voice for ourselves because the Senate would forfeit legislative control to the House.

The people of the West must be able to look to their Western Senators to protect their future and this can only be done by preserving the Senate's role in control of the public domain.

SRP02382

WILDERNESS CREATION IN OUR NATIONAL PARKS

The Department of the Interior already has more than ample authority to create wilderness areas within our national parks and monuments. Such areas exist in rich profusion. Therefore, I urge you to completely delete section 3(c) from the bill.

The bill, as presently written, provides that "Each portion of each park, monument, or other unit in the national park system which on the effective date of this act embraces a continuous area of 5,000 acres or more without roads" can be made wilderness areas at the discretion of the President.

Under section 3(c), virtually the entire area of every national park and monument or other area administered by the National Park Service could be designated as wilderness. Thus, the interest of the great majority of the people of our country, who prefer to visit our parks and monuments by automobile rather than by "roughing it" could be completely ignored by the President.

Once again, I feel that Congress, through this provision, is forfeiting its control over public lands to the all but unfettered discretion of the executive branch of Government.

There is another aspect of the national park section of the bill which gives me great concern. According to former Assistant Secretary of the Interior George W. Abbott, who wrote me in his official capacity in 1959 as the then Solicitor of the Department of the Interior, the bill's provisions prohibit power and reclamation development within the Dinosaur National Monument.

There is no provision within S. 174 which would authorize the President to provide for the establishment of reservoirs and water conservation works within the national parks and monuments. When the Dinosaur National Monument was expanded in 1938 from an 80-acre quarry area to include a vast canyon area of over 200,000 acres, it was done with the express provision in the Executive order that certain reclamation and power withdrawals would not be disturbed or future development barred.

While water development in Dinosaur may not be needed for decades, I, as a Senator from Utah, must consider the welfare of Utahans as yet unborn and not just the casual esthetic enjoyment of a few wilderness lovers.

We in Utah also love wilderness, but we love life more, and we shall have hundreds of thousands of acres of wilderness whether this bill is passed or not because the Creator made it so.

I therefore take strong exception to S. 174, which would bar water development in Dinosaur and perhaps destroy Utah's right to 500,000 acre-feet annually under the upper Colorado River compact approved by Congress in 1948.

The CHAIRMAN. You mention how Dinosaur Monument got started. Do you think the authority for the President to do these things is increased or limited by S. 174? You said it expanded from 80 acres to 200,000 acres. Could he do it under the present law and could he have done it under this law?

Senator BENNETT. It was done.

The CHAIRMAN. It was done, but I mean does this law extend the power, or restrict the power of the President?

SRP02383

Senator BENNETT. The people of Utah would like to see this law preserve the rights that existed prior to 1938 and we have the fear that if this law is passed this is another step in a series which would be quoted against us if we were ever to attempt to use the water in that area.

We would like to have the law amended to make it clear that those water and power withdrawals which existed in the area before it was added to the Dinosaur Monument should be affirmatively preserved and protected.

In the words of the Salt Lake Tribune, which has been a leading voice for sound conservation, in an editorial for June 5, 1959:

> A special problem keeps most Utahans opposed to the wilderness bill. The wilderness backers are dedicated to preventing any water storage inside Dinosaur National Monument and this, if continued, will deprive Utah of its fair and guaranteed share of Yampa River water in the upper Colorado reclamation program. Solemn guarantees from the U.S. Government and its agents were made prior to and at the time the Dinosaur Monument was expanded up the Green and Yampa Rivers.
>
> The wilderness bloc is doing everything possible to seal up this source of precious water from Utah.

While it could be argued that an amendment to cover the special situation at Dinosaur, such as the C. & O. Canal language, might be the answer, the people of Utah have little reason to hope that it would be honored. It is the very people who most vocally support wilderness legislation who used high-powered lobbying to block the Echo Park Dam, refusing to honor the solemn promises made by the U.S. Government in the 1938 Executive order withdrawal. Therefore, I urge the committee, for this reason and the others cited, to completely eliminate section 3(c).

WATER AND SOIL CONSERVATION ARE ORPHANED BY S. 174

Of all of our resources, water and soil are by far the most important. Water is the great final limiting factor upon human development. Yet, S. 174 treats water and soil conservation as orphans to be barely tolerated and only under exceptional conditions. It seems to me that the provisions in section 6(c)(2) dealing with water conservation are inadequate and give little assurance that any water developments will be allowed. The procedure is far too cumbersome and inflexible with only the President empowered to act. The likelihood of any such action is rendered doubtful by the past record of the conservation lobbyists which clearly indicates that they would do everything in their power to block any water conservation programs once a wilderness area was established. With more than 80 percent of our water supply in Utah arising from our national forests, we cannot rely on such a nebulous and cumbersome procedure.

We cannot fill our reservoirs with wilderness, nor can we assure that our reservoirs will not be filled with silt by wilderness. Wilderness may be good for the soul, but we cannot drink it. In a semiarid State such as Utah, water must be our paramount resource and must have priority over all other resources. Happily, we can have wilderness areas as part of our multiple-use system for public lands, but we cannot afford to give them priority over water and soil conservation measures.

SRP02384

Therefore, I strongly urge the committee to adopt a positive amendment to S. 174 to provide affirmatively that water conservation works, reservoirs, and related programs shall be permitted in accordance with applicable State and Federal law. It should affirmatively provide for water conservation and its delivery to points where it is to be used, including road construction and maintenance essential to water development. It should affirmatively provide that rights-of-way for pipelines and power transmission lines and other utilities shall be approved in any case where the failure to grant them would unreasonably increase the cost of providing for transmission of water, power, or fuels.

The need for affirmative rather than negative provisions for water conservation is amply illustrated by the difficulty in carrying out such work on existing wilderness areas. As the Utah Water Users Association has stated:

> It has been our experience that the wilderness areas that we have within our State now not only tend to block but do block all water development and conservation within these areas.

WILDLIFE MANAGEMENT—HUNTING AND FISHING

Nowhere in the bill is any provision made for wildlife management in wilderness areas; this is a serious oversight. As the Utah Fish and Game Commission stated:

> Big game herds not managed on a sustained yield basis soon deplete their habitat, even to the extent that the condition could become a threat to proper watershed and soil conservation. Proper management of big game herds calls for harvesting of the surplus crop.

Some provisions of the bill seem to bar wildlife management completely, as well as hunting and fishing.

The bill should be amended to permit wildlife management and harvest as a permissible use of wilderness areas. Moreover, the general public should be permitted to participate in the harvest of big game.

MULTIPLE USE

While the bill does make some provision for grazing of livestock on national forests and public domains, there is no provision with respect to national parks and monuments, and it should be noted that the bill states only that grazing "may be" permitted where it is well established. It is interesting to note that in every case which involves limitation of use within wilderness areas, the phrase "shall" is used, but where any exceptions to such limited use occur, only the word "may" is used. With respect to this and other public land uses, I would therefore urge the following amendment:

> Within any areas designated as wilderness, grazing of livestock and other multiple uses already established shall be permitted to continue, subject only to such restrictions as the Secretary of Agriculture or the Secretary of the Interior, respectively, advise after public hearings to be necessary.

The CHAIRMAN. Senator Bennett, you have me a little confused on this reference to wildlife management. Have you hunted in the wilderness areas?

Senator BENNETT. I am not a hunter, Mr. Chairman.

SRP02385

The CHAIRMAN. I have hunted in the wilderness area. They now have game management programs. Would this bill in any way change those?

Senator BENNETT. Apparently it was the impression of the man I asked to make a study of the bill for me that there must be something in the bill that puts that in question. I am not prepared to say categorically that it would deny it, but I think the attention of the committee might well be called to make sure that that right be preserved.

The CHAIRMAN. I wish you would try to find it because it is like the question we have with Senator Church. He found something and I have to admit he did. I do not know about this. This was the wildlife management, game management people I thought endorsed this idea and, as I say, I have hunted in a wilderness area with a man from the Forest Service who is here today. He is a better hunter than I am, but he doesn't mind it.

Senator BENNETT. May I go back to my source and see if I can find the specific language which raised the question.

The CHAIRMAN. The Forest people have rules. There are rules that apply to wilderness. You have to work a little harder in the wilderness to get game because you can't come in with an airplane or a jeep, but I believe game management programs are in effect all the way through and are not changed by this act. At least I hope they are not.

Senator BENNETT. I would be happy to submit a specific reference.

The CHAIRMAN. All right.

Senator BENNETT. Access to State lands and/or indemnity to States: S. 174 makes no provision for access to State lands within wilderness areas, nor does it provide for indemnification to the State for the lands thus isolated, sealed off, and lost. If no provision is to be made for State access, then the State should certainly be given indemnification, either through permission to make in lieu selections or other means of fair indemnification.

The CHAIRMAN. I wish the Forest Service later on would tell us if there are wilderness areas that would include State land holdings. Do you know the answer to that now, Mr. McArdle?

Mr. MCARDLE. We would have to look that up.

The CHAIRMAN. Do you know of any wilderness area that has State land?

Mr. MCARDLE. Yes; the water canoe area in Minnesota has some State land. I am not too well informed on that.

The CHAIRMAN. I wish we could find something about it, because we ought to try to find out. The canoe areas are in a little different category than the old wilderness area, are they not?

Mr. MCARDLE. That is correct. We will furnish the committee a statement showing where and how much State land is included as areas under the jurisdiction of the Department of Agriculture.

The CHAIRMAN. Would the Interior Department do the same thing?

Senator BENNETT. Mr. Chairman, assuming that new lands are brought into wilderness areas, they might include areas throughout in the public domain which do include State lands.

The CHAIRMAN. They will only be brought in by act of Congress. We would expect the Congress to protect that point pretty vigorously.

Senator BENNETT. I am happy to bring this to the attention of the committee.

SRP02386

LOSS OF REVENUE TO STATES AND COUNTIES

Likewise, S. 174 makes no provision for reimbursement to States and counties where revenue is lost because of income-producing areas being blanketed into wilderness areas. Therefore, I urge an amendment that—

No land from which revenue has heretofore been obtained and disbursed to a State for the benefit of the counties in which such lands are located shall be administered in any manner so as to deny such State and counties any revenues which might otherwise accrue.

This amendment is included in the Allott substitute, and I think it is essential.

COMMERCIAL GUIDES TO WILDERNESS AREAS

I assume that section 6(c)(4) permits commercial guides to continue in business in conducting tours to wilderness areas. This is an important and necessary activity. If this provision is not so intended, then I would urge that it be amended to cover commercial guides.

In conclusion, let me conclude by again pointing out that virtually all of the existing wilderness areas are in the West and that any new areas will come from the West, too. Of the 14 million acres designated by the Forest Service as wilderness-type areas, all but 821,000 acres are in the 11 Western States. Of the 82 wilderness areas, fully 78 of them are in the Western States. Very nearly the same picture holds true for our national parks and monuments. As one wise man said, "This act is designed to provide wilderness for the progeny of people who were prodigal with their own."

With 70 percent of the land area of Utah belonging to the Federal Government and therefore eligible to become a wilderness under S. 174, I must as a Senator from Utah vigorously oppose any of the bill's provisions which pose a serious threat to the future well-being of my State and its people.

Since nearly all of the existing wilderness areas are now in the West, and since nearly all of the proposed new wilderness areas will be carved out of the West, I appeal to the Senate Interior Committee, of which 13 of the 17 members are from public land States, to protect the future of the West by considering these and other amendments.

The CHAIRMAN. Thank you very much, Senator Bennett.

I do not know what the protocol is on questions. Does any Senator desire to ask Senator Bennett any additional questions?

Thank you very much.

Senator BENNETT. Thank you very much.

The CHAIRMAN. Representative Baldwin, from the State of California.

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

Mr. BALDWIN. Mr. Chairman, it is a pleasure to appear before your committee this morning to testify in favor of S. 174, known as the wilderness bill. I am one of the members of the House of Representatives who have introduced comparable bills in that body.

SRP02387

It is evident that, unless effective legislative action is taken promptly, many of our present wilderness areas are going to be adversely affected by the steady onslaught of our expanding population. These wilderness areas today contain the most beautiful natural scenic areas remaining in this country. It seems to me we owe it to future generations to make it possible for them to enjoy these areas in the same natural form that we can today. S. 174 and the comparable House bills will make this possible.

Many of my constituents are deeply interested in this legislation. As you know, the State of California has had the greatest total increase in population during the past 10 years of any State in this country.

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

It is just as important to have certain areas of wilderness as it is to have mining and other commercial activity in this country. Many citizens are clamoring for the opportunity to get away from the pressures of civilization for a short time each year.

It has been my privilege to participate in Sierra Club "High Trips" in the wilderness areas of the High Sierras in California. It has likewise been my privilege to participate in river boat trips on rubber rafts through some of the natural wilderness areas of Dinosaur National Monument. It is impossible to fully measure the contributions these areas make in restoring perspective to citizens who live a driving and hectic life during the rest of the year. I believe these areas should be preserved in their present form. S. 174 would make this possible. I should, therefore, like to urge that your committee approve this bill and that it be brought before the Senate as soon as possible for action.

The CHAIRMAN. Thank you, Mr. Baldwin.

Are there any questions?

Thank you very much for coming over and testifying.

Mr. BALDWIN. Thank you, Mr. Chairman.

The CHAIRMAN. Mr. McArdle and Mr. Crafts.

We are very glad to have both you gentlemen here today and I want to express publicly my appreciation to both of you for your help and guidance and counsel in the drafting of this legislation over these past several years. It has been very fine, indeed, of you and we appreciate it.

Mr. MCARDLE. Thank you, Mr. Chairman.

STATEMENTS OF RICHARD E. McARDLE, CHIEF; EDWARD C. CRAFTS, ASSISTANT CHIEF, FOREST SERVICE; AND REYNOLDS G. FLORANCE, DIRECTOR, DIVISION OF LEGISLATIVE REPORTING AND LIASION, DEPARTMENT OF AGRICULTURE

Mr. MCARDLE. Mr. Chairman, Secretary Freeman had hoped to be here this morning, but he was called as the only witness before one of the House committees and had to go there. He expects to be here later if he finishes with the House.

SRP02388

I, too, when this hearing was announced, had a prior commitment out of Washington and it was not certain that I would be able to finish my business and get back. Consequently, the testimony which you have before you at the last moment was prepared for Assistant Chief Crafts to give, but fortunately I was able to return to Washington on Saturday and I am glad to be here and to speak briefly for the Department of Agriculture in support of S. 174, a bill to establish a national wilderness preservation system.

As many members of this committee know, this is the third time that a representative of the Forest Service has appeared on behalf of the Department in support of wilderness legislation. S. 174 is a revision of the previous wilderness bills which were under consideration by your committee in both the 85th and 86th Congresses. The recommendations we have made on the previous bills are substantially taken care of in S. 174.

I shall not describe the provisions of S. 174. They are summarized as they affect the Department of Agriculture in our formal report.

The Department recommends that the bill be enacted insofar as it affects agriculture. No amendments are suggested. The Department's report describes the situation as to the establishment and administration of wilderness-type areas within the national forests, beginning in 1924, when the first such area was established in the Gila National Forest in New Mexico.

Since that time, the Department has steadfastly maintained its policy of administering selected areas of national forest land for their wilderness values.

We have always considered this policy consistent with the principle of administering the national forests for multiple use and sustained yield. Until last year, there was no statutory recognition of this. But in the enactment of the Multiple-Use Sustained-Yield Act of June 12, 1960, which directed the Secretary of Agriculture to administer the national forests for multiple use and sustained yield, the Congress declared that—

> the establishment and maintenance of areas of wilderness are consistent with the purposes and provisions of this act.

The need for the management and protection of wilderness resources to provide for their use and enjoyment by present and future generations is fully recognized. We believe that enactment of S. 174 would be desirable resource legislation and in the national interest.

Attached is a summary table of the number and acreage of wilderness-type areas in the national forests and a map which shows their location.

I will not make a longer statement at this time because I think our favorable position is clear; the committee has the Department's formal report, and there are numerous other witnesses who wish to testify. I shall, however, be glad to try to answer any questions that you may have. Or Dr. Crafts may be able to answer them if I am unable to do so.

The CHAIRMAN. Mr. McArdle, in order to get the record and legislative history very clear, if a primitive area, referring now to the question raised by Senator Church, was included in the wilderness system or proposed to be included in the wilderness system and submitted to the Congress and the Congress by concurrent resolution re-

SRP02389

jected its classification as wilderness, would you believe that the lands would go back to a wilderness status or primitive status?

Mr. McARDLE. As the bill is now written, Mr. Chairman, and as we understand it, and I think we understand it clearly, if the President recommended to Congress that one of these primitive areas be included in the wilderness system, and Congress by concurrent resolution rejected it, then that primitive area would cease to be a primitive area. It would become ordinary national forest.

The CHAIRMAN. It would not be wilderness, but ordinary national forest land?

Mr. McARDLE. Yes; national forest land. On the other hand, if the President recommended that a primitive area not be included in the wilderness system and Congress rejected that, it would be included as a wilderness area, but if Congress did not act on the President's recommendation, then the President's recommendation would hold and it would go back to ordinary national forest status.

The CHAIRMAN. I am very glad to have you say that, and I therefore conclude that if Senator Church proposed an amendment to make this completely clear, that it would not retain wilderness status, you would have no objection to the adoption of that sort of amendment.

Mr. CRAFTS. As a matter of fact, Senator Anderson, that is one of the proposals that we made at an earlier time in order to clear up that particular point.

As the language is now it is not too clear. It is subject to construction either way. We had proposed clarifying that and we would not object to such an amendment.

Senator CHURCH. Mr. Chairman, I am wondering if the Department could be of service to me in submitting to me the clarifying language that they once had in mind and help me with an appropriate amendment.

Mr. CRAFTS. I will be glad to.

Mr. McARDLE. Mr. Chairman, I wonder if I might just explain why primitive areas are treated a little differently than the other areas in the bill.

The CHAIRMAN. We would be very happy to have that.

Mr. McARDLE. Originally, and this goes back now for a quarter of a century, the Forest Service, believing that some of our land should be preserved in their original primitive state, set aside certain areas for study and future consideration for this purpose.

We have been for a number of years in the process of studying each of these so-called primitive areas to decide whether they should be put under Secretarial regulation or protection as wilderness or wild areas. The only difference, I might remark, between a wilderness and a wild area is in size, a wild area being smaller than a wilderness. As a matter of fact, they both should all be called wilderness.

If we decide in our study that a primitive area merits classification as a wilderness area, we so recommend to the Secretary of Agriculture and if he approves he classifies it as a wilderness area.

There are 83 areas all told, including wilderness, wild, primitive, and canoe. Studies of the 40 primitive areas are yet to be completed. Forty areas out of the 83 totaling over half of the gross acreage are now classified as primitive.

Consequently, this provision in the bill is welcomed by us because we are now in the process of studying these primitive areas and this

SRP02390

bill would permit us to continue that process and then recommend to the Congress as to their disposition.

If the President recommends that they be included Congress may act. If he recommends that they not be included, Congress also may act.

The CHAIRMAN. The figures that you have submitted show 4,888,000 acres of land that is wilderness, 979,000 acres that is wild, and 7,907,000 is primitive, so, on the basis of those figures, the primitive areas exceed substantially in their acreage both the wilderness and the wild, and also even more than the wilderness, wild, and canoe. Is that not correct?

Mr. MCARDLE. That is correct, Mr. Chairman.

The CHAIRMAN. Therefore, the big study would be of these nearly 8 million acres that are now classified as primitive and which, when there had been a recommendation made, would be submitted to Congress for the Congress to act upon finally?

Mr. MCARDLE. That is correct, Mr. Chairman.

The CHAIRMAN. So that almost, not quite, but almost twice as much area is still to be acted upon one way or the other as the total amount of the wilderness areas that would be covered in this bill?

Mr. MCARDLE. That is correct, aside from the canoe area.

The CHAIRMAN. Senator Carroll.

Senator CARROLL. Mr. Chairman, I wonder if I could use this as a case illustration. If you don't mind, take a look at your map on Colorado. You see in the Flat Tops where you have the area outlined in green? Is that under the wilderness system today?

Mr. MCARDLE. That is in what we in the Forest Service call our wilderness system, Senator, but it has not yet been actually classified under the secretarial regulations as a formal wilderness or a wild area. At present it is one of the primitive areas still subject to classification.

Senator CARROLL. Again, using this as a case illustration, what would happen to this area under this bill?

Mr. MCARDLE. Under this bill the Flat Tops area would be examined. Our recommendations would go to the Secretary of Agriculture and if he approved he would send them on to the President and the President would then recommend to Congress whether that area would be included in the wilderness system, eliminated, or some of its boundaries modified.

Senator CARROLL. Do I understand from the discussion of the proposed amendment that Senator Church will offer that the Congress itself could reject the inclusion of that shaded area of the Flat Tops into the wilderness system?

Mr. CRAFTS. Senator Carroll, there is a little misuse of phraseology here. Under the language of the bill the primitive area, and the Flat Tops is one of them, is put into wilderness system initially when the bill passes, but we would be directed, as the Chief said, to study it within 15 years and recommend whether it would be continued in permanently, or a part of it continued in permanently. That recommendation would come from the President to the Congress and the Congress could override the recommendation by concurrent resolution.

Senator CARROLL. Suppose no action were taken in 15 years. As I understand from what you said, the Flat Tops area, if this bill passes, is included in the wilderness system.

SRP02391

Suppose, and I assume this is correct, that a survey has not yet been made of this area, but nonetheless, it is within the system. Suppose no action was taken within 15 years. What is its status?

Mr. CRAFTS. That is an area in the bill which is not clear. I have asked our attorneys about that. They say the presumption is the situation would not exist because the Secretary of Agriculture would not be complying with the law. The law would direct him to do this within 15 years. If he failed to comply with the law, it isn't clear what the situation would be at that time.

We think, Senator, incidentally, that that matter perhaps should be clarified in the committee's report as to what is intended. We are not suggesting legislative language there because it presumes the failure on the part of the Secretary to follow the law.

Senator CARROLL. What I had in mind was, Wouldn't it be better to be more specific and place the duty upon him, in the event there is no action taken within 15 years due to delay, of thereafter treating the areas either as wilderness or just plain national forest? I am not choosing either alternative at this time, but what I am talking about is there ought to be some positive provision.

Mr. CRAFTS. What you are saying was one of the proposals that we made at one of the earlier hearings on this, that if there is a failure to act within 15 years, then the areas go out of the system.

Senator CARROLL. I wanted to follow this again, using Colorado as a case illustration in your red areas that are shaded, which are less than 100,000. There are several of them. I will not pick out a particular one. Are they under the wilderness system today?

Mr. CRAFTS. Yes; they are.

Senator CARROLL. All of them?

Mr. CRAFTS. The red areas are under the wilderness system. They are not all wilderness areas, but our wilderness system consists of these several types of areas that we have been talking about.

Senator CARROLL. Does this affect those shaded areas, or are they a part of the system already? What I am thinking about is the status of the land so when I go home and talk to my people or as I meet the opposition and I use your map I know what I am talking about.

Mr. CRAFTS. These areas are part of the areas which we now treat as wilderness-type areas in the national forest. To answer your question, the answer is "Yes," they are in the system now.

Senator CARROLL. So, therefore, this legislation would not affect them?

Mr. CRAFTS. It would have no substantial effect on the way we manage the areas, except with respect to the treatment of mining and some of the uses that could be permitted. It wouldn't change the areas that we now classify as wilderness, wild and primitive.

Senator CARROLL. Does this legislation then, contemplate any change within the existing system in handling the regulation of the wilderness system? Does it broaden your power, narrow it, or what does it do with it?

Mr. CRAFTS. There are a number of things that it does. First of all, by establishing the system by statute and by putting these areas in the system, it closes them to further prospecting and mining unless the President decides that this should be done in the public interest.

It also limits the amount of water development that can take place in these areas, again unless the President decides that this should

SRP02392

be done. It doesn't change the situation with respect to logging. It doesn't change the situation with respect to grazing nor with respect to hunting.

Senator CARROLL. In those three categories it does broaden the power of the Secretary with reference to water. Explain that again very briefly, will you please?

Mr. CRAFTS. Under the terms of the bill reservoirs and water conservation works would not be permitted in these areas unless the President specifically authorizes such activity.

I should say that that is the situation administratively now, but by the same token under the reclamation laws and under the authority of the Federal Power Commission, if a license were granted by the Commission or if the Congress authorized a Bureau of Reclamation dam in one of these areas, they would go forward now regardless of the administrative choice of the Secretary of Agriculture.

Senator CARROLL. Just to follow this point, Mr. Chairman, because I think it is an important one, let us assume that the Congress itself 5 years from now decided to put a dam in. Would its power supercede that which we are conveying upon the President?

Mr. CRAFTS. I am not a lawyer, Senator Carroll, but I think the answer to that is "Yes," that if the Congress specifically authorized and directed that a dam go in, it would go in, because it would be later legislation.

Senator CARROLL. The reason I asked the question was, many years ago Theodore Roosevelt set aside certain areas for power site development. We had a dam in Colorado that we wanted to build to give the people municipal water. We were able to do that, notwithstanding the power that had been given to the President.

Are we protected in that sense? If we ourselves want to divert water or want to use an area for a reservoir, does it take this completely away from the State?

Mr. CRAFTS. It doesn't affect the State water rights or State water law in any way, if I understood your question. I am not sure I understood your question.

Senator CARROLL. I am thinking in terms of if a State wanted a certain site for a reservoir for its people in our growing population would this preclude them from appealing to the Congress to grant them that right or must they go to the President?

Mr. CRAFTS. They would go to the President. The President could grant it. If the President refused it and Congress wished to direct it, the Congress could do so.

Senator CARROLL. Thank you very much.

The CHAIRMAN. I would like to get this legislative history here tied down. Do I understand your answer a minute ago to be that if the Flat Tops area of Colorado, which is now in the primitive system, is reviewed sometime in this 15-year period and the recommendation of the Forest Service to the Secretary of Agriculture is that it be put in the wilderness system, and if the Secretary reviews the recommendation and favors it and passes it on to the President, and the President reviews the recommendation and favors it and passes it on to Congress, and the Congress turns it down, it then goes out of the wilderness system, and the primitive system, and everything else and becomes ordinary forest land?

SRP02393

Mr. CRAFTS. That is the way we would interpret the bill.

The CHAIRMAN. Go ahead, Senator Church, since you opened this question.

Senator CHURCH. Just one or two questions. I have to leave here in a few minutes. I don't know whether these gentlemen will still be here this afternoon.

The CHAIRMAN. Oh, yes, they will be back.

Senator CHURCH. Let me get this clear. What you are contemplating here, if this bill is enacted, is that in place of having four different categories for the land as you presently have, that is to say, wilderness areas, wild areas, canoe areas, and primitive areas, with the enactment of this legislation there would just be one classification; that is, wilderness, and the provisions of the bill with respect to the restricted uses in that area would be applicable throughout the wilderness system; is that correct?

Mr. CRAFTS. The provisions of the bill would be applicable throughout the system with the exception of the canoe area, the one canoe area which is a special situation.

As a general proposition the provisions would be applicable throughout the system.

Senator CHURCH. I think that part is clear now, Mr. Chairman. I just want to ask one other question in this connection. Earlier it was established in the testimony that the bill provided two alternatives so far as the Congress is concerned, that as a recommendation comes up relating to the primitive area the Congress could either, through failure to take action, permit the recommendation to become finalized or it can reject the recommendation.

As I read the present language of the bill I have been led to conclude that it is subject to the interpretation that the President comes once within that 15-year period to make his recommendations respecting each of the primitive areas and Congress has a chance once to approve or to reject. You have now established that if we do reject, then that area is taken out entirely of the wilderness category and reverts to ordinary forest land. Now, suppose that a given recommendation may be objectionable to the Congress for only one reason, that there is a portion of it that the Congress thinks ought to be excluded from the wilderness system for one reason or another, so that we would like to reject it and list our reasons for rejecting it, in the hope that the President might then modify the recommendation and come back again and say, "We now have complied with your recommendation and we resubmit this recommendation for your action."

Can that be done under the present language of the bill? Is the bill perfectly clear that the President could come back again for a second recommendation? I don't think it is.

Mr. CRAFTS. There is no provision specifically as to whether he can or he can't.

Senator CHURCH. That is right.

Mr. CRAFTS. If the Congress rejected the recommendation in toto the presumption would be that he could not come back. If they rejected it in toto, which is what they have to do—they can't reject just part of it—but in so doing explain the reasons as suggested along the lines you are talking about, there is nothing in the bill that would prevent him from coming back.

SRP02394

Senator CHURCH. So it is your opinion and you would construe the language of the bill to permit him then to come back with a modified proposal within a 15-year period on the same land which the Congress could then again review?

Mr. CRAFTS. I would construe it to permit him if he elected to do so.

The CHAIRMAN. I thank the Senator from Idaho for getting that in the history because this may come up. Of course, any Member of the Senate could do the very same thing. He could propose that this should become wilderness area except for this little portion and try to pass a bill which the President probably would sign, but a much better system might be to ask him to withdraw it and resubmit it in accordance with the desires of the Congress.

I only want to come back to one thing now again. That is this 15-year period. At the end of the 15 years, if the Secretary of Agriculture has not reclassified these areas and submitted his recommendations you said there was very little that could be done about it and I agree with you. But you said you made some sort of recommendation. What? That he be hung? That is the only thing you can do if he refuses to act. I think the presumption ought to be that he will carry out the provisions of the law. If he doesn't he is subject to impeachment or anything else that may be necessary.

You have to start with the assumption that a Cabinet officer is not a law violator.

Mr. CRAFTS. That is correct, Senator Anderson, and that is why we didn't talk to this particular point in our report.

The CHAIRMAN. Did you have a recommendation on it?

Mr. CRAFTS. If you recommend anything, you have to assume that possibility exists that he will violate the law. The only thing that you could recommend is either that, if he does violate the law, the areas stay in or go out, whichever the committee wants.

The CHAIRMAN. Would you prefer that they go out?

Mr. CRAFTS. We would prefer that they go out because we think that the reviews and recommendations will be made. They certainly should be.

The CHAIRMAN. If he couldn't make up his mind that an area had any wilderness value in 15 years, and there certainly might be borderline cases, then it would be left out. So the Forest Service would not object to the inclusion of a provision that in case the Secretary of Agriculture fails to act at the end of 15 years, any orphan piece of property that he hasn't acted upon would be dropped from the wilderness system.

Mr. MCARDLE. We would agree with that, Mr. Chairman.

The CHAIRMAN. Thank you very much. Senator Dworshak.

Senator DWORSHAK. Mr. McArdle, you said since 1924 the Department of Agriculture has steadfastly maintained its policy of administering selected areas of national forest land for their wilderness values and that you have always considered this policy consistent with the principle of administering the national forests for multiple use and sustained yield. Do you believe that any changes in this concept of multiple uses will be made if S. 174 is enacted?

Mr. MCARDLE. No, Senator Dworshak, I do not.

Senator DWORSHAK. It will preserve intact the same principles of multiple use which your Department has followed in the past?

SRP02395

Mr. McARDLE. We believe that, Senator.

Senator DWORSHAK. Even in mining?

Mr. McARDLE. Mining is included in a broad general way in multiple use, but I would assume that you are talking about the sustained yield and multiple use act which Congress passed last year.

Senator DWORSHAK. Yes, and also your multiple use theory which has been in effect since 1924 under which I am sure mining has been carried on in wilderness areas.

Mr. McARDLE. That is correct and this bill would limit mining. It would also limit the use of water. It would limit timber cutting.

Senator DWORSHAK. How would it limit the use of water?

Mr. McARDLE. Through the prohibition of construction of reservoirs, to be specific on one point, unless the President declared that it was in the public interest.

Senator DWORSHAK. Then you are not entirely accurate when you say that you feel that the multiple use theory will be continued under S. 174.

Mr. McARDLE. Senator, perhaps this is our difficulty here. The concept of multiple use which the Forest Service has held for so long, and also the formal definition of multiple use on the national forest which Congress wrote into the multiple use bill last summer, specifies that not all uses are required to take place simultaneously on the same area, but it does require two or more uses.

This is also covered, as I recall, in the report of the Senate committee which discusses this one point at some length, so on a wilderness area we would have grazing if it is there now. We would have recreation. Those are two uses. We would also have wildlife, which was one of the other five uses named by Congress last year. We would have water to a considerable extent, but not to the fullest possible extent. We would not have timber cutting.

Senator DWORSHAK. You do have discretionary authority now under this recent act, but if S. 174 is passed you will have no discretionary power of any kind? It will be a mandate to discontinue some of the uses within the primitive areas like mining and water uses?

Mr. McARDLE. There is no discretion on mining now, Senator Dworshak, as far as we are concerned. We have none.

Senator DWORSHAK. You permit all mining activity within wilderness areas now, or primitive areas?

Mr. McARDLE. Congress permits it. We have nothing to say about it in wilderness areas and outside as long as it is public domain land.

Senator DWORSHAK. But that theory would be materially changed by S. 174.

Mr. McARDLE. It would be changed by this bill if enacted.

Senator DWORSHAK. That is all.

The CHAIRMAN. Senator Kuchel.

Senator KUCHEL. First of all, with respect to the classifications, Mr. McArdle, that you spell out here, and which the bill before us also enumerates: wilderness, primitive, and canoe, and in your statement you have "wild" and then indicate that it essentially would be classified as wilderness. Do I understand correctly that those different classifications are the result of administrative regulation?

Mr. McARDLE. That is correct, Senator Kuchel.

SRP02396

Senator KUCHEL. I think that it would be a good thing for these hearings to have reflected the precise wording of those regulations if we might have that.

Mr. MCARDLE. Would you like to have us submit those for the record, Senator?

Senator KUCHEL. If the chairman does not object.

The CHAIRMAN. Yes, sir.

Mr. MCARDLE. We will do so.

(The documents referred to follow:)

[U.S. Forest Service Manual]

CHAPTER 2320—RECREATION AREAS MANAGED IN NEAR-NATURAL CONDITION

Some national forests contain areas predominantly valuable for their natural or wilderness characteristics. The Forest Service will designate, reserve, and manage such areas to preserve the natural environment.

2321. *Wilderness and Wild Areas.* A wilderness area is a tract of land established under Regulation U-1 in which the primitive environment has been preserved. Uses and developments are limited to those permitted under Regulation U-1. Wilderness and wild areas differ only in size. A national forest wilderness area contains at least 100,000 acres of land and a wild area contains 5,000 to 100,000 acres. The qualities of wilderness and wild areas are expansive solitude and unspoiled natural environment. These large areas in the national forests invite adventure, provide a refuge from civilization, give spiritual comfort, and preserve the flora and fauna for inspiration, enjoyment, and scientific study.

The Secretary of Agriculture's Regulations U-1 and U-2 authorize wilderness and wild area establishment. They also provide for the modification or elimination of wilderness and wild areas and designate permissible uses of these areas.

Wilderness Areas—Reg. U-1 (36 CFR 251.20). (a) Upon recommendation of the Chief, Forest Service, national-forest lands in single tracts of not less than 100,000 acres may be designated by the Secretary as "wilderness areas," within which there shall be no roads or other provision for motorized transportation, no commercial timber cutting, and no occupancy under special-use permit for hotels, stores, resorts, summer homes, organization camps, hunting and fishing lodges, or similar uses: *Provided,* That roads over national-forest lands reserved from the public domain and necessary for ingress and egress to or from privately owned property shall be allowed under appropriate conditions determined by the forest supervisor, and upon allowance of such roads the boundary of the wilderness area may be modified to exclude the portion affected by the roads.

(b) Grazing of domestic livestock, development of water-storage projects which do not involve road construction, and improvements necessary for the protection of the forest may be permitted subject to such restrictions as the Chief deems desirable. Within such designated wildernesses when the use is for other than administrative needs and emergencies, the landing of airplanes and the use of motorboats are prohibited on national-forest land or water, unless such use by airplanes or motorboats has already become well established; and the use of motor vehicles is prohibited unless the use is in accordance with a statutory right of ingress and egress.

(c) Wilderness areas will not be modified or eliminated except by order of the Secretary. Except as provided in paragraph (a) above, notice of every proposed establishment, modification, or elimination will be published or publicly posted by the Forest Service for a period of at least 90 days prior to the approval of the contemplated order; and if there is any demand for a public hearing, the regional forester shall hold such hearing and make full report thereon to the Chief of the Forest Service, who will submit it with his recommendations to the Secretary (20 F.R. 8422-23, November 10, 1955).

Wild Areas—Reg. U-2 (36 CFR 251.21). Suitable areas of national-forest land in single tracts of less than 100,000 acres but not less than 5,000 acres may be designated by the Chief, Forest Service, as "wild areas," which shall be administered in the same manner as wilderness areas, with the same restrictions upon their use. The procedure for establishment, modification, or elimination of wild areas shall be as for wilderness areas, except that final action in each case will be by the Chief.

SRP02397

[U.S. Forest Service Handbook]

CHAPTER 2320—RECREATION AREAS MANAGED IN NEAR-NATURAL CONDITION

Some national forest areas are predominantly valuable for their natural or wilderness characteristics. The Forest Service will designate, reserve, protect, and manage such areas with the primary objective of permanently preserving the natural environment.

2321 *Wilderness and Wild Areas.* A wilderness area is a tract of at least 100,000 acres of land set aside under Regulation U–1 for the preservation of the primitive environment. Wild areas are established under Regulation U–2 and must contain at least 5,000 acres, but less than 100,000 acres. Wilderness and wild areas differ only as to size. Both have the quality of expansive solitude and unspoiled natural environment and they are managed to provide a retreat from civilization, preserve the flora and fauna, and afford opportunities for inspiration, enjoyment, and scientific study.

The Secretary of Agriculture's Regulations U–1 and U–2 not only authorize the establishment of wilderness and wild areas, but provide for the modification or elimination of such areas and stipulate the uses which will be permitted and prohibited (FSM 2321).

2321.1 *Objective.* The Forest Service objective is to provide, within the multiple-use concept of management, wilderness and wild areas sufficient in number and size to accommodate present and future needs for recreation of this type.

2321.2 *Policy.* Studies will be made of areas suitable for wilderness purposes, and those lands found predominantly valuable for wilderness use and needed for that purpose will be so classified and managed.

2321.21 *Primitive Areas.* All existing primitive areas established under former Regulation L–20 will be managed under Regulation U–1 just as though they were actually established under Regulation U–1 or U–2. All Manual and Handbook instructions on wilderness and wild areas apply equally to primitive areas. Former Regulation L–20 specifies that primitive conditions of environment, habitation, and transportation shall be maintained, but does not specifically exclude aircraft landing. However, the landing of aircraft would violate the intent of the regulation and certainly would not be in accord with required maintenance of primitive conditions of transportation. The Forest Service has authority to prohibit or regulate the landing of aircraft on any lands or nonnavigable water under its jurisdiction. Therefore, the intent of Regulation L–20 and the general authority to regulate occupancy and use of national forest lands provide ample authority to prohibit the landing of aircraft in areas originally classified under Regulation L–20.

Each primitive area and adjacent lands having wilderness value will be restudied to determine whether wilderness values are paramount. Those lands found to be predominantly valuable for wilderness and needed for that purpose will be considered for classification under Regulation U–1 or U–2. The public notice and public hearing provisions of Regulation U–1 will be observed when eliminating or changing primitive areas. It is the objective to complete the restudy and to take appropriate action on one area in each region each year until this job is completed.

2321.22 *Plans.* A management plan will be prepared for each wilderness and wild area. Such plans will cover at least the points listed in the planning outline and should be expanded as necessary to meet local conditions (FSH 2313).

2321.23 *Boundaries.* Boundaries of wilderness and wild areas should be located to (1) avoid conflict with existing uses which might result in demands inconsistent with wilderness policy, (2) be readily recognized and enforced on the ground, and (3) follow features which form natural barriers to motor vehicles.

Boundaries should be extended as necessary to include a buffer zone adequate to protect wilderness values. This may involve extending the boundary to protect important wilderness trails, travel routes, and other essential parts of the area from the sights and sounds of civilization.

2321.24 *Occupancy and Use.* Under the general policy that wilderness and wild areas shall retain inherent primeval qualities to the greatest possible extent, permanent roads are barred except when permitted in connection wth statutory rights of ingress and egress (FSH 2354). Commercial resource utilization except grazing and special-use permits such as resorts, cabins, summer homes, and commercial boat enterprises, are prohibited by Regulation U–1. A reasonable

SRP02398

amortization period should be established for any existing nonconforming use and a date should be set for termination (FSM 2710). Water development investigation, studies, or explorations may not be undertaken without the consent of the Secretary of Agriculture except when otherwise authorized by law (FSH 2341.3). Certain forms of occupancy and use are permitted, limited, or prohibited.

1. *Fire Suppression.* Forest supervisors are authorized to permit the construction of bulldozer roads and other temporary improvements essential to the suppression of going fires. These will be obliterated or removed when no longer needed in connection with the fire which necessitated their construction. Motorizd equipment including airplanes and motorboats may be used in, on, and over wilderness areas where essential to successful fire control operations.

2. *General Administration.* Regional foresters may authorize the installation or construction of Forest Service telephone lines, radios, lookout towers, guard stations, and trails with a constructed tread up to 36 inches wide. Regional foresters may also authorize the use of motorized construction and maintenance equipment for trails and landing strips. Such equipment may include duffle carriers but will not include jeeps or standard four-wheel vehicles.

Chief's approval is required for the construction of landing fields, ranger or administrative stations, trails with a constructed tread more than 36 inches wide, or other major improvements.

Motorized equipment will not be used for normal administrative purposes and the use of motorized trail construction or maintenance equipment is discouraged. The landing of airplanes and use of motorboats are authorized only in emergencies or where such use was well established prior to the original classification of the area.

3. *Recreation.* Forest supervisors may authorize the construction of trails for wilderness travel but sizable areas should be left without trails. When necessary to reduce fire hazards or to correct unsanitary or unsightly conditions at places used regularly for camping, the construction of simple fireplaces, latrines, and garbage pits is authorized. Such developments should be kept to a minimum needed and should be of rustic design and materials.

Forest supervisors may authorize simple facilities in connection with packstock operations including corrals if located back from main traveled trails. Fences to prevent the concentration of stock on areas needed for camping or to facilitate the control of pack stock may be authorized, but should be of native materials where feasible.

4. *Grazing.* Grazing may be permitted subject to such restrictions as the Chief deems desirable to protect the inherent recreation values and environment.

Regional foresters may authorize the construction or installation of fences and water developments essential for the proper management of the range, when there is a clear showing of need. These should be kept to a minimum and should be constructed of native materials where feasible. The use of barbed wire in wilderness areas is discouraged.

5. *Mineral Exploration and Development.* Since mineral development in wilderness and wild areas would be contrary to the purposes for which they were set aside, the Forest Service will not approve or recommend approval of any applications to lease minerals in established wilderness, wild, and primitive areas. There will be no deviation from this policy without the prior approval of the Chief.

If applications in any one area become numerous, a withdrawal from the Mineral Leasing Act of February 25, 1920, may be requested (FSM 2760).

6. *Aircraft and Motorboats.* Regulations U–1 and U–2 specifically prohibit aircraft landings and the use of motorboats on national-forest land or water in wilderness and wild areas except for administrative purposes, in emergencies, or when such use had already become well established. The public notice given at the time of establishment has been held by the courts to be sufficient warning against airplane landings (FSH 2354).

Executive Order 10092, December 17, 1949, regulates use of aircraft over the Boundary Waters Canoe Area (FSM 1023).

7. *Forest Insect and Disease Control.* When necessary to protect wilderness and adjoining areas from the spread of insects, forest diseases, and fire, the following measures may be employed at the discretion of the regional forester:

a. Aerial spraying operations.
b. Ground control measures which do not require road construction.

SRP02399

Chief's approval must be obtained for:

a. Insect or disease control measures which require roads.

b. Salvage of fire-killed, insect-infested, or diseased timber.

Commercial salvage operations will be authorized by the Chief when the presence of dead, diseased, or infested timber in wilderness areas measurably endangers other lands and timber stands.

*8. *Use of Motorized Equipment to Transport Snow Survey.* Collection of snow data is an essential administrative job. Travel for snow surveys is costly and hazardous and the use of helicopters may save time and money and reduce the hazard of dangerous foot travel on skies or snowshoes. Forest supervisors may therefore authorize the use of helicopters for snow surveys within wilderness areas when such action is desirable.

When snow surveys are to be made by a cooperating agency, a cooperating agreement should be drawn up citing the importance of the data to be collected and the need for it, thereby establishing the project as an administrative need. A permit will be issued to each cooperating agency authorizing the use of a helicopter only for specific snow-survey trips to specific locations and during a specified period of time. No blanket authorization will be issued. The permit will state that the authority is in conformity with Regulation U–1 and will prohibit all activities except those necessary to make the snow survey.

Over the snow, mechanized travel is not authorized with snowmobiles or tractors in wilderness areas.*

2321.3 *Establishment, Modification, or Elimination.* When considering the establishment, modification, or elimination of wilderness and wild areas, forest officers will weigh all factors from the standpoint of public values. Wilderness and esthetic values will be given full consideration and the final decision must be based upon a careful appraisal of all public values, both immediate and potential. If an area is primarily valuable for wilderness purposes and is needed for that type of use, classification will be recommended. In marginal or doubtful cases, it will be prudent to delay developments which would conflict with wilderness policy until a final course of action is evident, since true wilderness qualities can rarely be restored once an area is invaded by conflicting uses.

Regional foresters will consider all proposals to establish, modify, or eliminate wilderness and wild areas. Their recommendations will be submitted to the Chief, who will take necessary action in conformity with Regulation U–1 or U–2.

2321.31 *Criteria.* To merit wilderness or wild classification, an area must satisfy the following conditions:

1. It must possess the inherent qualities of a wilderness.

2. It must be currently needed as a wilderness area, or the future need must be clearly evident.

3. Wilderness recreation must represent its highest and best public use over a long period of time.

4. Its tangible and intangible values as a wilderness area must fully offset the value of all resources which would be rendered inaccessible or otherwise unavailable, both within and adjacent to the proposed boundaries, as a result of the classification.

It is usually a fairly simple matter to determine whether an area possesses the inherent qualities of a wilderness. However, the need for a specific wilderness area and the number and size of wilderness areas necessary to satisfy reasonable public demands for such areas are not subject to precise analysis or accurate measurement. Neither is it easy to determine whether the wilderness values of an area exceed the value of other resources. Important and difficult land use decisions must be made in appraising wilderness values. The objective in each case is to determine the predominant public value of the area and to be guided by that determination.

The wilderness classification precludes many other types of use and it is necessary to consider all competing values. A majority of people who go to the forests for recreation do not have the ability or the desire to get away from the easy travel made possible by roads. They are interested in camping near their cars, picnicking, touring, and visiting summer homes or resorts. Many feel that the wilderness classification is discriminatory because it permanently excludes them from areas which might otherwise be developed for their enjoyment.

---

*Amended February 1959; Amendment No. 5.

SRP02400

All physical, psychological, and financial factors must be evaluated to resolve conflicting interests and arrive at, or recommend, an equitable decision. The volume of wilderness use is unpredictable and the value of such use cannot be expressed in dollars, yet the area's potential yield in terms of commodities, labor, and less primitive forms of recreation must be appraised and compared with wilderness values. For this, there is no simple formula and no substitute for a thorough and unbiased analysis of all factors involved.

A few areas as yet uninvaded by roads are extremely hazardous from a fire standpoint, and road construction is essential for fire control purposes. Such roads constitute a continuous intrusion extending for many miles and seriously diminish wilderness values. Areas may have rich mineral deposits which will eventually be developed. Others have valuable timber stands which not only could supply the wood needs of the country but also maintain an annual crop of timber which will make possible a sustained life for adjacent forest communities.

2321.32 *Procedure:*

1. *Establishment of New Wilderness or Wild Areas.* The district ranger will prepare a report following the standard outline (FSH 2321.33). Supplemental information will be added as necessary. The forest supervisor will review the report, amend it as necessary, and forward it to the regional forester with recommendation for approval or disapproval.

The regional forester will decide whether the proposal should be rejected or forwarded to the Chief with recommendation for approval. The Chief will either reject or tentatively approve proposals submitted for his consideration.

When a proposal has received the Chief's tentative approval, the regional forester will cause a notice of the proposed action to be published and publicly posted for a period of at least 90 days and usually for 6 months. The notice will include a statement to the effect that a public hearing will be called if there is reasonable demand for such. The regional forester will see that the notice of contemplated action is brought to the attention of all groups known to be interested in wilderness and wild areas. If there is demand for a public hearing, he will call one and conduct it along prescribed lines (FSH 2321.33).

Following the public hearing, if any, and after the notification period has expired, a final report will be furnished the Chief who will then (a) approve or reject wild area proposals or (b) submit a complete report on wilderness area proposals to the Secretary, for final action.

2. *Modification or Elimination of Wilderness and Wild Areas.* The establishment of wilderness and wild areas should carry with it a high probability of permanency. Alteration of wilderness or wild area boundaries inevitably involves the risk of losing the public's confidence. Nevertheless, circumstances may arise under which the modification or elimination of classified areas is necessary or desirable in the public interest. In such cases, reports will be prepared and other action will be taken in the same order and with the same authority and responsibilities outlined for the establishment of new areas. This includes an advisory hearing if requested.

Senator KUCHEL. So there may be no misunderstanding as to the question which was propounded by the junior Senator from Idaho, if under the provisions of the bill Congress were to refuse to accede to a Presidential determination to add certain public lands to the wilderness system which theretofore, prior to the passage of the bill, had been primitive, for example, it is true, is it not, that the lands would revert to their previous status as primitive, such status being defined by your regulations?

Mr. CRAFTS. No, Senator Kuchel. That isn't true.

Senator KUCHEL. What is the fact?

Mr. CRAFTS. If the primitive areas are recommended by the President for permanent inclusion in the system and the Congress rejects that, then the primitive areas covered by the recommendation become ordinary national forest land. They lose their primitive area status.

Senator KUCHEL. Where do we cover that in the bill?

Mr. CRAFTS. You don't cover it specifically. As I said to Senator Church, the language in the bill is not clear on this point. It simply skips this question, but earlier in the hearing we recommended

SRP02401

that this point be made clear and Senator Church asked if we would give him language which would do this.

Senator KUCHEL. What would flow from the result of that situation where they would cease to be primitive?

Mr. CRAFTS. They would cease to be primitive areas. They would again become subject to entry under the mining laws. They would be subject to timber harvesting. They would be open to permanent roads. They would not have restrictions on reservoir or other water development. They would be subject to all the uses to which national forest lands not in special categories are now subject.

Senator KUCHEL. Also, there apparently is some question as to whether the President and the Congress get one bite on a given piece of public land. My own view is, Mr. Chairman, that the bill ought to be crystal clear, and this is a matter of policy, that the right or the duty of the President is not exhausted when he submits to the Congress his decision and where the Congress rejects it.

It seems to me that with a new Congress and with a new President there ought to be an equal, honorable opportunity for a second decision which might parallel the first decision of the President's predecessor. I think that ought to be spelled out, but what is your view about that?

Mr. CRAFTS. I agree with you and it is not spelled out now. That also is a point that we discussed with Senator Church a few moments ago, that in the event of refusal, which has to be total refusal, but if the reasons are given and the objection goes to only the inclusion of part of the area, we think that it would be permissible now for the President to resubmit if he elects to do so. We see nothing in the present language that would preclude him from doing that. By the same token there is nothing in the language of the bill that specifically says he may do it.

Senator KUCHEL. I thank you, sir; and I think that is a problem for the committee to pass judgment on. But to go back to this question of whether land which is deemed primitive under present regulations is placed in the system by the President, but Congress rejects that placement, is it your statement to the committee that this bill would repeal the language under which the classification is made by the Department today?

Mr. CRAFTS. Some change in the secretarial regulations would be necessary in my judgment, Senator, if this bill passes.

Senator KUCHEL. And you recommend this legislation?

Mr. CRAFTS. Yes, sir.

Senator KUCHEL. So that you recommend that the classification which you now are authorized to make of primitive be eliminated after the Congress registers its objection?

Mr. CRAFTS. Yes. Let me explain that a little bit. The primitive areas were established between 1930 and 1940, roughly, a 10-year period, under an old regulation. That regulation has since been superseded. There are no primitive areas being established now. There haven't been for a long time. The only areas that are now being established are the wilderness and wild. This is a device to speed up the review of the primitive areas, so there are no primitive areas being established and there haven't been for many years in that particular category.

Senator KUCHEL. However, with the primitive areas representing today the largest category in your table, do you have the authority today to reclassify primitive areas?

SRP02402

Mr. CRAFTS. The Secretary of Agriculture does.

The CHAIRMAN. Into wilderness areas?

Mr. CRAFTS. Into wilderness areas, or into wild areas, or into normal national forest land.

Senator KUCHEL. The fact that you have not done that we are to draw no conclusions from?

Mr. CRAFTS. The only conclusion you might draw from that, Senator, is that the reclassification process is a long and time-consuming process. It is very controversial. We have moved pretty slowly. We need to move faster.

Senator HICKEY. Would the Senator yield on that point?

Senator KUCHEL. Yes, certainly.

Senator HICKEY. Do I understand it, then, that if this bill is passed those areas which are now in that category by virtue of the act would immediately become part of the wilderness areas?

Mr. CRAFTS. Yes, sir; that is right. The primitive areas are incorporated in the wilderness system with the passage of this act, but with the further instruction for the Secretary of Agriculture to restudy those.

Senator HICKEY. For a period of 15 years?

Mr. CRAFTS. Any time up to 15 years, to see what portion of those meets the standards that are now in effect for the wilderness areas.

Senator HICKEY. However, the categories you have discussed would be eliminated upon the passage of this act and all the areas would become primitive or become wilderness? Is that correct?

Mr. CRAFTS. The substantive aspects of the categories would be eliminated. By that I mean that the treatment of the areas would be the same, pending the resubmission of the primitive areas. The names themselves would not be specifically eliminated by any language in the bill.

I think we would elect to do so, however, in order to eliminate some of the confusion that now exists between these various categories. I might say that is another point that was in one of the earlier bills that is not present in this bill, in that the names of these areas were all changed to wilderness areas with passage of the act and that is something that you might want to do.

The CHAIRMAN. I just want to stop long enough to recognize the presence of the Secretary of Agriculture.

Secretary Freeman, we appreciate your arrival here. We know the demands upon you and we are very happy you have taken time to come here and give us a word on the wilderness bill. I appreciate it very much. We would be happy to have any statement you care to make. We are very pleased to have you present.

STATEMENT OF HON ORVILLE L. FREEMAN, SECRETARY OF THE U.S. DEPARTMENT OF AGRICULTURE

Secretary FREEMAN. Thank you very much, Senator Anderson and members of the committee.

I can see that you have gotten into some of the specifics in connection with this and the gentlemen who sit to my left are much more informed, as is the chairman, and the members of this committee.

SRP02403

I came here primarily, sir, to indicate that the Department supports this bill and may I say personally I feel that it is very important. You as Secretary of Agriculture signed the order that established some of these areas in the State from whence I come, and although it has not been without its controversies, some of which I experienced as Governor of Minnesota, I think that it is important and I would only say that I am here to indicate that support and say I hope that the bill will be passed with, of course, whatever modifications this committee in its wisdom feels will add to it.

Thank you.

The CHAIRMAN. Thank you.

Mr. Crafts, do you think in further compliance with the suggestions that we had from Senator Church, and you offered to submit language, that it might be desirable to clear up this question that Senator Kuchel points up again, that we might put something into the bill or into the report which would clearly indicate that the President might resubmit within a certain period of time provided that certain things happen. I don't know how you are going to tie it down, but it does seem to me it might be possible to say that if he submits it and it is rejected by the Congress, so many years shall elapse before the area becomes ordinary forest land again. We might provide that it shall revert to primitive status for a period of 2 years, or something of that nature, to give Congress and the President a chance to do something.

If it occurs to you that a provision of the nature is desirable or possible, you might submit that language to us along with the other language. We would appreciate it very much.

Senator Goldwater?

Senator GOLDWATER. I just want to take advantage of these gentlemen being here to inquire why more of these areas have not been established in the East and in the South. I notice only three States outside of the Far West that have wilderness and primitive areas.

Mr. MCARDLE. That is correct, Senator Goldwater, and the reason is I think obvious, because all of the national forests in the East, with the exception of small acreages, were purchased. Those in the West were created from the public domain and there was not the opportunity in the East to set up large areas having essentially primitive conditions.

The two areas that we have established as wild areas are of course small. The Boundary Waters Canoe area in Minnesota is almost 900,000 acres. We do, however, have a substantial number of rather small areas which we have established as botanical areas, natural areas, scenic areas, and things of that kind.

Within the possibilities available to us we have done essentially this same thing in the East. Those very small areas are not included within the provisions of this bill.

Senator GOLDWATER. One other question: Did I understand you to say that the passage of this legislation would give you control over the waters in the areas?

Mr. MCARDLE. No, sir. I am glad you brought that up because I think we would want to make our position, and I am sure the committee would want to make its position, completely clear on that point.

In section 6, subsection (c), paragraph (6), there is this language:

> Nothing in this act shall constitute an expressed or implied claim or denial on the part of the Federal Government as to exemption from State water laws.

Senator GOLDWATER. How would this apply, though, when on page 12, line 9, the language states:

The President may—

it doesn't say the President shall—

the President may authorize the establishment and maintenance of reservoirs, water-conservation works, and other facilities needed in the public interest.

Suppose the President decided that he would not authorize the construction of facilities on a river, let me say, that was within the boundaries of one of these areas, the development of this project being necessary for the maintenance of life farther downstream. What would then be the situation?

Mr. CRAFTS. It is my understanding, Senator, that if the President decided that such water construction works were not in the public interest they would not be permitted in this area in this specific instance unless the Congress by statute directed that it be done.

Senator GOLDWATER. Then section 6, on page 14, actually would be negated by a negative action of the President; is that not true?

Mr. CRAFTS. May I refer that to one of my assistants whom we have here in the room, Senator.

Senator GOLDWATER. Yes, we are very interested in that naturally in the West.

Mr. MCARDLE. This is Mr. Florance.

Mr. FLORANCE. My name is Reynolds Florance, and I am Director of the Division of Legislative Reporting and Liaison in the Forest Service. Senator Goldwater, the application of State water rights and the question of the right to construct waterworks on water improvements on Federal lands are two distinct questions. The application of State water laws does not necessarily give to the holder of a water right the privilege of constructing dams or diversionary works on all Federal land. Therefore, insofar as this particular provision is concerned, I think, with the right of the President to refuse to grant permission for construction of waterworks, it does not negate the provision in here which preserves the status quo as to the application of water rights.

Senator GOLDWATER. Yes, but what good are water rights without water?

Mr. FLORANCE. This is a question of course that exists under the present law. The holding of a right to waters that flow from the national forests, for instance, do not give to the holder the right to construct diversionary works on the national forest land, so that that situation would not be changed.

Senator GOLDWATER. We recognize that and as a westerner my concern is that we don't compound the difficulties we now live under by giving the President the right through inaction to further destroy the use of water in the West.

Mr. CRAFTS. Senator Goldwater, I think—to answer your question directly—you have the right, but if the President refused it would not implement the right, so it might compound the difficulties in these particular areas.

Senator GOLDWATER. Let's say that the Forest Service was perfectly willing to allow such a permit to be given to allow the State to use its water rights to get water, but the President would not go along with it. The President could then stop that; is that correct?

SRP02405

Mr. FLORANCE. Oh, yes. The President could review and not approve a recommendation of the Secretary of Agriculture.

The CHAIRMAN. Is it not extremely unlikely that the Secretary of Agriculture would have a different viewpoint from the President of the United States as long as he is serving under him?

Senator GOLDWATER. That might be true, but you know and I know that we negotiate constantly with these gentlemen and with other departments of Government relative to the prospective development of our water systems and many times we have received approval from a bureau that has control over lands to go ahead with plans, and now we have to take into our concern the President who probably won't get in this act until quite a late date.

The CHAIRMAN. I would only say that my belief is that the President would probably accept the recommendation of his Secretary of Agriculture, who in turn would take the recommendation of the Forest Service people, and that you would have them all looking at it in the same light.

Senator GOLDWATER. I hope that the chairman is right. We are not suspect at all of the probable action of the President or Presidents that might come, but men can be of a nature that could give us trouble and we have trouble in the West now living with the Federal Government and water.

Of course, we are very hopeful that this Congress will some day in its wisdom take action to undo the damage that has been done by Supreme Court decisions relative to our water rights in the West. You gentlemen have no control over that, any more control than we have. I did want, though, to make my position clear here that I am concerned lest we might be giving the Federal Government one more way of saying "No" to western water development.

That is all I have.

The CHAIRMAN. Senator Carroll.

Senator CARROLL. Mr. Chairman, I want to make an observation here about this water. If they don't clarify this thing in the record this can be the most fatal thing against this bill and I would like to, if I may, go back to this question.

The CHAIRMAN. Yes.

Senator CARROLL. Who has jurisdiction today, and I mean what department, over the Federal powersites that were set up by Theodore Roosevelt some 50 years ago?

Mr. FLORANCE. The powersite withdrawals were made by the Department of the Interior, as I understand it, and I, of course, do not claim to speak for the Department of the Interior, but the development of those powersites by other than the Federal Government would now be licensed by the Federal Power Commission.

Senator CARROLL. Mr. Chairman, just very briefly along the lines suggested by Senator Goldwater, we had a situation where Denver had very valuable water rights and where it desired to build a reservoir on one of these powersites that was set aside. This is what I am thinking about and this is why I have asked the question.

The Federal Government could have stopped that. They could have denied the people of Denver water unless they granted the license and right to build the reservoir. In this bill are we broadening this in any way to put it in the hands of the Secretary of Agriculture, or the Secretary of the Interior?

SRP02406

Can we protect ourselves if the President will not act? May the Congress act itself?

Mr. FLORANCE. Oh, yes. There is nothing in this bill that would take any power from Congress to regulate and control the use of Federal property.

Senator CARROLL. Suppose we had a situation where this bill broadens the wilderness system and this develops 5 or 10 years from now and the Secretary of Agriculture and the President say "We are not going to let you use this water," but the State says "This is our water and we need it for our people."

"Well, I am sorry, we can't because it interferes with some conservation measure."

Can the people come to the Congress and the Congress itself act to upset what the Secretary of Agriculture and the Secretary of the Interior and the President himself does?

Mr. CRAFTS. I think this is very important.

Senator CARROLL. So we don't go home with the idea that we are handcuffed. We can move in this field and the people can still speak through their legislative branch.

Mr. CRAFTS. There is no question about that, Senator.

Senator CARROLL. Thank you very much.

The CHAIRMAN. There is nothing in this bill that changes the situation in these water rights, is there? Do you find something in it?

Mr. FLORANCE. No, sir.

Mr. CRAFTS. There is nothing that changes the situation with respect to water rights. It is very clear and specific in the bill.

The CHAIRMAN. I believe you referred to the Blue Range situation, wasn't it, in Colorado?

Senator CARROLL. It would be reservoir 223, where they had that water diversion; where they purchased the water.

The CHAIRMAN. If you would please, Mr. Secretary, have your crew go over this testimony this morning about this, particularly with reference to the case raised by Senator Carroll, and attempt to have them give us a memorandum as to whether or not any provision in S. 174 would change the rights of the city of Denver in any powersite withdrawal it may have in the State of Colorado, unless you care to comment on it now, Mr. Crafts.

Mr. CRAFTS. I think I can answer that. I will try to right now, Senator Anderson.

The CHAIRMAN. Surely.

Mr. CRAFTS. Under a powersite withdrawal now, if the Federal Power Commission decides to issue a license, which it could do against the recommendation of the Secretary of Agriculture should it elect to do so, then even though this were in a wilderness area the development would go forward. If this bill were enacted and the Federal Power Commission wished to issue a license, as I construe it, it could not do so unless the President decided it was in the public interest to do so.

Then the President could authorize the licensing of these works. That is the difference between the two.

The CHAIRMAN. Couldn't Congress also authorize it?

Mr. CRAFTS. Congress at all times could, of course, authorize.

The CHAIRMAN. We couldn't, by this law, limit what a future Congress might do?

SRP02407

Mr. CRAFTS. No, by no means.

Senator CARROLL. I think, Mr. Chairman, that is very important, because this is precisely what the Federal Power Commission did, issue its license, but I might say, over the objection of some members of the Department of Interior who were in the Fish and Wildlife Service.

You are now saying that this legislation would take away from the Federal Power Commission its authority to issue a license and that we now vest that in the President under this legislation?

Mr. CRAFTS. That is correct.

Senator CARROLL. And, as the able Senator from New Mexico says, we also have this safety valve; we can always come to the Congress and the Congress can do it.

Mr. CRAFTS. That is correct.

The CHAIRMAN. And what he says relates to those areas which are now primitive which are subsequently brought into the wilderness system with the approval of the Secretary of Agriculture, with a subsequent review by the President, and with a final review by the Congress.

Mr. CRAFTS. It applies to the entire wilderness system.

The CHAIRMAN. Senator Gruening.

Senator GRUENING. I would like to ask Mr. McArdle if he has a map which includes Alaska. I notice Alaska is not on this map. We have two very large forest areas, the Tongass, of some 16 million acres, and Chugach of 4.8 million. I wondered if you had prepared any maps which showed what you had planned to do there in the way of withdrawals. I understand you have declared some areas to be wild.

Mr. MCARDLE. Senator, I noticed this morning when I got to the office that the map attached to this testimony did not have Alaska in it and I was very much distressed by that, but at any rate, it was too late then to do anything about it.

There are areas in Alaska which are now handled as essentially wilderness areas, although they go by another name. They are called scenic areas. I think most of them are scenic areas. There are the Tracy-Arms-Ford's Terror area, and the Walker Cove area. There are several smaller ones and all of these areas total, as I recall, about 485,000 acres, some of our most scenic country.

Mr. CRAFTS. These are not included in this bill.

Senator GRUENING. You mean Alaska is excluded from this bill?

Mr. CRAFTS. No, Senator. Alaska is not excluded and neither is Hawaii. But this map does not show areas that we might at some future time recommend for inclusion in the wilderness system. There are no areas on the Alaskan national forest at the present time that are classified as wilderness, wild, or primitive. That is why Alaska is not shown on the map.

There are these two areas of substantial size that are classified as scenic areas, but not in these other classifications.

Senator GRUENING. Could you tell me why the planning of wilderness areas, wild areas, and so forth, has lagged so far behind? We have had these powers for 53 years. Why is there a different ratio of action in Alaska? We are not surprised at all. We are accustomed

SRP02408

to that, but I just wondered why it happened in the case of the Forest Service.

Mr. CRAFTS. I will give you a very honest answer, Senator. The Tracy-Arms-Ford's Terror area, we considered at one time for inclusion as a wilderness or a wild area. I think I am correct that hearings were held on that. There was much opposition locally to the inclusion of such an area in our wilderness category for fear that if it were included and, if this bill were enacted, then mineral development in that area would be prevented. Consequently we established that area as a scenic area rather than as a wilderness area.

Senator GRUENING. Then as a scenic area it would not be a wilderness area; is that correct?

Mr. CRAFTS. That is correct.

Senator GRUENING. It is certainly a very scenic area. I commend your setting that aside along with the Ford's Terror and Walker Cove, but I think, Mr. Chairman, this points to a matter that the Governor of Alaska has called attention to in this telegram which we are going to have included. It is very brief and I would like to read it to make this point. He says:

> Re S. 174, State of Alaska is concerned that lacking positive action by the Congress in the form of a concurrent resolution opposing such recommendations, 46 million acres of national forest, parks, monuments, wildlife refuges, and game ranges in Alaska could be committed to the wilderness system by administrative action of the Secretaries of Interior and Agriculture. Request provision that nature and boundaries of area considered for inclusion in the System be subject to cooperative study and classification of the land on the local State level prior to recommendation to the President and to the Congress.

And he urges me to present these views. It seems obvious that the study of what needs to be done in connection with this bill hasn't proceeded as far in Alaska as in older States and therefore I hope that, whether this is included as a provision in the bill or not, that some such study will be made because there are some very remarkable areas that need to be set aside as wilderness areas in which the objection which you mention would not obtain, and I am not aware of any of those hearings.

I think I would know about them if they had been held. Are you sure those hearings were held, because I can't imagine anybody objecting to the withdrawal of Tracy-Arms or Ford's Terror?

Mr. CRAFTS. Yes, Senator there was a hearing.

Senator GRUENING. I think it is clear that a further study needs to be made partly because Alaska is so vast and because so many areas are potentially admissible under this bill.

Mr. MCARDLE. Mr. Chairman, perhaps I should clear up one point here for the record and for the legislative history.

Speaking only for the Department of Agriculture, where, under our jurisdiction in Alaska there are 22 million acres of national forest, and not for the Department of the Interior which has a much larger acreage under its jurisdiction, we have not thus far set up any primitive, wild, or wilderness areas on the 22 million acres of national forest.

We have established some areas in Alaska. We have established some scenic areas of fair size, but this bill does not include in the national forest any areas in Alaska. If later, as Senator Gruening sug-

SRP02409

gests, we wanted to propose the establishment of some wilderness areas in Alaska under this legislation if it were enacted, it would require a special act of Congress, as it would for any other new areas anywhere else. It could be done, but I want to make plain that, as far as the national forests are concerned, there are no areas now covered by this proposed legislation in Alaska.

The CHAIRMAN. We could do the same thing with Alaskan scenic areas as we would do under this bill in regard to primitive areas moving into wilderness. Or, if we wanted to put them in, we could adopt a bill and send it to the President, and he can sign it and they would become wilderness areas. You would have to have special legislation for it. I think I would like to say to Senator Gruening when he wanted to know why these things have taken so long, that, if he had been in the hearing on the Gila wilderness that some people in this room attended, when the cattlemen had their point of view and the mining people had their point of view and everybody was there to tell you why you shouldn't do it, he would understand why it takes many, many years to get a wilderness area finally established.

It is a slow process because there are just so many interests that want to be heard that have good reasons why it shouldn't be done. It becomes slow. I am very happy to have the assurance of the head of the Forest Service that the proposal made by Senator Gruening can be studied and, if there are opportunities to include it, we might, before final passage of the bill, add some language that would permit inclusion of these areas of Alaska if desired.

Senator GRUENING. I would like just to have the committee come to Alaska and look over the scenic areas and others before a final decision has been arrived at.

The CHAIRMAN. That is the most statesmanlike proposal that has been made all day. Some of us went to Alaska for the purpose of taking a look at the possibilities of statehood and the reception we got up there was so enjoyable that people who were opposed to statehood became its most avid enthusiasts.

Maybe this is the way to get the job done that Senator Gruening wants done.

Senator Hickey, do you have any questions?

Senator HICKEY. Thank you, Mr. Chairman. I just have three short ones.

What is the Forest Service definition of wilderness? If you will just tell me where I can find it it will satisfy me.

Mr. CRAFTS. You can find it in regulations U-1 of the Secretary of Agriculture. It is also defined beginning on page 2 of this bill and with that definition we concur, as expressed in this bill.

Senator HICKEY. Am I to understand that you will adopt the definition set forth in this bill under (b)? Or that you already have such a definition?

Mr. CRAFTS. We will follow the definition that is in section 2(b) which, for all practical purposes, is the same as the definition we use now.

Senator HICKEY. Where can we find the definition that for all practical purposes is similar to this?

Mr. CRAFTS. I can submit it to you, or you can find it in the Secretary's regulations and the Forest Service manual.

SRP02410

Senator HICKEY. Would you submit it to me, please?

Mr. CRAFTS. Yes, I will.

The CHAIRMAN. Submit it for the record, because other people may want the same thing as Senator Hickey does.

(The document requested has been submitted and it appears earlier in the record.)

Senator HICKEY. You say for all practical purposes it does compare identically to the definition contained in this S. 174?

Mr. CRAFTS. That is correct.

Senator HICKEY. The difference between wilderness and primitive, I take from your prior testimony, will no longer be of any consequence because of the fact that, if this bill is enacted, primitive will be eliminated and all will become wilderness, is that correct?

Mr. CRAFTS. Your understanding is right.

Senator HICKEY. That is all, Mr. Chairman.

Senator KUCHEL. Mr. Chairman.

The CHAIRMAN. Senator Kuchel.

Senator KUCHEL. There has been and is a jurisdictional dispute, as you know, between the Federal Government and the State governments with respect to problems of water and water development. I think it is the intention of the authors of this bill that that problem be avoided in the establishment of the wilderness system. I first raised this question, as the chairman well knows, several years ago when we had the first bill before us, but I want, to the extent that this constitutes any basis for intention of the legislation, to refer the gentleman from the Department of Agriculture to the section on page 14 starting with line 10, subsection (6):

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

Reading further, subsection (7):

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

The point I make, so that I am sure there will be no disagreement here, is that this legislation does not purport to touch the problem which continues to exist with respect to jurisdiction. That is another subject. It is one we intend to go into and we affirmatively state in this bill, or at least attempt to, that nothing herein shall affect that problem one way or the other.

Mr. CRAFTS. That is correct, Senator. Our understanding of the language of this bill is the same as yours.

Senator CARROLL. Mr. Chairman, while Senator Kuchel makes a very good point, why do you get yourselves involved in the question of taking over the jurisdiction of powersites? How could the Department of Agriculture or the Department of the Interior handle that issue, if you are taking that away from the Federal Power Commission, or do you intend to leave the mechanics of it there and just have the authority yourself? I wonder how you get yourself drawn into that situation.

Mr. FLORANCE. I don't think under the provisions of this bill that the Department of Agriculture would take over from the Federal Power Commission any of its authority. Whatever authority the Federal Power Commission has would still remain, but it would be

SRP02411

subject to the limitations that the Congress would impose by the provisions of this bill.

Senator CARROLL. What are those limitations?

I thought you just got through saying you did take it away from them.

Mr. FLORANCE. In other words, if the President said that there could be water development within a wilderness area and those water developments were the kind that the Federal Power Commission would license, then that Commission would issue the licenses even though this bill were enacted.

On the other hand, the President could say, in effect, to the Federal Power Commission, "You cannot issue a license in this particular wilderness area."

Senator CARROLL. I have been one of the severe critics of the Federal Power Commission, but what I am thinking about is the licenses that have been granted and the jurisdiction of the Federal Power Commission, and now suddenly with this bill, if I understand your testimony, they no longer have power to issue licenses, and in a bill here where you are trying to set up a wilderness system why do you get involved in the powersites?

I just suggest that thought for you, but if you have something for the record and you want to explain how you get it, I would be glad to hear from you. This draws us into the water questions.

Mr. CRAFTS. There is no authority by this bill that is vested in the Secretary of Agriculture and taken away from the Federal Power Commission that doesn't now exist.

As it is now, the Federal Power Commission can issue the license. The Secretary of Agriculture can recommend for or against, but the authority for action is in the Federal Power Commission.

On these areas that would be covered by this bill, the Federal Power Commission could not do so unless the President recommended. The bill takes the power away from the Federal Power Commission and puts it in the President, not in either the Secretary of the Interior or the Secretary of Agriculture.

The reason you get into this, Senator CARROLL, is that you don't have wilderness if you have major dam and reservoir development. You either have it or you don't, and this is an attempt to place the discretion to decide in these areas in the President.

Senator CARROLL. In other words, to have a more unified policy you think it ought to be vested in the President?

Mr. FLORANCE. That is correct.

Senator CARROLL. And I suppose there have been studies about the effect of this when you transfer this. This is a change now of power, isn't it?

Mr. FLORANCE. Yes.

Senator CARROLL. Let's face it. When you change that, what is the legal effects upon existing licenses which are subject to review?

Well, I suppose you will have witnesses here from the Federal Power Commission.

The CHAIRMAN. Yes, and I think there are no existing licenses in a single wilderness area so if the Commission moves into it we have to approve them anyhow.

Senator CARROLL. There are no licenses in the wilderness area?

Mr. CRAFTS. I can't answer that question.

SRP02412

The CHAIRMAN. I think that is true. I ran into that question one time and I got an answer and I am sorry, but I may not be correct. At least we will find out from the Federal Power Commission.

Senator CARROLL. I suppose the Federal Power Commission will be in here to testify. I hope so.

The CHAIRMAN. We are about to adjourn and resume at 2 o'clock. I had a telegram handed to me from a fine lady. She says:

All success and blessings upon you if you can get passed today or tomorrow the wilderness bill which this country so sorely needs.

I regret the Senate is not in session. We cannot pass it today and we might not pass it tomorrow.

Mr. Secretary, before you came in I expressed my thanks publicly for the cooperation of the Department, Mr. McArdle and Mr. Crafts, and for the fine work they have done on this bill. I want you to know we appreciate the wonderful attitude they have taken all the way through.

Secretary FREEMAN. Thank you.

Senator KUCHEL. Mr. Chairman, for the record may I ask the chairman's consent to place in the record a letter from the General Counsel of the Department of Agriculture to Mr. Stewart French with respect to the basis on which the Department's regulations have been formulated.

The CHAIRMAN. Without objection that may be done.

(The document referred to follows:)

U.S. DEPARTMENT OF AGRICULTURE,
OFFICE OF THE GENERAL COUNSEL,
Washington, September 10, 1959.

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
U.S. Senate, Washington, D.C.

(Attention Mr. Stewart French, Chief Counsel.)

GENTLEMEN: This is in response to Mr. French's letter of August 4, 1959, in which he stated that the committee has requested that this Department furnish a statement as to the basis of the asserted authority of the Secretary of Agriculture to set aside and declare certain areas of the lands of the United States to be "wilderness areas."

The action of the Secretary of Agriculture in designating wilderness areas within the national forests is not based upon statutory authority expressly covering such areas. The action is taken under the broad general authority vested in the Secretary in connection with the administration of the national forests.

The general authority stems from article IV, section 3, clause 2 of the United States Constitution, the act of March 3, 1891, as amended (16 U.S.C. 471), and the act of June 4, 1897, as amended (16 U.S.C. 551). Briefly it may be outlined as follows:

The constitutional authorization gives Congress the power to dispose of and make needful regulations respecting property belonging to the United States. Accordingly, no appropriation of public land can be made for any purpose except by authority of Congress. The act of March 3, 1891, as amended, vested in the President authority to appropriate or reserve national forest lands from the public domain. With respect to the administration and regulation of lands so appropriated or reserved, Congress vested authority in the Secretary of Agriculture by the act of June 4, 1897, as amended.

Pursuant to this general authority the Secretary of Agriculture, on September 19, 1939, promulgated a regulation designated by the Forest Service as Regulation U-1 (36 C.F.R. 251.20). The regulation provides that upon recommendation of the Chief, Forest Service, the Secretary may designate tracts of national forest lands as "wilderness areas."

The action taken by the Secretary of Agriculture to designate a wilderness area is not considered an appropriation or disposition of land within the meaning of the constitutional provision mentioned above. Instead, it is considered

SRP02413

an action with respect to land which has previously been appropriated by the President, pursuant to authority granted by Congress, within that meaning. It is a designation of the appropriated land for purposes determined by the Secretary to be proper in carrying out the responsibilities given him to regulate the occupancy and use of the national forests.

We have no record of any formal opinion of this office as to the legal power of the Secretary to designate a wilderness area, but Regulation U-1 was approved by this office for legal sufficiency. Likewise, we know of no formal opinion of the Attorney General or decision of any court passing upon the specific question.

With respect to a very similar situation, however, consideration was given by the court in *United States* v. *Perko*, 133 F. Supp. 564 (D.C., D. Minn., 1955) to rights relative to use of a roadless area. The action was one to enjoin the defendants from operating motor vehicles and otherwise trespassing on the Superior Roadless Area within the Superior National Forest. A temporary injunction was granted and later made permanent. *United States* v. *Perko*, 141 F. Supp. 372 (D.C., D. Minn., 1956). The Superior Roadless Area had been established by the Secretary of Agriculture under authority of the act of June 4, 1897, supra, and his Regulation U-3 (36 C.F.R. 251.22). In reviewing the action for injunction and commenting on the authority of the Secretary, the Court recognized the authority under the 1897 act, as amended, and also commented that there seemed to be nothing unconstitutional about the methods used in establishing the Superior Roadless Area, the action being one in which the Secretary was pursuing the dictation of Congress in ordering him to carry out a policy for the use and occupancy of the Superior National Forest.

We trust that the above will satisfactorily serve as an outline of the basis on which wilderness areas are designated by the Secretary of Agriculture.

Sincerely yours,

FRANK A. BARRETT, *General Counsel.*

The CHAIRMAN. The committee will stand adjourned until 2 p.m.

(Whereupon, at 12:35 p.m. the committee was recessed to reconvene at 2 p.m. the same day.)

(The statements and communications previously directed to be inserted in the hearing record appear in the appendix to this record.)

AFTERNOON SESSION

The committee reconvened at 2 p.m., Senator Clinton P. Anderson, chairman of the committee, presiding.

The CHAIRMAN. We will be in order.

The first witness of the afternoon will be Mr. John C. Mason, General Counsel, Federal Power Commission, accompanied by William R. Farley, Chief, Licensed Projects Division, Bureau of Power, Federal Power Commission.

Will you come up, please.

I hope as you go along you will address yourself to this question that was raised this morning, about whether this bill changes the responsibility of the Federal Power Commission, and if so, in what area and where. I have some question as to how many projects might be started in what are now wilderness areas.

STATEMENT OF JOHN C. MASON, GENERAL COUNSEL, FEDERAL POWER COMMISSION; ACCOMPANIED BY WILLIAM R. FARLEY, CHIEF, LICENSED PROJECTS DIVISION, BUREAU OF POWER

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

As you indicated this morning, the Commission has filed with your committee a report on this bill, which I recall you have already directed be included in the record. I am going to refer to that first to

SRP02414

point out, of course, that the Commission's interest in this bill does arise from its licensing authority under part 1 of the Federal Power Act.

In issuing licenses on lands of the United States—and that is what would be involved here—the Commission has authority to issue licenses on public lands and reservations, as defined in the act, with the exception of national parks and national monuments, which, by special act of Congress, were excluded from the Commission's licensing authority.

So today we do not get applications for projects that would be located within a national park or national monument.

That leads up to some of the questions from Senator Carroll and others this morning, as to what effect this bill establishing a wilderness system would have on the Commission's licensing authority.

There is nothing in the bill that specifically repeals the Commission's licensing authority, and it is the Commission's position, as stated in its report, and mine, as General Counsel, that the Commission would continue to have licensing authority over areas that would be established as the wilderness system or put in the wilderness system by this bill, provided the Commission could make the finding, under the Federal Power Act, that the license would not interfere with or be inconsistent with the purposes for which the wilderness system was created in this bill, that the license would not interfere or be inconsistent with the purposes of the wilderness system.

In reading the bill, and of course after listening to the testimony this morning, it might be very hard as a factual matter for the Commission to make a 4(e) finding, that this would not interfere with the purposes of the wilderness system; which is mainly to keep the people out, as I heard this morning.

So as a practical matter, I think the Commission's jurisdiction would be affected by the definition of "wilderness" as contained in this bill.

Previously we have had the same problem in considering licenses on national forest lands that had been designated by administrative order, not by statute, as wilderness, primitive, and so on, areas, and we have not had the same difficulty, because Congress had not set those up as reservations, and we only considered those wilderness areas set up by administrative order as part of the national forest reservation.

And we have made the finding in some cases (I recall one case where we have conditioned a license to require temporary roads to be obliterated once the project reservoir was built) in order to return the project back into wilderness status.

On the other hand, I can see possibilities where part of a reservoir or part of a small canal or tunnel or parts of a project could very well be located, as they are today, in wilderness areas, and still not destroy the wilderness character as set up by this bill.

That takes me to the point that was raised this morning as to the authority of the President, or the limitations on our licensing authority, under the bill.

The CHAIRMAN. Just one second, now.

You are going to talk now about transferring primitive areas into wilderness areas?

SRP02415

Mr. MASON. I did not understand you, sir.

The CHAIRMAN. You are going to talk now about transferring a primitive area into a wilderness area?

Mr. MASON. No, sir. I did not intend to get into that. I was going to talk about how the section on page 12, which gives the President authority to make exceptions and to permit uses other than wilderness use, would affect our licensing authority.

The CHAIRMAN. Would you agree that the 4,888,000 acres of land now in wilderness areas would not be changed, as far as your jurisdiction is concerned, by the passage of this bill? Or do you not?

Mr. MASON. I think if the bill were passed, the argument could be made, as was indicated by the Agriculture witnesses this morning, that our jurisdiction would be affected, yes, sir. And that is the next point I was going to get to.

The CHAIRMAN. Now, in my area the largest wilderness is the Gila wilderness area of some 400,000 acres. Is it your contention that you have a right to license a powerplant in that area now?

Mr. MASON. Yes, sir; if there is no other prohibition other than its being in the wilderness area, if that is the prohibition you are talking about. Yes, sir, we have authority, provided we could make a finding under the Power Act that the license issued for a project in that area will not interfere with or be inconsistent with the purpose for which the reservation was created or acquired.

The CHAIRMAN. Well, certainly the construction of a dam and powerplant is a complete negation of wilderness, is it not?

Mr. MASON. It could be, yes, sir. It does not necessarily have to be. We have them there now. It has not destroyed the wilderness effect. We have conditioned licenses to protect the wilderness area after the reservoirs have been constructed under licenses.

As pointed out in the Commission's report, on page 2, the Commission says, and I quote:

> Based upon the available but incomplete information concerning wild, wilderness, or primitive areas, the hydroelectric generating capacities of the sites, licensed and potential, which would be affected in those areas are as follows—

The CHAIRMAN. I realize that. But you have changed the language a little bit, you see. You have said this concerns wild, wilderness, or primitive areas. That takes in more areas. I asked you with reference to the 4,488,000 acres of wilderness area.

Is it your contention that you can license a powerplant in those wilderness areas now?

Mr. MASON. Yes, sir, wild and wilderness areas as well as primitive areas.

The CHAIRMAN. Please stay on the wilderness.

Mr. MASON. Let me make a statement that I think will help clear it up. I know what you want to know.

The CHAIRMAN. That is what I am trying to have you do; because I thought that the Gila wilderness was protected to the degree that you could not do that. There has been a proposal for some time to develop water on the Gila River at a project called the Hooker Dam, which ties in to an area on the Gila River close to the Gila wilderness, that might flood a portion of the wilderness. And up until now, I have thought that you could not put a dam there. Probably I was

SRP02416

relying on insufficient evidence. This is the first wilderness area that most of us knew much about.

Mr. MASON. It may be, as a matter of public interest, that all the parties would have an opportunity to make the argument against the issuance of the license, and in given cases the Commission has refused to issue licenses for such reasons as you are giving, because the wilderness should be preserved, or recreation values should not be destroyed by power. But that does not affect the Commission's legal authority to issue the license.

I would like to explain the difference between the wilderness system set up under this bill and why it would be more difficult to license than today under the present wilderness system.

As the Agriculture people told you this morning, Mr. Crafts and Mr. McArdle, the wilderness area today is set up under regulations of the Secretary and does not have the force of statute to the extent that a power site or withdrawal does, which is created by Congress under special statute.

Those wilderness areas have been carved out of the national forest, and historically the Commission, in making this 4(e) finding that the license would not be inconsistent with the purposes of a reservation has usually more or less confined its consideration to the national forest purposes as stated in the statute and has not gone too much into the administrative determination that this is a wilderness area.

Actually, it has not posed any real problem in licensing up to date. But if this bill were passed, then we would have the statutory definition to contend with, and I say, as the General Counsel and a man with long experience in licensing matters, that as a licensing matter we would have much more difficulty licensing under this statute than we have had up to the present time.

And one other point that makes that even more true is this provision on page 12, which says that the President may, within a specific area and in accordance with such regulations as he may deem advisable, authorize prospecting, and so on, and the establishment and maintenance of reservoirs, water-conservation works, and others needed in the public interest.

Certainly the Forest Service and Agriculture Department this morning said they construed this language to be language which would require Presidential approval as well as a license before any water conservation reservoirs could be constructed in the wilderness area.

I do not so construe the bill, necessarily, but certainly if they construe it that way, of course, they are agencies that would have a lot to do with administering it. It does leave an area for future argument. And I am only suggesting that that point be clarified.

One of the things that delays us most in administrative process in licensing is the ambiguities in the statutes and the arguments between agencies as to what particular language means.

We have had three or four cases go to the Supreme Court on that one point. And I am merely suggesting to you, Mr. Chairman, that the committee consider this point. And I think it is congressional policy, not Federal Power Commission policy, as to whether you want the Commission to continue to license in these areas or whether you want to exclude the Commission, as was done in national parks and national monuments.

It is not clear in this bill what is intended.

SRP02417

The CHAIRMAN. Are you referring to cases like the *First Iowa* case?

Mr. MASON. That and the *Roanoke Rapids* case, where the Secretary of Interior interpreted the 1944 Flood Control Act one way with respect to authorizing a Federal project there, and the Commission took a different view, and the court finally settled it in the Commission's favor.

The CHAIRMAN. But in the *First Iowa* case——

Mr. MASON. That was an argument between the State and the Federal Government; not two Federal agencies.

The CHAIRMAN. This is dangerous ground for a nonlawyer, but did not the Supreme Court say in that *First Iowa* case that there was not room for two jurisdictions?

Mr. MASON. That is right.

The CHAIRMAN. There was not room for a separate licensing agency in the State of Iowa. Now, that would not apply in this instance, would it, because this is the President of the United States?

Mr. MASON. Mr. Chairman, I do not want to be in a position of arguing policy with you, because this is a matter for you people and not the Federal Power Commission, as I see it.

The CHAIRMAN. You have got me thoroughly alarmed, now, because I never dreamed that you would come down to the Gila wilderness and build a dam. But I am going to try to find out some way to stop you from doing that if I can.

Mr. MASON. I did not say the Commission would license it. I said merely that they had authority to, and if it is not the best thing to do, and is not in the public interest, they will not. In numerous cases they have turned down applications.

The CHAIRMAN. The people that might want the current bill might say it is to the public interest to have such a plant put in there, but one of the purposes of wilderness is to prevent developments which disturb natural conditions. And once they put the dam in there, they have destroyed the wilderness character entirely.

Mr. MASON. I think that this bill would certainly improve your condition if you wanted to preserve the wilderness system, because I think it would be harder to license under this bill than it is at the present time.

The CHAIRMAN. I would not anticipate a bit of difficulty with the Federal Power Commission on this, because I am sure they would be reasonable about it.

You have listed the fact that you have capacity under license, existing, of 748,000 kilowatts. Is that in wilderness areas, or is it in primitive areas?

Mr. MASON. I would like Mr. Farley to answer that. He has the figures here in detail for you, Mr. Chairman.

Mr. FARLEY. Those are projects where in three or four cases the headwater reservoir is in a primitive area.

The CHAIRMAN. What I am trying to get to is this: There are primitive areas, there are wilderness areas, there are wild areas, and there are canoe areas. We were trying to find out this morning if a powerplant had been built in a wilderness area.

And you combine them all, here, and say:

Based upon the available, but incomplete information concerning wild, wilderness, or primitive areas, the hydroelectric generating capacities of the sites, licensed and potential, which would be affected in those areas are as follows—

Do you know of any case where you have licensed a powerplant in a wilderness area?

Mr. FARLEY. Yes, sir.

The CHAIRMAN. Will you give us a list of them?

Mr. FARLEY. Yes, sir.

The CHAIRMAN. Where was this?

Mr. FARLEY. One was in the Desolation Valley wild area.

The CHAIRMAN. In what?

Mr. FARLEY. The Desolation Valley wild area.

The CHAIRMAN. Again I say that a wild area is a little different from a wilderness area. Will you stick to wilderness, please?

Mr. FARLEY. There is a small plant in the High Uintas wilderness area in Utah.

The CHAIRMAN. We looked this morning and saw very little wilderness area in Utah. What is this, now? The High Uintas?

Mr. FARLEY. The High Uintas. It is in the Ashley National Forest.

The CHAIRMAN. Well, is that a wilderness area?

Mr. FARLEY. Yes, sir; the High Uintas wilderness area.

The CHAIRMAN. We have been trying to get you to use the same language. Is this not a primitive area?

Mr. FARLEY. Well, according to my information, it is a wilderness area.

The CHAIRMAN. You see, if I asked you how much ocean you would say is around us, you would be saying, by analogy, that Lake Superior has this much and Lake Huron has this much. I did not ask about the lakes, but about the ocean. And in this case I asked about wilderness areas.

I want you to be real sure. I am not trying to say you are not answering correctly. I just want to be real sure that you are answering correctly. Are you sure this is in a wilderness area?

Mr. FARLEY. The information we have is that it was a wilderness area.

The CHAIRMAN. Is there anybody here from the Forest Service? Is that a wilderness area?

Mr. CRAFTS (Edward C. Crafts, Assistant Chief, Forest Service). No, Senator Anderson. That is a primitive area.

The CHAIRMAN. I am glad to have confirmation of my suspicion. Now, will you try as to a wilderness area?

Mr. FARLEY. My difficulty is that some have been changed from one designation to another.

The CHAIRMAN. Well, they would not change it from wilderness to primitive. It might go the other way. You picked out a poor example. Would you try again, for $64 or whatever it may be? I do not say there is not one. I just do not know of one. I am trying to find one.

Mr. FARLEY. I do not have any. The others are either wild or primitive.

The CHAIRMAN. Mr. Crafts, do you know of any in a wilderness area? A power dam?

Mr. CRAFTS. I do not know of any, Senator.

The CHAIRMAN. That is why I wonder if all of this argument is necessary. You see, when we try to transfer a primitive area into a wilderness area, that has to be as a result of a very substantial

SRP02419

study. Not only does it have to have the recommendation in the Interior Department, or the Agriculture Department, but that goes to the Secretary. He has to approve it. Then it has to go to the President, and he has to approve it. Then it has to go to the Congress, and they have to approve it.

I am just curious, if all those have approved it: What has the Federal Power Commission got to do with it?

Mr. MASON. Mr. Chairman, either I am misconstruing the bill or we have some misunderstanding, because I read the bill, on page 3, it says:

> The wilderness system shall include all areas within the national forests classified on the effective date of this act by the Secretary of Agriculture or the Chief of the Forest Service as wilderness, wild, primitive, or canoe.

The CHAIRMAN. Then it says "Provided."

Mr. MASON. As for the proviso—I may be wrong, but I just want to tell you how we read it and how we reached the conclusion we did—we read that language to mean that on enactment of this bill all of these areas that are now designated as primitive would go into the wilderness system subject to being taken out under the review provisions.

The CHAIRMAN. I think that is right.

Mr. MASON. So that day after tomorrow if you passed this bill, the day following that we would be under the same restrictions with respect to primitive areas as we are with respect to wilderness areas. And that is the reason we take the position we do.

The CHAIRMAN. But then when it comes up for review, you would not be.

Mr. MASON. If it were taken out, it would be different, certainly. But it will stay in there for 15 years or 10 years or 5 years or whatever time it takes the Secretary to review it. And then at that time, unless Congress rejects it, it would continue to stay as part of the wilderness system. But you would have a chance then to take it out or leave it in, whichever way the Congress wanted to do it.

The CHAIRMAN. I think I would agree with that interpretation.

Mr. MASON. Sir?

The CHAIRMAN. I think I would agree with that interpretation. That is true for this review period. It is naturally the hope of a great many of us that this would sort of act as a catalyst and bring about a final reclassification of these areas.

The only point of my questioning was to find out exactly where we stood on it.

Mr. MASON. May I make one more statement? The whole history of the Power Act and its provisions was an attempt on the part of Congress to license projects that had formerly been done by special acts of Congress. That policy has been in effect now since 1920. And at times when Congress did not want the Commission to license in particular areas, as with respect to the Colorado River and with respect to national parks and national monuments, Congress has certainly said so, and that has certainly helped in the administration of the act.

My whole point is, today, from a personal standpoint, based on many years of experience in the administration of the act, that we

SRP02420

think you ought to make it clear by a savings clause in this bill that the Commission's authority is to continue, or, in the alternative, if it is the policy of Congress that these are going to be real wilderness areas within the definition put in the act, maybe the thing to do is to make it clear that the Commission lacks any jurisdiction even to consider an application from these areas. Certainly that would improve our administration.

I am not arguing for one position or the other, but just telling you what our problem would be if this bill is passed. We will have lots of headaches in trying to adjust these ambiguities that have been brought out today.

The CHAIRMAN. I think it is fine that you have given us the benefit of your experience, because I can see there may be many questions.

Why do you not do this: Why do you not suggest to us additional language that you may think is necessary? You have sent up an amendment that is a very broad, sweeping one. That maybe is required; but it might be possible for you to draft a provision that leaves these primitive areas where the Federal Power Commission can move, if it desires to do so; so that it can consider an application, at least. I think it ought to be considered, at least.

Mr. MASON. Certainly. We will be very glad to do that, Mr. Chairman.

The CHAIRMAN. If you would.

Were you testifying on the helium bill when we had that up here?

Mr. MASON. No, sir.

The CHAIRMAN. The Federal Power Commission had some amendments to the helium bill that in the opinion of the Secretary of Interior would have almost transferred the jurisdiction from his hands to the Federal Power Commission's hands. I did not think the Federal Power Commission's stand was particularly unreasonable, myself. But I am just trying to say to you: Do you think it is necessary to go as far as this proposal you have made, that nothing in this act shall be construed as superseding, modifying, repealing, or otherwise affecting the provisions of the Federal Power Act?

Mr. MASON. I would be very glad, Mr. Chairman, to take that up with the Commission. And I personally will work on it and see what we can do to give you some alternatives.

I am familiar with the helium bill and worked on the language. I did not happen to be the one who came up here to testify.

The CHAIRMAN. You probably read the testimony and you know I was not hostile to the Federal Power Commission's attitude. I felt it was a fairly sensible one.

In this particular instance, then, if you will, see if you cannot narrow the language in a way to protect the point you are trying to protect, so that we will have it available in case members of the committee desire to present language of that nature when we get to writing up the bill.

Thank you very much for coming.

Any questions?

Thank you very much.

If you can stay awhile, I would appreciate it, because we may have another question.

SRP02421

(The Federal Power Commission subsequently sent the committee the following communication:)

FEDERAL POWER COMMISSION,
Washington, March 3, 1961.

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

DEAR MR. CHAIRMAN: On Monday last, during the testimony given by John C. Mason, General Counsel of this Commission, regarding S. 174, the wilderness bill, you requested additional comments as to how the bill would affect water-power projects presently administered under the Federal Power Act. More specifically you suggested that we might submit a new saving clause which would not be as broad as the one presented in our report.

The role of the Federal Power Commission with respect to water-resources development is defined and limited by congressional enactments. Its licensing function originated in the Federal Water Power Act of 1920, which antedated any wilderness-type areas, and is now encompassed in part I of the Federal Power Act. Pursuant to that authority the Commission issues licenses to non-Federal interests, including citizens, corporations, States, and municipalities authorizing the construction, operation, and maintenance of water-power projects on U.S. lands (except national parks and national monuments) and on streams over which Congress has jurisdiction, as well as licenses to non-Federal interests for the purpose of utilizing surplus water or water power from a Government dam. These licenses are issued for a term of years not exceeding 50 and contain certain conditions which protect both the public and the licensee.

A license for project works on reserved lands of the United States may be issued by the Commission under section 4(e) of the Federal Power Act "only after a finding * * * that the license will not interfere or be inconsistent with the purpose for which such reservation was created or required." In addition, such licenses contain conditions deemed necessary for the adequate protection and utilization of any reservation involved. We interpret section 4(e) to provide this Commission with authority to issue licenses for construction of power facilities in presently designated primitive, wilderness, wild, or canoe areas, except in the boundary waters canoe area of Minnesota, and we believe that S. 174 would not preclude the continued exercise of that jurisdiction within the wilderness system established by the bill. However, in light of the conclusion expressed at the hearing by the Chief of the Forest Service that the bill precludes any licensing under the Federal Power Act in the wilderness system that would be created by the bill, we can foresee serious administrative difficulties in attempting to license hydroelectric facilities in those areas, if S. 174 is enacted.

At the hearing you inquired as to the location of 748,000 kilowatts of existing licensed capacity mentioned on page two of the Commission's report on the bill. Our information reveals that the Commission has presently under license three power facilities now in operation (748,000 kilowatts) and one under construction pursuant to a license (257,000 kilowatts), all of which are affected by licensed reservoirs located in primitive areas, as those areas are presently classified by the Secretary of Agriculture and the Chief of Forest Service.

In view of the very limited hydroelectric potential in existing wild, wilderness, or canoe areas, we believe that the public interest in the development of water-power resources through licenses issued under the Federal Power Act will be adequately protected if the saving clause we previously recommended is made applicable only to primitive areas. Therefore, the Commission recommends that the bill be amended by adding a new subsection 6(c)(8) to read as follows:

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

We hope this information will be of value to you and your committee, and if this Commission can be of further service, please do not hesitate to call on us.

Sincerely yours,

JEROME K. KUYKENDALL, *Chairman.*

The CHAIRMAN. Mr. John Taylor.

Mr. Taylor, you are speaking for the American Farm Bureau Federation?

SRP02422

STATEMENT OF JOHN I. TAYLOR, ASSISTANT LEGISLATIVE DIRECTOR, THE AMERICAN FARM BUREAU FEDERATION

Mr. TAYLOR. That is correct, Senator.

Mr. Chairman and gentlemen, this is the statement of the American Farm Bureau Federation to the Senate Committee on Interior and Insular Affairs with regard to wilderness legislation, S. 174.

Mr. Chairman and members of the committee, legislation with regard to wilderness areas has long been before the Congress of the United States. Various alternative approaches have been offered, supported, and opposed most vigorously. Many of the versions of "wilderness" legislation have involved the setting aside of large areas permanently for limited uses to preserve esthetic and recreational values. On the other hand, many of us have been—and are—concerned about locking up wealth and income producing resources.

We believe that both of these values have merit—that both are essential to the growth and development of our country—and that they can be reconciled on a practical basis.

Much of the land involved has already been designated as "wilderness," "wild," "roadless," et cetera. These have been classified and set aside. They are off the tax rolls of any State or any county—they are public lands. We would point out that some of the land so classified is now administered by the agencies involved so as to preserve its wilderness character on the one hand and much more of it, on the other hand, is being operated on a multiple-use basis.

What, therefore, is to be accomplished by this legislation? Primarily, it is to give permanent status to these designations. It would appear wise to start with present designations, which are only and solely of wilderness character and to proceed to such reclassification as may be determined to be desirable, with appropriate caution so that the conflicting purposes may both be given adequate consideration.

The American Farm Bureau Federation has received recommendations on this issue from virtually all of our Western State farm bureaus and from many State farm bureaus in other areas, resulting in the development and adoption of the following policy at our most recent annual meeting:

> Public land should be administered to provide for maximum multipurpose use. Therefore, further designation of extensive portions of public lands as "wilderness areas," in which normal development for other purposes is precluded, is not in the best public interest.
>
> However, we will support legislation establishing, by act of Congress, areas now designated as "wilderness," "wild," and "roadless" areas, not to exceed 6 million acres. This legislation should provide that other areas may be added only by specific act of Congress.

We welcome the opportunity to present to you, in light of the above-quoted resolution, our recommendations with respect to S. 174 and to propose three amendments thereto.

We note that, by designation, on September 7, 1960, nearly half a million acres were added to the category generally referred to as "wilderness." We do not believe it to be in the public interest to add by action of the executive agencies of Government additional areas to the classification of land on which economic development is to be restricted.

The CHAIRMAN. As I read that resolution, it says you will support legislation establishing 6 million acres of wild and wilderness

SRP02423

area, and that this legislation should provide that other areas may be added only by specific act of Congress.

Mr. TAYLOR. That is right.

The CHAIRMAN. There is only about 3,969,000 acres of wilderness area now, plus the wild, and if you add those two, you are still under the 6 million acres.

Mr. TAYLOR. That is correct.

The CHAIRMAN. The other areas that might be added are primitive areas that might be moved over into wilderness category. And there is provision for it to come to Congress.

Mr. TAYLOR. We suggest that later in my statement, Senator.

The CHAIRMAN. I see.

Mr. TAYLOR. The major categories of land on which economic development is now restricted by administrative action are the following:

And there it quotes the figures you have just quoted.

	Total acreage
U.S. Forest Service:	
Wilderness areas	3,969,000
Primitive areas	8,196,000
Game refuges	1,377,000
Wild areas	942,000
Roadless areas	814,000
National Park Service:	
National parks	12,943,000
Monuments	8,975,000
Other areas	2,298,000
U.S. wildlife and game refuges	17,180,000

We therefore respectfully offer the following suggestions for amendment of S. 174. If these amendments are acceptable to the committee, the bill as amended would then come within the scope of farm bureau policy, and we could support the legislation. They are:

1. We suggest the removal of "primitive areas" from the original designation. This is suggested for two reasons:

(*a*) Much of the land now classified as "primitive areas" is not wilderness in character and is actually being studied by the Forest Service at the present time for more accurate delineation of the area in which it should properly be classified. Much of this land is used for a variety of purposes—much of it should continue to be so used.

(*b*) This would leave the present "wilderness," "wild," and "roadless" areas of 5,724,909 acres designated as "wilderness" areas at this time as a result of the enactment of this bill. Other areas may be added later.

2. We believe that paragraph (f) on page 8 of the bill should provide for "positive action" by the Congress. Paragraph (f) now reads as follows:

(f) Any recommendation of the President made in accordance with the provisions of this section shall take effect upon the day following the adjournment sine die of the first complete session of the Congress following the date or dates on which such recommendation was received by the U.S. Senate and the House of Representatives; but only if prior to such adjournment the Congress did not approve a concurrent resolution declaring that the Congress is opposed to such recommendation. Any such concurrent resolution shall be subject to the procedures provided under the provisions of sections 203 through 206 of the Reorganization Act of 1949 (5 U.S.C. secs. 133z-12—133z-15) for a resolution of either House of Congress.

SRP02424

We suggest it be revised to read as follows:

(f) Any recommendation of the President made in accordance with the provisions of this section shall take effect upon the day following the adjournment sine die of the first complete session of the Congress following the date or dates on which such recommendation was received by the U.S. Senate and House of Representatives; but only if prior to such adjournment the Congress approves a concurrent resolution declaring that the Congress is in favor of such recommendation.

We think this will do more than any other one thing to strengthen the bill. We strongly believe in protecting congressional authority and prerogatives. We know it will add more to your burdens, but we also believe this is the right way to make policy determinations on questions as important as these.

3. We believe the language on page 12, in (2) (B), line 25 should be changed as follows: "shall continue subject to such regulations as * * *"

We note that this bill does not provide for the creation of a new agency to administer or to otherwise have authority with respect to the lands designated as "wilderness" areas. We believe they can be handled by the agencies now in the field. We heartily concur in this and trust that the bill as reported will not be changed in this respect.

With these suggestions adopted, we urge passage of S. 174.

Thank you, Mr. Chairman.

The CHAIRMAN. Senator Church, any questions?

Senator CHURCH. I do not believe I do at this point. I was just trying to follow the last recommendation.

Mr. TAYLOR. The bottom of page 12, Senator; (2) (B), line 25.

Senator CHURCH. I see. In the main, what you are recommending is that what is now designated as wilderness or wild areas immediately become a part of the wilderness system upon the enactment of the bill, but what are now designated as primitive areas should be placed into the wilderness system only by positive action of the Congress, as recommended by the President.

Mr. TAYLOR. As they are so designated. Yes, Senator.

Senator CHURCH. That would be different from the present bill, in that positive action by the Congress would require the concurrence of both houses in order to place the primitive areas in the wilderness system, whereas under the present bill it would require action on the part of both houses in order to veto a Presidential approval.

Mr. TAYLOR. That is right.

Senator CHURCH. I am clear on the recommendation, now. Thank you.

The CHAIRMAN. Thank you.

Mr. TAYLOR. Thank you very much, Senator.

The CHAIRMAN. Mr. William E. Welsh, secretary-manager, National Reclamation Association.

STATEMENT OF WILLIAM E. WELSH, SECRETARY-MANAGER, NATIONAL RECLAMATION ASSOCIATION

Mr. WELSH. Mr. Chairman and gentlemen of the committee, my name is William E. Welsh, and I am secretary-manager of the National Reclamation Association.

SRP02425

In the interest of time, Mr. Chairman, I would appreciate it if I could submit my statement to be inserted in the record. I guarantee that it will take me considerably less time to summarize it than it would to read it.

The CHAIRMAN. You may go right ahead on that basis.

Mr. WELSH. Our association has been very much interested and concerned with wilderness legislation over the past several years. We have adopted resolutions outlining our policy with respect to wilderness legislation. And I would refer you to the resolution which is attached to the back of my statement, rather than to my comments concerning the resolution and concerning our attitude, because I believe the resolution outlines the position of the National Reclamation Association—I know it does—much better than I could.

We have noted, Mr. Chairman, that there is considerable change, and we believe improvement, in the present bill that is now before the committee, over the bills which were first offered to the committee several years ago, and we appreciate that fact.

There is just one point that I would really like to emphasize, and that is more important, we think, than any other amendments that might be made to the bill. And that would be to amend section 3(f) of the bill so as to require that the wilderness system would be created by an affirmative action of the Congress, rather than merely failure to act upon the recommendation of the President.

Our people feel that that would do more than anything else to meet with their approval and recommendations.

We have confidence in the Members of the Congress. The Members of the Congress are constantly in touch with the area that they represent. They know the problems. They know the wants and the desires of the people. And, if it is to be added by approval of the Congress, there would surely be an opportunity to be heard, and people would have an opportunity to express themselves, and we feel much more satisfied with that procedure, rather than the procedure outlined in the bill.

The CHAIRMAN. That is somewhat similar to the suggestion made by Mr. Taylor of the Farm Bureau a moment ago.

Mr. WELSH. I think it is quite similar; yes.

I think that is all that I need to comment on, Mr. Chairman.

The CHAIRMAN. Are there any questions?

Thank you very much, Mr. Welsh.

(The prepared statement of William E. Welsh, secretary-manager, National Reclamation Association, follows:)

STATEMENT OF WILLIAM E. WELSH, SECRETARY-MANAGER, NATIONAL RECLAMATION ASSOCIATION

My name is William E. Welsh. I am secretary-manager of the National Reclamation Association.

The primary purpose of our association, since the time we were first organized in 1902, has been and still is to foster and perpetuate the development of sound reclamation projects throughout the West. Mr. Chairman, we appreciate immensely the splendid support and leadership which you have given to the reclamation movement throughout the years which you have served in the Congress. We appreciate, too, the splendid support and cooperation which we have always received from the members of this important committee.

Inasmuch as approximately two-thirds of the members of the National Reclamation Association are directors or officers or representatives of irrigation

SRP02426

districts, canal companies, and other types of water users' organizations, it is only natural that we are vitally interested in any legislation affecting or relating to the watersheds of the West. There is probably no other group of citizens in America who have a greater reason to be interested in watershed protection than the irrigation farmers of the West who are dependent upon a well-sustained flow of water for their very existence. We, of the National Reclamation Association, are therefore vitally interested in any form of wilderness legislation.

The policies of the association, relating to various wilderness proposals and wilderness bills over the past several years have been given very careful consideration. These policies are set forth in resolution No. 3, which was adopted at the last annual meeting of the association at Bakersfield, Calif., in November of last year. A copy of this resolution is attached hereto and made a part hereof.

Briefly, the principles which we believe should be inherent in any wilderness legislation are as follows:

1. Lands capable of a variety of beneficial uses should be available for all such uses;
2. Where potential uses are inconsistent, those most essential should have preference;
3. Where a variety of beneficial uses are to be given consideration the following order of preference, we believe, should prevail:
   (*a*) National defense;
   (*b*) Production of necessities of life including water, food, fiber, timber, minerals, power, and the means of transportation and communication;
   (*c*) Recreation for all;
   (*d*) Specialized recreation for the few.
4. The principle of multiple use should prevail.
5. Wilderness areas should be created or added to only by positive action by the Congress.
6. That before any wilderness system is created or before any area is added to a wilderness system, it should be established beyond all reasonable doubt that the lands to be included in the wilderness system or area are more valuable for wilderness than any other use.
7. That any land or area which has had a historic character or long-time use in forestry. grazing, mining or any other beneficial use, should be continued in the same category and any wilderness legislation should definitely so provide.

The NRA Legislative Committee and the board of directors, at the recent meetings held in Washington, D.C. (February 10–15), again endorsed on two separate occasions, and by unanimous vote, resolution No. 3 and further stipulated that the association should support only legislation that contained the provisions recommended in Resolution No. 3.

In accordance with the endorsements given to me by our legislative committee, our board of directors, and our entire membership present at the Bakersfield convention, I would like to discuss section 2(f) of the bill S. 174. This is quite similar to, if not the same as, provisions in the old Humphrey bill. We have consistently opposed the creation of wilderness areas by this method. We believe it is fundamentally wrong. We believe that the Congress should retain jurisdiction. The Members of the Congress are constantly in touch with their constituents and, accordingly, are in a better position to understand the problems of a wilderness area where other higher uses should prevail. We believe that this section 2(f) of the bill should be amended so as to provide that no wilderness system shall be created except by affirmative action by both Houses of the Congress. This, in our judgment, is by far the most important amendment which we would urge to the pending bill S. 174.

There are one or two other points that should be given some consideration:

1. Those of us who are familiar with the West know that there are literally millions of acres throughout this great, vast mountainous area that must forever remain a natural and undeveloped area because of its very inaccessibility. It will remain a natural wilderness in spite of all that man can do.
2. If there is a real need for wilderness, then it would seem that need would be in the mountainous areas of the eastern part of the Nation adjacent to the heavily populated areas of the East rather than the sparsely settled areas of the West.

SRP02427

Another point which should be considered is that only a very small percentage of our population would really be able to enjoy the wilderness areas. They would be limited largely to those of strong physique and adequate finances to afford a trip into the wilderness areas. The average man, who loads his family into the jalopy and starts out for a weekend vacation, would find that when he reaches the boundaries of a wilderness area, that would be as far as he could go.

Last year our association endorsed the proposed O'Mahoney-Allott amendments to the wilderness bill. I believe those amendments were identical to the bill which Senator Allott has introduced this year, as a proposed amendment to S. 174.

THEODORE ROOSEVELT AND GIFFORD PINCHOT

Without doubt, these men were real conservationists. Their philosophy and their definition of conservation has stood the test of time. They were thinking in terms of all mankind—"The use of the natural resources for the greatest good of the greatest number for the longest time." It seems to me that we should hesitate before abandoning the philosophy of conservation given to us by Gifford Pinchot and Theodore Roosevelt.

I would be less than frank with you, Mr. Chairman, if I did not tell you that a very large number of the members of our association would prefer no wilderness legislation at all.

If, however, there is to be wilderness legislation, then we urgently request that consideration be given to the recommendation to be found in Resolution No. 3. Especially do we urge that section 2(f) be amended to provide that no wilderness area should be created except by affirmative action by the Congress.

Again I wish to express my appreciation to the members of the committee for the splendid cooperation which we in reclamation have enjoyed.

RESOLUTION NO. 3—WILDERNESS AREAS

Whereas there is widespread desire for the creation, within the federally owned lands of wilderness areas; and

Whereas some proponents of wilderness legislation advocate an immediate wholesale legislative commitment of vast areas to a state of backwardness, devoid of protection against disease, fire, vandalism, or criminal activity because of an enforced inaccessibility which would render such areas unavailable and unsuitable for recreational uses by the average American family and useful only for that restricted minority whose gratification requires vast areas of untended primeval domain; and

Whereas unwise creation of wilderness areas is contrary to principles of true conservation which are dedicated to the goal of administering the federally owned lands so as to create conditions which will produce a sustained yield of products and services (including recreation) for the greatest good of the greatest number: Now, therefore, be it

Resolved, That—

(1) In every case where the federally owned lands are capable of a variety of consistent, beneficial uses, it should be made available for all such uses.

(2) Where potential uses are inconsistent, those most essential should have preference over those less essential.

(3) The following order of preference should prevail:

(*a*) National defense and uses in support thereof.

(*b*) Production of the necessities of life, especially water, food, fiber, timber, minerals, power, and the means of transportation and communication.

(*c*) Recreation for all.

(*d*) Specialized recreation for the few.

Constant recognition should be given to the fact that protection, preservation, and development of the available water supply is essential to every use of the public domain and is, therefore, primary and of first importance.

(4) Protection of the wise principle of multiple use of the public domain from the pressure of those who seek only the limited wilderness use requires the adoption of legislation establishing the principle that wilderness areas may be created only by act of Congress after adequate investigation and affirmative recommendation by appropriate Federal agencies together with an adequate opportunity for comment by affected States and local agencies.

The CHAIRMAN. Mr. Louis Clapper.

SRP02428

STATEMENT OF LOUIS S. CLAPPER, CHIEF, DIVISION OF CONSERVATION EDUCATION, NATIONAL WILDLIFE FEDERATION

Mr. CLAPPER. Mr. Chairman, I would express the regret of Mr. Thomas Kimball, our executive director, at being unable to be here today. He had conflicting meetings.

Mr. Chairman, the National Wildlife Federation is a private, nonprofit conservation organization composed of 50 affiliates in 49 States and the District of Columbia. These affiliates are made up of more than 2 million individual sportsmen-conservationists.

The National Wildlife Federation long has endorsed the principle of wilderness preservation and we hope this committee and the Congress will see fit to approve of S. 174. Proposals to create a national wilderness preservation system have undergone considerable refinement, largely through extensive work on the part of this committee over a period of several years, and we believe it now is time to act.

The National Wildlife Federation has endorsed in principle both the multiple-use concept of management for national forests and the proposed establishment of a wilderness preservation system. As pointed out in the multiple-use bill enacted into law last year, the concept of multiple use is not inconsistent with wilderness preservation.

It is readily apparent that some individual areas, or portions of them, are not suited for all types of purposes. It also follows, then, that decisions must be made to determine the optimum, or best, use of some particular areas. It is the belief of the National Wildlife Federation that the optimum use of appropriate areas of unique scenic, esthetic, scientific, and educational value is as wilderness preserved and protected by procedures approved by the Congress. This would be accomplished by provisions of S. 174.

Wilderness areas serve many purposes in addition to recreation or esthetic enjoyment. Primarily, of course, lands preserved as wilderness admirably protect watersheds and the important production of water.

We, Mr. Chairman, are particularly gratified that a number of the areas to be designated for inclusion in the system have special significance because they provide natural living areas for endangered and depleted wildlife populations. The grizzly bear, bighorn sheep, mountain goat, and whooping crane are among the larger forms of wildlife which benefit from wilderness environments. The grizzly bear, as one example of an endangered species that is restricted to wild and undeveloped areas, today may be found in the United States only within wilderness portions of national forests and parks. These and other wilderness lands, to be given protection under the bill, would serve as refuges or havens for depleted populations of wildlife, especially types which cannot coexist with humans.

Hunting, fishing, and other important recreational uses of designated areas of wilderness within national forests are consistent with multiple-use provisions of S. 174. This is accomplished in such a way, we believe, as not to interfere or impair in any way the present jurisdictional pattern for management of fish and game resources by State wildlife agencies which historically have been charged with these responsibilities on national forests. As in the past, State agencies

SRP02429

would continue to establish regulations for the management and protection of resident species of fish and wildlife.

The U.S. Fish and Wildlife Service would continue to manage national wildlife refuges and ranges for their present purposes and this applies to lands which would be incorporated into the wilderness system. In a similar manner, areas within the national park system would continue to serve the same purposes as they now do, without change in the present administrative jurisdiction and practices of the National Park Service. National parks and monuments would continue to function as wildlife sactuaries, meeting those recreational needs which they have satisfied historically.

It may be emphasized, Mr. Chairman, that areas of wilderness given protection under provisions of S. 174 are of special interest to sportsmen and members of the public who are outdoor minded. Even though trips into wilderness are enjoyed only on occasion by the average sportsman or outdoor enthusiast, he usually is willing to invest much time and effort for the opportunity of making a trip into primitive country via foot, horseback, or canoe. Hunters and fishermen in ever-increasing numbers are seeking recreation in areas of wilderness. We believe an important segment of the public wants these lands preserved for their use and enjoyment and for future generations.

We also believe there is great value in having areas which are untouched available for scientific study and educational work.

In summary, the National Wildlife Federation believes wilderness areas have always been a part of the American scene, a valued part of the Nation's heritage. The comparatively few areas still remaining are worth preserving, especially to satisfy the increasing demands of a growing population. This can be accomplished best through orderly procedures, including congressional review. We, therefore, express the hope that favorable consideration can be given to S. 174.

Thank you, Mr. Chairman, for the invitation and opportunity of expressing these views.

The CHAIRMAN. Are there questions?

Thank you very much, Mr. Clapper.

Mr. William Zauche.

STATEMENT OF WILLIAM ZAUCHE, SEATTLE, WASH., REPRESENTING THE MOUNTAINEERS

Mr. ZAUCHE. Mr. Chairman and members of the committee, my name is William Zauche, of Seattle, Wash., representing the Mountaineers, the third largest outdoor club in the Nation, with a growing membership now over 4,200. I appreciate the courtesy of your committee in allowing me to appear in the hearing today in order that I may make a return to Seattle tonight.

I submit the following statement in behalf of the Mountaineers, in support of S. 174.

The Mountaineers have enthusiastically and wholeheartedly supported the wilderness bill at all stages of its evolution. We do regret the loss of some of its strong features in order to meet the objections of some commercially oriented groups.

In spite of these changes, it appears that no form of increased security for our national parks and national forest wild and wilderness

SRP02430

areas will be acceptable to them. It is evident that they would like to maintain the present administrative flexibility, which would make it easier for future exploitation of the Nation's already wilderness-dedicated areas.

The commercially oriented groups apparently support the concept of multiple use except where that concept requires the exclusion of logging, or mining, or roads, or whatever might affect their personal gain.

This should serve to emphasize the urgent necessity of enacting this wilderness bill for those particular kinds of multiple uses wilderness offers. These include not only a place for physical recreation—and certainly much is being said these days about improving the physical fitness of our people—and spiritual recreation, but some very practical aspects, also.

One of the oldest known devices for protecting watersheds is found in unmarred terrain. To some, manipulation of watersheds as a means of improving water flow may seem expedient at the moment, but the assurance of undamaged, continuously perpetual watersheds can always be functioning in the non-man-damaged wilderness.

The bill, S. 174, cites some of the other benefits provided by wilderness, not the least of which is a reservoir for ecological research, or even unknown kinds of research, to enhance men's knowledge of nature's secrets, which are not apparent today and may not be for years to come.

Wilderness can also be considered the best natural history museum we can will to the future. It is the habitat for undomesticated plants and animals, soil and rock, lakes and rivers, where one can marvel at the arrangements done by Nature rather than having to depend on manmade displays, welcome as they are in such places as the California Academy of Science or the American Museum of Natural History in New York.

These few examples should point out the fallacy of the term "single use" being applied to wilderness. Actually, we believe logging and mining are greater single use phases than wilderness.

The Mountaineers have presented statements or testified through representatives at several of the exhaustive hearings already held on the earlier versions of the wilderness bill, both in Washington and in various western cities.

We believe these hearings conclusively show how strongly the people of the Northwest support this measure.

I believe the record will show 119 statements and letters are on file in favor of the wilderness bill, plus 413 sending supporting statements which were not in the record, during the hearings in the Northwest, as contrasted to the 77 opposing the bill from the Northwest.

We regret the elimination of a Wilderness Council from the bill's original provisions. We feel this would have been a central source of records and information on all the Nation's wilderness. We recognize the desire to delete consideration of Indian lands. We believe that some of the minor modifications to the earlier bill can result in less protection of the wilderness in National Park and Forest Service dedicated areas than is desirable and will be desired in the years ahead.

However, we strongly recommend the adoption of S. 174 in its present form. America needs the wilderness bill, and we in the North-

SRP02431

west, where there is so much wild beauty that can be lost, need it particularly. It is needed now, and without further weakening.

We ask immediate passage of the wilderness bill, S. 174, so that future decisions on the elimination or addition to dedicated wilderness can be made by the people through its Congress, rather than at the discretion of one or two men.

That is all, sir.

The CHAIRMAN. Thank you for coming.

Mr. ZAUCHE. Thank you, sir.

The CHAIRMAN. Mr. A. B. Hood and Mr. W. D. Hagenstein. Do you have a separate statement, Mr. Hagenstein?

Mr. HAGENSTEIN. Yes; I do. I was out of the United States when you called the hearings, and the National Lumber Manufacturers Association asked for time for me. We are actually appearing independently, if we may.

STATEMENT OF A. B. HOOD, PRESIDENT, NATIONAL LUMBER MANUFACTURERS ASSOCIATION

Mr. HOOD. Mr. Chairman, my name is A. B. Hood. I am vice president and general manager of the Ralph L. Smith Lumber Co. of Anderson, Calif., and I am president of the National Lumber Manufacturers Association with headquarters in Washington. Members of the association I represent account for a major part of the lumber production of the United States and a substantial part of the commercial timberland ownerships. We appreciate this opportunity to present our views on this important bill.

You have before you a full statement, but in saving time I will simply make brief remarks.

While we do not think a bill is necessary, we agree that this bill is a substantial improvement and fully appreciate that it represents a lot of constructive work by the chairman.

The lumber industry has long recognized the importance of recreation in the management of our forest lands. We also know full well that there are many areas (probably more than 25 million acres in the West) which have low economic value but are of great value for wilderness use.

We are not opposed to wilderness; in fact, we favor wilderness. We believe that when Federal lands are to be delineated for exclusive use, such as wilderness, full weight should be given to their most productive use for the permanent good of the whole people, including dependent communities.

One of our objections to this legislation is that it would blanket in all existing primitive areas within the national forests. Primitive is not a classification, but rather a designation of unclassification. Several primitive areas are now under study to determine just what their best use for the American people is, and some 6 million acres are still unclassified.

We think it unwise to legislate either these primitive areas into wilderness or any extensive areas of commercial timberland without Congress taking positive action based on careful investigation. We think the responsibilities for wilderness are now being ably carried by executive agencies of the Government, but if Congress does want

SRP02432

to assume the responsibility of wilderness designation, then Congress should also assume the task of hearing and weighing the pros and cons for each area.

Here, in this bill, S. 174, Congress would take the responsibility by nonaction, whereas the usual procedure, like what is done with national parks, would be preferable. Agencies, States, communities, and the users would all have a chance to present their views to those responsible for the decision on every area proposed.

We wonder why a system is proposed. If Congress established a wilderness system, then why not have a national timber production system, a national grazing area system, and other systems for minerals, water, fishing, hunting, camping, and other uses of public lands? We fear this system is a forerunner of a new administrative agency to look after wilderness.

Congress has established and will within 1 year receive the report of the Outdoor Recreation Resources Review Commission. This Commission will provide the Nation with a comprehensive study of our outdoor recreational resources, including wilderness. This Commission has contracted a study on wilderness needs to the University of California and a report is due this week.

The CHAIRMAN. Have you had any chance to check and see how they are coming with that?

Mr. HOOD. I understand it is a little late.

The CHAIRMAN. Yes. We had a meeting at Jackson Hole last fall sometime, and could not agree what wilderness was. I thought then that it is hard to study what you are not able to delineate.

Mr. HOOD. That shows the difficulty in this thing, and I know some of the men that are involved, and they are certainly people dedicated to the interest of the public.

The CHAIRMAN. No question about it. But if the report is still further delayed, should we still further delay action on legislation?

Mr. HOOD. Yes. Wilderness was put into this world by God Almighty, and there is not very much that any of us can do about it. The beautiful areas through the Sierra and the Cascades are going to be that way, regardless of many other things. So I think that the deliberate process that we are going through, in connection with the Forest Service looking after these primitive areas—I do not agree with them in all ways, but I do believe they are a bunch of dedicated men. They are specialists, who know timberland use. And that is a thing that I think is very important. I do not see any reason to rush this thing, when there is nobody who is going to go out and devastate these wilderness areas.

The CHAIRMAN. When you say that wilderness was created by God and that man cannot do very much about it: I have been some places where man has destroyed quite a good deal of wilderness in one way or another.

Mr. HOOD. I suppose a very small part; but there are two sides to it, of course.

In conclusion, the lumber industry is not opposed to the establishment of appropriate areas of public land best suited for the purpose of wilderness areas. However, such areas should be set aside only after careful consideration of the merits of wilderness use in each area.

SRP02433

Before the establishment by law of a wilderness system which would blanket in all existing wilderness and primitive areas, Congress should determine their individual merits for such use.

The CHAIRMAN. It is true that this bill brings them in, but it sets up a review. Do you not think, really, that it would be worthwhile some time to force a review of these primitive areas and have a decision as to whether they are worthy of preservation as wilderness areas or not?

Mr. HOOD. Well, under the present situation, they are being considered nearly like wilderness areas. There is a restriction of use, which I think is all right. However, in all of our primitive areas, we do not know yet what is in the ground or what resources we are going to need. I think that we are taking a tremendous jump for our present-day people to say, "This is going to be locked up forever."

We are stewards of this area for our lifetime. We want to plan well. But I do not think that we are smart enough to answer all the questions for the future and lock them up and only be able to get into them with a tremendous encumbering method of getting them taken out.

Inaction would be much worse for us than positive action; and if necessary, crowd along the Forest Service and the Bureau of Land Management to get these jobs done. But I would like to have positive action, rather than negative action.

The CHAIRMAN. Any questions?

Senator CHURCH. Mr. Chairman, let me suggest a procedure in between.

I am sorry that I had to leave during part of your testimony. But I think I followed what it was that you may have recommended, based upon the chairman's question and your response.

I take it that you are recommending that the Congress take positive action in its normal course, as it would do, for example, if it were creating a national park.

Mr. HOOD. Right.

Senator CHURCH. To put new land into the wilderness system, or to put primitive areas into the wilderness system. Is that correct?

Mr. HOOD. That is correct.

Senator CHURCH. Something like the Farm Bureau has recommended heretofore.

Well, now, under the procedures set up by the bill, first of all we have to understand that when the Congress takes positive action, either House can veto, can it not?

Mr. HOOD. That is right.

Senator CHURCH. Because it takes both Houses concurring in order to positively enact legislation.

Mr. HOOD. Right.

Senator CHURCH. So either House, in the normal course, has the right of veto. But under the procedures set up by this bill, either House does not retain the right of veto, because both Houses have to get together in a concurrent resolution in order to veto a proposal. Is that not correct?

Mr. HOOD. That is right.

Senator CHURCH. Now, if we were to retain the procedures set up in the bill, in order that the President make his recommendations and

have the initiative to come forward within the next 15 years and review all of these primitive areas, but were to change the bill so that it would not require action on the part of both Houses in order to veto a recommendation, but action on the part of either the Senate or the House would reject, then we would be retaining substantially all of the power in the Congress that it would have if it had to take positive action. Or at least that would be the middle ground between what you are proposing and what the bill proposes. Is that not so?

Mr. HOOD. Yes; I think that is right.

Senator CHURCH. And though you would prefer positive action on the part of the Congress, the middle ground would be preferable, in your view, to the procedures that are now set up in the present bill?

Mr. HOOD. The present procedure is more desirable to me, and I think to the industry, because it does take some time for the Forest Service or other land organizations to determine just what the uses are and to investigate. Slowly; that is all right. We have lots of time. Let us do it slowly and soundly. Let us not get them all locked up and then have to go at it and take them out. There was lots of testimony this morning that shows there was some confusion as to what would happen.

Senator CHURCH. Yes; but I do not think you understood my question. My question was that you have proposed that Congress take affirmative action in order to put these areas into the wilderness system.

Mr. HOOD. Yes, sir.

Senator CHURCH. The present bill provides that the Congress can only reject recommendations of the President, but it requires both Houses concurring to reject.

Mr. HOOD. Yes.

Senator CHURCH. I have suggested a middle proposal between these two, which would permit either the House or the Senate to reject a recommendation made by the President, but would not require both Houses to concur in order to reject such a recommendation.

Do you follow me?

Mr. HOOD. I understand what you say.

Senator CHURCH. That is fine. And my question is: As between the procedures set up in the present bill, and the middle ground proposal that I make, you would prefer the middle ground to the procedures set up in the present bill, would you not?

Mr. HOOD. Well, before I would make such a statement for the industry that I represent, I would want to talk to other specialists in that. But we prefer the present method because we believe it is doing the job, and we have confidence in the method that is now in process.

Senator CHURCH. Under the present method so far as wilderness areas are concerned, this is determined administratively with no congressional review of any kind.

Mr. HOOD. We have confidence in the professional men that are handling it.

Senator CHURCH. So you would prefer that the wilderness system be handled as a purely administrative matter and not be subject to any congressional review?

Mr. HOOD. Well, we would like to have it just the way it is going, with these professional men, whom we have confidence in, who are

SRP02435

trained in land use and land values, making the decision. I do not think we have gone very far wrong under our present method.

Senator CHURCH. Do you not think that these experts that are now managing the public domain and the public forests would be the ones that, under the wilderness bill would make these recommendations, and that the congressional review is simply an additional safeguard to be sure that the public interest is being protected?

Mr. HOOD. Well, possibly. I do not like to have the burr taken out from under the tail of the Forest Service. I like to see them progress on these things actively.

The CHAIRMAN. You mean you can get the Forest Service and put a little pressure on them to do something?

Mr. HOOD. No. I think they are handling these lands, and they should know, and they do know.

The CHAIRMAN. Since you have opened up that subject, you say you like the present system. You would want a responsible review by Congress. Now, is it not your understanding that if this bill should pass, all these areas that are primitive areas would be immediately put up for review by the very people you are talking about, that do pretty well?

Mr. HOOD. I just have the feeling that they would lag.

The CHAIRMAN. Who else would review? I am just trying to get to the people. We will come to the time in a minute. Who is going to make this evaluation, as you understand it?

Mr. HOOD. The Forest Service, for instance.

The CHAIRMAN. The very ones you are dealing with now?

Mr. HOOD. Yes.

The CHAIRMAN. Now, when they get through with it, then it is submitted to the Secretary. And that is the situation now, on creating an area of wilderness, or a primitive area or anything of that nature, is it not?

Mr. HOOD. Yes.

The CHAIRMAN. So that is not changed a bit. He makes the recommendations. Then it goes to the President. Is it the President that you are objecting to, reviewing what the Forest Service does?

Mr. HOOD. I just felt that it is complicating the thing. That is all, Senator.

The CHAIRMAN. We are trying to get it slowly. Do you object to the President having a review?

Mr. HOOD. No.

The CHAIRMAN. Then comes the Congress. Do you object to the Congress having a review? I thought you trusted the Congress.

Mr. HOOD. Yes; we do.

The CHAIRMAN. When did you lose that confidence?

Mr. HOOD. Our industry feels that the situation is pretty well handled now, and we would rather see the primitive come along, as we do, rather than to be tied up all at once into the wilderness, leaving not enough time, I think, to work them out.

The CHAIRMAN. But you said on page 3 of your statement:

> I think anyone familiar with western public lands will agree that fair analyses will show we will always have a minimum of 25 million acres of wilderness, because nature has already set it aside.

Now, 25 million acres of wilderness is much more than we are talking about here, is it not?

SRP02436

Mr. HOOD. Yes.

The CHAIRMAN. And so we are doing a rather conservative thing in cutting it down from 25 million to about 14.

Mr. HOOD. There is a lot of this wilderness that we have in the United States that is not covered, and it is in separate areas. We are talking about wilderness generally over the country.

The CHAIRMAN. I am trying to find out who it is you are worried about in this. If your experience with the Forest Service has been good, do you mind their being called upon to make a decision in 15 years as to which areas they have designated as primitive should really have wilderness values and be included in the wilderness system?

Mr. HOOD. If this bill is passed the way it is, these primitive areas will go under a system immediately. And then they will be handled practically as a wilderness. At the present time, the primitive areas are up for current discussions and further investigation. And they are not as yet into the wilderness system itself.

The CHAIRMAN. If that is what you are worried about, how can you keep them from going under wilderness classification now? Suppose Secretary Freeman tomorrow morning decides to sign a blanket order putting all the primitive areas under the wilderness system. What legal resource have you to stop it?

Mr. HOOD. I think none.

The CHAIRMAN. Absolutely none.

Mr. HOOD. Right.

The CHAIRMAN. Then you object to a bill that gives 3 checks on it before it happens. If you are worried about it happening, I do not quite follow you. If that is what you are worried about, why do you object to checks, when he can do it by himself now? He has full authority.

Mr. HOOD. The authority was pretty well handled in the past, and I think it is progressing. We are getting more wilderness. Private owners are cooperating with the Forest Service to help develop and consolidate wilderness areas. The thing is growing, I think, in a satisfactory manner.

The CHAIRMAN. The more satisfied you are with it, the more you ought to endorse this principle, had you not? All right.

Any other questions, Senator?

Mr. Hagenstein, go ahead.

STATEMENT OF W. D. HAGENSTEIN, EXECUTIVE VICE PRESIDENT, INDUSTRIAL FORESTRY ASSOCIATION

Mr. HAGENSTEIN. Thank you.

My name is W. D. Hagenstein and I reside in Portland, Oreg. I am a professional forester and a registered professional engineer in the States of Washington 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 Washington and western Oregon since 1934.

Industrial Forestry Association members are engaged in the business of growing and harvesting timber and manufacturing every kind of forest product for the Nation's consumers. They operate 319 manufacturing plants which employ more than 67,000 people with an annual payroll of more than $350 million.

SRP02437

We want to discuss S. 174 which would create a national wilderness system. From our study of the bill we find it little different from previous proposals which this committee has continuously rejected during the past 4 years. We find it inconsistent with the recent plea of the President of the United States to develop our natural resources to provide a never-ending supply of raw materials for our industries and a reservior of basic jobs for our increasing population. We also find it inconsistent with the act of June 4, 1897, which established the management policy for the national forests and the act of August 25, 1916, which established the National Park Service and the management policy for the national parks. Inconsistent, we say, because S. 174 would negate the long-established policy of Congress that both national forests and national parks are for use and enjoyment of all the people who own them.

Before I continue my discussion of S. 174 and present our conclusions as to the action this committee should take, let me make it crystal clear that the Industrial Forestry Association at no time has opposed the dedication of significant areas of either national forests or national parks for roadless wilderness. We have favored the establishment of wilderness areas in the national forests by appearing at public hearings called by the Secretary of Agriculture when he was in process of reclassifying primitive and limited areas into wilderness. In each case we made recommendations for specific boundaries of the areas in question based upon field studies.

It is our opinion that the issue at stake in the wilderness bill is not wilderness itself but the idea of establishing a blanket wilderness system on millions of acres of Federal lands which as yet have not been inventoried as to their highest contribution to society. In these days when we plan everything else, how can we ignore the imperative necessity of inventories before deciding how to manage land? That is the crux of the wilderness bill. We think it entirely unnecessary because of the job which both the Forest Service and National Park Service are doing through formal means on the national forests, by the Secretary of Agriculture under his administrative regulations, and by administrative decisions of the Secretary of the Interior with respect to which portions of national parks are left roadless and otherwise undeveloped. As circumstances change, these officials, to discharge their obligations under the laws which established management policies for the national forests and national parks, must have flexibility to decide what use is to be made of what lands.

It is significant to us that only three members of this committee are among the sponsors of S. 174 and that only four of the sponsors are from States with significant areas of public land. This indicated recognition by most western Senators of the importance of managing most of our Federal lands for multiple use because of their importance to our economy.

The CHAIRMAN. Now, you have me interested a little bit. We did not canvass the entire Senate membership. Do you recall 2 or 3 years ago Senator Knowland and Senator Johnson got a clean politics bill and had 86 sponsors on it and could not get it out of committee?

Mr. HAGENSTEIN. I recall that.

The CHAIRWAN. Do you recall in this session Mr. Jennings Randolph had a national fuels policy bill with 54 signatures on it and

SRP02438

many companion bills in the House and it got to the House Interior and Insular Affairs Committee and the House Interior and Insular Affairs Committee instead of accepting a joint House and Senate study, divided it so it does not have anything to do with the combined study?

Mr. HAGENSTEIN. I was not aware of that.

The CHAIRMAN. Is there any virtue in having 100 sponsors?

Mr. HAGENSTEIN. There are 100 votes with 100 sponsors.

The CHAIRMAN. How do you suppose the clean politics bill was stopped with 86 sponsors when there were only 96 members?

Mr. HAGENSTEIN. I am sorry. I couldn't tell you. I do not know, sir.

The CHAIRMAN. Let me go back a little bit in your statement, then:

From our study of the bill we find it little different from previous proposals which this committee has continuously rejected during the past 4 years.

Did the committee reject the bill last year or did it decide it ought to be held pending some further study? Can you recall a vote rejecting the bill at any time?

Mr. HAGENSTEIN. No, sir. But no action was taken on the bill. That is what I mean by rejection here. Perhaps my language is not as precise as it should be. That is my intent. The committee has not in the last 4 years, since it held hearings, in 1957, 1958, 1959, none in 1960, on the bill—no action has been taken on it.

The CHAIRMAN. We did a lot of work in 1960 on it.

Mr. HAGENSTEIN. I know you did, sir.

The CHAIRMAN. I am interested in these inconsistencies. I hope you point out how they are consistent later on in your statement.

Mr. HAGENSTEIN. Perhaps I will have to do that through questions.

The CHAIRMAN. You say:

* * * find it little different from previous proposals which this committee has * * *.

Did you examine the original bill that Senator Humphrey introduced that included the Indian land and a great many other things?

Mr. HAGENSTEIN. I realize that——

The CHAIRMAN. You find it a little different from——

Mr. HAGENSTEIN. I find it no different in this respect. It creates a blanket wilderness system from the lands included in the original proposal, even though the Indian lands have been removed from this bill. The original bill covered principally the wild, wilderness, and primitive areas of the national forest and by definition the wilderness areas of 5,000 acres or more in the national parks and monuments and in wildlife refuges and game ranges.

So the acreage involved with respect to the total area of public land involved in the bill is not a great deal different, in my opinion, than the previous proposals.

The CHAIRMAN. I think that comes as a little bit of a shock to some of the members who sat and worked hours and tried to modify and modify and modify to find at the end of all modifications they have the same bill they started with. I do not believe they will quite agree with your appraisal. Maybe they will.

Mr. HAGENSTEIN. Mr. Chairman, I want to say those of us interested in this subject, which you and your colleagues on the committee

SRP02439

are, that we are fully appreciative of the long effort and time the committee has put in this thing; that notwithstanding the purpose under our system to discuss these things openly and frankly, we are giving you our view.

The CHAIRMAN. We do not mind that at all. I just question whether it comes under the heading of openness and frankness to say this bill is little different from the original. I think it is quite different, but I might be prejudiced, too.

Mr. HAGENSTEIN. I am afraid we have a slight difference of opinion there, sir.

The CHAIRMAN. Quite obviously.

Mr. HAGENSTEIN. Would you like me to continue, sir.

The CHAIRMAN. Surely.

Mr. HAGENSTEIN. One argument often made by proponents of this legislation is that a wilderness preservation system will provide areas for the scientific study of the ecology of plants and wild animals.

I might interject here one witness previously referred to that today.

There is no question but what this is true. But how much unmanaged land do we need to let Nature's constant struggle for survival of the fittest occur to see what happens and to learn which species endure?

Without being facetious at all, may I most respectfully suggest that in our scientific studies of ecology we not overlook the importance of human ecology. Because so much clamor for this legislation comes from urban areas where the people have apparently been led to believe that they create wealth by exchanging goods and services with one another, or to put it another way——

The CHAIRMAN. Taking in one another's washing.

Mr. HAGENSTEIN. Taking in one another's washing, right, sir.

I would like to suggest that we set Manhatten Island aside as a human ecology laboratory; for 1 week embargo all importation thereto of food, water, wood, solid and liquid fuels, animal fibers, and all iron and steel and nonferrous metals; and then see what happens. You'd find very quickly, I believe, that people would migrate to survive. If a blanket wilderness system is established you are going to cause similar dislocation of population from many western areas which have been developing a stable land-based economy during the past hundred years, much of it on Federal lands.

Incidently, with your kind permission, Mr. Chairman, because of its importance in consideration of this legislation, I would like to introduce and have made a part of the record the clipping which I have from the New York Times for February 15, 1961, which quotes State chairman of the State council of parks, Robert Moses, as pointing out that in the constitutional provision which reserves some 2,400,000 acres in the State of New York from any development whatsoever in the so-called Adirondacks and Catskills preserves, that hundreds of thousands of vacationists are deprived of perfectly innocent use of forest reserves for camping vacations, hiking, and other outdoor enjoyment, and so on.

With your permission I would like to make this clipping a part of the record.

Senator DWORSHAK (presiding). Without objection, so ordered.

SRP02440

(The information referred to follows:)

[From the New York Times, Feb. 15, 1961]

MOSES BIDS STATE OPEN WILD LANDS

URGES LIMITED CONSTRUCTION SO FAMILIES CAN USE THE PRESERVE FOR DIVERSION—CONSTITUTION HAS BAN—AMENDMENT ASKED TO SKIRT PROVISION THAT PROHIBITS REMOVAL OF SINGLE TREE

(By Douglas Dales)

ALBANY, February 14.—Robert Moses, chairman of the State council of parks, has urged Governor Rockefeller to support a revision of the State constitution that would open up the forest preserve for controlled recreational use.

In a letter to the Governor, Mr. Moses declared:

"It is senseless for us to buy additional recreation land in outlying sections, especially for camping, when we have so much already owned by the State in the forest preserve counties but locked up against even limited use."

Mr. Moses proposed that the legislature approve this year three alternative amendments and select one for second passage in 1963 after full debate. A change in the constitution must be approved by two successively elected legislatures and by a popular referendum before it can become effective.

FOREVER WILD PROVISION

The State forest preserve consists of 2,172,000 acres in the Adirondacks and 232,000 acres in the Catskills. Article XIV of the constitution provides that the preserve "shall be forever kept as wild forest lands." It bars any sale or lease of the lands and the sale, removal, or destruction of timber on them.

As a result of this prohibition, it is impossible, without a constitutional change, to build roads in the preserve or to create recreational facilities that would require the removal of a tree.

One amendment suggested by Mr. Moses would repeal article XIV, substituting a new article that would keep the "forever wild" wording but add:

"Nothing herein contained shall prevent the State from constructing, completing and maintaining any highway authorized by the legislative, nor from constructing, maintaining and operating ski trails, campsites and facilities to provide scenic enjoyment, vacation shelter, and recreation for the public."

OTHER ALTERNATIVES

The other alternatives suggested would retain the present amendment but add one of these provisos:

1. "Nor shall anything in this section prohibit the State from furnishing, maintaining and operating in the forest preserve, campsites and recreational facilities with such access, buildings, conveniences, and appurtenances as are necessary to provide scenic enjoyment, vacation shelter, and recreation for the public."

2. "Nor shall anything in this section prohibit the State from building and maintaining in the forest preserve, at campsites located not more than 1½ miles from existing highways, enclosed buildings to provide healthful recreation for the public without artificial, mechanical amusement devices."

In outlining the problem to the Governor, Mr. Moses said:

"We cannot afford to restrict the use of the forest preserve to extremists who insist on keeping it a complete wilderness, accessible and available only to those who have the experience, toughness, and leisure to enjoy it without the elementary conveniences and facilities required by the average vacationist and his family.

"Hundreds of thousands of such vacationists are today deprived of the perfectly innocent use of the forest preserve for camping vacations, hiking, and other outdoor enjoyment, because they cannot sleep in the open or in lean-tos, and cannot live in completely wild forest land."

Mr. HAGENSTEIN. To show the importance of the management, protection, and use of Federal lands for the majority of the people of the United States, I attach table 1 which shows the Federal ownership throughout the West. The Federal Government owns more than

SRP02441

1 out of every 2 acres. In some States, if you add the State ownership, the public owns 2 out of every 3 acres.

The Federal lands also contribute importantly to revenues of local government from the portion of receipts from the national forests paid to the counties and the portion of receipts from the mineral resources paid to the States.

And I have tables 1 to 5 in my presentation which, Mr. Chairman, I would like to ask be made a part of my statement. I am not going to read from them.

(The tables referred to follow:)

TABLE 1.—*Federal ownership or management or land in 11 Western States*

	Total land area	Federally owned land [1]	Percent total land area	Managed by Federal Government Indian tribal lands	Percent total land area	Federally owned or managed lands	Percent total land area
	M acres	*M acres*		*M acres*		*M acres*	
Arizona	72,688	32,396	44.6	19,383	26.7	51,779	71.3
California	100,314	45,071	44.9	496	.5	45,567	45.4
Colorado	66,510	24,156	36.3	746	1.1	24,902	37.4
Idaho	52,972	34,050	64.3	409	.8	34,459	65.1
Montana	93,362	27,815	29.8	1,557	1.7	29,372	31.5
Nevada	70,265	60,726	86.4	1,062	1.5	61,788	87.9
New Mexico	77,767	27,300	35.1	5,815	7.5	33,115	42.6
Oregon	61,642	31,580	51.2	1,208	2.0	32,788	53.2
Utah	52,701	36,466	69.2	2,253	4.3	38,719	73.5
Washington	42,743	12,666	29.6	1,813	4.2	14,479	33.8
Wyoming	62,404	30,219	48.4	1,753	2.8	31,972	51.2
Total	753,368	362,445	48.1	36,495	4.8	398,940	52.9

[1] Excludes trust properties, Indian Tribal Lands.

Source: Statistical Abstract of the United States, 1960.

TABLE 2.—*National forest receipts and disbursements to counties in 11 Western States, fiscal year 1960*

	National forest total receipts	25-percent fund disbursed to States
Arizona	$2,245,735	[1] $700,356
California	23,203,580	5,800,895
Colorado	1,567,860	391,965
Idaho	7,628,592	1,907,148
Montana	5,167,296	1,291,824
Nevada	238,660	59,665
New Mexico	1,322,394	[1] 331,402
Oregon	50,516,828	12,629,207
Utah	757,512	189,378
Washington	25,954,844	6,488,711
Wyoming	890,448	222,612
Total	119,493,749	30,013,163

[1] Includes school section fund, act of June 20, 1910.

Source: U.S. Forest Service.

TABLE 3.—*Bureau of Land Management receipts under Mineral Leasing Act, 1959*

	Total receipts	Share to State [1]	Share to reclamation fund [1]
Arizona	$413,000	$154,875	$216,825
California	7,552,000	2,832,000	3,964,800
Colorado	9,690,000	3,633,750	5,087,250
Idaho	296,000	111,000	155,400
Montana	4,694,000	1,760,250	2,464,350
Nevada	400,000	150,000	210,000
New Mexico	14,787,000	5,545,125	7,763,175
Oregon	38,000	14,250	19,950
Utah	6,908,000	2,590,500	3,626,700
Washington	1,000	375	525
Wyoming	32,015,000	12,005,625	16,807,875
Total	76,794,000	28,797,750	40,316,850

[1] Receipts under the Mineral Leasing Act are distributed 37½ percent to States, 52½ percent to reclamation fund, and 10 percent to U.S. Treasury.

Source: Statistical Abstract of the United States, 1960.

TABLE 4.—*Projection of population of 11 Western States*

[Thousands]

	1960 [1]	1970 projection [2]	Percent increase 1960 to 1970
Arizona	1,302	1,802	38.4
California	15,717	20,296	29.1
Colorado	1,754	2,197	25.3
Idaho	667	700	4.9
Montana	675	755	11.9
Nevada	285	453	58.9
New Mexico	951	1,126	18.4
Oregon	1,769	2,317	31.0
Utah	891	1,151	29.2
Washington	2,853	3,459	21.2
Wyoming	330	379	14.8
Total	27,194	34,653	27.4

[1] Source: 1960 Census of Population—Final Population Counts, Nov. 15, 1960, Bureau of Census.
[2] Source: Current Population Reports—Population Estimates, Aug. 9, 1957. Series P-25, No. 160, Bureau of Census.

TABLE 5.—*Proportion of Federal lands in 11 Western States which would be reserved for single purpose use by S. 174*

	Federally owned land [1]	Federally owned land committed by S. 174 to single purpose use [2]	Percent committed to single purpose use
	Acres	*Acres*	
Arizona	32,396,000	3,752,927	11.6
California	45,071,000	5,792,274	12.9
Colorado	24,156,000	1,329,125	5.5
Idaho	34,050,000	3,129,916	9.2
Montana	27,815,000	4,196,007	15.1
Nevada	60,726,000	3,287,909	5.4
New Mexico	27,300,000	1,389,837	5.1
Oregon	31,580,000	1,355,163	4.3
Utah	36,466,000	630,866	1.7
Washington	12,666,000	2,615,390	20.6
Wyoming	30,219,000	4,770,652	15.8
Total	362,445,000	32,250,066	8.9

[1] Source: Statistical Abstract of the United States, 1960.
[2] Sources: U.S. Forest Service, U.S. Park Service, and U.S. Fish and Wildlife Service. Includes wilderness, wild, and primitive areas in national forests; national parks and monuments; and Federal wildlife refuges.

SRP02443

TABLE 6.—*Value of farm, mine, and forest products of 11 Western States, 1958*

	Value all farm products sold	Value all mineral production [1]	Estimated value all forest products [2]
Arizona	$440,700,000	$314,520,000	$55,000,000
California	2,852,800,000	1,502,660,000	890,000,000
Colorado	589,000,000	305,284,000	35,000,000
Idaho	414,100,000	64,456,000	210,000,000
Montana	453,800,000	177,240,000	125,000,000
Nevada	53,300,000	68,293,000	10,000,000
New Mexico	238,600,000	558,866,000	30,000,000
Oregon	407,000,000	45,053,000	1,100,000,000
Utah	166,900,000	365,960,000	10,000,000
Washington	579,600,000	60,897,000	820,000,000
Wyoming	173,600,000	369,938,000	15,000,000
Total	6,369,400,000	3,833,167,000	3,300,000,000

[1] Including oil and gas.
[2] Industrial Forestry Association.

Source: Statistical Abstract of the United States, 1960.

Mr. HAGENSTEIN. The West, with few exceptions, is the most rapid growing part of our Nation. We believe any proposal to create a blanket, single-use land system ignores the problems posed by the steady rise of our western population. More people need more jobs. More people need more food. More people need more water. More people need more wood. More people need more hides. More people need more gas and oil. More people need more minerals. And yet it is proposed to lock up and prohibit development, management, and use of a large area of unsurveyed, unexplored, and virtually unknown Federal lands when all studies indicate we are going to need more of everything. The 1960 census reveals a population in the 11 Western States of more than 27 million. The most recent projections for the year 1970 show an increase of 7.5 million more (table 4). This is an increase of more than 27 percent in the next decade. How can we provide the jobs and essential commodities from these lands if we limit their productiveness?

No one knows specifically what areas would be blanketed into the proposed wilderness system under S. 174 because of the ambiguity, particularly with respect to the national parks and monuments, of exactly what is meant by "continuous area of 5,000 acres or more without roads."

May I interject that whatever is the shape of it, it would have a lot to do with how much land we are actually left without development. Even in the national parks, where without roads the people of the United States who own them cannot get to some of the scenic things and enjoy them. This is a matter we discussed in the hearings in Seattle in 1959 when Senator Jackson was conducting the hearings of the committee on a previous wilderness bill.

However, the bill clearly includes immediately all primitive areas of the national forests, even prior to their reclassification into wilderness or wild areas by the Secretary of Agriculture. From Federal data we have tabulated the proportion of Federal lands in each of the 11 Western States which S. 174 would reserve for single purpose use. This shows a range of 1.7 percent of the Federal lands in Utah to 20.6 percent in Washington. This indicates the importance of reject-

SRP02444

ing flatly the proponent's oft stated allegation that their intent is to lock up "only 2 percent of the Nation's land." The areas proposed for inclusion should be examined on a local basis, State by State, because that is where we live, work, pay our taxes, educate our children, and enjoy our recreation.

To show the importance of land to the basic economy of the West, a few data on the value of western agriculture, mining, and forestry, are pertinent. Agriculture produces annually $6.3 billion. Minerals, including oil and gas, another $3.8 billion. Forestry is a $3.3 billion annual crop. Certainly without the products of the field, mine, and forest there would be no western economy and the consumers of the more populous States would be less well fed, housed, clothed, and transported.

In the interest of saving the committee's time I would like to file for the hearing record two of my talks before the American Mining Congress which discuss the proposed wilderness system and its implications upon the future of our country. The first, "The Proposed Wilderness Preservation System," was delivered at Denver, Colo., on September 16, 1959. The second, "Implications of Wilderness Legislation—or Man Against Himself," was given at Las Vagas, Nev., on October 11, 1960. They sum up what we believe to be the most cogent arguments in opposition to the enactment of a bill authorizing a blanket wilderness system.

(The talks referred to are in the committee's files.)

Mr. HAGENSTEIN. Another logical argument in opposition to S. 174 is that its consideration now is most premature, because of the comprehensive study of wilderness being made for the National Outdoor Recreation Resources Review Commission by the Wildland Research Center of the University of California. It is our understanding that this study will be reported to the commission by the last of May.

I will still read this, Senator, because it was prepared previously and despite the fact you admonished the previous witness on this very thing and undoubtedly will admonish me——

Mr. CHAIRMAN. I do not admonish. I simply point out that if you are going to wait for the wilderness study to come in, you may be disappointed because as late as last October they were not sure what they were supposed to do. We could not agree on the definition of wilderness. We had in Jackson Hole people going around and looking at facets of the recreation problem. We had task forces. There are some of us who have spent quite a bit of time with the National Outdoor Recreation Resources Review Commission, who are not certain now that its final findings will indicate clearly exactly where the recreation needs are going to be because it is somewhat speculative. You let one person make the assumptions. He comes out with one set of answers. Someone else will make them and they come out with something else.

Mr. HAGENSTEIN. It may show what a nebulous field it is and perhaps make it extremely difficult to legislate in a hurry on it.

The CHAIRMAN. I do not think that these hearings, plus the ones we are having now, indicate that we have done it at a gallop.

Mr. HAGENSTEIN. I must concede, Senator, that there have been some exhaustive hearings held in the past, and I attended every single one of them as you may know, and I appreciate very much the

SRP02445

fine job you did in conducting the one in Albuquerque in November 1958 because it was one of the most colorful we had.

The CHAIRMAN. There has been some work on it.

Mr. HAGENSTEIN. I certainly will agree with that; on both sides of the fence.

The CHAIRMAN. That I will agree to.

Mr. HAGENSTEIN. How you gentlemen can justify spending Federal money for a study of wilderness and then legislate on the subject before the report is in your hands to guide you, is beyond us.

Therefore, the Industrial Forestry Association, believing that S. 174 is harmful to the future well-being of the citizens of the United States, recommends that it not be enacted.

Now I would like one last personal observation, Mr. Chairman, purely apart from my employment, and this is made as a professional forester and taxpaying citizen of the United States. I regard the drive of the proponents of this legislation to create a blanket wilderness system as a direct attack upon my profession. There has been much scurrilous literature circulated accusing foresters, along with the professional land managers in the fields of mining, water, grazing and general public recreation, of wanting to dam every last creek, harvest every single tree, build roads to every scenic eminence, graze every blade of grass, and so on until no part of our country is left undisturbed. Nothing could be further from the truth, because my profession started the conservation movement in the United States. We have been trained in our many fine professional schools to regard the stewardship of land as a sacred trust for all time.

I am proud to report that the average member of our profession discharges that obligation with high honor and distinction. Our concern is that the people of the United States will have now and forever a continuing supply of wood, water, forage, and all other products of the land consistent with maintaining an appealing landscape with recreational opportunities for everyone. Anybody who claims the contrary is grossly ignorant of the kind of men we foresters are.

Of course, you know what we are, Senator. You were a very distinguished Secretary of Agriculture and had a lot of experience over a long period of years with numerous men in my profession.

Thank you very much.

The CHAIRMAN. Yes. I grant you that you have some very fine people, and all I ran onto are very fine people.

I do not think that changes the fact, however, that the Congress may have a responsibility for trying to protect recreational values of this country in the same fashion that you desire to protect the timber resource of this country.

In my home State we have 9 million national forest acres, of which only 1 million are in some sort of wilderness-type area. Outside the wilderness there are 2,954,000 commercial forest acres suitable for timber cutting, with an allowable cut of 124,018,000 board feet. Last year 86 million board feet of that 124 million board feet they were allowed were cut. So they are not completely harvesting all the timber that is there, and they are not needing to move into the wilderness areas in order to get more.

Mr. HAGENSTEIN. Of course it is a local problem, Senator, and that is what a blanket system overlooks. You do not get right down where

SRP02446

the situation affects local communities. I mean without complete, a lot more complete, studies of these lands than have been made to date, are we in a position to dedicate now, for all time, even though there is a provision made in the legislation for taking areas out, and really say "This is the area that should be devoted to single use from now on"? That is the question that I really raise.

The CHAIRMAN. I am not real sure that all the wilderness areas are going into single use from now on.

Mr. HAGENSTEIN. Did not the previous testimony of the gentleman from the Federal Power Commission this morning——

The CHAIRMAN. We had various other testimony. I am surprised that you think that setting up a provision that they have to decide what is going to happen to this very large quantity of primitive area in 15 years means it is all going to be blanketed into wilderness area. In the first place, you feel there are three groups that cannot be trusted.

Mr. HAGENSTEIN. No.

The CHAIRMAN. The first is the Secretary of Agriculture. The second is the President. And the third is the Congress. You have recommended yourself highly in here. Have a little faith with the rest of the country.

Mr. HAGENSTEIN. We do have, Senator. There is no question of that.

The CHAIRMAN. You regarded a drive of the proponents of this legislation to create a blanket wilderness system as a direct attack upon your profession. Is that not your statement?

Mr. HAGENSTEIN. I believe it, Senator, or I would not have said it. Our profession has worked hard for a long, long time in the Forest Service and out to promote wilderness areas in the country, but with the caution, Senator, that they should not be established until we really know what is on the lands so we know whether or not we can safely prohibit the practice of forestry by creating a wilderness.

The CHAIRMAN. You name me an industrial forester in New Mexico doing anything in New Mexico, and I will name you five Forest Service officials for every one you name me.

Mr. HAGENSTEIN. There are not too many industrial foresters in the State of New Mexico because most of the forest lands are federally owned or in Indian reservations, as you are very well aware. But you will find a lot of support among industrial foresters for wilderness, including myself. I use wilderness areas and enjoy them. I think there is a real place for them in our economy, and the industry does, too, Senator. The fight is not about the wilderness; it is about the bill. It is about a blanket system.

The CHAIRMAN. You favor the bill if it took out blanketing in the primitive areas?

Mr. HAGENSTEIN. I did not say that.

The CHAIRMAN. I did not think you did. It is not blanketing in at all. It is just the idea. All right.

Any questions?

Thank you very much.

Mr. HAGENSTEIN. Thank you very much.

The CHAIRMAN. Mr. Penfold.

SRP02447

STATEMENT OF J. W. PENFOLD, CONSERVATION DIRECTOR, IZAAK WALTON LEAGUE OF AMERICA

Mr. PENFOLD. Mr. Chairman, I have a prepared statement. It is fairly brief, but I will brief it still more in the interest of time.

The CHAIRMAN. You go ahead. Read it all.

Mr. PENFOLD. Mr. Chairman and gentlemen, I am J. W. Penfold, conservation director of the Izaak Walton League of America, a nationwide citizen organization devoted to the protection, conservation, and wise use of the Nation's natural resource wealth—its soil, woods, waters, wildlife, and the opportunities which these resources provide for wholesome and invigorating outdoor recreation.

It is probably unnecessary, I believe, for us to repeat before this committee the league's attitude toward conservation of wilderness. The league is in its 40th year of support for, and action in behalf of, wilderness. During these decades we have had the privilege many times to appear before this committee and its companion committee in the House of Representatives. Our attitudes and opinions are certainly well known by all. But, the growing fact of urgency gives this hearing and the committee's consideration of the present measure special significance.

The Chairman, in introducing S. 174, expressed the thought succinctly when he spoke of:

> * * * a deep sense of urgency in our realization that we must act promptly or run the risk of losing much of our opportunity. It seems to me that we should now proceed to act.

We concur in those remarks.

During wilderness discussions of the past few years, some sincere people have appeared to look at wilderness preservation efforts in our national parks and national forests as some new program to be superimposed on existing programs, and therefore suspect. Obviously, this is not the case with respect to the national parks. The very first, Yellowstone, was established by Congress in 1872, for wilderness purposes, to preserve and protect the natural wonders for the enjoyment of people and retain them in their natural condition. Time after time during the 90 years since, Congress has seen fit to express the same purposes and policies in the establishment of additional national parks and in establishment of the National Park System itself.

National forest wilderness has a shorter, but no less colorful history. The first wilderness area, the Gila, was set aside in 1924, which event culminated years of thought, study, analysis, and imagination on the part of many far-thinking people, among them the great Aldo Leopold. They had the vision to recognize, because of growing populations, the expanding economy, the constantly accelerating demand for the materials which forest lands provide or can produce, that positive steps would have to be taken, or the Nation would lose through carelessness, and by default, the opportunity to preserve unmarred by man some few significant areas for their wilderness values. There followed designation of other areas under the "primitive" designation. In the late 1930's a tighter and more effective designation of "wilderness" and "wild" with the appropriate regulations were established by the Secretary of Agriculture.

SRP02448

Though interrupted by the war, a program of restudy of original primitive areas has been carried on by the Forest Service, and one by one areas have been designated as wilderness or wild. The process continues. After restudy and reappraisal of each area, its resource and use potentials, appropriate adjustment of boundaries, the wilderness or wild designation is applied.

It can be seen from this, that wilderness is no new and exotic program. It has been part of the warp and woof of national forests since their beginnings and a conscious, practical operating program for the past 37 years.

The legislation also provides means whereby lands within wildlife refuges, which the Secretary believes have important wilderness qualities, and in some instances this is essential to the protection of the species involved, may be placed in the wilderness system.

Consequently, Mr. Chairman, the Izaak Walton League looks at S. 174 as an opportunity for the people of the United States, acting through their representatives, to express positive approval for this dedicated resource work in both our great Departments of Agriculture and Interior, to determine that it should be carried forward and to provide the additional tools and impetus now needed, through expression of policy by Congress itself.

The Chairman has called S. 174—

> a streamlined revision based on our committee's experience during the past two Congresses and on a comprehensive study of the requirements of such legislation and the best ways for meeting them with due regard for all interests involved.

The Izaak Walton League believes that the chairman was successful in meeting these objectives.

The legislation would affect no timber which is now available for commercial logging. It would eliminate no lands now available for the grazing of livestock. While preventing unrestricted prospecting, mining and water development, the President may at any time authorize such activities within a wilderness area when he determines that to be in the best public interest.

S. 174 provides procedures whereby subsequent modification of boundaries must be approved by the President and be subject to rejection by the Congress. It provides that no new area can be added to the wilderness system except by positive action of the Congress. The legislation establishes no new agency, no new functions, involves no new expenditures.

In conclusion, Mr. Chairman, we believe this legislation is in the best interest of the public and if enacted will perpetuate the values of wilderness for all purposes, and, most importantly in our judgment, including the opportunity for people to enrich their lives and their understanding by participation in wilderness experience.

The Izaak Walton League respectfully urges your early and favorable action on the legislation, and is appreciative of the privilege to appear before this committee.

The CHAIRMAN. Any questions?

Senator DWORSHAK. I might just point out that Mr. Penfold is also a member of the Outdoor Resources Review Commission and has been very faithful in attending the meetings.

The CHAIRMAN. He has done better than you and I have.

SRP02449

Senator DWORSHAK. I have one question, Mr. Penfold.

You say in the next-to-last paragraph:

> * * * and, most importantly in our judgment, including the opportunity for people to enrich their lives and their understanding by participation in wilderness experience.

Actually, you do not think that restricting wilderness areas will make them more accessible and more usable by more people, do you?

Mr. PENFOLD. That is a separate question, Senator.

Senator DWORSHAK. I just want you to clarify the very definite statement you make that one reason you support this is because you want to enrich the lives of more people. I share your concern in that regard, but I am not yet been able to convince myself from judging by the experiences we have had in Idaho with about 3 million acres of primitive areas, that there has been afforded an opportunity to more people to enjoy the recreational facilities which have been restricted within these areas.

Mr. PENFOLD. Of course, Senator, my statement here relates specifically to wilderness experience itself, not some other kind of recreation experience, but wilderness experience.

I might point out that in my home State of Colorado, where I am most familiar, we have a very fine primitive area at the present time, something in the neighborhood of 60,000 acres which, because of the development of roads, which came from mining access, over which the Forest Service, of course, has no control, recreation use has developed on those roads. It is impossible to stop. The area is no longer a primitive area. The Forest Service is going to take it out of the primitive classification because of that.

Granted that there are more people at the moment going into that area with the use of jeeps and cars, and so forth. What they are getting is not a wilderness experience.

Senator DWORSHAK. This is the point I am trying to develop, that when you build a wall around these areas that in reality you are making them restricted, so far as increased use is concerned by more people.

Mr. PENFOLD. We are providing the very highest type of recreation opportunity for everybody who is interested enough to go there.

Senator DWORSHAK. How do people get into these areas if you prevent roadbuilding?

Mr. PENFOLD. I have always gotten in by——

Senator DWORSHAK. Helicopter or what?

Mr. PENFOLD. I walk in.

Senator DWORSHAK. You walk in.

Mr. PENFOLD. Or take a horse.

Senator DWORSHAK. How many miles?

Mr. PENFOLD. Well, never far enough because the area—I was not being facetious, Senator, but none of these areas are so large that if you go very far, why, you start coming out the other side.

Senator DWORSHAK. Of course, you would not want to do that.

The CHAIRMAN. Any other question?

Thank you very much, Mr. Penfold.

Senator HICKEY. Mr. Chairman.

The CHAIRMAN. Senator Hickey.

SRP02450

Senator HICKEY. Mr. Penfold, I was interested in one remark of yours that is not on your written statement, that is, that the expanding of this wildlife-wilderness area would have an effect and would be desirable to you as an official of the Izaak Walton League; the restriction of recreation would have the effect of restricting hunting and fishing. And this you approve of?

Mr. PENFOLD. I approve of trying to provide the people of the country with a whole range of outdoor recreation experience of the very highest quality, which will be found in wilderness areas such as the Bridger of your own State, the Tetons, as well as the recreation that is more readily accessible and available to them.

For example, in Colorado with the proposed elimination of the Uncompahgre wilderness and the probable elimination of the Flat Tops due to the beetle-killed timber and the Forest Service decision that it should not be harvested, areas under all types of classification as wilderness will be reduced to about 4 percent of the national forest in the State of Colorado.

Consequently, for those who do not have the interest nor the opportunity to go to wilderness areas, they have 96 percent of all the national forest to which they can go. We certainly support further development of timber access roads, and so on, in the forests. There are not enough roads, but they are being built. They are being made available to all these other areas.

Senator HICKEY. Then did I draw the wrong conclusion from your statement that actually the creation of the wilderness area will restrict the present recreational use to other than for the purpose of walking in?

Mr. PENFOLD. More people are walking into wilderness areas every year.

Senator HICKEY. But this proposal to eliminate some of the roads in areas would be included into a wilderness area, it would have the effect of making less land available for the recreational use both in your State and mine. I notice in one of these statements here a tabulation which indicates that in your State and my State, particularly in my State, putting certain lands that are not wilderness areas now into the system under this act would increase about 15 percent the lands owned by the Federal Government. Would that, in effect, reduce the areas now used for all recreational purposes by 15 percent?

Mr. PENFOLD. I do not think that S. 174 provides for the acquisition of any lands which are not now owned by the Federal Government.

Senator HICKEY. But is it not a fact, as I understand it here, that the effect of this bill would be to put in wilderness areas some lands that are not now wilderness areas for a period of 15 years, or so long as it takes to study them?

Mr. PENFOLD. No, sir, that is not quite correct.

The only areas we are talking about in S. 174 are areas which are now within the present wilderness system. They consist of wild, wilderness, primitive, and canoe areas, but they are all of them are.

Senator HICKEY. I agree with you.

Mr. PENFOLD. They are all in it now.

66737—61——8

SRP02451

Senator HICKEY. But the primitive areas today are not restricted to just one type of use, hunters and fishermen go in there and there are roads in there. Is not that true, in your area as well as mine?

Mr. PENFOLD. No, sir. The areas classified by the Forest Service as primitive at the present time are administered under the same prime regulations that apply to the present wild and wilderness areas, so there are not roads except where roads have encroached principally from mining.

Senator HICKEY. That is my point. Are not you saying that roads have encroached on these areas?

Mr. PENFOLD. Roads have encroached.

Senator HICKEY. Are not you saying that?

Mr. PENFOLD. Yes, sir, they have. You are making a very fine point for me in support of the bill. Every time that the Forest Service at the time of its present procedures, such as in the Uncompahgre case, restudies the area they find that areas which have been within the primitive area before must now be cut out because roads have encroached. So they are cut out. That is one of the first things that the Forest Service does when it studies one of these primitive areas as the start and procedure to either make it a wild or wilderness area, or not make it a wild or wilderness area is to look at the roads that have encroached.

Senator HICKEY. Under this bill some of those areas that are primitive areas and into which roads have encroached will become wilderness areas if the bill is passed and the roads will be permitted to go back to their wilderness-type condition. Is that not true?

Mr. PENFOLD. I think, judging by past experience, that would occur in a very limited number of cases. I think that the rule will be that where roads have been developed and have developed at considerable use, they will be retained and that particular area will be cut out of the wilderness.

Senator HICKEY. Then, it is your opinion that after the 15-year study these areas that have been encroached upon would be eliminated by the agencies that study it from the wilderness areas. Is that correct?

Mr. PENFOLD. I think that would be the case for the most part.

The CHAIRMAN. Thank you, Mr. Penfold.

Mr. Gray is our next witness.

STATEMENT OF W. HOWARD GRAY, CHAIRMAN, PUBLIC LANDS COMMITTEE OF THE AMERICAN MINING CONGRESS

Mr. GRAY. Mr. Chairman and members of the committee, my name is W. Howard Gray. I am an attorney at law of Reno, Nev., and have been engaged in the practice of mining law for over 33 years. As chairman of the Public Lands Committee of the American Mining Congress, I am here to state the opposition of the mining industry to the pending bill, S. 174. I wish to express our appreciation to the committee for the opportunity to present the industry's views on this measure.

The American Mining Congress, a national organization comprised of both large and small producers of metals and minerals in the United

SRP02452

States, adopted in October 1960, a declaration of policy, which in part reads as follows:

> Productivity and full utilization of the public lands should be a fundamental principle in the maintenance of our military strength and economic growth.
>
> We believe that the public interest is served by assuring that the public domain is kept open for prospecting and the location of minerals. We, therefore, oppose the withdrawal of any area or any extension of a closed area unless it is established that the closing of an area is of far greater importance to the national welfare than the full utilization of such area for the development of its potential mineral resources. We believe that existing withdrawals should periodically be reviewed and reduced, and the area of new withdrawals strictly limited, to the end that public lands closed to prospecting shall be kept to a minimum.
>
> The enactment of any measure or establishment of any rule or regulation, or the determination of any executive agency, which would preclude or obstruct or limit access to or utilization of the mineral and other natural resources on the public domain, is contrary to the public interest—not only of the States directly affected, but of the Nation—and is vigorously opposed by the American Mining Congress.

This statement of the industry's views is a reiteration of the position the industry has consistently taken over the years. This position of the mining industry is not arbitrary nor does it stem from self-interest. It is based upon the fact that our standard of living, our national defense and welfare, and our strength in international affairs requires, and in fact, demands adequate availability of mineral resources. Access to these resources must be unobstructed.

Contrast the objectives of the wilderness bill to the U.S.S.R. where it is a national goal to achieve as great a self-sufficiency mineralwise as is possible and without reliance on satellite nations. In Communist Russia today there is a Ministry of Geology and Conservation of Natural Resources represented at the Cabinet level. According to reports received in this country, there are some 400,000 people engaged in exploration and geological work throughout the U.S.S.R. There is an intensive mapping program underway to determine the nature and extent of the mineral resources of Russia. In conducting this program, the Russians are locating the mineral resources which are of economic use to them today while at the same time determining the existence of reserves of submarginal grade minerals which may be brought into use as conditions dictate. They have gone a step further and are devoting great energy and research to ways and means of making these submarginal minerals economic. Cannot the philosophy of locking up mineral resources, as contained in S. 174, create a mineral gap?

The effect of S. 174, sections 3(a) and 3(b), if made law, would be to blanket into the wilderness system all areas in the national forest presently designated as wilderness, wild, or canoe areas. As to these areas the bill fails to provide any method for reviewing the prior determination that they are wilderness or wild areas.

Under S. 174, section 3(b)(1), only primitive areas within the national forest would be reviewed by the Secretary of Agriculture as to the suitability of such primitive areas for reservation as wilderness. The President is required to report to Congress his recommendation with respect to the continued inclusion within the wilderness system of each area. These recommendations become effective unless Congress, by the adoption of a concurrent resolution of both Houses, expresses its disapproval of such recommendation.

SRP02453

The CHAIRMAN. May I pause there and ask, since you are our lawyer, what opportunity do you now have if the law does not pass, of reviewing the determination if they are wilderness areas?

Mr. GRAY. We have no opportunity, but we still have the right to go in and mine in these areas at the present time.

The CHAIRMAN. In the wilderness areas?

Mr. GRAY. In the wilderness areas, and in the wild areas as well.

The CHAIRMAN. You will not have an opportunity later on?

Mr. GRAY. We would not if this bill became law, Mr. Chairman.

The CHAIRMAN. Can you mine the wilderness now, Mr. Crafts?

Mr. CRAFTS. Yes, sir; you can.

The CHAIRMAN. And he is stopped under this proposed law?

Mr. CRAFTS. Under this bill, if it became enacted, there will be no further mining claims in the wilderness areas unless the President opens them up.

The CHAIRMAN. He can authorize mining. Page 12 lets the President go in there and authorize prospecting, mining, and so forth.

What is severe about this? Is there any mining now in the wilderness?

Mr. GRAY. There is none in my State. There may be some in some other State, Mr. Chairman, that I do not have any knowledge of. I know that under the law we have the right to do so. Under the present setup we have the right to do so. And I would like to deal with the provision in regard to the President's permission later on or if you would like to have me take it up I will take it up now.

The CHAIRMAN. Later on.

Mr. GRAY. Thus by the passage of this act, approximately 7 million acres of land presently designated as wilderness and wild would be incorporated in the wilderness system without any opportunity of reviewing its present classification. In addition, almost 8 million acres of land presently designated as primitive would be incorporated in the wilderness system by the passage of this act and could be removed only by Presidential recommendation. As stated above, so far as primitive areas are concerned, the President's recommendations become final unless such recommendations are not approved by the adoption of a concurrent resolution by both Houses of Congress expressing its disapproval of such recommendation.

Subsection (c) of section 3 authorizes the Secretary of Interior to designate continuous areas of 5,000 acres or more without roads in the national park system as areas which should be incorporated in the wilderness system. The procedure for incorporation is that the President's recommendation to Congress becomes effective unless Congress adopts a concurrent resolution disapproving such recommendation.

Section 3(d) of S. 174 provides that such portions of the "wildlife refuges and game ranges under the jurisdiction of the Secretary of the Interior as he may recommend for such incorporation to the President within 10 years following the effective date" of the bill will, if such recommendations become the recommendations of the President to the U.S. Senate and the House of Representatives, become part of the wilderness system, unless Congress adopts a concurrent resolution to the effect that it does not approve such recommendations.

SRP02454

Section 3(e) authorizes modifications and adjustments of boundaries of "any portion of the wilderness system established in accordance with this act" may be recommended by the President to the U.S. Senate and the House of Representatives and these recommendations also become effective unless both Houses of Congress adopt a concurrent resolution to the effect that it does not approve such recommendations.

It will be noted that incorporation of areas other than areas presently designated as wilderness or wild areas will be accomplished without any positive act on the part of Congress. In fact, the only way that these areas can be excluded from the wilderness system, if the Presidential recommendation is to retain or include such areas within the wilderness system, is by the adoption by both Houses of Congress of a concurrent resolution repudiating the recommendations made by the executive department.

Proponents of the bill will point out to this committee that the bill provides in section 6(c)(2)(a) that:

> The President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting (including exploration for oil and gas), mining (including the production of oil and gas) * * * upon his determination that such use or uses in the specific area will better serve the interest of the United States and the people thereof than will its denial.

It is respectfully submitted that this provision of the bill is not effective.

The bill provides that the President may act "in accordance with such regulations as he may deem desirable." This certainly is not a mandatory instruction to the President to set up regulations by which the question to be determined can be placed before him.

The President has no means of knowing: (1) the specific area involved; (2) the desirability of authorizing prospecting and mining; and (3) he would have no basis upon which to make his determination that the use made of the wilderness area, through prospecting and mining, would better serve the interest of the United States and the people thereof than would its denial, until actual prospecting had been carried on to the point where a factual determination was reached.

Prospecting within the wilderness system is prohibited. It follows then that only by being in violation of the wilderness act, can the facts be obtained for presentation to the President. From the practical standpoint, there is no possible way of accomplishing, within the boundary of the proposed statute, the objective stated in the phrase referred to.

The proposed act provides that—

> the wilderness system shall be devoted to public purposes of recreational, scenic, scientific, educational, conservation, and historical uses. Subject to the provisions of this act, all such uses shall be in harmony, both in kind and degree, with the wilderness environment and its preservation (sec. 6(a)).

The bill also provides that—

> there shall be no commercial enterprise within the wilderness system, no permanent road, nor shall there be any use of motor vehicles, motorized equipment, or motorboats, or landing of aircraft nor any other mechanical transport or delivery of persons or supplies nor any temporary road, nor any structure nor installation, in excess of the maximum required for the administration of the area for the purposes of this act, including such measures as may be required in emergencies involving the health and safety of persons within such areas (sec. 6(b)).

SRP02455

Certainly the creation of wilderness areas for the purposes designated in the act limited by the prohibitions above referred to is a wide departure from the multiple use of public lands concept heretofore favored by Congress when it enacted the Multiple Use-Sustained Yield Act of 1960 (Public Law 85–519), Public Law 167 of the 84th Congress and Public Law 585 of the 83d Congress. The mining industry raised no objections to any of these acts and, in fact, actively worked in favor of the adoption of Public Laws 585 and 167. Public Law 167 very definitely limited the rights of locators of unpatented mining claims so far as the use of the surface of the claim is concerned.

Your committee, in reporting only 5 years ago on what later became Public Law 167, significantly stated:

> 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; stockgrowers 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.

The mining industry asks that adequate provision be made in any legislation enacted upon the subject matter of S. 174 to permit the location, exploration, and mining of any mineral deposits lying within the boundary of wilderness areas. Any location of mining claims would of course be subject to Public Law 84–167.

The industry further believes that before Congress takes action upon S. 174, the report of the Outdoor Recreation Resources Review Commission should be awaited and weighed.

In summary the position of the industry relative to S. 174 can be stated as follows:

(1) The bill is inconsistent in its approach to the inclusion, exclusion and/or review of wilderness withdrawals in the areas where such withdrawals are made.

(2) The future population growth of the United States and its expanding economy require the maximum use and development of its land resources. This will necessitate the multiple use and development of its public land resources rather than their withdrawal for a single purpose use contemplated under S. 174.

(3) It is unsound natural resource development practice to lock up large areas of the public domain without first evaluating the economic effect of such action on the national economy and the communities dependent upon public land resource development.

SRP02456

(4) No withdrawal of public lands should be made for any single purpose use without a determination first being made that such use is of higher value than all other land resource uses of the area involved. Public hearings should be held on each proposed withdrawal, which should be effected only by legislative action.

(5) Adequate provision should be made for periodic review and reclassification of public land withdrawals for wilderness or any other purposes as changed circumstances may require.

(6) Due to the inherent difficulties encountered in assessing the potential mineral value of our public lands, mineral prospecting, exploration and development activities (including oil and gas) should be excluded from the operation of any law establishing a wilderness preservation system.

(7) Any legislative action establishing a wilderness preservation system is not so urgent that it cannot be deferred until the report of the Outdoor Recreation Resources Review Commission is completed and we learn from the ORRRC something about the amount of land that the general public will require.

The CHAIRMAN. Any questions?

Senator DWORSHAK. One question, Mr. Chairman.

Mr. Gray, how long have you been interested in mining and the use of public domain? I mean actively.

Mr. GRAY. My personal activity as an attorney representing clients?

Senator DWORSHAK. Yes, and with the American Mining Congress and your State organizations.

Mr. GRAY. I have been chairman of the Public Lands Committee of the American Mining Congress for I think it was 1952 or 1953, somewhere in there. I was a member of the committee, but not the chairman at the time that S. 167 was reviewed as prepared and adopted by the industry.

Senator DWORSHAK. I particularly wanted to refresh your memory in regard to the so-called Paley Commission report which I think was filed in 1952 which essentially said that in the preceding years the United States had become a have-not Nation, that we had reached the point where our mineral deposits were very limited and should remain undeveloped in their original status.

Since that time of course we have developed unlimited deposits, you might say, of uranium, tungsten, and other minerals which would nullify generally the conclusions reached by the Paley Commission.

Do you think that we can justify following that concept that we have reached the maximum of our mineral development in this country and should rely largely upon the mineral availablity in foreign lands, say, in Africa, South America, and elsewhere, or whether we ought to insist upon maintaining the accepted policies which have brought great mineral development in the United States in the past several decades?

Mr. GRAY. Mr. Senator, there is no doubt in my mind but what the public lands should be kept open for mineral development, exploration, and mining purposes. What we find tomorrow is unknown to man. We had a very beautiful example of this, gentlemen, in the State of Nevada. Some 2 years ago a drive was put on to enlarge Lehman's National Park. It was named the Great Basin National Park, and there was quite a few acres proposed to be included within the boundary of the extension. I think it was about 6 months prior

SRP02457

to the time of a hearing of the subcommittee of this committee, at that time headed by Senator Bible, that had some hearings in Ely about 6 months before that, that beryllium in the form which made it far more available to reduction beneficiation was discovered within the proposed extension.

That is just an example, gentlemen. Now that was no fly-by-night strike. That same property at the present time is under option to one of the largest mining companies in the United States, and not one I am connected with. It goes to prove the fallacy of the famous Paley report. It goes to prove that we do not know what we have in this Nation until we thoroughly explore it. The new methods of discovery, the new methods of searching for minerals, geophysical approaches, geochemical approaches, new concepts of geology bring on new studies, and those are producing every day. And the only way that we can become a self-sufficient nation is by keeping our lands open for that purpose.

Senator DWORSHAK. I might also refer to our distinguished chairman. In his State, of course, he knows better than I do, or any member of this committee, that New Mexico has furnished great quantities of uranium in the past few years, after a period when we thought we were very limited in that particular mineral. That was quite an unusual development.

You do feel, then, that there is some justification for maintaining that we ought to develop our mineral deposits, even though sometimes because of the high cost of production it is not possible to work those deposits, but if we can overcome some of the high-costs production probably we can carry on in a profitable manner the full utilization of our domestic minerals industry as a part of our national security.

Mr. GRAY. I certainly do, Senator, and I feel further that when the marginal properties are reached and that is all that we have industry will be ingenious enough to figure a way to work it.

Senator CHURCH. Mr. Gray, I think it would be helpful if we were to put on the record just what the present law provides with respect to mining activity in primitive areas and in wilderness areas; that is to say, areas that are now designated either as primitive areas or as wilderness areas. I think there is some confusion on this point, and it will be helpful to all members of this committee, I think, to have that fairly placed in the record.

What is the latitude given to mining in areas that are presently designated by the Forest Service as primitive areas?

Mr. GRAY. My understanding of the law, my interpretation, is that a locator or prospector may go within an area of a presently designated primitive area and upon making a legal discovery locate his claims as unpatented claims and carry on his operations. Those operations would be under Public Law 167, where the surface would be used in mutual use by grazers, by the owner of the claim. The locator of the claim would have the right to use as much of that surface as was necessary for the purpose of carrying out his exploration and his mining work.

Senator CHURCH. Under present law, is it your understanding that the Forest Service could prescribe regulations concerning the type and character of the buildings that would be necessary if the claim were going to be developed?

SRP02458

Mr. GRAY. I am not familiar with any such regulation if they have one and whether or not they could make a regulation that would be enforcible I would hesitate to say, Senator Church.

Senator CHURCH. Under present law, is it your understanding that the Forest Service can prescribe the route of ingress and egress, the route of any road into the claim where it is situated within a primitive area?

Mr. GRAY. I think there has been considerable discussion between the Agriculture Department and the Forest Service and users or operators within the primitive areas as well as the wild areas and the wilderness areas as to the right of access, ingress and egress. This I might be challenged on as my opinion of the law. I feel under the law at the present time where a man is permitted to go into one of these reservations and make a location there is carried with it by implication the right of ingress and egress. I do think that the Department of Agriculture acting through the Forest Service could within reason require you to build roads in certain places and under certain conditions.

For example, if you——

Senator CHURCH. Is the Forest Service now doing this in some cases?

Mr. GRAY. I think it is.

Senator CHURCH. Is there any difference under present law with respect to the mining rights as between areas designated as primitive areas and areas designated as wilderness areas?

Mr. GRAY. Not to my knowledge and in my opinion.

Senator CHURCH. Can you state for the record in just what ways the enactment of this wilderness bill would curtail mining activity beyond that presently permitted in primitive areas and wilderness areas under existing law?

Mr. GRAY. Yes, sir.

We take a look at section 6(a) and 6(b), pages 10 and 11, we find this language, Senator Church.

Senator CHURCH. Beginning at line 12.

Mr. GRAY. Beginning on line 5, page 11,

> The wilderness system shall be devoted to the public purposes of recreational, scenic, scientific, educational, conservation, and historical use.

That is the limitation of its use as I read the proposed bill. But we go further, beginning on line 12, and we start:

> (b) Except as specifically provided for in this act and subject to any existing private rights, there shall be no commercial enterprise within the wilderness system—

which, let me paraphrase, would include the wilderness areas, the wild areas, and the primitive areas on the passage of this bill—

> no permanent road, nor shall there be any use of motor vehicles, motorized equipment, or motorboats, or landing of aircraft, nor any other mechanical transport or delivery of persons or supplies, nor any temporary road, nor any structure or installation, in excess of the minimum required for the administration of the area for the purposes of this act, including such measures as may be required in emergencies involving the health and safety of persons within such areas.

Senator CHURCH. Do you construe that provision as protective of mining activity in the wilderness areas?

Mr. GRAY. I do because it prohibits every agency. That mining must have been in order to be able to carry on its objective.

SRP02459

Senator CHURCH. That prohibition is modified, is it not, by the expressed provisions contained in the bill, one of which relates to mining and whch appear on page 12? I think for purposes of making the record complete we ought to read that proviso in as well.

Mr. GRAY. Yes, sir. You are referring to section 6(c)(1) or 6(c)(2)(A)?

Senator CHURCH. That is correct, beginning on line 8 on page 12.

Mr. GRAY (reading):

(2) Within national forest and public domain areas included in the wilderness system, (A) the President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting (including exploration for oil and gas), mining (including the production of oil and gas)—

and the rest of it goes on with water conservation and other matters.

Senator CHURCH. Including the road construction and maintenance essential to the development and use thereof, upon his determination that such use or uses in the specific area will better serve the interests of the United States and the people thereof than will its denial.

Mr. GRAY. That is right.

Senator CHURCH. So the proviso in the bill would reserve in the President the right to permit mining within the wilderness system in such areas as he feels the national interest requires, would it not?

Mr. GRAY. That is right.

Senator CHURCH. Yes.

Mr. GRAY. You understand, Senator, our objection as I have expressed it to this provision?

Senator CHURCH. I believe I do.

Mr. GRAY. Because we do not believe it is effective because there is no way to put before the President the facts for him to act upon to determine the specific areas to be set aside.

Senator CHURCH. Do you think there might be ways to modify the legislation so that he would be possessed of those facts?

Mr. GRAY. I think there is; yes.

The CHAIRMAN. In order that we could get some view to see how important it has been to continue prospecting on these wilderness, wild, and primitive areas, has the American Mining Congress any idea of the kinds and quantities of ores that have been taken from wilderness, say, the last 10 years?

Mr. GRAY. I would not answer that question, Mr. Chairman, because I do not have the knowledge at my hand. I will be glad to try to find out if they do have it.

The CHAIRMAN. They must be distressed about it because it is of some importance. If it is of no importance they may not worry about it. Therefore, they must know something what has been produced there, do you not think?

Mr. GRAY. It is not what has been produced, Senator, that is so important; it is what may be found there that is important.

The CHAIRMAN. Would not what we have done in the past be some clue of what we might do in the future?

Mr. GRAY. That is not always true with mining, Senator. You can have a beautiful mine and work it out and have nothing left. But, on the other hand, if you have land and ground which are unexplored and which have not been prospected and have not been worked over, those lands are prospective fields for mines and mineral reserves.

SRP02460

The CHAIRMAN. There are now existing some 15,000 mining claims on wilderness areas. What do they produce? Does the mining Congress have any information on that?

Mr. GRAY. I made no inquiry. I would be glad to find out for you, Senator, if you desire.

The CHAIRMAN. See if they do. I do not mean to go back and check all 15,000. These primitive areas were set up between 1930 and 1940 so that any prospecting on them has been within the last 30 years.

Mr. GRAY. I think the witness who is going to follow me, Mr. Chadwick, Russell Chadwick, a geologist by profession, a man very familiar with and far more familiar with the technical side of mining and the production of what has been produced will follow me and if you ask him that question I think perhaps he can answer it.

(Upon request the U.S. Forest Service subsequently provided the following data on mining activities in wilderness-type areas:)

Mining activity in wilderness-type areas, by types of areas

Type of area	Estimated mining claims		Mining patents		Active mines [1] number
	Number	Acres	Number	acres	
Wilderness	1,541	30,189	93	6,225	0
Wild	2,915	57,200	40	350	0
Primitive	8,918	149,990	1,418	15,349	6
Total	13,374	243,370	1,551	21,924	6

[1] For purposes of this tabulation, an active mine means one actually producing ore and from which a commercial shipment was made in 1960.

Mining activity in wilderness-type areas, by States

State	Estimated mining claims		Mining patents		Number of active mines [1]
	Number	Acres	Number	Acres	
Arizona	582	11,640	1	21	0
California	644	12,960	9	701	1
Colorado	7,675	125,000	1,427	11,780	5
Idaho	2,150	44,930	14	1,510	0
Montana	111	2,290	5	360	0
Nevada	10	200	0	0	0
New Hampshire	0	0	0	0	0
New Mexico	752	15,040	6	1,524	0
North Carolina	0	0	0	0	0
Oregon	250	4,900	6	4,030	0
Utah	100	2,000	0	0	0
Washington	500	10,000	3	400	0
Wyoming	680	16,460	80	1,588	0
Total	13,374	243,370	1,551	21,924	6

[1] For purposes of this tabulation, an active mine means one actually producing ore and from which a commercial shipment was made in 1960.

The CHAIRMAN. Do you have any questions?

Senator DWORSHAK. No.

The CHAIRMAN. We will have Mr. Chadwick and Mr. Keane, and then we will call it a day.

Mr. Chadwick.

Mr. GRAY. I wish to thank you, Mr. Chairman and gentleman of the committee.

The CHAIRMAN. Thank you. We know that you have a fine record in mining and we are glad to see you.

SRP02461

STATEMENT OF RUSSELL CHADWICK, EXPLORATION GEOLOGIST, ON BEHALF OF THE NORTHWEST MINING ASSOCIATION

Mr. CHADWICK. Mr. Chairman and members of the committee, my name is Russell Chadwick, of Spokane, Wash.; I am an exploration geologist of 20 years standing. I have been delegated by the Northwest Mining Association of Spokane to testify in opposition to S. 174 on behalf of the 700 individuals and firms in Alaska, Idaho, Montana, Oregon, and Washington who comprise the association. I would like to submit for the record a copy of the pertinent resolutions of our group and to offer a few comments on those aspects of this discussion about which I am qualified by training and experience to speak.

(The information referred to follows:)

NORTHWEST MINING ASSOCIATION 1960 RESOLUTION

PREAMBLE

A healthy mining industry is essential to the strong and expanding economy which this Nation must have if it is to survive in the struggle against the ideologies dedicated to the destruction of our liberties. The fundamental requirement of a healthy mining industry is that its gross income must earn interest on invested capital at rates commensurate with mining risks, after covering all costs, including taxes, and making provision for return of invested capital so that it may be used over again in finding and developing new mines.

Traditionally, the mining industry has been expected not only to furnish the flow of metals and minerals required by a growing peacetime economy, but also to be able to rapidly expand productive capacity during national emergencies. In the past, the mining industry has fulfilled these expectations with distinction, but a better economic climate than presently exists will be needed if it is to meet similar challenges in the future. While mine operators have made outstanding technological advances, they are also faced with serious problems which are beyond their direct control. These situations, many of which are related to Government policy, are having adverse effects upon costs, efficiency, markets, and the availability of venture capital.

In order that both the general public and representatives of government may better understand the nature of these problems and their implications, the Northwest Mining Association, assembled in Spokane, Wash., on December 2 and 3, 1960, for its 66th annual convention, has adopted the following resolutions as its declaration of policy:

PUBLIC LANDS

We believe the public interest is best served by maximum utilization of public lands and adherence to the principle of multiple use. We earnestly urge that this principle be observed by all Government and private agencies concerned with utilization of public lands.

We oppose the withdrawal of any area from entry under the mining laws except where it is established beyond reasonable doubt that the purpose of such withdrawal is more important to the national welfare than the full discovery and development of the area's mineral resources. And we oppose any withdrawals larger in size than the minimum necessary for the established purpose.

We urge the Department of the Interior to make an effective review of all withdrawals and to pursue an aggressive policy to secure restoration of entry under the mining laws where exclusion is no longer in the best public interest or necessary to the purpose of the withdrawal.

We believe that no wilderness withdrawal is in the best public interest. Such withdrawals serve only a small segment of the public. We urge that the wilderness areas already withdrawn be made accessible for use and enjoyment of the general public by a system of access roads.

Mr. CHADWICK. The members of the Northwest Mining Association believe that the public interest is best served by adherence to the

SRP02462

principle of multiple use. This is not an opinion that we have arrived at overnight. A few years ago when mining was virtually alone on the frontier our industry had things pretty much our own way. We are still very sensitive to land use, since 50 percent of our land is publicly owned. However, for 66 years our association has had a responsible place in the regional community. During that time the complexity of our economy has increased with the result that many conflicts have arisen among those making use of the public lands. We have learned that cooperation and compromise in the interest of the general welfare of the community are always possible, and, in the long run, are enlightened self-interest.

S. 174 is a proposal to use over 10 percent of our public domain for a single purpose. It appears to us as a huge land grant which is in effect a subsidy for a certain few hobbies which only a few people enjoy. It proposes to take from the people of our region a substantial part of those potential resources which we rely on for continued growth and diversification. In our 5 States alone, over 11 million acres of land in Forest Service lands now classified as wilderness, wild, and primitive, and some Park Service lands, all of which are now open to prospecting and mining, are to be closed to further development and use. This is in addition to some 31 million acres in our 5 States already removed from the public domain for game refuges, parks, monuments, and other single-purpose withdrawals. In our 5 States alone, this total area in which the mineral resources are to be wasted is about the size of the State of Washington.

Our contention, which we would like to make clear to the committee, is that the lands involved are unquestionably prospective for mineral deposits and for industrial raw materials. These lands have not been evaluated in any recognized manner. We also hope to demonstrate the difficulties involved in prejudging the mineral values in any such vast acreages. It is a dangerous and highly unscientific procedure.

In considering the mineral potential of the lands in question in the Northwest and Alaska, it is hard to be brief. As a start I will list the major units, each of which is geologically complex, and differs from the others. The large ones and their acreages are:

	Acres
Mount McKinley Park	1,939,000
Glacier Bay National Monument	2,274,000
North Cascades Primitive Area	801,000
Glacier Peak Wilderness Area	458,000
Idaho Primitive Area	1,223,000
Selway Bitterroot Primitive Area	1,870,000
Anaconda-Pintlar Primitive Area	144,000
Beartooth Primitive Area	230,000

The CHAIRMAN. May I just stop you and say in talking about Mount McKinley Park, are you mining it now?

Mr. CHADWICK. There are some existing claims within the park, Senator, and by the enabling legislation I believe the park was left open to prospecting and mining.

The CHAIRMAN. I will not contradict you. But I have been up there and there has been some complaint that the only possibility of a cement industry in Alaska was Mount McKinley National Park. They cannot use it because they cannot mine it. Your contention is they could mine it?

SRP02463

Is anybody here from the Interior Department, the Park Service?

Mr. CHADWICK. Senator, the principal claims within the park are in the Mount Elston area, if you are familiar with that, just at the end of the road before you leave the park to go out to the old Cantishnera district, there is now I think a park installation there, a way-station, I do not know what it amounts to, a hotel, or something like that, but just opposite that across from that the glacier to the south is the old Mount Elston mining district which is described in our USGS publication and which predates the park formation. That whole Polychrome Pass area is, of course, very much mineralized, and that is why it is named Polychrome Pass.

The CHAIRMAN. As to Glacier Bay, will the situation there be changed by this legislation?

Mr. CHADWICK. Yes, it would, sir. Glacier Bay is also open to mining and prospecting, and Mr. Moore here on my right, with Freemont Mining Co., in association with Newmont Mining Co., has been actively prospecting in there for some years now; they are actively trying to develop some claims up in the Glacier Bay area.

From first-hand experience I am familiar with the geology of each of these and with that of the Bob Marshall Wilderness Area in Montana (875,000 acres) from work in several areas just outside of it.

In order to understand our point of view on this matter it is important to recognize that it is these same geologic features which underlie high alpine scenery which also cause an area to be prospective. These areas are parts of the folded mountain belts, areas usually containing cores of granitic rocks. They are the areas where strong fracturing, high temperatures, and chemical activity took place during mountain building. In turn, it is these processes which bring about the formation of the chemical concentrations which we call mineral deposits. Any prospector worth his salt knows that in the Rocky Mountains West, a good place to look for orebodies is at or near the "contact," that is, the places where the granitic rocks and the older strata come together. There is a favorable environment for deposits of gold, silver, copper, lead, zinc, tungsten, iron, beryllium, and many other metals.

Another feature of the mountain chains that interests the economic geologist is the resulting exposure of varied older strata along the flank of the mountain core. It is like looking at a deck of cards from the side. In a structurally stable area, by contrast, the surface is likely to be flat and the only type of rock one can see is the one lying at the surface. These various strata, bedded sedimentary rocks and volcanics which are exposed in the mountain belts, are prospective for some metallic ores such as iron, lead, zinc, barium, and manganese for coal, and for a wide list of industrial minerals and chemical raw materials such as abrasives, building stones, cement rock, gypsum, phosphates, glass sand, talc, and scores of other.

The CHAIRMAN. May I stop you there just a second?

The situation is that you have a valid claim approved before February 26, 1917. It is all right. Therefore, there has been no locations up there since that time, and you know of a mine that is now operating in Mount McKinley, Glacier Park?

Mr. CHADWICK. No, sir; there is no mine operating there.

The CHAIRMAN. Then the bill is not going to change very much there is it?

SRP02464

Mr. CHADWICK. No; not in that region except in the Mount Elston district.

The CHAIRMAN. If they have a valid claim now would this bill stop it if they have a mine going up there?

Mr. CHADWICK. Again, I did not hear, Senator, I am sorry.

The CHAIRMAN. Very well.

Mr. CHADWICK. To sum this point up, areas of geologic complexity are the most favorable for mineral deposits and the scenic mountain chains are usually complex. Unfortunately, the wilderness enthusiast does not want the flat Columbia River Plateau underlain by lava flows thousands of feet thick, and neither does the economic geologist.

On the mater of the existing state of our geologic knowledge of the wilderness areas, I would be exaggerating to say it is poor; it is mostly nonexistent. Geologic mapping in the high mountain areas is—and this would go for prospecting, too, of course, slow and expensive relative to many other easier areas which also need doing.

On that account, the Government surveys, both State and Federal, as well as the private exploration groups, have very spotty coverage in these areas. What little mapping has been done is aerial geology of a reconnaissance nature. This means that the geologist doing the mapping passed through the area on widely separated traverses, and mapped, in general fashion, only the most common rock types in the area. Such map work is frequently done on a scale of 1 inch equals 1 mile. By contrast the geologist evaluating the average mineral deposit which has veins a few feet to a few tens of feet wide, will normally map on a scale of 1 inch equals 20 feet or thereabouts. The point is that no data is available which would permit anyone to sit in an office today and pass judgment on all the known mineral deposits of any one of these areas, not to mention the prospects for other and hidden deposits.

The CHAIRMAN. May I stop you there for a second again, please? These parks and monuments you have in here bother me a little bit. Any right which was valid in the passage of the law that said those claims filed prior to February 1917, any of those are protected in this legislation. What other possible right can you gain in Mount McKinley National Park at the present time? How does the bill affect Mount McKinley in any way?

Mr. CHADWICK. I do not know, sir, except for the existence of the valid claims.

The CHAIRMAN. They are not touched by the bill. So how does the bill affect Mount McKinley in any way?

Mr. CHADWICK. It would not if there was no prior right to do prospecting which continued since the legislation; no.

The CHAIRMAN. If there were private rights they are not bothered in anyway, are they? So how does the bill bother it in any way at all?

Mr. CHADWICK. I do not know, Senator, whether the right to prospect continued with the formation of Mount McKinley Park. I do not know. This is a very remote area. I can say as a geologist——

The CHAIRMAN. Mind you, the law was passed that said only those valid February 1917. They are still protected. So how does the passage of this bill in any way affect Mount McKinley?

Mr. CHADWICK. Then it would not affect it.

The CHAIRMAN. How about Glacier Bay National Monument?

SRP02465

Mr. CHADWICK. Glacier Bay National Monument would, according to this bill, as I understand it, become a part of the wilderness system, or at least it might.

The CHAIRMAN. All right.

Mr. CHADWICK. My last and most important point is that any claim that one can judge the highest use of vast land areas is inherently fallacious. I hope to show very clearly that there are certain fundamental problems in the earth sciences which do not permit one to make such exact statements. Let us for the moment assume that I am naive enough to try to make some kind of an estimate of the mineral values in the wilderness areas in order to compare these with other values, and thereby judge the highest use.

1. How can I evaluate land containing numerous elements in mineral form when I do not know which of the 103 elements may be valuable? A few years ago no one wanted uranium, lithium, beryllium, columbium, selenium, germanium, and so forth, but now they are being actively explored for. Millions of dollars annually are being spent on basic research designed to discover and make use of the unique properties of the various elements. It is certainly safe to predict that new uses will be found and will result in changing demands.

2. It appears that I will have to evaluate the ground for all elements, including those with no present market, but what prices will I use in my evaluation? I certainly cannot tell whether any volume of rock or other material I find is ore or waste until I know what each contained element is worth.

3. One of the geologists' jobs is to make judgments on the possibilities for ore in depth or in covered areas on the basis of the indirect geologic evidence visible on the surface. What evidence would I look for on, say, a gallium prospect, when no one has yet studied the geology of that element to find out what sort of conditions are favorable for an economic concentration?

4. I know that the Northwest will grow and that industrial minerals and chemical raw materials from local deposits will be needed in order that local industry can compete with producers elsewhere. I also know that transportation is a big factor in costs for such high bulk-low value materials, and that the deposit ultimately used will be that from which the material can be delivered to the plant at the lowest price. Where will each of these plants be located, what size will each be, and what raw material specifications will the particular process used require?

5. How can I determine what grade of each material may in the future turn out to be ore until I know what the future technological advances in mining and processing of that material will be? In Minnesota in recent years, useless taconite rock turned out to be iron ore as a result of the development of economic magnetic separation and pelletizing processes. There are innumerable examples of process breakthroughs which have made valuable material out of what was formerly wasted.

6. How can I, using present tools, write off the alltime prospects of any area when I know that the future will bring many new geophysical tools to let me "see" underground further and better than I now can?

7. Lastly, the science of geology advances and changes just as any other science. Much of our work today is in reexploration of old districts in the light of modern theories of ore deposition, and of better information. Won't there be other concepts in the future which will permit reexamination of areas turned down today? As an example, a distinguished specialist in the study of metamorphic rocks has been mapping and studying the North Cascades over many years, along with a number of his graduate students. This work has led to a far deeper understanding of the geologic history, structure, and geochemical pattern of that terrain. As a result of this new insight, the economic geologist is able to approach to the finding of ore in that area with a much greater chance of success.

In summary, the complete evaluation for all time of these wilderness lands is a logical impossibility. The only way in which one can possibly maintain that aesthetic wilderness values are higher than unknown mineral values is to take some sort of extreme metaphysical position. Reasonable men must admit that it is hard to set any standard by which such diverse things can be compared. I, for one, am given pause when I attempt to compare some of the benefits which a new mine might bring to a depressed area, such as a respectable living standard and better education for many, with the extra vicarious pleasure which a few might get from knowing that the mineralized ground is untrammeled.

As an example, the Selway-Bitterroot Primitive Area, extending from north-central Idaho into western Montana, is very nice but not unusual mountain country. Geologically speaking, it extends across the northeastern contact between the granitic rocks of the Idaho Batholith and the older pre-Cambrian Belt sediments. A little bit to the north is the billion-dollar Coeur d'Alene lead-zinc-silver district, in the same Belt rocks. A little to the east are any number of important mining districts, including the multibillion-dollar Butte district, which are associated with granitic rocks related to the Idaho Batholith. There is no geologic reason why there could not be another billion-dollar mining district in the Selway-Bitterroot area. If so, wouldn't such be worth giving up a few thousand acres out of the nearly 2 million? Similar questions can be asked about all the areas under discussion.

We do not understand exactly what there is about prospecting and mining that makes it the object of the aesthetes' scorn. Millions among the general public visit the operating mines throughout the country each year and seem to find them educational monuments to man's ingenuity. Other millions visit the mining ghost towns in Montana, Nevada, Colorado, Arizona, California, and elsewhere, and these are favorite locales for TV dramas. Certainly, all the operating mines in the country do not occupy as much land as the smallest wilderness unit. Modern helicopter-borne prospecting parties are probably not as destructive to wilderness lands as is a pack train. Certainly men on foot mapping the geology or doing geochemical or geophysical surveys are not harming the ground any more than other hikers. Surely a 2-inch-diameter drill hole to test the hidden rocks is undetectable when plugged with a 2-inch stone.

The banning of prospecting from these remote areas is an admission that the proponents are willing to accept waste of our natural re-

SRP02467

sources, surely not true conservation. If prospecting is unsuccessful, no harm is done; if successful, the Nation gains new mineral wealth on which continued industrial growth can be firmly based. We have to have faith that progress will be good. We cannot hold it back; we cannot go home again.

Let those who back the new wilderness use of the public domain join the rest of the users in working out the most thoughtful and artful plans that we can. There will be nothing but trouble and blunders if we abandon the multiple pattern and go back to public land administration by pressure groups.

I wish to thank the members of the committee for the opportunity to appear.

The CHAIRMAN. I have some questions.

Do you have any national parks up in your part of the country?

Mr. CHADWICK. Yes, sir; quite a few.

The CHAIRMAN. Are they mining up there in those parks?

Mr. CHADWICK. No. The national parks in the Northwest—Mount McKinley is the only one that has any mining that I know of.

The CHAIRMAN. Would you start a movement to get maximum use in those parks by allowing mining in there——

Mr. CHADWICK. This is a matter of philosophy, Senator.

The CHAIRMAN. It is the same as these you are talking about in here, is it not?

Mr. CHADWICK. To me a mine is a beautiful thing, and it gives me aesthetic pleasure. It may not to others.

The CHAIRMAN. You want to stop this bill, but you do not care about upsetting the present park situation. You think that is all right.

Mr. CHADWICK. I think we can stand reexamination of our public land policies as well as anything else. I heard them described as sacred cows. I believe that is correct. I have tramped through the back country in Yellowstone mapping the strata for the Montana Bureau of Mines at one point. This is a scientific investigation. But I know something about the back country there. It is very beautiful. I think the actual roads through the park are something that I do not care to see again although I go through the park quite frequently. It is flat and not very attractive country, except for the spectacular spots.

I think my attitude, and I am a resident of the Northwest, who camps with his family as well as anyone else. To me I would prefer that I could take my children into that back country and not feel when I go into one of the national parks that I am about to get a summons and complaint if I stop my car along the road and look at something.

The CHAIRMAN. They passed the bill on the Dinosaur National Monument or Park a very short time back. I did not see any mining people objecting to it.

Mr. CHADWICK. My district is the Northwest, Senator. I am a practicing professional geologist. I do not do this except by conviction.

The CHAIRMAN. Thank you.

Senator DWORSHAK. One question.

Mr. Chadwick, are you well acquainted with the Selway-Bitterroot Primitive Area to which you referred?

SRP02468

Mr. CHADWICK. Yes; I am acquainted with it, Senator.

Senator DWORSHAK. I understand hearings have been scheduled during March by the Forest Service on the proposal to transfer this 1½ million acres from the status of a primitive area to a wilderness area. If this bill should pass and that transfer should already have been made, then it would mean automatic inclusion of that entire area in the wilderness areas, whereas if it remains in its primitive state there may be an opportunity with the passage of this bill to review the desirability of including the Selway-Bitterroot in this new wilderness preservation system.

Mr. CHADWICK. That is my understanding, Senator. Part of my thesis, however, goes to the fact that when you are talking about 56 million acres as a person trained in land evaluation—when you are talking about 56 million acres and all time and an unknown demand on that land, as a geologist I would be willing to maintain this against all comers that it is a problem with too many unknowns you just cannot solve it. I think the answer is time and just not solve it. Protect those values we want to protect in those areas where we can and proceed about our business and work the problems out one at a time. It is just too large a task for anybody to encompass.

Senator DWORSHAK. With the Selway-Bitterroot Primitive Area now in existence, mining exploration work is carried on there without any restriction.

Mr. CHADWICK. Well, we are restricted by the Forest Service.

Senator DWORSHAK. Because you cannot build roads to reach deposits if any were located?

Senator CHURCH. Mr. Chairman, I have a question I would like to put. I also would like to make the request, Mr. Chairman, that the Forest Service supply the committee with a brief statement which makes clear precisely what the mining rights and the road construction rights are in primitive areas and in wilderness areas under existing law so that the committee can have that information before it.

(The information requested by Senator Church follows:)

U.S. FOREST SERVICE,
March 8, 1961.

The establishment by the Secretary of Agriculture or the Chief of the Forest Service of wilderness, wild, or primitive areas does not affect the application of the general mining laws to such areas. Unless otherwise withdrawn and where the mining laws are applicable, lands in wilderness, wild, and primitive areas are open to location and entry under the mining laws.

The act of June 4, 1897, provides that lands in the national forests shall continue to be subject to location and entry notwithstanding their withdrawal for national forests. This applies in general to the national forests withdrawn from the public domain. The 1897 act also provides that persons may enter the national forests for all proper and lawful purposes, including that of prospecting, locating, and developing the mineral resources, provided that such persons comply with the rules and regulations governing the national forests. The 1897 act also provides that actual settlers in the national forests shall have ingress to and egress from their property and may construct such roads as are necessary to utilize their property under such rules and regulations as may be prescribed by the Secretary.

The regulations under which wilderness, wild, and primitive areas are administered provide that the landing of aircraft is prohibited unless such use has become well-established and that the use of motor vehicles is prohibited unless the use is in accordance with a statutory right of ingress and egress.

It is not considered that prospectors actually have property rights or that within the national forests they have statutory rights of ingress and egress.

SRP02469

Therefore, prospectors are subject to the same restrictions in entering wilderness, wild, and primitive areas for prospecting purposes as are persons entering such areas for other purposes. Thus, prospectors can enter such areas by means of aircraft only if the use of aircraft in the particular area has become well established. Also, prospectors are prohibited from using motor vehicles in the same way as are persons who desire to enter such areas for other purposes.

Holders of valid mining claims within these areas do have rights of ingress and egress and may construct and use roads to their claims. The Forest Service considers it proper in cases where there may be question as to the validity of the mining claim to have a determination made as to the validity of the claim before a road is permitted to be constructed. Such determinations are made by the Bureau of Land Management or, in rare cases, by the courts.

The right to construct roads to valid mining claims is subject to the rules and regulations of the Secretary. The Forest Service requires its approval as to the location and design of the road in order that minimum damage will result to the national forest resources.

The holder of a patented mining claim has the same rights of ingress to and egress from his property as any other owner of land within wilderness, wild, and primitive areas. The right to construct roads must be exercised in accordance with the rules and regulations of the Secretary of Agriculture. Helicopter transport to a valid mining claim would likewise be permissible. The holder of a mining patent in wilderness, wild, and primitive areas may carry on mining operations the same as though the patent were outside.

Senator CHURCH. Now, Mr. Chadwick, I have a letter here. You are a professional geologist.

Mr. CHADWICK. That is right.

Senator CHURCH. You made a very detailed statement to the committee concerning what can and what cannot be accomplished by surveys, and I have a letter here from Mr. E. F. Cook, who is the director of the Idaho Bureau of Mine and Geology, that applies to this bill. He says in the letter:

My main concern is the barring of prospecting and mining in all areas to be included within the proposed wilderness system. I have no objection to the establishment of moderate sized wilderness areas after complete information on the resource potential of the areas has been obtained. * * *

He goes on.

In Idaho, for example, more than 3 million acres are included within wild, wilderness, and primitive areas, all of which would be included in the wilderness system under the terms of S. 174. We have virtually no information on the mine resources of this vast area. After including it within a wilderness system there would be no opportunity to obtain such information. I would like to see an amendment to the wilderness bill providing that no area be included within the system until a comprehensive mine resource survey by qualified Federal or State agency has been made. The object of such a survey would not be to find deposits which might block the establishment of the area as wilderness, but would be to obtain as much information as possible on the mineral potential of the area so that in later years as our country's mineral needs change we would have some basis for reevaluation of such areas and possibly in certain cases ask the President to open such an area to limited protection.

Now, based upon that argument he says it is in the best interest of the country to provide either (*a*) that a mineral resource investigation be carried out before inclusion of any area in the wilderness system, or (*b*) that prospecting and mining continue to be allowed in such areas under strict controls as they are now in primitive and wilderness areas.

Do I understand from your statement that there just is not any way for a mineral survey to be conducted of a present primitive area prior to the time that it is finalized under the terms of this

SRP02470

bill as part of the wilderness system, that there is no way to make such a survey that would really be meaningful or helpful in terms of determining what the mineral potential of the area is? I mean, is this amendment that he proposes a feasible amendment or is it not?

Mr. CHADWICK. Senator, this gets into a lot of scientific philosophy. Ours is an observational science and you can observe things to any degree. There is the quantity involved as well as observation as well as the quality. And I can examine this table by taking one sample of it and sending it to a laboratory or picture it and take 10 samples from the same table before I decide.

Certainly the status of our information right now is virtually nil, as Dr. Cook says. Anything further than that would certainly be a help and if we were to map on scale of 1 inch to the mile this would be fine. It is impossible to even attempt to map that vast an area on any smaller scale until somebody is specifically interested.

And the only way that the economic geologist gets into this area—and this is one of the reasons why the high mountain belts are not prospected and there are not mines in them is that we have the earth to study and a limited budget, and we can only go to the best places that our money allows us to go.

So we have the problem of continually making valued judgments as to which place our exploration dollar can best be spent. In the high mountain areas, too much is spent on logistics and transportation. At some time in the future we are going to run out of places, and for some materials and certain regions you may right now go into the wilderness areas as we do. But as a general rule we do not attempt to go into a remote area and map the geology in detail as is required for valuation until such time as we are attracted there relative to other things which attract us.

Consequently, I would say would might map them on a scale of 4 miles to the inch and still be a tremendous improvement over what information we have.

You might do a photogeologic survey and gain better information than we have. However, that would be rather suspect to a mapping man like myself. But anything would be an improvement in that. Does that answer your question?

Senator CHURCH. What I am getting at—I think it answers my question as best you can—it is a very broad question, I realize. What I am getting at is under the bill we recognize that the President may in the national interest open up some of this wilderness system if the needs of our defense or the overriding needs of our economy in his judgment require it, but the mining people, I understand, object that this is not realistic because the President would have no way of determining which areas to open up in the absence of detailed surveys or in the absence of continued prospecting. Is that the burden of your argument?

Mr. CHADWICK. Not only he, but we would have no case to present. All we would have to say again is that we would like to go in and prospect because according to the terms of the bill no commercial activity is allowed and that no commercial activity phrase presumably I couldn't even go into one of these areas after the bill were signed into law, if I did not want to prospect there, but if I wanted to learn something about the geologic environment of the

SRP02471

area for use outside the wilderness area. I could not study the wilderness things, just because I worked for a commercial firm. It would seem a little strange in there.

The CHAIRMAN. Let us not get into that. Do you really believe that? If a man, for example, working for a firm manufacturing lumber wanted to know the type of trees in there, would he be barred because he worked for Weyerhaeuser or somebody else?

Mr. CHADWICK. I do not know, Senator. I understand——

The CHAIRMAN. You do not think there is a difference between a man going in and looking at a deposit and a commercial activity?

Mr. CHADWICK. The only thing you can judge by is an interpretation at present of the wording of the thing. That is my interpretation and also fortified by a report that I heard of one of the oil companies wanting to fly geophysically—some airborne geophysists were working in the area on the Rocky Mountain front west of Great Falls, and in doing geophysical work, a geophysist wants to get out the background, he wants to get out where his response is black. Then he can tell when he starts getting wiggles on his chart that he has an anomaly. They requested permission to fly the Bob Marshall Wilderness Area as background for their survey outside the area on the front, and they were denied permission. A plane could not fly——

The CHAIRMAN. You think that is comparable to the suggestion I made that you could not walk into an area and look at it?

Mr. CHADWICK. I certainly think so, Senator; yes. If I were to try to go in with a map board and they asked me who I was——

The CHAIRMAN. There are a lot of people that walk into the Gila wilderness, but they do not allow them to fly planes in there. They do not let them fly planes and shoot from the plane. It is a little different, I would think. I never heard of anybody having trouble going into a national park or a national monument to look at formations in order that he might be able to judge the way the rock formations have been laid down. Have you ever seen a sample of that or heard of it?

Mr. CHADWICK. The only thing, I requested permission to go into a park, and it was again asking to go into Yellowstone Park, with a Dr. Sloss of the Montana Bureau of Mines, and map the section there or at least measure it. We had quite a bit of palaver with the authorities down there and, as a matter of fact, one of them accompanied us on our trip. I just judged from this and from the other ways in which we have to work out things in detail with the Forest Service that we might get into——

The CHAIRMAN. The bill on page 11 will suggest to you that the wilderness system shall be devoted to the public purposes of recreational, scenic, scientific, educational, conservation, and historical use.

I would think that you would be doing scientific work, but you might not be.

Mr. CHADWICK. My answer, of course, would be that there is an ambiguity there between the provision against any commercial activity and science, because I, of course, as a man working for a private firm, do not look at myself as anything less of a scientist for so doing, but there is ambiguity there certainly. Am I am a scientist or a commercial man in that case. I do not know.

SRP02472

Senator CHURCH. One further question, Mr. Chairman.

If this bill were to permit prospecting in wilderness areas upon the theory that it does not involve much defacement and would permit these continuing inquiries to go on as to the mineral potential of a wilderness area, do you think that any prospecting of any consequence would actually take place so long as the area was a wilderness area and commercial mining was prohibited? There would be no motivation, would there, to prospect in an area where commercial mining could not occur.

Mr. CHADWICK. No, Senator; not except as I suggest, background information.

Senator CHURCH. But as a serious venture without the opportunity to mine commercially there is not going to be very much prospecting. But if the President under the terms of the bill feels that in the national interest certain additional mining activity ought to be activated in a given wilderness area then he could open it up both to prospecting and to mining activities so that the prospecting would come first to determine the feasibility of opening up a commercial mining venture and then following that commercial venture could be established. So does not the bill provide opportunities for mining in those cases where the overriding national interest requires it?

Mr. CHADWICK. Senator, Mr. Gray spoke on that subject. I can only add "amen" to what he said. As far as I am concerned the Presidential authority amounts to precisely no right at all. If you cannot get in and prospect you have no case to present to the President, and here again there is some background in uranium crises as of a few years ago. As a matter of fact, national security was involved in that case. The President might have, as I understand it at the time, opened up some of the monuments which were prospective at least for uranium, and to my knowledge none of them were opened nor were the Federal lands and the parks or monuments ever surveyed by geologists to determine their potential for uranium. And this leads me to think that probably Presidential authority might not even be forthcoming in a national emergency.

Senator CHURCH. From the standpoint of the mining industry, which would be the preferred course: to require a geological survey to accompany any recommendation of the President to the Congress so the Congress might be apprised of the mineral potential in a general way and in any given area or to permit continued prospecting in an area that is denominated wilderness? Understand, without permitting commercial mining except by directive of the President.

Mr. CHADWICK. Certainly the latter course I think would be preferable in that, as I said before, our needs are more maps on a very large scale, 20 feet to the inch or something like that; also in our business we have to know a man for a long time before we understand what I call his booby factor, and the fact that a Government geologist goes in and maps an area and obtains or furnishes maps is fine information, but we, as commercial people, do not bet our money until we have gone in ourselves with men whose judgments we know and value.

Senator CHURCH. That is all, Mr. Chairman.

The CHAIRMAN. Thank you.

Mr. Keane.

SRP02473

STATEMENT OF JAMES KEANE, ON BEHALF OF THE IDAHO MINING ASSOCIATION

Mr. KEANE. Mr. Chairman and members of the committee, I am James Keane of Wallace, Idaho, appearing on behalf of the Idaho Mining Association.

I will try and make my statement as brief as possible and limit my statement to the practical aspects of this bill in regard to mining in the State of Idaho.

Mining has played an important part in the development of our State. It is presently the fourth largest industry in Idaho. Numerous recreation areas were created in undeveloped areas as a result of mining, the most famous being Sun Valley.

In Idaho there are approximately 3 million acres of land which are classified as primitive. This area comprises more than 15 percent of our national forest and more than 9 percent of available public domain. If S. 174 becomes law, mining will be effectively excluded from the wilderness system. Under the present law, however, mining claims may be located and worked in national forests and wilderness areas, in wild areas, and all other areas with the exception of national park systems and national monuments, and there are exceptions in those.

It is true that the President may authorize prospecting or mining in the wilderness system. However, in our opinion, this is a nebulous right, which as a practical matter would never be authorized by the President because no commercial enterprise is authorized in the wilderness system, and no geological work could be carried on to determine whether prospecting or mining would be desirable. Without this essential information, the President would have no reason to authorize prospecting or mining.

It is our position that a bill of this nature should not be considered until there has been a geological evaluation of the area in question. Under this bill, mining would lose a preemptive right to locate mining claims in national forests which include primitive and wilderness areas, a right which it has enjoyed since 1897. This is being done without anyone having any appreciable knowledge of what valuable mineral may exist in the areas withdrawn as wilderness. It is our position that such withdrawals should not be made until there has been a geological evaluation of the areas in question, and where this is impractical, existing rights under the mining laws should be preserved until such evaluation can be made.

The CHAIRMAN. Can I stop you there?

You say under this bill, mining would lose a preemptive right to locate mining claims in national forests.

Has it enjoyed that since 1897?

Mr. KEANE. That is my understanding of the law.

The CHAIRMAN. Primitive areas are carved out of the national forests, are they?

Mr. KEANE. That is true.

The CHAIRMAN. And I am just wondering how long it would take to get a geological evaluation if you do not go ahead this way. How much geological evaluation of these 3 million acres have been made in the last 40 years?

SRP02474

Mr. KEANE. I could not answer that question other than to say that geological technology changes all the time.

The CHAIRMAN. Yes. But I am just trying to find how long we should wait. You are saying do not do this until. How long do you think "until" is? How long do you imagine it will be?

Mr. KEANE. Mr. Chadwick, I believe, answered that better than I could, in stating that unaccessible areas are the last places to be prospected and mined. I would state that in Idaho in its present state of economy it is probably another 20 or 30 years, although I know that certain parties are interested in the Selway-Bitterroot Primitive Area—a mining venture at this time.

The CHAIRMAN. That is fine. I think they would be interested in this bill because if this bill does not pass the Forest Service, anytime it wanted to, can move that Selway district from a primitive area to a wilderness area, could it not?

Mr. KEANE. That is true, but we could still locate the mine under the existing law.

The CHAIRMAN. It would be established in a wilderness area? I am wondering about this geological evaluation. How rapidly is it going on now?

Mr. KEANE. Not to any great extent. I know of one or two ventures as far as prospecting in the primitive areas of Idaho at this time. Possibly there are more, but I am not qualified nor would I want to be quoted.

The CHAIRMAN. Out of 3 million acres?

Mr. KEANE. That is true.

The CHAIRMAN. Very well.

Mr. KEANE. In our opinion there is no pressing need for the passage of S. 174, and certainly not in advance of the report of the National Outdoor Recreation Resources Review Commission, which report would give the committee additional information in advance of enacting legislation of this type. The primitive areas in Idaho have remained virtually unchanged through more than 100 years of western development. There has been no commercial enterprise which has damaged any of the beauty of the primitive areas. Under the existing law there will be no change in these conditions until such a time as a commercial development may transcend their value as wilderness. Then the doctrine of the Multiple-Use Sustained-Yield Act of "the greatest good for the greatest number" would be applied.

I am personally familiar with the three primitive areas in Idaho and I appreciate wilderness areas. However, I also realize that virtually the entire economy of the State of Idaho is derived from natural resources. An area comprising 4,687 square miles, which is approximately 4 times as large as the State of Rhode Island, would be withdrawn from development of mining in Idaho if S. 174 becomes law. The whole Nation is vitally concerned about natural resources since all our economy is fundamentally based on natural resources. The passage of S. 174 would be detrimental to mining and it would damage the future economy of the State of Idaho.

A memorial has been passed by the Legislature of the State of Idaho in opposition to S. 174 and this memorial endorses the doctrine of multiple use. The senior Senator of Idaho has already introduced this memorial as a part of the record of this hearing.

SRP02475

The CHAIRMAN. Thank you.

Questions?

Senator CHURCH. I have no questions, Mr. Chairman, except to say that Mr. Keane is a well-known attorney in north Idaho who is associated with mining interests there and comes here with a very fine reputation, and I am pleased to welcome him to the committee and want to thank him for his testimony.

Mr. KEANE. Thank you, Senator.

Senator DWORSHAK. Pardon me. One question, Mr. Keane.

Coming from Wallace, I presume you are well aware of the almost fantastic performance of the Lucky Friday Mine whose stock was selling for a nickle or a dime here a few years ago. What does that stock sell for today?

Mr. KEANE. Approximately $20. I do not have the latest quote.

Senator DWORSHAK. And they are producing a lot of minerals there in the last few years?

Mr. KEANE. That is true. In the year 1939 this ground was sold as a tax sale.

Senator DWORSHAK. In 1939 it was sold as a tax sale?

Mr. KEANE. Yes, sir; that is true.

Senator DWORSHAK. We had some geologists active at that time?

Mr. KEANE. Yes.

The CHAIRMAN. We will adjourn now to 10 o'clock tomorrow morning.

(Whereupon, the committee recessed at 5:20 p.m., Monday, February 27, 1961, to reconvene at 10 a.m., Tuesday, February 28, 1961.)

THE WILDERNESS ACT

TUESDAY, FEBRUARY 28, 1961

U.S. SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C.

The committee met, pursuant to recess, at 10 a.m., in room 3110, New Senate Office Building, Senator Clinton P. Anderson (chairman of the committee) presiding.

Present: Senators Anderson, Gruening, Long of Hawaii, Metcalf, Hickey, Dworshak, Kuchel, and Allott.

The CHAIRMAN. We will hear first, this morning, from the senior Senator from Wyoming, Senator McGee, who was an able member of the Select Committee on Water Resources and is always interested in the best use of our resources.

STATEMENT OF HON. GALE W. McGEE, A U.S. SENATOR FROM THE STATE OF WYOMING

Senator McGEE. Thank you, Mr. Chairman. Those of us who live in the Rocky Mountain States have a very real stake in the decision as to whether or not we should set aside wilderness areas. Our interest, however, is an obvious one. Not so obvious is the stake which citizens of every State have in the setting aside of areas which may be far from their homes and have little to do with their livelihood.

It is a fact, however, that our population is increasing very rapidly in both numbers and mobility. These increases are going to put an additional burden upon our resources during the coming decades. Now, while there is still time to make decisions as to the orderly development of these resources, seems an appropriate time to provide adequate recreational opportunities for the future. We are still rich enough in the vital resource of space to provide for future generations the opportunity to make their own decisions as to the wisest use of the areas which this legislation would block out.

While it is true, and it seems to me this is one of the advantages of the present legislation, that by its enactment useful resources would be preserved from exploitation, it is also true that relatively little commercially valuable timber and relatively few known mineral deposits are situated upon lands which are or will be covered by this act. An additional safeguard to the public interest is a proviso to reserve to the Congress the right to pass upon future withdrawals for wilderness purposes.

Certainly this is a wise provision because of the complexity which the question of additional wilderness land will always involve. Those of us who are in favor of this legislation realize full well the rela-

SRP02477

tionship of our public domain to the future of industries vital to the economy of the West and the Nation. It is for this central reason that these future decisions as to the creation of wilderness areas must be reviewed by Congress. Without this legislation, however, future generations will find that the areas which might have been available for use by all of the American people, will have been allocated to other purposes. If we do not provide for wilderness areas now, we will have lost the chance to set aside for our children and grandchildren either areas for recreation or areas for decision.

The CHAIRMAN. Senator Harrison A. Williams of New Jersey is a cosponsor of the bill before us. We are very pleased to have his views.

STATEMENT OF HON. HARRISON A. WILLIAMS, A U.S. SENATOR FROM THE STATE OF NEW JERSEY

Senator WILLIAMS. Mr. Chairman, I appreciate the opportunity to express my strong support for S. 174, the wilderness bill. The need for such legislation was clearly documented in a series of articles appearing in the current issue of the Atlantic Monthly, entitled "Our National Parks in Jeopardy."

The articles point out that in 1959, more than 22 million visitors were recorded in our national parks, and 5 million in the national nature monuments, an increase of 14 million over the highest pre-World War II figure. The Mission 66 program of the National Park Service estimates that 80 million people will be visiting our national parks by 1966.

Our rapidly increasing standard of living, mobility, and leisure time are paving the way for enormously greater demands and pressures on our public lands than we have ever known before. And the unpleasant truth is that unless vigorous steps are taken, the great national parks and forest preserves that we now treasure will become the park slums of the future.

One vital step is to preserve at least a small portion of our Federal forest, park, and refuge land in its present wilderness state so that it may remain unimpaired for the enjoyment of future generations.

But this step, while essential, will not lessen the mounting demands for recreation opportunities. I believe more attention should be paid to providing more recreation, conservation, and scenic areas in and around our urban areas—where the great majority of people actually live—if we are to achieve a long-range solution in preserving the splendor of our land.

This, of course, is a much broader question, involving many factors that influence the present patterns of urban growth and development. I hope, as the Congress proceeds to consider the impact of urban sprawl on open-space land, that it will not neglect the vital first step of preserving what we now have from piecemeal encroachment.

The CHAIRMAN. Senator Hubert Humphrey of Minnesota was the author of S. 1176 in the 85th Congress—the first wilderness bill on which hearings were held. (He had introduced S. 4013 late in the 84th Congress for study purposes.) He started the effort to preserve some of our great natural areas in their primitive condition, and he

SRP02478

has worked patiently to help develop satisfactory legislation. We are very happy to get his views on S. 174 which, I believe, is a fifth-generation bill. There have been S. 4013 and S. 1176, then S. 4028, then S. 1123, and S. 3809—all progenitors of S. 174.

STATEMENT OF HON. HUBERT H. HUMPHREY, A U.S. SENATOR FROM THE STATE OF MINNESOTA

Senator HUMPHREY. Mr. Chairman, members of the committee, I thank you very much for this privilege of testifying in support of the wilderness bill, S. 174, and I commend especially Senator Anderson for his leadership in developing this legislation and advancing its consideration. I am proud to be a cosponsor of this important measure.

This is an excellent measure, one that should make sure that some parts of America may always remain unspoiled and beautiful in their own natural way, untrammeled by man and unmarred by machinery. I am happy to be among its cosponsors. It is a measure that gives expression to a policy which has long been a reality in the minds and hearts of the American people but has never yet been embodied in legislation. If these hearings lead—as I believe they should and trust they will—to the enactment of this congressional charter for wilderness, this occasion will long be looked upon as one with historic significance.

After the conference on northwest wilderness held in Portland, Oreg., in April of 1956, when we were developing a wilderness bill in draft form for the first time and submitting it for criticism and suggestions—2 months before its first introduction—one of the participants in the conference wrote me a letter and said:

> The proposal to establish a national wilderness preservation system, in which your role is so prominent, was presented to us and talked about in great detail at the conference banquet—its first unveiling before the general public. Then, and all the following day—

said this letter—

> there was something that made us sense that we were participating in an event of special significance.

Mr. Chairman, I think we feel that way here today. After a decade of earnest study on the part of organizations and individuals devoted to the public interest in preserving some of the remnants of primeval America that are still within our keeping as citizens, we undertook some 5 years ago to formulate a legislative program that would accomplish our preservation purposes without damaging any other public program or sacrificing any other existing interests. For 4 years, through two Congresses, this measure has been subjected to hearings, criticisms, revisions, and reintroductions. We now have in Senator Anderson's S. 174 the culmination of all this that has gone before, and I want to commend this bill heartily and urge that it be promptly and favorably reported to the Senate.

The consideration that you, Mr. Chairman, and your colleagues are now so earnestly giving this proposal is a significant contribution to the conservation history of this country, and I do indeed feel it a privilege to be a participant.

SRP02479

IN THE NICK OF TIME

Four years ago when I addressed the first hearing on this measure, I had the feeling that we were approaching this undertaking just in the nick of time. I was convinced then that the chance to provide for wilderness preservation without interfering with other programs will not last very long. Four years later I feel this even more strongly and consider it fortunate that our opportunity is still as good as it is. We should indeed act promptly.

Our conservation situation becomes constantly more difficult. Those of us in the Congress who are vitally interested are indeed worried, and with good cause. We see the pressure that is coming, and, as elected representatives, we see our duty to do something before all the horses have been driven out of all our barns. 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.

That is what this wilderness bill proposes to do. Instead of waiting until the crisis has engulfed us, we can, through this legislation, make secure the preservation of those areas that do now, in effect, constitute our national wilderness system—the areas that are now, in fact, handled as wilderness, even though they serve other and consistent purposes also. Doing that now means providing security for what we already have, perpetuating the multiple-purpose programs we now have on those areas, and making sure that multiple purpose on these lands always includes wilderness preservation.

OUR REMARKABLE OPPORTUNITY

Let me hasten to emphasize that the situation which puts us under such a pressing obligation to provide wilderness protection also still presents us a remarkably rich opportunity.

It is indeed fortunate that, after the centuries we have spent in developing this continent, we do still have some large areas of wilderness. It is doubly fortunate that many of these areas are federally owned and are also included in parks, forests, or refuges, or other kinds of reservations within which the wilderness has so far been preserved in keeping with the purposes of the reservations.

Some 48 or so national parks and monuments have within them unspoiled areas large enough to be called wilderness. I estimate that some 20 or so of the national wildlife refuges and ranges do too. Within the national forests there are some 82 areas that have been designated by the Forest Service for protection as wilderness.

Putting all these together, we have 150 or so areas of wilderness in Federal ownership that are also inside areas within which wilderness can be preserved consistently with other purposes, as part of what might be called a multipurpose wilderness-preservation program.

PROTECTION BY LAW NEEDED

At present, however, there is no law of Congress which protects these areas of wilderness as wilderness, although the Multiple-Use-Sustained Yield Act passed last year does make plain that the preservation of wilderness within the national forests has congressional

SRP02480

endorsement, and wilderness preservation is indeed an assumed purpose of our national parks.

Even in the national parks and monuments, however, the pressures for roads and nonwilderness recreational and tourist developments threaten in many places to destroy the primeval back-country wilderness. In the national forests, the wilderness, wild, primitive, and canoe areas have been set up administratively and could be abolished or greatly reduced by a future Secretary of Agriculture. In fact, none of our Federal wilderness has the protection which Congress could give by providing for wilderness preservation as a national policy applied to a definite system of areas.

PART OF AN OVERALL PROGRAM

This wilderness bill will provide this needed protection, and in such a way as to be integrated without violence into the land-management policies and programs that have already been so carefully developed. This bill shows how we still can preserve in America an adequate system of wilderness areas without sacrificing any other program. But there will not long be any such areas unless we do deliberately preserve them as wilderness. So I consider this program both readily feasible and also urgent.

It appears to me to be as easy to accomplish as it is important. It will be part of an overall land-management program that encompasses also our other needs.

There need be no essential conflict. No area now devoted to any economic purpose, or to any other development program, is withdrawn from its use by this legislation. The proposed legislation, rather, is based on the understanding that we in America still have the opportunity for preserving wilderness while at the same time meeting, outside our wilderness reserves, all our needs for commodities and for developed recreation areas. It is, for example, in no sense in conflict with, or in competition with, forestry for timber and other economic products. On the contrary, foresters are among those upon whom our wilderness program is, in reality, dependent for its success.

If ever the American people come to the borders of our wilderness areas with a need for timber that cannot be met elsewhere, then our wilderness areas will be doomed.

Thus, it is to the foresters of America, and to their effective programs for sustained yield cutting on their production forests, that we must look for success in wilderness preservation.

We recognize this, and we face our program in a spirit of cooperation and with a feeling of dependence on the intelligent foresters of America for support.

Similarly, we contemplate cooperation and integration with other enterprises that may likewise be inconsistent within a wilderness and yet thoroughly consistent with the preservation of wilderness as a part of an overall program.

IMPORTANCE OF OTHER PROGRAMS RESPECTED

Not only in a general or overall sense, but also, specifically, with regard to each area involved, this proposal is one that respects the importance of other programs. It is a multiple-purpose wilderness pro-

SRP02481

gram. Every area included in the proposed national wilderness preservation system is now serving some other purpose, or purposes, consistent with the continued protection of the area as wilderness. Under this legislation, these areas will continue to serve these purposes, and they will be administered by the same agencies that now handle them.

The central concept of this measure, as I see it, is that our present areas of wilderness can be preserved within the existing land-management pattern if the preservation purpose is made a matter of fundamental policy.

Rather than upsetting the multiple-use program of the Forest Service, for example, this legislation should help prevent the upset that would result if the wilderness areas are not protected from the uses that would destroy them as wilderness.

As to national park and monument areas to be included, the bill gives added protection as wilderness for the portions not needed for roads and accommodations, and yet sets no limitation on the portions that may be designated for such use, as needed. Park areas will continue to serve park purposes, just as forest areas will continue to serve forest purposes.

The areas in national wildlife refuges and ranges to be included will continue to serve their wildlife purposes. Some wilderness is essential for the preservation of our native species of wilderness wildlife. This measure, accordingly, will help insure our having a few areas devoted primarily to the preservation of wildlife through the protection of their wilderness environment.

Thus for every area to be included in this system, wilderness preservation will be an aspect of its management for some other concurrent purpose.

NO SPECIAL-USE PRIVILEGES

I might also emphasize this in the negative, by pointing out that the bill does not establish any special-use privilege, nor does it provide for any special users. Rather than being concerned with any special use or user, it relates instead to the character of the areas involved. Hunting, for example, although it is not mentioned in the bill, will continue to be a major recreation within many national forest units of the system, and will be prohibited in national parks. Wherever there is hunting, it will be wilderness hunting. That is the force of this measure.

Uses of all the various kinds of lands involved will continue to vary. The common concern is that wilderness conditions will persist, whatever the uses.

A WILDERNESS POLICY

The first achievement of this bill, in my opinion, will be its establishment of a clear-cut national policy for preserving, for both the present and the future, some of what remains of our resource of wilderness. In line with such a policy, the Congress, as I read the bill, gives sanction to the policies and programs of the Agriculture and Interior Departments under whose wise administration our great resource of wilderness has so far been preserved. And the measure provides a way whereby this policy and this sanction can take effect in a practical program.

SRP02482

THE SYSTEM

I view as of central importance in this program the establishment of the national wilderness preservation system, to be made up of areas of primeval America that are still wilderness and in Federal ownership and capable of being kept that way without interfering with other present purposes now being served by these lands. This will not mean any transfer of areas from one agency of Government to another, nor any change of jurisdiction. No new land-administering agency will be created.

The fact should be emphasized that this national wilderness preservation system will be made up of areas that are already in Federal ownership and are already within parks, forests, or refuges.

Each such area will remain as at present, park, forest, or refuge, as it is now administered. It will continue to serve the multiple purposes it now serves and under the jurisdiction of the same agency that now protects it. The difference will lie on the fact that from now on the agency having jurisdiction over any areas within this system will have the sanction and encouragement of Congress and the legal responsibility for preserving the area's wilderness character. It will have the responsibility for seeing that other purposes continue to be served in such a way as to prevent damage to the wilderness.

Each such area will thus come under special protection as part of the Nation's still unspoiled heritage of the primeval.

PROPER USE

Besides giving expression to a national policy and providing for the establishment of a wilderness preservation system, this bill also describes and provides for the proper use of the areas of wilderness it is designed to preserve.

In this connection, I should like to emphasize again that this proposal is not one for any "special-use" or "special-privilege" legislation.

The first and topic sentence of the section of this bill that relates to uses of the areas within this system (sec. 6) expresses a key concept in this proposal. It states firmly that—

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

Under this proposal, for example, the parts of the national forests involved would continue under the same kind of administration they now have. Grazing permits, for instance, could be continued as at present. The basic multiple purposes of the national forests would be maintained.

National parks, national wildlife refuges, and any other areas would also, as already pointed out, continue to serve their own distinctive purposes.

No use privileges of any kind will be created by this proposed law. The only added responsibility of each administering agency will be to see that the areas in the system under its jurisdiction remains wild-

SRP02483

erness—as they now are. I reiterate, this bill deals only with preserving wilderness as such in connection with various other land uses and does not create any "special privilege," or provide for any special users.

CONCLUSION

Our civilization moves fast. Our population pressures are growing. The time when we still have the opportunity to provide for the preservation of wilderness without having to interfere with other programs will not be with us long. I urge prompt and sympathetic consideration of this bill.

This is a far-reaching, carefully thought-out proposal. It deserves and requires the consideration of all who are concerned with the values that we place on our wilderness.

At the 1954 annual meeting of the Society of American Foresters, Dr. James P. Gilligan, then a member of the forestry department of the Oklahoma Agricultural and Mechanical College, speaking on wilderness preservation, commented as follows:

> Wilderness supporters have been chiefly defense minded, rushing to prevent developments that may have been carefully drawn and justified. The majority of areas now called wilderness exist because recreational or industrial development have not, as yet, been economically feasible. If there were well-defined purposes and plans for a national wilderness system which could generate common support, the wilderness movement might well be irrepressible. As it is, the disagreement among wilderness proponents is a highly important deterrent to wilderness preservation in this country.

Here is a bill which I trust can "generate common support" and firmly establish a sound wilderness preservation policy and program.

The CHAIRMAN. Thank you, Senator Humphrey.

Senator Jennings Randolph of West Virginia, one of the cosponsors of S. 174 and an effective supporter of it, is unable to appear today but has asked me to put his statement in the record.

Without objection, it will be inserted.

(The statement referred to follows:)

STATEMENT OF HON. JENNINGS RANDOLPH, A U.S. SENATOR FROM THE STATE OF WEST VIRGINIA

Mr. Chairman, as a cosponsor of the national wilderness bill, S. 174, I appreciate the opportunity to indicate enthusiastic support in behalf of this measure which is under consideration by the Senate Committee on Interior and Insular Affairs.

Conservation is a cause which is well advanced in West Virginia. Gov. W. W. Barron is fostering a program to preserve and use to the best advantage our natural resources. The congressional delegation is also active toward the utilization of these treasuries in the public interest.

There are 21 State parks and 10 State forests. The Monongahela National Forest of 1,641,981 acres is entirely within the boundary of our beautiful domain. Included, also, is about 10 percent of the George Washington National Forest comprising about 161,236 acres. I have personally given strong support to legislation to aid and develop both national forests throughout my service in Congress.

The national wilderness proposal would meet one of the areas of important responsibility for conservation. It would declare a policy of the Congress to secure for the American people of present and future generations, the benefits of an enduring resource of wilderness. The definition of wilderness from the language in the bill is significantly dramatic and specific: "A wilderness, in contrast with those areas where man and his own works dominate the

SRP02484

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. Also * * * an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation."

Besides our basic survival requirements of food and shelter, there exists a very real need for supplemental assistance of solace and inspiration—both spiritual and esthetic—which is realized and renewed by many as they walk with nature. Nature and history have combined to produce immensely varied and valuable resources in our country. It is vital for us to preserve a portion of wilderness for Americans and for future generations to see and enjoy.

I think it is important to note that in 1960 the Monongahela National Forest, alone, received a total of 1,009,000 visits to its 50 recreational facilities. This is one example of the American people's interest and appreciation of the opportunity afforded them to enjoy outdoor recreation. I point out that the visitors included those citizens who searched in their scientific studies, as well as for those whose goal of pursuit was educational and recreational.

Senator Anderson, I wish to express my personal commendation and appreciation for the careful and thorough manner in which you have developed this legislation and for your leadership in guiding its progress in the committee, and I hope to final enactment. It was my privilege to cosponsor a similar measure in the 86th Congress which was introduced by Senator Humphrey, who had also sponsored it in the 85th Congress. His dedicated efforts toward its advancement are a matter of record and are being diligently continued.

I am gratified that the basic multiple purposes of the national forests would be maintained under the provisions of the bill and that the areas comprising the national wilderness system are already within Federal ownership. And further, that sufficient controls and safeguards for industrial interests are contained in the drafting. Prospecting and mining, including exploration for oil and gas, the establishment and maintenance of reservoirs, water conservation works and other facilities needed in the public interest within specific sections of national forest areas in the wilderness system could be authorized by the President upon his determination that such uses would better serve the interests of the United States than would their denial. Provision is also made for the periodic review of areas included in the wilderness system. based on sound procedures applicable to both the executive and legislative branches of the Government.

It is significant and encouraging to know that the Bureau of the Budget favors the objectives of S. 174; the Department of the Interior and the Department of Agriculture strongly urge its approval.

Mr. CHAIRMAN. We will next hear from Olaus J. Murie of the Wilderness Society.

STATEMENT OF OLAUS J. MURIE, MOOSE, WYO., DIRECTOR, THE WILDERNESS SOCIETY

Mr. MURIE. I am Olaus J. Murie, a director of and representing, the Wilderness Society.

I should like to discuss the significance of this hearing, and what we are trying to do in our country. We who are members of the Wilderness Society, with the members of many other organizations, are doing our best to promote a philosophy that affects our civilization enough to permit some portions of our wide land to remain as nature made it. Such portions of our earth, letting natural forces hold sway, serve a multitude of human needs, the needs that are becoming more important to us as we become more aware of higher levels of human experience.

I have often quoted a typical example: A woman came down from a camping trip in the Teton Mountains of Wyoming, her face aglow, and exclaimed: "You know, up there I couldn't be mad at anybody."

SRP02485

In the spring 1959 issue of our magazine The Living Wilderness, Bonnie Kelsey writes about an Avalanche Lake pack trip in Montana, and makes the statement:

> Shelley, too, hoped that someday his two children might enjoy this untouched area. And I could only hope that their grandchildren might have the privilege of seeing it as we now were seeing it with trails only for walking—no logging or other commercial enterprise in view—just God's country.

In the spring 1957 number of our magazine Dr. Frederick Brown Harris, Chaplain of the Senate, allowed us to publish his National Wildlife Week sermon, which he called, "The Sanctity of Open Spaces." His article is very much worth reading by all who have to do with our future. He quotes Theodore Roosevelt as saying, in part—

> something to be skinned for 2 or 3 years, for the use of the present generation, whether it is the forest, the water, or the scenery.

And he says:

> That one word "scenery" holds holy panoramas of grandeur and suggests the shrinking shrines of nature.

He says again:

> The tendency to swallow up even the shrines of solitude, until there are no lonely places for spiritual nurture, destroys human values.

I have only picked at random a few references. Our literature is full of sentiments showing that numerous thoughtful people are striving to retain in our culture those things that help to inspire us.

We are beginning to appreciate more than ever the beauty of nature—the sky, the clouds, the forests, mountains, and plains—and these are greatly enhanced also by the animals and plants that live their normal lives in such places. That combination is what we cannot afford to lose in America.

Wilderness areas have great scientific value. In 1956 a group of us went up into the Brooks Range of Alaska to look over an area for possible preservation for the future people of Alaska and this Nation. The expedition was under the auspices of the New York Zoological Society and the Conservation Foundation, organizations much interested in what we do with our land. The University of Alaska sent with us as their representative Dr. Brine Kessel, of the department of biological sciences of the university, to study the area for its possible value for scientific research and education in outdoor values. It speaks well for this education institution that they are aware of the value of undisturbed areas for education and scientific study. This area is now established as the Arctic Wildlife Range.

On that same trip we noticed that many Alaskans of all ages were drawing and painting, only because they like it; and that more than ever before they were interested in good music. This increasing trend toward esthetic appreciation of nature speaks well for our culture.

I met with a chapter of the Izaak Walton League at Anchorage, Alaska, and one member spoke of a beautiful location in Alaska and he wondered if it could be designated as a wilderness area so it would be preserved. And I have had letters, many of them from adults and from young people in school, all interested in the wilderness values of our land.

SRP02486

These are the things we of the Wilderness Society are sincerely interested in. We are concerned chiefly with education, to work with individuals and groups to help promote the wilderness philosophy, including inspiration, esthetics, science, bodily vigor, and the urge to accomplish personally—to climb mountains and go places on our own power. These intangible values of our country we believe are just as important as the more material resources. As American citizens and government officials we cannot afford to ignore such important human impulses and it is our obligation to encourage them at all costs.

This is an international tendency, for many other countries are doing the same kind of thing. I shall not attempt here to enumerate them.

Naturally, we of the Wilderness Society are interested in legislation having to do with wilderness preservation. The main value of this bill, S. 174, as I see it, is that it gives these efforts a Government sanction, makes these high purposes a part of Government policy—as much as to say to those citizens: "Good work. More power to you."

We are greatly encouraged by the fact that there are in Congress so many sponsors of this legislation, and we citizens, in turn, feel like saying: "Good work. More power to you."

STATEMENT FOR CARROLL NOBLE

Mr. Chairman, on my way to Washington to testify at this hearing on the wilderness bill, I drove from my home in Moose, Wyo., over to Cora, Wyo., and then had the pleasure of having Mr. Carroll Noble take me in his car to Rock Springs, where I got the train.

Mr. Noble said that he could not get to these hearings because of another meeting. As we rode along he talked to me about his interest in seeing the wilderness bill passed. And he asked me to speak here for him also. So after I got on the train I wrote out some of the things he said, and I should like at this time to present to this committee his thoughts on this subject, the testimony that he would have presented himself if he could be here. He did not have time to prepare written testimony, but he told me what I could say on his behalf.

Carroll Noble has a ranch, raises cattle, at Cora, Wyo., and is the president of the Wyoming Wildlife Federation. I attended a meeting of that organization in Evanston, Wyo., over a year ago, at which he presided. That convention passed a resolution in favor of the wilderness preservation bill then before Congress. Our Wyoming Senator McGee also gave a talk in which he expressed his views very much in favor of such wilderness preservation legislation.

During our ride a few days ago, on my way here, Mr. Noble again pointed out that in Wyoming there are the Bridger Wilderness Area, not far from his place, and several others that are visited by an increasing number of people. He said that many of the sportsmen of Wyoming who raise cattle are interested in wilderness preservation, and there are other interested groups also, and that wilderness certainly does fit in with hunting in the highest sense and with recreation in general. These are activities which are of increasing importance in Wyoming.

SRP02487

He stated definitely that the Wyoming Wildlife Federation is definitely in favor of the wilderness legislation now before this committee. And he himself favors it strongly. He wanted me to tell you this and urge you to see that it is passed without any more delay and without any amendments that would weaken it.

STATEMENT FOR KENNETH BALDWIN

When Kenneth Baldwin of Bozeman, Mont., found out I was coming to these hearings he asked me to give you two letters he had written. One of them is personal. The other Mr. Baldwin wrote as past president of the Montana Wilderness Association. Here are Mr. Baldwin's letters also supporting this wilderness bill:

BOZEMAN, MONT., *February 17, 1961.*

Subject: S. 174, wilderness preservation.

INTERIOR AND INSULAR AFFAIRS COMMITTEE,
U.S. Senate Office Building,
Washington, D.C.

(Attn: Clinton P. Anderson, chairman.)

GENTLEMEN: Our Nation is fast growing in its domination of every square mile of land within its boundaries. This domination seems determined to upset God's design of grace and beauty as it is unfolded to man in the wilderness. A very small 2 percent of our land may still be saved to be used by the world's peoples for the building of minds, souls, and bodies.

Legislative recognition is necessary on the national level in order to assure the public that any part of the wilderness will not be violated by man and his machines and that this small part shall remain as nearly undisturbed and unspoiled as is possible and still be used.

Outdoor recreation and spiritual uplift for the people of the United States are more necessary today than they have ever been before in our history. Our Nation must produce food, fiber, and fuel but it must not be done at the expense of the physical, moral, and spiritual attributes of all of the people.

I ask that each of you, who believe in the wilderness as a necessary part of our national way of life, double your efforts in behalf of this great unmeasurable resource.

For many years those who believed in wilderness have conceded to those who taught that the salvation of the Nation was in material things to be taken from the earth without regard to man's future. We are seeing the end to many once great and valuable resources. Wilderness is one of these.

Very truly yours,

KENNETH K. BALDWIN.

THE MONTANA WILDERNESS ASSOCIATION,
Bozeman, Mont., February 17, 1961.

Senator CLINTON P. ANDERSON,
Chairman, Insular and Interior Affairs Committee,
U.S. Senate Office Building, Washington, D.C.

DEAR SENATOR ANDERSON: I am past president of the Montana Wilderness Association and I wish to inform you that the association is behind the passage of wilderness legislation.

Your bill, introduced in January of this year has been read and all of our membership which I have contact with believe that it embodies the essential ideals and concepts of most wilderness people.

The maintenance of wilderness in the United States of America, is very important to all of the people and especially to the States of Wyoming, Idaho, Montana, and other Western States. Our economic growth will be greatly enhanced in the future as it is now by this action.

If you have need of information that we can provide we will be happy to help.

Very truly yours,

KENNETH K. BALDWIN.

SRP02488

Now I just want to add a little short comment. I heard some of the testimony here yesterday, and some people who are opposed to wilderness say that we are trying to lock up certain areas.

Well, in one sense, in reply to that, who has the key to that lock? It is the people, is it not, and our Congress? We can do with it what we want to at a future time.

On the other hand, these areas are not locked up. Therefore, people who need that sort of experience—it is open to anyone who has the urge and the desire to go into these areas.

Now, it seems to me that we should not, as a nation, work toward conformity, to speak only of numbers. We say we want democracy. Conformity means dictatorship, tyranny, in the long run.

Democracy, which we say we now have—we have it politically, but I think we should strive to make it personal, also. Democracy means diversity—not all the same. After all, we are just people. We have all kinds of ambitions and all different kinds of personal desires. And democracy means choice. Should we have our planning of our land in such a way that at least a small portion of the earth, on this continent, may be available to those people who want that kind of thing?

I want to congratulate this Congress for backing up, as they have done, this kind of a bill to provide for those people who want a small percentage of our land for wilderness enjoyment.

The CHAIRMAN. Are there any questions?

Senator ALLOTT. I have some, Mr. Chairman.

Are you acquainted with the multiple use bill?

Mr. MURIE. Yes.

Senator ALLOTT. Are you acquainted with the fact that it includes a recognition of the wilderness system?

Mr. MURIE. Yes. I am very glad about that.

Senator ALLOTT. Then you actually have in the Federal law today a recognition of a wilderness system and recognition of a use for wilderness purposes, do you not?

Mr. MURIE. Yes.

Senator ALLOTT. You also have at the present time an actual demonstration over a period of years, by both the Department of the Interior and the Department of Agriculture, of the wilderness system, do you not?

Mr. MURIE. Yes. I think so.

Senator ALLOTT. Do you know of any depredations to that wilderness system, as established by the national park and the wilderness areas established within the Department of the Interior?

Mr. MURIE. We have a lot of areas set aside. It all depends. We still have not fixed in our mind what we are going to do with those areas entirely. As you know, we still have differences of opinion as to the value of those areas. But it seems to me that the multiple use idea needs a little interpretation. I think some of the officials of the Forest Service——

Senator ALLOTT. Perhaps the idea of wilderness needs a little bit of interpretation, sir.

Now, if you will answer my question: Do you know of any great inroads that have been made into the wilderness system, as estab-

SRP02489

lished by the national parks, or by the Department of Agriculture, or to those portions established as wilderness areas in the park system?

Mr. MURIE. Yes. I have been in a good many of the wilderness areas, in Alaska and Washington and all over the country, and some where there are certain things that are not compatible with the wilderness areas.

Senator ALLOTT. In other words, you do not think that over a course of years the Secretary of the Interior and the Secretary of Agriculture have kept these areas as wilderness areas, and you disagree with their policies in that respect. Is that correct?

Mr. MURIE. Well, I would not want to say that as a general statement, but there are little encroachments.

Senator ALLOTT. Well, would it not be a general statement insofar as there are areas which have been changed from the wilderness character?

Mr. MURIE. A good many of them have had these changes made before there was a general national recognition of that.

Senator ALLOTT. All right. Go back to my original question. Do you know of any great areas, since the establishment of these wilderness areas by the Department of Agriculture, or the wilderness portions of land in the Department of the Interior, the area of national parks—do you know of any areas which have been violated, that have been so set aside by either of the Secretaries?

Mr. MURIE. It is a kind of subtle encroachment. It is hard to put in bald words. There are places where we still have wilderness, but there are certain encroachments on it.

Senator ALLOTT. Where are these areas, sir?

Mr. MURIE. Well, the Bob Marshall wilderness area in Montana has a bridgeway in the interior, has a landing field for airplanes, and so on. They have been put in there for I do not know what reason. There are other places in Utah where they have all kinds of impoundments and developments inside of a primitive area.

Senator ALLOTT. They have what? What do they have?

Mr. MURIE. Impoundments, water dams and so on.

Senator ALLOTT. Are not impoundments of water an essential part of conservation?

Mr. MURIE. Conservation in the broad sense, yes. Yes, they are. They are needed in some places.

Senator ALLOTT. How are you going to keep land from being destroyed without impoundments of water? How are you going to develop new forest stations without conservation of water and the impoundment of water?

Mr. MURIE. In some places it is necessary. We are trying to have these impoundments in places where they are wanted and do not destroy something else. That is what I mean by democracy.

Senator ALLOTT. This is what I mean by democracy, too. Not for the use of just a few, but for the great bulk of American people.

Now, on page 2 of your statement, at the bottom of the page, you say this:

> It speaks well for this educational institution that they are aware of the value of undisturbed areas for education and scientific study.

Now, how are you going to study unless you take scientific equipment in with you? How, for example, are you going to examine

SRP02490

a rock, unless you use a geologist's pick? And yet you talk about study. How are you going to study geology without the use of a geologist's pick, which, under your interpretation, would be absolutely forbidden, in this bill?

Mr. MURIE. Well, I would make a big distinction here, when I speak of scientific work. I would make a big distinction between science and technology. When you are working on a place to find out how to do something, that is technology. What the place holds for mining or other things. And the pure science, the matter referred to here, is the basic thing to find out. The big wall of ignorance before the people of the world is tremendous. We do not know yet how the universe operates, in spite of all the atom bomb business and all that stuff. We still have to determine what makes the universe operate. And what I mean by science is not technology, not something to help some organization to get something to make money out of.

Senator ALLOTT. Do you mean to say that simply because a man with a class of students goes in there with small picks, in order to ascertain the way this country was formed, to learn how the earth was formed at that place, to learn what there is there—do you mean to say that this is for personal use?

I submit to you, sir, that this is as much a real delving after the mysteries of nature as anything you can conceive.

Mr. MURIE. That is very true.

Senator ALLOTT. But you would forbid it?

Mr. MURIE. No, I do not think so. If they want to go in there on their own and find out something.

Senator ALLOTT. Now, let us draw this line. A professor takes a class of students in there for the purpose of studying a particular type of geological formation, or simply to study the area generally, geologically. But if Mr. Smith, who happens to be employed by the Acme Mining Co., goes in there to find out the same thing for himself, you would forbid it, simply because you attach a mean and underhanded motive to his going in there.

Now, how are you going to draw such a fine line? Or who is going to place himself in a position of deciding what is the motive of people who are studying this area?

Mr. MURIE. I do not think he would be barred from going into such an area to study, as long as he does not build a road in there.

Senator ALLOTT. As long as what?

Mr. MURIE. As long as he does not build a road in there and make it a commercial enterprise. I do not think there is anything implied that would bar him from going in and making whatever observations are necessary.

Senator ALLOTT. You think, then, that this whole area should be locked up forever to any means of finding out what the area contains geologically, what it contains mineralogically, what the flow of water is. You could not even, under this bill, put a hydrometer in there. You could not put a water measuring gage in there. You could not do any measuring for the purposes of ascertaining what sort of water could be impounded there. None of this would be admissible under this bill.

SRP02491

Do you believe in this? Do you believe in locking up forever from the minds of men these great areas of wilderness?

Mr. MURIE. I do not think it can ever be locked up as long as we are thinking human beings. The Congress has the right, the ability, to make any changes in the future that it wants to.

As I pointed out here, what we are striving to do, as citizens of the United States, now apparently has the backing of Congress, and it gives a little greater dignity to our efforts as citizens of the United States.

Senator ALLOTT. Now, there are about 8 percent of the total of public lands now locked up in wilderness areas. At least, this is the figure that was given to us in previous hearings. Can you tell me what percent of the people who use our public lands use the wilderness areas?

Mr. MURIE. I do not have the figures. I believe it is 8 percent of the national forest, not all public lands.

Senator ALLOTT. It is a fact that it is less than 2 percent, is it not?

Mr. MURIE. Now, suppose we take that 2 percent. How many people of the United States are involved in mining?

Senator ALLOTT. I am not talking about mining. I am asking you if you know what percentage use the wilderness areas.

Mr. MURIE. No. I do not know. But I do know that the wilderness areas are increasingly being used, being used more and more, year by year, by people who see the value of wilderness. And when we look into the future, we can anticipate that the young people of today are going to be more and more interested in that.

Senator ALLOTT. That is very fine. Now, I realize that you do not want roads in them. How do you justify locking up absolutely from the public these areas of land, without any roads, any access, ingress or egress, from those who are crippled, from those who have led a sedentary life all of their lives and are reaching the age of 65 and retirement? We have more and more millions of such now. And these people are more and more unable, because of the kind of life they have lived, to get in there, unable to walk in there, or unable to go to the great expense of hiring horses to go in there. How do you justify, morally, locking up these areas completely—the best fishing, some of the most beautiful spots? How do you justify locking these areas up completely from the handicapped and the aged? Have you ever thought of these people?

Mr. MURIE. I think a reply to that is a very pertinent matter in California.

We had a hearing on the San Jacinto Mountain. The chambers of commerce and others wanted to build a $10 million facility up the mountain to take the people up there. And at the end of the hearing, a 2-day hearing, an aged woman got up.

I should say that the chairman of the hearing said, "We have a few minutes left now. Is there anyone else who wants to say something?"

And that woman got up, and she said:

> I am an old woman. I will never see the top of that mountain. I don't have any hopes of ever seeing the top of that mountain. But there are a great many younger people that want that mountain left as it is, to go up there. And there are so many other places where I can go easily by car that are available to me, and I want this mountain kept for the young people, those people who are able to and want to go up there.

SRP02492

Senator ALLOTT. I think you make a mistake, sir. Of course, this person may have made such a statement, but I know there are thousands of older people who are concerned about the very point I have raised; great areas, not with tramways and railways going to the top of every mountain, but simply roads which can be used into some of these areas, that are concerned because they are having these great areas shut to them forever.

How are you going to care for—without some provision in here for roads—infestations, forest disease? How are you going to take care of them? You cannot carry one spray on your back for 10 miles and spray out the 5 gallons and then come back out. How are you going to provide, for example, for the control of wildlife? We have actually killed off so many of our predatory animals in the West that in some of our areas the wildlife, particularly deer, is so heavy that actually they are, as a matter of nature, fighting each other for grass.

When you do this, then, you destroy the things that hold water. When you do this, you let the land go. You let the forests go. How are you going to do all of these things, unless you have some access to these areas by roads or otherwise?

Mr. MURIE. That is a big question. And I have been a biologist in wildlife work for about 30 or more years, and I know what some of the problems are. There would not be time here to go into it. But I find that a lot of these things—you speak of the multitude of animals, overpopulation of game animals—I find if we could get the wildlife management out of politics, we could have a later season, migration hunting, when those animals come down in a good many places, and we could handle that situation and leave these areas for those hunters who have a high standard of sportsmanship and want to go into wild country to do the hunting.

The point is: Are there not places where these people can go? We should provide them.

Senator ALLOTT. I think what you are saying is an evasion of the point; because by the very bill which you are advocating here in the terms in which it is written, at least, you would never have the basis upon which you could make any of the decisions we have been talking about, because you would not have the knowledge. You cannot count deer by walking through a national forest.

Mr. MURIE. I guess I did not get your point.

Senator ALLOTT. Well, you are denying by this bill, the bill that you support here, the opportunity for much of the information which is necessary for the control of wildlife and game.

Mr. MURIE. That is what I mean. I cannot go into detail. I know of some areas where that very situation exists. And I know that by changing the season you can have hunting on the national forests outside these areas.

Senator ALLOTT. I surely would not deny this. But you cannot have hunting without information.

Mr. Chairman, that is all.

Thank you, sir.

The CHAIRMAN. The next witness will be Mr. J. F. Carithers.

SRP02493

STATEMENT OF J. F. CARITHERS, ASSISTANT EDITOR, NATIONAL WILDLANDS NEWS

Mr. CARITHERS. Mr. Chairman and members of the committee, my name is Joe Carithers. I am assistant editor of National Wildlands News, an independent newspaper dedicated to the preservation of national parks, monuments, wildlife refuges, and other wildlands as nature sanctuaries. I am here today to support S. 174, known as the wilderness bill.

Millions of words have been used to describe wilderness and what it means to mankind. None but the most cynical dullard would question the basic human desire to seek its offerings. But the desire for wilderness alone is not enough. Desire will not preserve it; nor will the most devout wish restore it once it is gone. Man can get along without wilderness, just as he can without music and the other arts. Thoughts of wild country can only have real meaning with the full knowledge that it is there, somewhere beyond the end of the road, waiting to refresh and inspire us. With these thoughts in mind we urge that steps be taken to meet this human desire in a way equal to the need, above and beyond our personal views of the moment.

The legislation being considered here today promotes a principle to which no one can truthfully object. It would be a tragic injustice to future generations if we failed to support it vigorously.

The editors of National Wildlands News support S. 174 and urge Congress to do so.

I would like to ask, Mr. Chairman, how long the record will be left open for additional statements or testimony on this bill.

The CHAIRMAN. We hoped to be able to finish testimony today. I hoped that might be true. We will certainly wait a little while for the submission of additional material, but not very long. What did you have in mind?

Mr. CARITHERS. Well, in case there should be other letters come in.

The CHAIRMAN. Just send them to the committee. If we can handle them, we will do so. If we cannot, we will tell you so.

Mr. CARITHERS. Thank you very much.

The CHAIRMAN. Mr. Olson? Sigurd Olson?

STATEMENT OF SIGURD F. OLSON, ELY, MINN.

Mr. OLSON. My name is Sigurd F. Olson. My home is at Ely, Minn., in the Superior National Forest, the gateway to the famous wilderness canoe country known as the Quetico-Superior.

For 5 years I served as president of the National Parks Association and at the moment am a member of the advisory board to the Secretary of the Interior on parks and monuments. I serve as a consultant to the President's Quetico-Superior Committee, whose goal since its creation by Presidential Executive order in 1934, is the protection of the wilderness values of this area and the development of a program of sound resource use and management in cooperation with Canada. I am also affiliated with the Izaak Walton League of America as a consultant on wilderness preservation in the United States. I am a writer of books and articles on wilderness travel and experience. I am a member of the Council of the Wilderness Society.

SRP02494

As a young man I was a guide in the lake and river country of Minnesota and Ontario and the Hudson Bay watershed, and traveled many thousands of miles through rather remote country. Of late years I have been on a number of expeditions by canoe into the far north and northwest, retracing the routes of early exploration as far as the tundras along the Arctic coast. In my work, I have familiarized myself with wilderness regions all over the continent.

Since my early days I have been much involved in the protection of wilderness and have become convinced that its preservation is a cultural matter and that what Henry David Thoreau said over a hundred years ago is the truth, that in wilderness is the preservation of the world. He was talking of those spiritual values which are found at their best in wilderness and without which mankind is lost. In all of my travels over the continent with people in all walks of life, I have seen what it means, particularly of late years, to get away from the tensions of city life and urbanism.

Almost 70 million people visited the national parks and national forests last year, a number that is steadily growing. While the vast majority of these people did not stray far off roads or paths and while most of them saw the wilderness only from their campgrounds, cabins, or hotels, the fact remains that it was the wilderness they came to experience. Without a primeval background, the developed areas where they stayed would have been without real significance.

It is the wilderness around Yosemite, or Mammoth Hot Springs, or Grand Canyon Village that gives meaning to the areas. Without it, these places would be merely resorts no different than thousands of others. That is why the National Park Service has limited its developmental areas to less than 10 percent of the whole. The early realization that wilderness was what counted most has made this the major objective of their administration.

We have entered a new era, and are now in a position to destroy with our earthmoving machinery and our insatiable appetite for resource products all that remains of what we have set aside. Pressures due to our expanding population and industrial complex will be greater than anything we have ever experienced.

While the Forest Service, National Park Service, and the Fish and Wildlife Service will try to preserve what wilderness they can, it is very doubtful if they can do this without congressional sanction and approval for their programs of protection.

Unless they have such assurance, there is no stability, and the future for all wild country remaining looks bleak indeed. That in the last analysis is the real reason for the wilderness bill, to strengthen the hands of the agencies concerned. Without such support for a wilderness system, it may be impossible to assure its continuance.

As your chairman, Senator Anderson, stated so eloquently, among many things, when he introduced S. 174, the bill we are considering today, it is 5 years since the first bill was introduced, 4 years of hearings and constructive revisions in which every possible adjustment has been made without sacrificing the ultimate purpose of the measure, which is the protection of the wilderness itself.

Adjustments have been made for many different types of use. Typical of the thoughtful consideration for special areas have been

SRP02495

the studies of the bill with respect to the Boundary Waters Canoe Area of the Superior National Forest, near my home.

The language now states: The management of the Boundary Waters Canoe Area shall be in accordance with regulations established by the Secretary of Agriculture in accordance with 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. Nothing in this act shall preclude the continuance within the area of already established use of motorboats * * * or the provisions of the Shipstead-Nolan Act of 1930 or the various appropriation acts of Congress since 1948.

This is an example of the kind of careful consideration that has been given not only to special areas but in broad adjustments applicable to all areas generally, including the use of water, minerals, and grazing. We feel now that nothing has been overlooked that might lead to misunderstanding. The amazing thing is that in spite of many changes and revisions, the bill still maintains its original purpose and will if enacted do what was originally intended.

This Congress has a great opportunity to enact legislation without further delay that will insure the perpetuation of our remaining wilderness. Should it do so, the action will go down as one of the most worthwhile achievements in conservation and for the general welfare and happiness of the people. Such an action would be far more than preserving lakes and mountains and forests, or any of the physical attributes of terrain. It would be an investment in the American spirit and character, an assurance in a materialistic world that there will always be places of solitude, contemplation, and beauty to which men can repair to find balance and serenity.

Should Congress fail to do this, I am afraid this opportunity will be gone forever. It will not be long, in view of the way our country is growing, when it will be impossible to set aside or preserve any further areas for public use. Time is running out. We must act now or forget our long involvement with the frontier, forget that wilderness molded us as Americans and can still mold us for generations to come, forget that open space, unchanged horizons, and simplicity are beyond price.

I am confident this will not happen, for Congress means the people, and I know the people all over the Nation, if polled, would be overwhelmingly in favor of S. 174, the new wilderness bill.

MINING

Yesterday, I listened to witness after witness representing mining and lumber interests speak as though the 2 percent of our land represented by wilderness is so vital to our economy that to set it aside would be disastrous to our economy and survival as a nation.

The 55 million acres we are talking about is only about 2 percent of our total land mass of approximately 2 billion acres. Is it not slightly ridiculous to assume that unless we prospect, mine, or log these last public reservations that the country is doomed? Prospectors have crawled over all of this country for almost a century, and so far have found very little.

SRP02496

It is true, as one speaker said, that there is much we do not know about our mineral resources because of new rare metals and modern means of prospecting, but he knows as well as I do that this applies as well to the 98 percent of the land wide open for all types of exploration and development.

I also heard a number of speakers say that this land and its resources is locked up forever. This is untrue. Congress can unlock any resource at any time, and the specific language of the bill permits the President, should a national need arise and the public welfare requires it, to permit prospecting and exploitation.

Should there be, for instance, a vital shortage in some rare mineral, with foreign sources cut off, and a need for finding it immediately existing, there is nothing to prevent a swift prospecting by all modern means. The idea of an amendment to prospect all such areas before including them in a wilderness system is, therefore, without justification.

Listening to representatives of the mining industry and to their great interest in these public lands leads me to wonder if it might not be worthwhile to do a little prospecting on the side into the present mining laws to see exactly what is behind all of this great enthusiasm for opening up these last areas of wilderness. I have a geological background, have worked on surveys, and know about prospecting and a little about procedures.

I heard one speaker say that a mine was a thing of beauty to him. I also heard a speaker out in Portland, Oreg., call one of the old timber stands in one of our national parks a cellulose cemetery. This I can understand, and I do not question such points of view, but it does demonstrate the old conflict between the eternal and intangible values and the material. There are millions of people in America who would be appalled at the idea that an industrial development is as beautiful as unchanged wilderness.

S. 174 is a vehicle for determining through a weighing of values what is the highest land use for these areas under consideration. I believe that wilderness fulfills a human need today, a need far more important than timber, grazing, or mining, and that providing for recreational opportunity is vital to our sanity and balance as a people. We must save places of beauty and silence, or we as a people will lose. We have no right to deprive the people of tomorrow of the privilege of knowing a small part of the America that used to be.

Sixty years ago Lord Bryce of England said, "Any people who has no concern for preservation of the natural scene is doomed to brutishness," which is just another way of saying if we have no regard for the values inherent in wilderness, then we are losing our souls. Our greatest resource is our people, a people who have wisdom and perspective and who have a spiritual strength able to withstand the tensions of the days to come. Wilderness can make a great contribution.

Thank you.

The CHAIRMAN. I would only want to question one thing here, and that is the use of the figure of 55 million acres. Could I ask the source of that figure? Does that not cover all of the land that is involved, even though some of the parks would not be wilderness areas?

SRP02497

Mr. OLSON. It covers the national parks, the wilderness system of the national forests, all of it, and fish and wildlife refuges and some State parks.

The CHAIRMAN. But fish and game reserves would not necessarily be involved in this, would they?

Mr. OLSON. The wilderness character of the game refuges, I think, would be involved.

The CHAIRMAN. I asked that because we had a figure of about 31 million acres.

Mr. OLSON. I think that 55 is the broad inclusive figure of all lands, Federal and State.

The CHAIRMAN. There is no State land involved in this.

Mr. OLSON. No.

The CHAIRMAN. Well, if you have a 55-million-acre figure, I would like to say that the hearings we had involved the same areas of land, and the report we got from the Department was that the federally owned land committed for this purpose under S. 4028—one of the earlier bills—would be 31 million acres; 31,648,200 some acres. I think that is approximately the figure that would be involved in this bill when all of the lands have been reviewed. The old 55-million-acre figure included Indian lands not involved in this bill. And it included acreage in the game and wildlife refuges which may not be put into the wilderness system. Of course, some of the 8 million acres in the primitive areas in the forests may also be cut out on reexamination by the Forest Service. I only wanted that to come in here now for fear some would say, "Well, we accepted the 55-million-acre figure without question." It might prove to be right, but I think it may turn out to be something lower than that.

Senator Dworshak?

Senator DWORSHAK. Mr. Olson, do you think it would have been more desirable to have preserved northern Minnesota as a wilderness area than to have had the great, dynamic development of the ore deposits in that part of the country?

Mr. OLSON. I do not think that question is applicable. The iron ore deposits are not within the so-called boundary waters canoe area at all. If the iron ore deposits had been found in the wilderness canoe country, and the exploration went on some 55 years before the Superior National Forest was ever created, I am confident that country would have been exploited long before there was any thought of a national forest. But fortunately the iron ore lies outside of this wilderness, so there is no question about it.

Senator DWORSHAK. Of course, you recognize that in Idaho and other States in the West we have comparable situations, where we have undeveloped areas and where we recognize the economic value of developing some of these mineral deposits while at the same time preserving the wilderness areas, so that we can have a well-balanced development and utilization. Do you recognize that?

Mr. OLSON. Yes, I recognize that.

The CHAIRMAN. Senator Allott?

Senator ALLOTT. Mr. Olson, have you read the amendment by way of a substitute which has been introduced by myself?

Mr. OLSON. The amendment to this bill?

Senator ALLOTT. Yes.

SRP02498

Mr. OLSON. I have heard of it, but I have not read it.

Senator ALLOTT. Well, most of the people who are proponents of the present bill have assumed that, per se, I am opposed to a wilderness system; which is false. Do you have any objection to Congress having an affirmative control over the wilderness system?

Mr. OLSON. An affirmative control over the wilderness system? No.

Senator ALLOTT. The bill before us provides only that if Congress fails to act by a concurrent resolution, invalidating the Presidential or secretarial action, only in that event does it become law.

Now you would not object, then, to having Congress act affirmatively on the new areas that would be brought in, in addition to the present wilderness system?

Mr. OLSON. I am not a legislative expert, as you can no doubt guess. I do not know exactly what you mean by affirmative action. All I am interested in is that Congress does have the right of review of these various areas; that if there are additions or subtractions or eliminations, the Congress will have the right to pass upon them. Just exactly how it passes upon them is beyond me.

Senator ALLOTT. Did you examine the bill offered last year by the distinguished Senator from Wyoming, Senator O'Mahoney, and myself, which went to the great precaution, after months of work by the Department of the Interior and the Department of Agriculture, of setting out the boundaries of the wilderness primitive areas by description, so that there could be no mistake what Congress was doing?

Are you aware of that bill?

Mr. OLSON. I am aware of the bill. I read it. But I do not remember the details.

Senator ALLOTT. Well, as you read it, then, would you approve of the approach taken in that bill?

Mr. OLSON. I cannot remember well enough, without seeing the thing before me, exactly what it was. As I recall offhand, I was not particularly in favor of that draft. I was in favor of the original draft, backed up by the Wilderness Society, my own organizations, and others.

Senator DWORSHAK. What is your own organization, sir?

Mr. OLSON. I am a consultant to the Izaak Walton League of America on wilderness. I am a member of various committees of the Secretary of the Interior on parks and monuments.

Senator DWORSHAK. Yes, I saw that. When you said "my own organization," I wanted to know which one you were talking about.

On page 3 of your statement, you said:

> While the Forest Service, National Park Service, and the Fish and Wildlife Service will try to preserve what wilderness they can, it is very doubtful if they can do this without congressional sanction and approval for their programs of protection. Unless they have such assurance, there is no stability, and the future for all wild country remaining looks bleak indeed.

I am asking you this question for information, because I do not know this area too well. I have never been in it, I do not believe.

In your own canoe area up in Minnesota, which extends—what would be the easternmost town just outside of that? Ely?

Mr. OLSON. No. Ely is in the center. The closest town to the east would be Grand Marais.

Senator DWORSHAK. And on the west?

SRP02499

Mr. OLSON. Oh, Crane Lake.

Senator DWORSHAK. Where would Lake of the Woods come in?

Mr. OLSON. Lake of the Woods is about 150 miles west of Crane Lake.

Senator DWORSHAK. Farther west.

Now in this area, since it has been established—the principles of establishment, I agree with—have there been any great depredations against the area? In other words, has there been commercialization of the area?

Mr. OLSON. There have been a great number of threats, which have been successfully met.

Senator DWORSHAK. No. I want to know: Has there been commercialization there since it was established?

Mr. OLSON. Yes.

Senator DWORSHAK. In what way?

Mr. OLSON. All right. There were a great many private lands within this area at one time, when it was created. On those private lands were built resorts in the heart of the wilderness.

Senator DWORSHAK. This was before it was created?

Mr. OLSON. After the Superior Forest was created and after the Boundary Waters Canoe Area was created, and during its creation. People with private lands still have the right to go in wherever those private lands happen to be, according to the organic Forest Service Act.

This country became the great playground for tourists flying in. In fact, they flew into this area with guaranteed fish limits from places as far away as Cleveland, Detroit, Cincinnati, all over the country.

In 1949, President Truman established the first airspace reservation over this country by Executive order. It was the only one ever established for the preservation of wilderness. Since then, the Forest Service has been trying desperately to buy out these private lands. Congress has appropriated money, and the Forest Service has been very successful in its program. There are still lands to be bought out. But there is a commercial invasion of the wilderness which is being met.

Senator ALLOTT. In other words, though, this is not an invasion of the wilderness area as such. It is the use of the ownership of private land, to which we all have a right by virtue of the fact that we are citizens of America. Is that not right?

Mr. OLSON. According to the law, anyone who owns private land——

Senator ALLOTT. Anyone who owns private land can use it for any legal purpose.

Mr. OLSON. That is right.

Senator ALLOTT. So that this has not been an invasion of the area as such. It has been the use of the land. There have been no commercial enterprises established in the area owned by the Government, have there?

Mr. OLSON. Well, these areas can be classified as commercial enterprises.

Senator ALLOTT. No. Now let us be honest about this thing. In the areas that we are talking about, there has been no establishment of commercial enterprises on Government land in this area, has there?

SRP02500

Mr. OLSON. Well, maybe we do not see eye to eye on terminology.

Senator ALLOTT. Let us just answer questions and talk about this thing. Has there, or has there not?

Mr. OLSON. There has.

Senator ALLOTT. Now where are these?

Mr. OLSON. Exactly the thing I am talking about. These private lands——

Senator ALLOTT. I am not talking about private lands, sir. I am talking about Government land. Now you say that there has been a commercialization. A man has a right to use his own land, even a man who does not happen to be myself. Now has there or has there not been a commercialization of the Government land in this area?

Mr. OLSON. I would say, if I understand you correctly, that there has been no commercialization of Government land without Government jurisdiction.

Senator ALLOTT. So that the commercialization you are speaking about is limited to the commercialization of private land contained in this great area up there, and which the Forest Service is trying, little by little, to buy out?

Mr. OLSON. Correct.

Senator ALLOTT. Therefore, your statement, which I read to you a few minutes ago, is not quite true, because the Forest Service has been able to maintain the purity of this area, and even to diminish the commercialization, without any kind of a wilderness bill, have they not?

Mr. OLSON. I would like to answer that. May I?

Senator ALLOTT. Yes.

Mr. OLSON. In talking about the ability of the Forest Service to hold the line, I am not talking about what has been done, but I am talking about the pressures which will inevitably come, with our zooming population. We are going to have a population of 185 or 190 million by 1975, which is not far away. We are going to have an increased development of our industrial complex. Anyone who knows the Forest Service knows the tremendous pressures under which they operate constantly. And I doubt whether any of the agencies we are concerned with—Forest Service, Park Service, or any other—will be able to hold the line and protect the wilderness, unless they do have congressional sanction and support. They have done a wonderful job so far.

Senator ALLOTT. They have, and I have seen no signs of them bending in any respect, either the Secretaries present or past, in that respect. I do not think it is going to happen.

Thank you very much, sir.

Mr. Chairman, I would like to refer to a statement at this point, because this is an appropriate place to put it, made by Dr. McArdle of the Forest Service on June 19 and 20, 1957, on S. 1176.

Of course, we all know who Dr. Richard McArdle is. He is Chief of the U.S. Forest Service. And in this, he said, that S. 1176, of course, being the original wilderness bill: "S. 1176 would tend to freeze the status quo with respect to present wilderness-type areas."

And then at another point, he said this:

S. 1176 would strike at the heart of the multiple-use policy of the national forest administration. It would give a degree of congressional protection to

SRP02501

wilderness use of the national forests not now enjoying 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.

And I would like, Mr. Chairman, either to have Dr. McArdle recalled, or to have him explain to this committee, but preferably by recalling him, what has happened to the multiple-use policy of the Forest Service, since he made this statement.

The CHAIRMAN. I think his testimony would be pertinent, but we are dealing with a wholly different bill, and the objections of the Forest Service could not be lodged against this. And we have eliminated the thing to which Mr. McArdle objected. He was here. We could have him back again.

Senator ALLOTT. I am sorry. The chairman knows that the only reason I was not here yesterday was because of an act of God. It was something beyond my control.

The CHAIRMAN. Ed Crafts is here, and he will be glad to testify.

Mr. Crafts sat in on discussion after discussion while we were trying to modify the bill so that we might remove the very objections to which Dr. McArdle so forcefully expressed himself.

We had a witness here yesterday opposed to this bill who participated in the hearings at Albuquerque, where we found that we had to eliminate some Indian land that was in the bill. I would hate to have the testimony of Indians against that bill used against this one, because we have eliminated the cause of the difficulty.

Senator ALLOTT. Mr. Chairman, it is very pertinent, because in this statement he says that bill would strike at the heart of multiple-use policy of the national forest administration. I say in the present bill the multiple-use policy has disappeared.

The CHAIRMAN. I can only say that would be a matter of individual judgment. I do not think it has disappeared; and neither do the Forest Service people. But we will be glad to have them come back again later on.

Are there additional questions of Mr. Olson?

Senator METCALF. Mr. Chairman, I have no questions of the witness, but I want the record to show that silence as far as the Senator from Montana is concerned as to examples of how the administration has operated in the past, both in the Department of Agriculture and the Interior Department, on wildernesses and wildlife refuges and primitive areas is not any acquiescence that there has been a fine administrative program; because I can give several examples of invasions of wilderness, invasions of wildlife refuges, by past administrations, both Democratic and Republican.

The CHAIRMAN. We had some matter in Michigan that was dealt with by a special bill.

Senator METCALF. We have had several matters.

The CHAIRMAN. Are there additional questions?

Thank you very much.

The CHAIRMAN. Mr. Buchheister.

I want to explain to the witnesses that we may be a little more restrained on questioning than otherwise, because all of us are in-

SRP02502

volved in other hearings. I have been trying all morning to get to a space hearing sometime today, and I am not going to be able to make it. But I do not want to miss it tomorrow also. So we will try to close this hearing today by refraining from some of the questioning.

STATEMENT OF CARL W. BUCHHEISTER, PRESIDENT, NATIONAL AUDUBON SOCIETY

Mr. BUCHHEISTER. My name is Carl W. Buchheister, of New York City, and I am president of the National Audubon Society.

Let me say at the outset that the National Audubon Society regards it a great privilege to be represented at this hearing. We deeply appreciate the historic opportunity thus afforded to endorse publicly a bill which we believe will go down in the books as part of the magna charta of American conservation, as one of the body of basic laws governing the use for the public good of lands and resources controlled by the Federal Government.

A statement of Audubon philosophy adopted some years ago by our society declares our belief—

> that every generation should be able to experience spiritual and physical refreshment in places where primitive nature is undisturbed.

In a letter addressed to the distinguished chairman shortly after S. 174 was introduced, I said:

> Without such a law as the one you propose, Senator Anderson, not even remnants of true wilderness will be left in the United States for our grandchildren to know, to study, and to enjoy.

This was, if anything, an understatement. Those of us whose profession it is to study and work with the problems of conserving our natural resources are poignantly conscious of the terrible and almost irresistible pressures being exerted by expanding industrialization and urbanization upon the esthetic and recreational values to be found only in wilderness and in the natural beauty of our land. We see these values being eroded and chipped away at an ever increasing rate.

Within recent days, to cite a small but typical example, the town board at Stone Harbor, N.J., yielded to the pressures and surrendered one-third of a sanctuary area that has been the home of rare and beautiful birds. These birds, of course, have no commercial value to compare with the dollars to be made in a real estate development, but their intangible values are very meaningful to millions of people.

Our natural wetlands, our marshes and swamps, are a special kind of wild habitat upon which our continental waterfowl resources and other kinds of wildlife are absolutely dependent. These wetlands are shrinking steadily as the same kind of pressures drive the ditching machines, the bulldozers, and the fill-trucks ahead of them.

Almost daily the newspapers of New York report new schemes and new pressures to invade and to despoil, for one commercial purpose or another, the great New York State Forest Preserve. This beautiful Adirondacks area is one of the few pieces of State-owned land in the Nation of a size and quality to be called true wilderness. Had it not been for the foresight of the framers of the State constitution, who years ago wrote protection for the forest preserve into the basic law, this wilderness would long ago have been lost to the people of the State who treasure it so highly.

SRP02503

Our national parks, several of which would be buttressed by passage of the Wilderness Act, now have the best protection in law of all our special Federal preserves. Yet even the national parks are far from secure, because the Park Service, and the Congress, are increasingly besieged to permit commercial and artificial developments which would make money for someone, to be sure, but which would destroy the wilderness scenery and the wildlife that the parks were created to protect.

President Kennedy put our conservation problems in focus the other day in his message to the Congress. By the year 2000—only 40 years in the future—he pointed out, our lands and resources must provide for the needs of 300 million citizens. And then, as now, those needs will include more than food and clothing and shelter. The need will be even greater then for places where a human being can escape the walls and the pavements and the crowds—and find physical and spiritual refreshment in his natural environment.

Yes, I am convinced that the assertion in my letter to the chairman was, if anything, an understatement. The next generation is indeed unlikely to know the wilderness unless we have a law that will keep the remnants of wild America which we are so fortunate still to have in the national forests, the national parks, and in some of the national wildlife refuges.

Altogether, as Senator Anderson pointed out when he introduced S. 174, the national park, wildlife refuge, and national forest areas proposed to be included in the National Wilderness Preservation System comprise only about 5 percent of the Federal domain. The areas in the national forests now classified by administrative ruling as wilderness, canoe, primitive, and wild, and which would be affected by this legislation, are only about 8 percent of the national forests. They include a far smaller percentage than that of potential commercial timberlands.

These areas in the national forests are perhaps the most vulnerable of all without the kind of protection proposed in S. 174. We support S. 174 as drafted, Mr. Chairman, but we believe it would be a better bill if the process of reclassifying the primitive areas were speeded up. This task should be done in 10 years or less, instead of 15 years.

These primitive areas are, and always have been, an essential and real part of the national forest wilderness holdings, subject to study for boundary modifications. With due respect for the burden of other duties performed so well by Forest Service personnel, the process of studying and fixing the boundaries has gone very slowly—unnecessarily slowly, we believe. With each passing year, because of the very pressures already discussed, it will become harder to achieve reclassification, even as proposed in this legislation, without serious reductions and inroads in wilderness that should be preserved for public use. Even 10 years from now it probably will take a cataclysmic struggle to save the bulk of any primitive area in the reclassification process.

Among the areas still listed as primitive are some of our finest, our wildest, our most scenic, and most valuable expanses of true wilderness.

We have heard it proposed that S. 174 should be amended so the primitive areas would not be given the protection of the Wilderness

SRP02504

Act now, but each such area could be brought into the Wilderness Preservation System only through separate act of Congress.

The National Audubon Society would vigorously oppose such an amendment because such an amendment, Mr. Chairman, would turn this legislation into a wilderness reduction bill instead of a Wilderness Protection Act. I believe all conservation-minded citizens would oppose it.

Senator ALLOTT. May I ask you a question at that point? Because I think it will save time.

What you are saying, in effect, Mr. Buchheister, I think, is that if the bill is weighted in your favor, then you are for it; if it is not, you are against it.

Now, I am sure that you are sufficiently aware of the methods of operation of the Congress of the United States to know that under the present circumstances six people in the Congress of the United States could effectively block any resolution to overturn a decision of the President or one of the Secretaries.

In other words, the majority leader of either House, the chairman of the Committee on the Interior or the chairman of the Committee on Public Lands of either House.

So what you are saying is: We want this in a position where if we can persuade one man, we can effectively keep Congress from passing a resolution overturning a decision of the Secretary.

Now, you people have talked about democracy. Do you consider this democracy?

Mr. BUCHHEISTER. Yes, Senator, I think so. In this particular case, you have all these primitive areas now in the Forest Service. And if you took them out and considered them one by one to put them back in, that would be taking them all out. They are all in, now.

Senator ALLOTT. Well, let us take the case of the seashores. Why are we not concerned in the case of seashores? You are dealing with land that is in the confines of the States of those of us from the West. We are taking up the seashores one by one and contemplate affirmative congressional action, and I might say for my own part that we are making very poor progress doing it.

Now, what about the seashores? Should we throw those into this wilderness area bill, too?

Mr. BUCHHEISTER. Once the seashore areas are constituted as national parks, yes, sir. But are you referring to some of them, now, that are not yet in?

Senator ALLOTT. I am thinking of San Padre. I am thinking of Cape Cod, Point Reyes, and the Indiana Dunes. Places of that sort.

Now, they have to be brought in by affirmative congressional action. Is there any reason why the great areas of the West should not be brought in by affirmative congressional action?

Mr. BUCHHEISTER. You mean the ones that are not in already?

Senator ALLOTT. Yes. In the future.

Mr. BUCHHEISTER. No.

Senator ALLOTT. There is no reason, is there?

Mr. BUCHHEISTER. No.

Senator ALLOTT. Thank you, sir. I might add that it seems to me that there is a great deal more urgency about the fast disappearing shoreline areas than there is about the wilderness areas, most of which

SRP02505

will remain in character even without legislation because of their rugged terrain and inaccessibility.

The CHAIRMAN. What was the point about the one man being able to prevent Congress from passing a resolution of disapproval?

Senator ALLOTT. My point is this, Mr. Chairman. We are all realists, and this does not cast any implications against anybody. I do not mind saying this for the record, because it would be true of either party. So there is no imputation against this chairman or any other.

But, where negative action is required, those seeking congressional action can generally be stymied by any one of six key people: the subcommittee and full committee chairmen of either body, the Senate majority leader and the Speaker of the House. Thus, under the procedures prescribed in S. 174, those supporting the administrative decision could block effective congressional action by convincing any one of these six people thereby preventing a review of the decision of the Secretary.

The CHAIRMAN. I would have to dispute that, because we made specific provision that it is subject to the provisions of the Reorganization Act, which permits any Member of either body to bring it up at any time, if it has been before a committee for 10 days, as a matter of privilege. That is the whole point of the Reorganization Act.

They said the same thing in the Reorganization Act. They wrote in language that said under the Reorganization Act either House, by objection, could set aside a reorganization plan. Not both Houses as you have it here. The principle on bringing it up in Congress is the same. Any Member of either House who wants to bring up a resolution of disapproval can do so, as a matter of right. It is not subject to Calendar Wednesday. It can be brought up at any time, and it then becomes an order of business, and he can call it up and get a vote on it at any time he wants to.

That was put in to prevent the very thing you have talked about.

Senator ALLOTT. I think you will find, Mr. Chairman, that the attempts to get legislation on the floor of the Senate which did not meet the approval of the majority leader, no matter who he was, would be very, very ineffectual.

The CHAIRMAN. But that is precisely what it is not. Anybody can call it up if he wants to. Ordinarily you have difficulty bringing up, for instance, something with regard to civil rights. Somebody might object to it. But nobody can object to this.

Go ahead.

Mr. BUCHHEISTER. Before closing, I should like to discuss one other aspect of this legislation that may not have been fully treated by any other witness. Through its 56 years of service, our society has had considerable experience in safeguarding the special habitats that are essential to conserve certain rare and endangered species of wildlife. As you may know, our society owns or leases, and protects, a chain of wildlife sanctuaries from Maine to Florida, around the gulf coast, and in California. Affiliated local societies maintain other sanctuaries and nature preserves. At least two of our sanctuaries are of a size and quality to qualify as wilderness under the definitions of this bill.

Because of this experience, and because of the biological research conducted by the National Audubon Society on such species as the

SRP02506

egrets and other herons, the whooping crane, the wood stork, the flamingo, the California condor, and others, we feel particularly competent to testify that this bill, S. 174, is an important and necessary measure for the conservation of valuable wildlife resources. This is true because certain wild animals must have wilderness to survive.

I think everyone here would correctly consider it a great loss to humanity in many scientific, esthetic, and material ways, should the African lion disappear from its native habitat. For such disappearance would, in fact, mean its extinction.

Scientists and conservationists throughout the world are gravely concerned about what will happen to the great game preserves and parks in Africa, and to such conservation laws as have been established there, in the wake of the political and social changes now taking place in that unhappy continent. What happens to the game preserves and parks may spell the fate of the lion, the elephant, and several other animals among Africa's remarkable fauna.

Yet here in the United States we are in danger of losing two great carnivores that are almost as spectacular and fully as important to science and human culture as the African lion. I refer to the mountain lion, or cougar, and to the grizzly bear. We are bound to lose both species unless our remnants of wilderness are preserved.

We still have the whooping crane only because through circumstances and Government policy in Canada, the remaining nesting habitat of the species is protected as wilderness in Canada's Wood Buffalo Park. This bird is further dependent upon an absence of human interference on its wintering grounds, a protection fortunately provided by the Aransas National Wildlife Refuge in Texas.

The spectacular and almost equally rare California condor, one of the largest birds on earth, will stay with us only if we protect the wilderness character of its nesting range in a national forest.

The grayling, considered by many expert anglers to be the finest game fish that will take a fly, and certainly the most beautiful, is another animal that can survive only in a wilderness ecology. Once common in streams from Michigan westward through the upper Mississippi and Missouri valleys, it now rises to the angler's lure only in a few mountain streams in the Bob Marshall Wilderness Area in Montana, and in certain Arctic tundra waters as yet untainted by civilization.

Our society is presently conducting a continentwide survey and biological research to inventory the remaining population of the bald eagle, our national emblem, and to find out how we can keep this great bird from joining the passenger pigeon and the heath hen. In a general way we know why the bald eagle is in trouble. It needs a wilderness habitat, and as wilderness goes, so goes the bald eagle.

Senator GRUENING. I would like to inform the witness that the bald eagle is protected in Alaska, and is increasing very rapidly, and we are very happy that that is so. And we will be very glad to lend bald eagles to any State from which they have disappeared, because we have a great supply of them, and they are increasing very rapidly since we stopped paying a bounty on them and have had them protected.

SRP02507

I also would like you to know that grayling are very numerous in the streams of Alaska, and not only in the Bob Marshall Wilderness.

Mr. BUCHHEISTER. That is very cheering and comforting information, Senator.

The CHAIRMAN. We keep the Senator from Alaska busy at all times. He is really working to get us informed about the resources of that great new State.

Mr. BUCHHEISTER. Had we been foresighted enough a few decades ago to set aside a couple of areas of forest wilderness in the Southeast, we might have saved another interesting species, the ivory-billed woodpecker. Some ornithologists still cling to hope that the ivory-bill may survive in some backwoods area of Georgia or Florida, but there is reason to doubt that a single specimen remains alive on earth.

Mr. Chairman, when I ask this distinguished committee to report S. 174 favorably and promptly, which I do respectfully, I know I speak not only for the 33,000 members of the National Audubon Society, but for a hundred thousand members of local Audubon societies and other affiliated groups throughout the Nation.

Again I thank you for the privilege of this hearing, and for your courtesy.

The CHAIRMAN. May I just say to Mr. Buchheister that I appreciate very much your testimony and the kind things you have had to say about the bill. And I certainly would not want this opportunity to pass without complimenting the society on many of the fine things that it has done, particularly its work with the whooping crane and certain things of that nature.

I was very interested in your comment about the bald eagle, because while it is true we can still rely on Alaska for a supply, it was quite common in many other parts of our country, and some of us hope it may be again. I think your society has done very, very fine things. It is a privilege to have you here as a witness, in addition to getting your testimony.

Mr. BUCHHEISTER. Thank you, sir.

Senator DWORSHAK. Mr. Buchheister, do you anticipate that any areas within New York State will be included in the new wilderness program?

Mr. BUCHHEISTER. I am sorry, Senator, that I cannot tell you exactly which ones would be; no, sir.

Senator DWORSHAK. You have a lot of seashore areas, and you have State parks. Because of the magnanimous attitude of the people of your State in attempting to dictate to people of the West how we should use our resources, they may consider making a contribution, which is permitted under the terms of the bill, to the national wilderness program of some of your areas.

Mr. BUCHHEISTER. Well, I hope they would. But most of them are in State parks, Senator.

Senator DWORSHAK. You would encourage that, would you not?

Mr. BUCHHEISTER. I say most of them are in State parks.

Senator DWORSHAK. Well, could you prevail upon the State of New York to make a contribution of those areas to the Federal Government?

Mr. BUCHHEISTER. I believe so much in this bill, Senator, that if the areas could be put into the protection of the United States, I would rather see them there.

SRP02508

Senator DWORSHAK. Well, that is a fair statement to make. How about the seashore areas? You have a lot of those.

Mr. BUCHHEISTER. We have a lot, sir, but the sad part is, as Senator Allott says, that there are very few of them that are now obtainable. Most of them are exactly what this bill would prevent, we hope, Senator. A hundred miles of Long Island are today in private hands, except for one State park. And those are all chopped up into housing developments and into places where there are seashore resorts—very, very crowded conditions, and very little aspect of nature except the sky above and the sea beyond the beach.

Senator DWORSHAK. Are most of those seashore areas coming under private ownership and becoming commercialized so that their esthetic values will soon be lost to the American people?

Mr. BUCHHEISTER. Most that I am speaking about, on Long Island; yes, Senator, they are. And large holdings have been broken up, and there is a tremendous amount of settlement there now, and there is very little of it left.

Senator DWORSHAK. You do believe, though that the seashore areas are as vital to the overall long-range program as are some of the wilderness areas in the West?

Mr. BUCHHEISTER. Yes, sir.

The CHAIRMAN. I must remind the witness that in 1894 New York did transfer a large acreage by constitutional amendment. And we are going to have before the committee a seashore bill, which I do not claim to be the last word in wisdom, but at least it would call for studies as to how we can acquire some of these seashore areas which I think are extremely important to preserve an opportunity for folks of ordinary means to enjoy the seashore.

Senator KUCHEL. Mr. Buchheister, first let me congratulate you on a very excellent statement.

I am coauthor of this legislation. I believe in it, and I think perhaps this is as good a time as any to attempt to lay some of the apprehensions of some of our brothers and fellow citizens who oppose it.

In 1960, the Congress passed legislation, Public Law 86–517, in which the legislative branch laid down a policy as follows: That it is the policy of the Congress that the national forests are established and shall be administered for outdoor recreation, timber, wildlife, and fishing purposes. The purposes of this act are declared to be in supplementation to but not in derogation of the purposes for which the national forests were established. The language reads:

> Nothing herein shall be construed as affecting the responsibilities or jurisdictions of the several States with respect to wildlife and fish on the national forests. Nothing herein shall be construed so as to affect the use or administration of the mineral resources of the national forest lands or to affect the use or administration of Federal lands not within the national forest.
>
> SECTION. 2. The Secretary of Agriculture is authorized and directed to develop and administer the renewable surface resources of the national forests for multiple use and sustained yield of the several products and services obtained therefrom. In the administration of the national forests, due consideration shall be given to the relative values of the various resources in particular areas. The establishment and maintenance of areas of wilderness are consistent with the purposes and provisions of this act.

That is what the Congress of the United States in its judgment decided in 1960. And it was pursuant to that statute, decided by the Congress in 1960, that the Secretary of Agriculture, as you suggest

SRP02509

in your statement on page 3 and the top of page 4, then, by appropriate regulation, determined what areas under his jurisdiction would be classified as "Wilderness, Canoe, Primitive, and Wild."

You go on to suggest that the area to be affected by the legislation on which I have been pleased to place my name constitutes about 8 percent of the national forests. And yesterday, when the representative of the Department, Mr. McArdle, was testifying, he inserted into the record some statistical information demonstrating in each State which has been affected the amount of area which he classified as wilderness primitive, wild, and canoe. It was indicated that what was classified as wild was in truth wilderness. And then he placed additional areas in the national forest under the jurisdiction of the Secretary of Agriculture in his category called primitive.

Now, is it not fair to say that under the law which the Congress adopted, the Secretary of Agriculture could classify all the primitive lands as wilderness, if, in his judgment, that was in the public interest? Is that not a fair statment?

Mr. BUCHHEISTER. As far as I know, I would say "Yes."

Senator KUCHEL. So the fact of the matter is that what Congress did in 1960 was to divest itself of any control over the public domain so far as this classification is concerned, and gave the responsibility to an administrative agency entirely. No question about that, is there?

Mr. BUCHHEISTER. No.

Senator KUCHEL. And under the legislation which I have been pleased to put my name on, with the chairman of this committee and others, there is for the first time an opportunity for the Congress to participate in administrative regulations and decisions made by the Secretary of Agriculture. Is that not right?

Mr. BUCHHEISTER. Right.

Senator KUCHEL. So that rather than suggesting the Congress and the Legislature now before us is going to lock up the public domain, if any lock-up occurred, it occurred in 1960. Is that not correct? And here for the first time we attempt by orderly procedure to give the Congress of the United States some opportunity to exercise its independent judgment over a decision of an administrative agency. Is that not true?

Mr. BUCHHEISTER. Yes.

Senator KUCHEL. I do not understand my friends objecting to this legislation on the ground that it happens to be a divesting of the right of Congress to participate in the classification of properties which happen to be owned by the people.

I simply want to point out to you, Mr. Chairman, for the purposes of the record, that the testimony of Mr. Buchheister is excellent on that point; and read in connection with the testimony of the very able public servant yesterday, I think we can attempt to place this problem in proper focus.

The CHAIRMAN. Yes. I would only say that while the testimony of Mr. Buchheister is excellent, I think all the wildlife enthusiasts here will agree that the testimony of the junior Senator from California is about the the finest testimony we have had. Senator Kuchel has been a fine cosponsor of this legislation. I think his remarks have been unusually clear and interpretive of this legislation. He has the

SRP02510

sincere thanks of all of us for the excellent work he has done and is doing to advance this legislation.

Are there some questions?

Senator ALLOTT. Yes, I have one, Mr. Chairman.

As long as we are commenting upon the amount of land included in the national forest area—I forget which page this is; it does not matter—you have used the term 8 percent, and can you tell me what percentage of the people who use the national forests use the wildlife areas, or the wilderness areas?

Mr. BUCHHEISTER. Senator, I cannot answer that question. I do not know what percentage would use it.

Senator ALLOTT. Now, while we are on this matter of acreage, the extent of our wilderness areas, are you aware that the amount proposed to be frozen, here, into wilderness areas is greater than the combined areas of Rhode Island, Delaware, Connecticut, Hawaii, New Jersey, Massachusetts, New Hampshire, Vermont, Maryland, and West Virginia? Their acreage happens to come to 84,478 square miles, and the acreage proposed to be frozen here is 5,000 square miles greater than that. Are you aware of this significant fact?

Mr. BUCHHEISTER. No.

Senator ALLOTT. Do you find it interesting or challenging?

Mr. BUCHHEISTER. I find it exceedingly so.

Senator ALLOTT. That is all, Mr. Chairman.

The CHAIRMAN. Thank you very, very much.

Mr. BUCHHEISTER. Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Smith?

STATEMENT OF ANTHONY WAYNE SMITH, EXECUTIVE SECRETARY, NATIONAL PARKS ASSOCIATION

Mr. SMITH. Mr. Chairman, my name is Anthony Wayne Smith. I am executive secretary of the National Parks Association. I am a lawyer, admitted to practice in all the Federal courts of the District of Columbia and the State of New York.

As a lawyer and administrator, through most of my professional life, I have been primarily concerned with matters of natural resources management. My interests have covered a very broad field, including not only the conservation side of these problems, but the development and production side.

I have served in the past under two Secretaries of the Interior, as Assistant to the Secretary, responsible for consultation in the following fields: Metal mining, petroleum, hydroelectric power development, and commercial fisheries. So that I think I can approach some of these problems with a fairly complete background on the desirability and need for both development and conservation.

This has been a very interesting hearing, and so many points have been made by the members of the committee and witnesses that it seemed to me I would like to discard this brief statement that I have submitted and talk a little more directly to some of the points that have been raised.

But first of all, with respect to the National Parks Association: It was founded in 1919 by Stephen Mather, who was the first head of the National Park Service. It has a growing membership of about

SRP02511

15,000 persons, publishes a monthly magazine, and I have placed copies of it in your hands, as the best means of acquainting you, if you are not familiar with our work.

The people that belong to organizations like this are intensely devoted people. We know from surveys of our membership that they not only read but they retain and they distribute this magazine. So that we think we have a directly interested audience of at least 60,000, which fans out its influence in a great many directions.

We are aware, and indeed almost one might say surprised, sometimes, by the growing demand for the protection of natural wild country in America, recreational country, generally, but along with the recreational country, where there is heavy use, also the kind of country in which there is very limited use in terms of numbers, but a very intense interest on the part of the people who go into these areas. And there is increasing pressure on all of these areas for their use.

And basically, Senator Allott, what we are saying, here, is that the pressures are so great, and at the same time the interest is so great, that we feel that in addition to the protection that these areas can have by the administrators of the various Federal Government agencies, the Congress ought also to have a hand in protecting these areas.

(The statement of the National Parks Association is as follows:)

STATEMENT OF NATIONAL PARKS ASSOCIATION

The National Parks Association appreciates this opportunity to testify on the wilderness bill, S. 174, on invitation of Senator Anderson.

The National Parks Association was established in 1919 by Stephen P. Mather, first director of the National Park Service. Its function is to assist as an independent, nonprofit, educational and scientific organization in the protection of the national park system and other natural areas. It publishes a monthly magazine which goes to more than 15,000 members and is read by at least 60,000 people deeply concerned with the protection of natural outdoor condition in America.

Our national parks and monuments are under very heavy pressure from overcrowding these days. The same is true of the primitive and wilderness areas of the national forests. The portions of the parks and forests most suitable for preservation in their original natural condition should be given protection by every reasonable method.

If enough protected wilderness areas, large enough in extent, can be retained in our national forests, the pressures on the pristine wilderness in our national parks and monuments will be mitigated. At present the wilderness areas in the national forests can be abolished by administrative order; we support the basic purpose of this legislation, which is to require congressional approval before such abolition can be accomplished. These areas in the national forests are worth protecting in this manner for their own sake, but also in order to help protect the untouched regions of our national parks.

We support specifically the section in the wilderness bill dealing with the national park system areas, providing for incorporation of such areas into the system without effect on their relationship to the park system, by presidential recommendation within 10 years after the effective date of the action. We have only a few minor suggestions as to language. The word "or" should be substituted for the word "and" at the end of the first sentence of the second paragraph; there will be many cases where an area would be traversed by a road, but where other installations would be undesirable. The language in the last sentence of this section providing these standards now in effect shall not be "lowered" is vague: we would recommend the following: "Shall in no manner lower the standards for the protection of natural conditions of any area in such unit."

SRP02512

We are happy to see the joint sponsorship of this legislation under the leadership of Senator Anderson by such a distinguished group of Members of the Senate of the United States. This version of the wilderness bill is the result of much consultation and careful thought by many responsible people for a number of years; we feel that the time is more than ripe for its passage and hope for final action by Congress at this session.

Senator ALLOTT. May I say, there, sir, since you have referred to me: I could not agree with you more. I simply want Congress to have the hand that the Constitution intended Congress to have in it.

Now, in referring to your statement, here; you say:

At present the wilderness areas in the National Forests can be abolished by administrative order.

This is true. You are willing to trust them now. Should you not be willing to trust them later, by the same token?

Mr. SMITH. I do not know that I understand your question, Senator.

Senator ALLOTT. To bring in areas?

Mr. SMITH. This bill does not place any restrictions whatsoever. This bill simply protects the existing wilderness system. We are not talking about bringing new areas into the system, Senator. That has nothing to do with this legislation.

Senator ALLOTT. Well, the bill, sir, provides for the bringing in of new areas.

Mr. SMITH. Not into the wilderness system. The primitive areas are part of the wilderness system at the present time.

Senator ALLOTT. That is correct.

Mr. SMITH. This bill provides for a protection of all these areas in the wilderness system. Now, if Congress in addition wishes to add other wilderness areas, that is fine. I think we all would be in favor of that.

Senator ALLOTT. Sir?

Mr. SMITH. If Congress in addition to the wilderness areas that are in the system now, and primitive areas, wishes to add new wilderness areas to the system, that is fine. It can do so at any time.

Senator ALLOTT. You mean to say this bill does not provide methods of bringing in new areas? It does.

Mr. SMITH. It does not have to. All that needs to be done——

Senator ALLOTT. If you would say, sir, that what you want to maintain is the present wilderness system, I think I would be saying, "Fine. Do this." I want a wilderness system. I have no objection to a wilderness system. All I want to do is retain in Congress the right constitutionally that the Constitution says we have. And I do not want our right to legislate abrogated because somebody along the way may decide that they do not want this particular resolution considered.

Mr. SMITH. Nobody is abrogating the rights of Congress to legislate. Nobody can. I do not understand you, sir.

Senator ALLOTT. For practical purposes, the bill does, I must say.

Mr. SMITH. Any time Congress wants to pass a bill through both Houses by majority action of both Houses of Congress on any subject, it can do so; can it not?

Senator ALLOTT. Yes, but you are only legislating negatively.

Mr. SMITH. No, Senator. This is not what is happening.

SRP02513

Senator ALLOTT. Well, it is what is happening. Now, let us have no mistake about this. This is what is happening. You are establishing something by executive fiat. And then Congress can only stop this if they act against it. You are not legislating; you are depriving Congress of the right to legislate.

Mr. SMITH. There is a wilderness protection system now in existence.

Senator ALLOTT. Yes, sir.

Mr. SMITH. It consists of the wilderness areas, the wild areas, and the primitive areas in the national forests.

Senator ALLOTT. That is right.

Mr. SMITH. It consists of the national parks.

Senator ALLOTT. That is correct.

Mr. SMITH. Now, the fear is that pressures will be brought on the executive officers of the Government, whereby they will be forced to eliminate many of these areas from the wilderness system. And we are setting up here a means whereby Congress can prevent this kind of elimination by the executive branch. That is what the bill is.

Senator ALLOTT. Well, they can do it much more adequately if we set up an area, a certain given area, as the wilderness system, and then provide that Congress legislatively add to it after proper hearing, just as we do, for example, with the seashore parks.

Mr. SMITH. You can do this now. There is nothing in this bill that stops it.

Senator ALLOTT. Not under this bill, you cannot.

Mr. SMITH. Well, sir, our professional judgment as to what the bill says differs, then. I tell you that Congress can add to any wilderness area now, before or after the passage of this bill, by passing a law to that effect.

Senator ALLOTT. That is right. But you have provided here, in the bill, that the way that it is to be done is that Congress must pass a concurrent resolution negativing the action of the Secretaries or the President.

Mr. SMITH. We are simply giving to Congress what it does not now have. At the moment, the Secretary could wipe out the entire wilderness system. The Secretary of Agriculture could issue an order tomorrow in which the entire wilderness system was eliminated. Now, we are saying: "We want Congress to stand watchdog over this and see that this does not happen."

Senator ALLOTT. This, sir, I do not object to.

Mr. SMITH. All right. That is all this bill does.

Senator ALLOTT. The only objection I have is that I want Congress to act affirmatively and not have legislation just die that should negative an action of one of the Secretaries, for example. And I do not want it to die by inaction. I want Congress to act affirmatively to bring these areas in.

Mr. SMITH. Well, the areas are already in, sir, and the problem is how they are going to be taken out.

Senator ALLOTT. The future ones, I am talking about.

Mr. SMITH. New, future ones? You can do that any time you want to. I would like to see one or two areas added to the wilderness system, which are probably not going to be in the wilderness system. And it probably ought to be done by separate bill. So I am going to bring the proposal to you and have you introduce it.

SRP02514

Senator ALLOTT. Well, why do you object, why would you object, to changing S. 174—if I can find the specific provision—on page 8 of the bill, if you have it there. Would you object to changing line 24 to read:

But only if prior to such adjournment the Congress approves a concurrent resolution * * * ?

In other words, let us change it around to where you put Congress in the position of legislating affirmatively upon the matter.

Mr. SMITH. Well, what we are asking Congress to take responsibility for is a veto over an administrative act.

Senator ALLOTT. And that is all you give it, the power of veto, by this?

Mr. SMITH. Yes. That is right.

Senator ALLOTT. And yet the power of veto, as I explained a few moments ago—

And, Mr. Chairman, I might say that I have had the Parliamentarian of the Senate go to check the rules, and the rules, as given to me, that the resolution can be brought up, and after 2 o'clock it then goes on the Calendar; but in order to get an effective vote on the floor, it would have to get the concurrence of the majority leader.

The CHAIRMAN. Did Mr. Watkins so advise you?

Senator ALLOTT. Mr. Riddick.

(Chairman Anderson left the hearing room at this point.)

Mr. SMITH. While the Senator is settling this question, shall I go on?

Senator ALLOTT. I think not, in the absence of the chairman.

All right. Go ahead, sir. He says it is all right.

Mr. SMITH. Well, let me make one point, while the chairman is out of the room, which I think he might agree with.

It seems to some of us, seems to me, certainly, that what we are dealing with here is an effort to preserve certain values, as Mr. Murie has said, which are distinctively American.

We had, as a people, a very unusual experience, our ancestors coming from Europe, a crowded continent. They came here, and they found great space. They found great room to spread out. They had the experience of the frontier.

The CHAIRMAN. Mr. Riddick will be right over here and will straighten this out.

Mr. SMITH. Well, gentlemen, I am quite certain that the Congress of the United States is not controlled by these men.

Senator ALLOTT. By what men?

Mr. SMITH. Any six men.

Senator ALLOTT. I do not know what your remark refers to. What is it?

Mr. SMITH. I am quite certain that if the two Houses of Congress wish to pass resolutions or other legislative action and express their views on this or any other question, they can do so without being subject to the veto of the Speaker, the chairmen of the committees of both Houses, and the chairmen of the subcommittees.

Senator ALLOTT. You do not have to impute dishonest motives. All you have to do is convince people. There is no imputation of dishonest motives.

SRP02515

Mr. SMITH. Nobody suggested it, sir.

Senator ALLOTT. And that is what I have said. It is not a question of the imputation of dishonest motives. It is a question of just selling one man or two men or three men.

Mr. SMITH. Nobody has suggested motives. My point is simply that I think the Congress of the United States is its own master.

Mr. Chairman, when you were out of the room, I was suggesting that part of our American history was rather unique, in that people came from Europe, from a crowded continent. They spread out over the continent, in which there was great open space. For the first time they came to know the experience of complete liberty and freedom. And there is plenty of professional historical testimony to the fact that it was the frontier which was the birth of our democracy. And the two things, the frontier and freedom, have been very closely linked through all our history.

As the frontier disappeared, we have been faced with problems of regulation and constriction and confinement. And I am suggesting that one of the very important things that we have to try to preserve in America, as distinctively American, is some opportunity for this continuing experience of complete frontier freedom.

And that is what the wilderness areas can contribute to America, what they are contributing. And we think they ought to go on contributing that opportunity for that kind of experience. And the same for the national parks.

And I want to say another thing, and that is that this country enjoys the highest standard of living of any people in the world, a remarkably high standard of living. We have tended toward merit in terms of hardware, in terms of consumer durables, and those things I think are important, very important.

But all the time we have been losing something else. We have been losing space to live in. And unless we manage our space resources well, we are going to find ourselves increasingly crowded in our country, and we are going to find ourselves a space-poor country.

And one way to make sure that we do not become a space-poor country is to set aside certain areas in which this freedom of great spaciousness, can be enjoyed by the people who are willing to pay the price for it. And that price is not great, gentlemen. That price is to be able to walk 10 miles on foot or to get on a saddle and ride in. And that is not a very heavy price to pay, and anybody can pay that, that wants to.

And there are plenty of other places—plenty—where people can go, if they have to go, in wheelchairs. I am in favor of their having places to go, too.

I have addressed myself in this statement partly to the problem of wilderness areas in the national forests, and that is the one that has had most attention here. And as the executive of the Parks Association—and our primary responsibility is for the parks—the recreational areas and wilderness areas of the national forests are terribly important, because they have got to pick up some of the tremendous pressures of increasing visitation, which are placing a very heavy burden on the parks.

We have problems of management of our space within the parks. But these problems of management within the parks can be helped

SRP02516

greatly if, in addition to that, we are able to preserve untouched the scenic and wilderness recreational opportunities in the national forests.

In addition to that, however, there is the section of the legislation which deals with the national parks. And I want to state for the National Parks Association that we support that specifically.

Your statutory structure there, Senator, is a little different than it is with respect to the national forests, because the basic law is the National Parks Act of 1916, which says that:

> The purpose of these areas is to conserve the scenery and natural and historic objects and the wildlife therein and 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.

There is the unimpairment clause, you might say, in the National Parks Act, and most of the acts that have created specific parks have similar protective language in them.

So that the effect of the wilderness bill in the national parks would be to reinforce the authority of the Secretary of the Interior and the Director of the National Park Service.

We had one or two minor suggestions there as to language, but my present feeling is that one can have differences of opinion about phraseology, and we probably ought not to waste much time about them.

But we wanted to make certain that in giving this additional protection to the specifically wilderness areas in the national parks, the standards for the protection of natural values in lands that might be left out of the designated areas is not reduced. We do think the language there could be sharpened up a bit.

The CHAIRMAN. Could we excuse the witness a minute and bring on Dr. Riddick?

Dr. Riddick, the language in this bill, which I will show you, says that:

> Any recommendation of the President made in accordance with the provisions of this section shall take effect upon the day following the adjournment sine die of the first complete session of the Congress following the date or dates on which such recommendation was received by the U.S. Senate and the House of Representatives; but only if prior to such adjournment the Congress did not approve a concurrent resolution declaring that the Congress is opposed to such recommendation. Any such concurrent resolution shall be subject to the procedures provided under the provisions of sections 203 through 206 of the Reorganization Act of 1949 * * * for a resolution of either House of Congress.

Can you tell me what those procedures are?

Mr. RIDDICK (Floyd M. Riddick, Assistant Parliamentarian). Well, I should preface my remarks by stating that the previous conversation that I had with someone else about this I understood to be strictly with regard to the Reorganization Act, the Legislative Reorganization Act, of 1946. And that is how this misunderstanding came about.

The reorganization plans for the administrative branch, as opposed to the Legislative Reorganization Act, provide for consideration of such proposals to disapprove administrative reorganization plans by a majority vote, and such business is highly privileged when submitted to the Congress, and after such a resolution has been referred to a standing committee for 10 days, I believe, it is then high privilege

SRP02517

to make a motion to discharge the committee from further consideration of that resolution and bring it to the floor for consideration.

But the provisions for the consideration of such resolution are provided for in the law as opposed to the regular Senate procedure for the consideration of other resolutions.

The CHAIRMAN. May I ask you if the matter is then brought to consideration of the Senate, and if the hour of 2 o'clock arrives, is it then sent to the calendar and called up?

Mr. RIDDICK. No, sir. That is a different procedure completely. The procedure for morning business is the one to which I gave my former answer, thinking that they were referring to the procedure under our rules of the Senate as opposed to the reorganization plans under the law.

The CHAIRMAN. You would not have to have the approval of the majority leader, the chairman of the committee, the chairman of the subcommittee, any person? Any person who is a member of the Senate may file this motion?

Mr. RIDDICK. A straight majority vote.

There is one limitation. Such motion may be made only by a person favoring the resolution, as opposed to our other procedures. But you see, this procedure is provided for by the law, as opposed to our normal procedure for the disposition of other resolutions.

Senator ALLOTT. Are you through?

The CHAIRMAN. Yes.

Senator ALLOTT. The statement I made a while ago was pursuant to the conversation of Mr. Elliott with you—and I certainly want to preserve my own integrity and his, also—to the effect that the resolution would come up the next day and at the hour of 2 o'clock, it would then go on the calendar rather than being voted on. This would be true under the normal Senate rules?

Mr. RIDDICK. Under the normal Senate procedure, which I gave the answer to—because I understood it to be under the Legislative Reorganization Act, as opposed to the administrative reorganization plans—that procedure is that if the resolution is submitted, request is made for its immediate consideration, and objection puts it over under the rules. On the following legislative day, after the transaction of routine morning business, the proposition is laid before the Senate for consideration. Debate of that resolution is in order until 2 o'clock. At 2 o'clock, the resolution goes to the calendar, if it has not been disposed of, and the unfinished business is laid down.

That is our normal procedure. But this is provided for under the law.

Senator ALLOTT. And then under that procedure it could be taken from the calendar, of course, only by a motion?

Mr. RIDDICK. That is correct; just like any other proposition.

Senator ALLOTT. And that is channeled through the majority leader.

Now, under the procedure which we have here—and I regret that this misunderstanding has occurred; I certainly talked in good faith, and I think the point I have made is still a very valid one—you still could only do this by a motion to discharge the committee?

Mr. RIDDICK. If the committee had failed to report it.

Senator ALLOTT. If the committee had failed to report?

Mr. RIDDICK. That is right.

Senator ALLOTT. And the motion to discharge would ordinarily, of course, be cleared through the majority leader, too, would it not?

SRP02518

Mr. RIDDICK. Well, the majority leader is the spokesman for our legislative program, I would say; but any proposition that is on the calendar, or anything coming up under this law of the reorganization plan, can be done by majority vote—the majority leader to the contrary—but the normal practice is to follow the majority leader.

Senator ALLOTT. Even under this act we are talking about, if the majority leader, as a matter of procedure in the Senate, objected to taking up the motion to discharge, the motion would be for all practical purposes defeated, would it not?

Mr. RIDDICK. Oh, I could not say that; that a majority vote determines any action of the Senate, and while the majority leader is the spokesman for the majority party, he, like the rest, is only a Senator and has one vote.

And while the normal practice is, on procedural matters, to follow the majority leader, a majority vote could make any determination it saw fit.

Senator ALLOTT. That is correct.

That is all the questions.

Mr. RIDDICK. I am sorry for the misunderstanding, but I understood that the request was under the 1946 Reorganization Act.

The CHAIRMAN. We were trying to find out what this language means. It has been my understanding steadily that if this language is adopted, and any person in the Congress, particularly in the Senate, felt that the action of the President in recommending the inclusion of certain lands in the wilderness system was incorrect, if any Member of the Congress opposed that, he could initiate the procedures that would bring it before the Senate for a vote, and the majority leader or the minority leader or the chairman of the committee could not stop it coming to a vote.

Mr. RIDDICK. No; because it is privileged business, except for this restriction here, which requires that he must be in support.

The CHAIRMAN. Well, yes. He would not bring up a motion if he was not. But nobody could stop that?

Mr. RIDDICK. That is right.

Senator METCALF. Mr. Chairman, just in order to get the record straight, this applies to both Houses, does it not?

Mr. RIDDICK. That is right.

Senator METCALF. It is a highly privileged matter in the House of Representatives, too?

Mr. RIDDICK. That is correct.

Senator METCALF. And it does not have to go to the Rules Committee but can be called up as a matter of high privilege after a lapse of 10 days?

Mr. RIDDICK. Either the motion to discharge the committee or the resolution itself.

Senator METCALF. Or the resolution itself.

And the person does not have to be a member of the committee in either House to call it up?

Mr. RIDDICK. As I recall, there is no statement in that regard.

Senator KUCHEL. Let me ask you a question, Doctor.

Suppose under that procedure Senator X got up and made the motion, and the roll was called, and Senator X in good faith changed his mind and voted "no". What would you rule about that?

SRP02519

Mr. RIDDICK. Well, I do not think you could handle it! [Laughter] You would have to follow the vote.

The CHAIRMAN. Thank you, Doctor.

STATEMENT OF ANTHONY WAYNE SMITH—Resumed

Mr. SMITH. May I say that we witnesses and audience appreciate the very fine sense of humor that the chairman and other members of the committee have shown on numerous occasions during this session. It helps to keep men reasonable, I think.

I would just make one or two very brief remarks in closing.

The witnesses that have expressed apprehension about mining, logging, grazing, and so forth in these wilderness areas, as protected by the wilderness bill—it is difficult to share their anxiety, because in the first place the areas are such a very small proportion of the total land area of the United States, 3 or 2 percent, or something of this kind, and the resources that are in them, if there be any, of importance, there, which might possibly take second place to the protection of scenic and recreational values, are not going to make or break this country.

I am professionally reasonably familiar with the metal-mining situation in the United States, and such discoveries as may be made in the national parks and the wilderness areas are not going to make or break America at peace or at war. We are going to manage our resources in such a fashion that we have enough for our industrial area, or we are not, and these little extras are not going to make the difference.

And the same is true for the timber resources of the country. We are building up the productivity of our national forests and our privately managed forests every day. We are still short of what we ought to be doing, but we are developing better methods of producing timber and wood products all the time, and that is where the solution to any possible shortage lies, and not in cutting down the national parks or the wilderness areas.

And if we took that road, it would not last us very long anyway. We could do better, on all of these conservation funds, than to use up the last little remnants of wild country that we have in America.

And if that were not enough, this bill certainly makes plenty of provision for exceptions and opportunities to go in and prospect and mine and, as far as that is concerned, do whatever is necessary. The powers given to the President are given to the President to make provision for special uses in any event.

So it is a very reasonable and very moderate piece of legislation, in our judgment. We think that it is the fruit of a lot of careful thought, the work of responsible men in the Senate, in the House, and outside, in conservation organizations. It crystallizes experience, the long record of testimony that you have, and we hope that it will now be possible for this legislation to move ahead and be enacted quickly.

The CHAIRMAN. Are there questions?

Senator DWORSHAK. One.

How long have you lived in the District, Mr. Smith?

SRP02520

Mr. SMITH. My home is in Pennsylvania. I was originally a resident of Pittsburgh, and I am now a resident of Franklin County, Pa.

Senator DWORSHAK. How long have you lived in the District of Columbia?

Mr. SMITH. I have had a residence in the District of Columbia for about 22 years.

Senator DWORSHAK. Do you think it would be feasible to include some of the area within the District in this wilderness preservation area?

Mr. SMITH. I would love it. The more you can get in it, the better I would like it.

Senator DWORSHAK. The wildlife here and our affairs on the New Frontier, which has recently taken up residence here in the District?

Mr. SMITH. Look, I have been in quite a few of these little struggles we have had to try to keep some of this green country in the District of Columbia. Any method that you can think of, sir.

Senator DWORSHAK. It is too green, generally. That is the trouble with it.

Mr. SMITH. Anything that you can do.

Senator DWORSHAK. You get out West frequently and visit some of the public land States?

Mr. SMITH. Yes, sir; on foot and horse, too. I love it. It is beautiful.

Senator DWORSHAK. Have you been in Idaho?

Mr. SMITH. Idaho? Yes, I have been in it. I have not been there very long. I have not had a chance to stay there as long as I would like to.

Senator DWORSHAK. We invite you to come in and inspect the 3 million acres we have in the primitive area. You come out there and spend 4 or 5 years looking over it, would you?

Mr. SMITH. I would love to.

Senator GRUENING. Mr. Smith, did I understand you to say that this bill merely preserved the existing wilderness areas and did not provide for the addition of any new areas? Did you say that?

Mr. SMITH. Yes, I said that, sir.

Senator GRUENING. Well, have you read the bill?

Mr. SMITH. Oh, yes. I have read it.

Senator GRUENING. Well, now, on page 5, I see on line 2 that:

> There shall be incorporated into the wilderness system, subject to the provisions of and at the time provided in this section, each portion of each park, monument, or other unit in the national park system which on the effective date of this Act embraces a continuous area of five thousand acres or more without roads.

Is that not an addition to the wilderness area which does not exist now?

Mr. SMITH. We are confused as to words. I was using the term "wilderness system" as including the parks.

Senator GRUENING. You do not mean to say that when you are taking the area of a national park and saying this shall be wilderness, henceforth, that you are not adding something to the wilderness system, are you?

SRP02521

Mr. SMITH. Well, if you define your terms so that "wilderness system" includes the national parks, all that you are doing here is adding an additional safeguard for the protection of the wilderness country in the national parks, bringing Congress in.

Senator GRUENING. But the national parks are not wilderness. They have roads. They have structures. They are not in any sense wilderness; except that certain parts of them have not been invaded by roads.

Mr. SMITH. Oh, yes, sir.

Senator GRUENING. But when you provide that you can add areas of 5,000 acres in the park to the wilderness system, you are certainly adding something which is not there now, are you not?

Mr. SMITH. I am perfectly willing to accept your language, Senator Gruening. If I accept that language, which I am perfectly willing to do, then certainly the bill does add to the wilderness system, yes.

Senator GRUENING. Well, now, the same thing occurs in wildlife refuges. They are not now in the wilderness system, are they?

Mr. SMITH. I think you have got a good point there. I do not think any of us would have used that term. I do not know. Maybe some of us would have used that term with respect to a good many of the wildlife refuges.

Senator GRUENING. Merely to correct the record, it seems to me that this bill goes far beyond preserving the existing wilderness system. It opens up the possibility of adding tremendous areas.

We have, for instance, in Alaska, three parks and monuments which are as large as Yellowstone—one is larger—and they are not wilderness areas now. Some of the areas perhaps should be, but they are not now. And you are proposing in this bill that they can be added under certain circumstances. And the same is true of all the wildlife refuges, which are frequently not wilderness at all.

Mr. SMITH. I think I was directing my remarks at the time to the wilderness system in the national forests, particularly, and I probably should have made that clear.

The CHAIRMAN. Thank you.

This will conclude the morning session. We will start again at 2 o'clock.

Let me remind you that under the Legislative Reorganization Act there is a rule requiring manuscripts to be submitted in advance. We only had five witnesses this morning, allowing 30 minutes to a witness. Therefore please come this afternon with prepared text. Those who can should submit it for the record—we have 22 witnesses scheduled for the afternoon, and the number has grown very rapidly. And the rest of the witnesses will have to be limited a little bit in order to be able to finish this thing in a reasonable time today.

We will start at 2 o'clock.

(Whereupon, at 12:32 p.m., the committee recessed, to reconvene at 2 p.m., the same day.)

AFTERNOON SESSION

(The committee reconvened at 2 p.m., Senator Clinton P. Anderson, chairman of the committee, presiding.)

The CHAIRMAN. We will be in session, please.

SRP02522

We are very happy to have with us the Senator from Pennsylvania, a distinguished member of the Senate who was an outstanding mayor of the city of Philadelphia and had to wrestle with recreation problems in that post. We will value his views very highly.

STATEMENT OF JOSEPH S. CLARK, JR., A U.S. SENATOR FROM THE STATE OF PENNSYLVANIA

Senator CLARK. As a sponsor of S. 174, I was delighted by the President's specific support of this legislation in his natural resources message of February 23.

In one section of that message he speaks of the need to accelerate installation of soil conserving works to reduce erosion.

It occurs to me that we might well speak of the wilderness bill as a soul conserving measure, designed to reduce erosion of the human spirit.

As our country becomes more and more urbanized, as more and more of us become dependent on the services and comforts of metropolitan life, it is increasingly important that we preserve areas which have none of these services and comforts, so that we can achieve some realistic sense of the relationship of man and nature.

We ought never to allow ourselves to become so accustomed to horizons of steel and concrete that we forget that there is earth beneath our feet and mountains, streams, and forest beyond our immediate field of vision.

Just because so many of us are city dwellers, we are particularly in need of the perspective that wilderness and natural beauty can give us.

Otherwise we are in danger of developing an outlook much like that expressed in the famous comic map, "A New Yorker's view of the United States," in which New York City and its environs take up a huge chunk of the country, and beyond are such minor landmarks as Chicago, Texas, Reno, and Hollywood.

Americans are living longer and living more complex and fast moving lives. Leisure time is increasing and the period of retirement is increasing.

Much of the minutiae with which we fill that time is not genuinely recreative and does not contribute to giving us a larger view of life and the world about us.

The wilderness bill is designed to give us the opportunity to achieve that view. Its purpose is to preserve in perpetuity the grandeur that man cannot create.

The CHAIRMAN. Thank you, Senator Clark.

Senator GRUENING. Mr. Chairman, I request permission to file for the record a statement from my distinguished colleague, Senator Bartlett.

The CHAIRMAN. Without objection, it will be included.

(Statement of Senator E. L. Bartlett of Alaska follows:)

Mr. Chairman, the Honorable William A. Egan, Governor of Alaska, has wired me in reference to S. 174, a bill to establish a National Wilderness Preservation System. Governor Egan offers in his wire a suggestion which I and my col-

SRP02523

league from Alaska, Representative Ralph J. Rivers, endorse and commend to the committee. The text of the Governor's message is as follows:

"JUNEAU, ALASKA, *February 25, 1961.*

"Hon. E. L. BARTLETT, *U.S. Senator,*
"*Washington, D.C.:*

"Re S. 174 State of Alaska is concerned that lacking positive action by the Congress in the form of a concurrent resolution opposing such recommendations, 46 million acres of national forests, parks, monuments, wildlife refuges and game ranges in Alaska could be committed to the wilderness system by administrative action of the Secretaries of Interior and Agriculture. Request provision that nature and boundaries of area considered for inclusion in the system be subject to cooperative study and classification of the land on the local State level prior to recommendations to the President and the Congress. Would urge your presentation these views at Senate committee hearings February 27–28.

"WILLIAM A. EGAN, *Governor.*"

Mr. Chairman, it is my belief that no better counsel could be sought in the classification of public land than that of the governmental officials of the State wherein it is situated. Speaking for myself and for Representative Rivers, I urge the committee to study the possible amendment of S. 174 to incorporate the Governor's suggestion.

In this connection, I call to the attention of the committee that the term wilderness has, to the people of Alaska, a far deeper significance than it might to those who live in New York, Illinois, or even in the less populous Western States. Alaskans, unlike their fellow Americans, do not dominate the wilderness. To the contrary, they live on islands of civilization from which they pioneer the development of the vast untouched land masses which surround them.

Because an overwhelming percentage of this land is in the public domain and because, as Governor Egan states, 46 million acres of it are included in the areas which could be preserved in a primitive condition under this bill, I hope that appropriate language may be incorporated to protect State interests in land classification. A wilderness classification should be considered only with the advice and perhaps even the consent of local officers of government who are aware of the resources requirements of a growing population. It seems to me wrong to proceed on a basis which would allow the same standards of measurement to govern the classification of lands located both in populous and frontier environments. The suggestion offered by Governor Egan offers protection against well intended but inappropriate land reclassification. I urge upon the committee its adoption.

The CHAIRMAN. The Senator from Oregon, Mrs. Neuberger, who is one of the cosponsors of this bill and a fine and effective supporter of it, has sent me a letter and article which she requests be placed in the record.

Without objection, it will be done.

(The letter and article follow:)

U.S. SENATE,
COMMITTEE ON AGRICULTURE AND FORESTRY,
February 28, 1961.

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

DEAR SENATOR ANDERSON: I regret that other business made it impossible for me to appear before your committee to testify on S. 174, the wilderness bill, that I am cosponsoring with you. This bill as introduced by us has my complete support.

SRP02524

I would like to point out that I have received a significant amount of mail from Oregon, particularly from people in the timber industry, who seem to think that our wilderness bill will lock up timber. I do not believe that this is the case, and in support of this position I am enclosing a copy of a speech by Mr. John Fedkiw of the U.S. Forest Service which was made to the Western Forestry Conference, discussing how to capture additional timber which is now being lost from our commercial forest land not in wilderness. I would like to ask your special permission that this paper be printed in the record. Let me call to your attention what I consider to be the significant paragraph in this paper:

"Annual timber losses in the Douglas-fir region are 3 billion board feet. This is the current annual mortality estimated by the forest survey. It is almost 40 percent of the annual gross growth, and more than 25 percent of the annual timber harvest. It is distributed over 14 million acres of timber over 40 years old, involving more than half of the commercial forest area of the region. Most of it, by far, is unavailable to the forest industries for lack of advance roads."

This conclusively shows that we lack roads to reach a tremendous amount of timber which is lost through annual mortality in areas both private and public already committed to so-called timber management.

With best wishes, I am

Sincerely yours,

MAURINE B. NEUBERGER,
U.S. Senator.

ADVANCE ROADING FOR INCREASED UTILIZATION IN THE DOUGLAS-FIR REGION[1] OF OREGON AND WASHINGTON

(By John Fedkiw, Forest Economist, Pacific Northwest Forest and Range Experiment Station, U.S. Forest Service, Portland, Oreg.)

Advance roads open up the forest for some form of partial cutting one or more times before the final harvest cut. They increase the total yields of the forest and the productivity of capital tied up in soil and timber. This is the case for both old and young growth.

In young stands partial cutting is usually called thinning. In older stands it is referred to as mortality salvage, sanitation cutting, and prelogging. All these methods of stand management produce greater timber yields per acre than single-stage clearcutting, the traditional method of harvest in the Douglas-fir region. In addition, partial harvests release timber capital of lowest productivity for more profitable public or private investment elsewhere. In these ways advance roads increase the total flow of wood realizable from young- and old-growth forests, and improve the earnings of the capital constituted by the forest resource. Moreover, they not only provide the means to achieve these ends for the present or near future; they will do so indefinitely so long as the future forests are managed for maximum economic growth and capital efficiency.

UTILIZATION OPPORTUNITIES

Opportunities for increased utilization lie in four major areas: (1) Capturing annual and catastrophic mortality, (2) salvaging the accumulated dead and down timber, (3) thinning surplus growing stock in young stands, and (4) prelogging the small timber in old growth. These sources of extra wood can increase the annual wood supply tremendously for the next 40 years. At the present level of allowable cut on public lands they will be needed to maintain the region's industrial capacity at or about the current levels of production and employment.

Annual mortality

Annual timber losses in the Douglas-fir region are 3 billion board feet. This is the current annual mortality estimated by the forest survey.[2] It is almost 40 percent of the annual gross growth, and more than 25 percent of the annual timber harvest. It is distributed over 14 million acres of timber over 40 years old, involving more than half of the commercial forest area of the region. Most of it, by far, is unavailable to the forest industries for lack of advance roads.

---

[1] Presented at the 51st Western Forestry Conference, Victoria, British Columbia, Dec. 7–9, 1960.

[2] For trees over 11 inches d.b.h., Int. ¼-inch rule. From "Timber Resources for America's Future," Forest Resources Report No. 14, table 64, Forest Service, U.S.D.A., 1958.

SRP02525

TABLE 1.—*Approximate gross growth lost to mortality as related to broad age classes and ownership of commercial forest land, Douglas-fir region of Oregon and Washington*

Age class	Approximate loss of gross growth in percent	Commercial forest area by ownership class (thousand acres)			
		Industrial	Other private	Public	Total
40 to 100	15–30	924	2,351	2,574	5,849
101 to 160	30–60	334	363	1,257	1,954
161 to 300	50–90	918	635	2,731	4,284
301+	80–100+	485	78	1,311	1,874
Total		2,661	3,427	7,873	13,961

The greatest and most valuable part of the 3 billion feet of annual mortality occurs in the older stands, with the greatest losses in the oldest age classes. There are 8 million acres of old-growth timber; 65 percent in public ownership; 20 percent in large industrial holdings. The better sites with the higher mortality rates are concentrated on industrial ownerships. The lower sites with somewhat lower mortality rates are largely in public ownership. The bulk of the oldest age classes, where one-half to more than 100 percent of annual gross growth is lost to mortality, is in public ownership, largely national forests.

As the old growth is harvested, annual mortality losses will decline. The cumulative losses in the next 40 years, nevertheless, will be enormous—not less than 75 billion board feet—enough to keep the industrial capacity of the region fully supplied for 6 to 8 years. About 60 percent of this total can be expected to occur in the next 20 years. The only way it can be captured is to develop the transportation system for the entire forest and harvest the mortality before or as it occurs.

Catastrophic mortality

Catastrophic losses are not included in the 75 billion board feet of annual mortality estimated for the next 40 years. Periodically, catastrophic losses are substantial. In the early fifties, catastrophic blowdown and beetle-kill losses were estimated at 15 billion feet. Two-and-a-half billion feet were salvaged by December 1954 but only by a well-coordinated and accelerated road-building program into the most heavy concentrations of dead timber on public and private lands. After 1954 the rate of salvage declined due to the more scattered character of the losses, decline in salvable volume through decay, and lack of advance roads. With a salvable life of 8 years for beetle-killed trees and about 12 years for blowdown, the total unrecovered losses from this catastrophe are at least 5 billion board feet, and perhaps as much as 10 billion—enough to provide the region's industrial wood requirements for a half to a full year.

Salvable dead timber

The salvable dead timber, the undecayed accumulation of past mortality, was estimated at 23 billion board feet in January 1953.[8] Currently it is probably somewhat less, perhaps 13 billion feet, for the 1953 estimate included close to 10 billion feet of the catastrophic blowdown and beetle-killed timber. Even so, it is about 1½-years' wood supply for the region. Thirteen billion feet would average about a thousand feet per acre in the timber over 40 years old. The accumulation, however, is greater in old growth and less in young growth. One company, for example, is salvaging 2,000 to 4,000 feet per acre on its advance roads in 100-year-old Douglas-fir. Because decay is continually reducing the salvable volume, most of the current accumulation will be lost to the industry if it is not salvaged in the next 10 years. Maximum realization of extra yields from the current accumulation, therefore, requires rapid advance roading and prompt salvage in the heavier concentrations, largely in the old growth.

Thinnings

The thinning potential in the next 40 years is approximately 100 billion board feet. This estimate is based on an average thinning yield of 4,000 feet per acre per decade for stands 40 to 80 years old. The present area of such stands is 4

[8] "Timber Resources for America's Future," table 6.

SRP02526

million acres. By the year 2000 this area will increase to 8 million acres. About 10 to 20 percent of the thinning potential is extra yield attributable to the capture of mortality. The balance, 80 to 90 billion feet, constitutes harvest of surplus growing stock in advance of the final rotation cut.[4]

Prelogging and sanitation cuts

Prelogging and sanitation cuts in older-growth timber harvest the accumulated mortality and part of the green timber. Partial harvests of this sort take 6,000 to 10,000 feet per acre. A quarter to a half is salvage. The balance is live timber; it includes high risk trees, i.e., anticipated mortality, and small understory trees which would be broken up or uneconomic to log in a single-stage clearcut. Firms using these partial harvest methods claim about an 8-percent increase in utilization. If half is attributed to recovery of salvage and mortality, then the net increase in utilization due to advance harvest of small live timber is 4 percent of the old-growth inventory—approximately 20 billion feet of extra wood recovery.

The total opportunity

Summing up, the opportunities for increased utilization through advance roading in the next 40 years are on the order of 100 billion board feet, about 2.5 billion feet of more wood per year, from capture of mortality losses. This does not include yields of live timber from thinning, prelogging, or sanitation harvests which otherwise would be realized at the time of final harvest. The potential from this source is at least an additional 100 billion board feet. About half of this amount would be an extra yield for the next 40-year period, since the stands from which it is harvested would not be clear cut until after the year 2000. The total opportunity for increased utilization in the next 40 years, therefore, is about 150 billion board feet—almost 4 billion feet a year. To capture it all is impossible. It would require advance roading and partial harvesting every acre immediately. Studies that are now being completed at the Pacific Northwest Forest and Range Experiment Station, however, have explored the possibilities. About one-quarter of the extra potential can be realized by systematically advance roading 2.5 million acres of young growth and 2.5 million acres of old growth in the next 40 years. To capture half the potential would require advance roading 4 million acres of young growth and 4 million acres of old growth, and a more rapid accomplishment of this greater roading goal.

The technology of advance roading and partial harvests by various methods and for various stand conditions has been successfully tested. The real problem in advance roading to increase utilization is in extending its application to more acres of public and private timberlands. This is largely an economic problem in capital management and market development.

THE CAPITAL MANAGEMENT PROBLEM

Partial harvest requires capital outlays for roads 5 to 50 years in advance of the final cut. Such capital outlays, whether public or private, must earn a return adequate to cover their cost—primarily interest on borrowed and equity funds. The return must come from earnings realized on the extra yields achieved through advance roading. Savings associated with reduced fire costs, increased efficiency in timberland management, and improved multiple-use services are additional benefits that can be credited to advance road investments. Insofar as the same roads must be built for the final harvest, road depreciation is not a legitimate cost chargeable against the extra wood yields. On the other hand, road standards and costs on public lands for multiple-use services beyond those provided by ordinary timber management roads cannot be charged legitimately against the extra timber yields. The capital requirements for advance roads are enormous. Improper analyses of the real costs and returns can do much to kill the entire opportunity for increasing wood yields recovered from public and private forest resources.

The generation of capital from public and private sources requires that road costs and standards be kept at a level at which the extra yields and benefits will produce a sufficiently high rate of return on the capital outlay to justify its allocation for advance roading. This is the main problem of foresters and

[4] The surplus is that part of the growing stock which is not needed to capture the gross growth potential per acre which is consistent with efficient management of a forest landowner's timber capital.

SRP02527

engineers in capturing the extra yields available in both old- and young-growth forests. Where roads are already established, logging costs are sufficiently low for partial cutting to be economical. Technological improvements will reduce partial harvest costs even more.

On industrial forest properties rates of return as high as 10 percent ,after taxes, have been calculated for advance road investments varying from $5,000 to $15,000 per mile. Such earnings are competitive with other investment opportunities within industrial forestry firms. Before 1940, timber values were not great enough to provide attractive earnings on advance road investments. Since the war, however, advance roading to capture a maximum amount of the present inventory and its gross growth has become a leading policy in timberland management among the more progressive firms. Implementation of this policy requires preparation of 5- and 10-year plans for advance roads with individual management prescriptions for some form of partial harvest or other treatment in all stands developed by such roads. The targets of advance road systems are the decadent old growth, high-salvage and mortality areas, and the economically overstocked young growth. On industrial tree farms where such policies and plans are now being implemented, it has been estimated that advance road systems and partial harvests can increase allowable cuts as much as 10 percent.

On small forest properties where owners do not have the capital resources for advance-road construction, the approach to increased yields is in developing low-cost summer roads for seasonal use.

Some progress is being made in advance roading public forests. On national forests, for example, about 12,000 miles of road have developed approximately 1.2 million acres of timberland for final harvests or partial cutting. Not more than 500,000 acres have been clear cut, so that about 700,000 acres are advance-roaded and potentially available for salvage of dead timber, prelogging, or some other form of partial cutting. Under the staggered-setting system for harvesting the allowable cut, at least half of the area being developed by new roads is left uncut and available for partial harvests of one type or another. In this way advance roading is an integral part of national forest policy for harvesting the allowable cut.

The national forest program, however, lacks some of the flexibility necessary to achieve the maximum wood yields attainable from 1.6 million acres of young timber and nearly 4 million acres of old growth. Currently more than 95 percent of the road mileage is operator-built through timber sale contract arrangements. It takes 3 million board feet to develop a mile of road. At the current level of allowable cut this will build about 1,000 miles a year. This annual rate of road construction would complete the national forest mainline road system in about 30 years at an intensity of 4 miles per section or 1 mile per 150 acres.

The established policy on national forests may or may not provide for a rate of road development that serves the public interest best. Be that as it may, there are still several disadvantages to the present system of road financing which adversely affect timber yields and the productivity of the capital constituted by the national forest timber resource. Tying road financing to timber sales contracts essentially precludes any road construction in young stands for thinning. Thinnings do not provide sufficient yields per acre to finance road costs. Where there are substantial areas of medium-aged timber, 80–150 years old, the policy tends to force premature harvesting about half the area of such stands in order to open them up for management. Where the oldest and most decadent stands are remote from established access, the present policy defers their harvest until they can be reached by progressive staggered cuttings through the intervening timber. This, of course, implies cutting some of the more productive timber before the less productive can be reached for final harvest.

The present system of national forest road financing does lead to some advance roading. But it fails to make adequate positive provisions in the rate and direction of road development for maximum utilization of the national forest timber resource and its growth. It essentially precludes proper management of young growth. It leads to inefficient utilization of accumulated salvage and mortality losses and delayed conversion of the least productive timber capital to more efficient public investment. Counties which have an interest in the management of lands under the administration of the Bureau of Land Management have ameliorated a similar problem. In 1952 they made one-third of their receipts in lieu of taxes, about one-quarter of the total stumpage income from timber sales, available for reinvestment in those lands. These funds now ac-

count for 15 to 20 percent of the current mileage of mainline road construction. They have increased the flexibility of road financing on Bureau lands so that the roading program can be geared to optimum development of the total timber resource rather than to the unilateral goal of harvesting the allowable cut where the timber is heavy enough and close enough to finance the road construction.

MARKET DEVELOPMENT

Slowness in the development of advance roads, especially in young growth has been attributed to lack of adequate markets for the type of material produced by partial harvests. This has been true in the past. Looking to the future, however, the real truth of the matter is more likely a lack of adequate advance roads to serve the potential markets for partial harvests.

General opinion in the Pacific Northwest holds that the present annual flow of logs cannot be maintained at the current rates of private cutting and at the present allowable cut on public lands; that industrial capacity, production, and employment must decline. This opinion, moreover, is held in light of a nationally expanding market over the next 40 years. Insofar as that opinion only considers old-growth timber and clear-cutting, it is essentially correct. As has been already pointed out, however, Forest Service studies indicate that the apparent gap can be filled in large measure by an aggressive program of advance roading and partial harvesting.

Much of the material that can be developed by partial cuts can be processed by the present installed capacity. On the other hand, some adaptation and technological changes in processing will be needed to take full advantage of the partial harvest potential. Some investment in heavy sawmilling equipment for large saw logs will need to be turned over for automated equipment adapted to high speed and low cost conversion of small saw logs. This technological transition is on its way. Stud mills anticipated the need. Several firms are now building plants to meet this need on a large production scale. Technological improvements are being continually introduced to cut the cost of handling large volumes of small materials. Logs have been shifted from pulp plants to sawmills and from sawmills to plywood plants to improve utilization and conversion returns. More will be shifted out of pulpwood and substituted by partial harvest yields. There will be room for expansion of pulp capacity.

Markets exist for practically every type of material that can be developed by partial cuts. Every important timber species found in the coniferous forests has an established market. Utilization down to a 4-inch minimum top and 60-percent sound chippable volume can now be found on both public and private lands. These are signs of the times to come. The progress already achieved is difficult to measure for records are not adequate. A few figures are available.

Before 1950 industrial tree farms had begun to thin or prelog about 2,000 acres a year, less than one-tenth of the area being clear-cut on a total of 3.5 million acres. Ten years later, in 1959, the area thinned was more than 13,000 acres and prelogging exceeded 10,000 acres; altogether, one-half of the area clear-cut. In the 11 years since 1948, 59,000 acres have been thinned and 47,000 acres prelogged on 5.5 million acres of industrial tree farms.[5]

On public lands thinnings and prelogging are less advanced. Industrial forests generally have superior conditions for partial harvests. Stumpage is a matter of income rather than cost, and loggers have greater flexibility in adapting operations to an economic level. Less than 3,000 acres have been thinned on 2.3 million acres administered by the Bureau of Land Management. Since 1957, however, annual thinnings have tripled to 1,500 acres in 1960. Average yields are 5,700 board-feet per acre. Salvage and prelogging are more advanced. Almost 25,000 acres have been prelogged or advance-salvaged since 1955 with an average yield of 8,000 feet per acre.

On national forests the picture is about the same. The great effort of the last decade has been expanding final harvest operations to the full allowable cut. This task is now completed and efforts are being directed toward developing the partial harvest potentials. Advance salvaging has become an established program but needs to be expanded. Thinning and prelogging have been tested extensively but are still in the early developmental stages. The first emphasis will be on installing partial harvest management on some 500,000 acres already advance-roaded but not treated.

[5] Based on data provided by the Industrial Forestry Association, Portland, Oreg.

CONCLUSION

The big timber management task of the future lies in accelerating the advance-roading program in the currently undeveloped forest areas. This is as much an enormous problem in public and private finance as it is an enormous engineering task. Its proportions are equally great on both public and private lands. Advance roading ought not wait on market development. Properly conceived and planned, public and private investment not only must anticipate market development; it must also recognize that advance roading is the first step in market development. This is particularly true for public forests but applies as well to private lands. The timber supply potential from partial harvests will tend to create its own demand. Declining supplies of old growth from private sources will accentuate that demand.

Past experience has given the region much insight into the significance of advance roads. Lack of advance roads was largely responsible for the great difficulties that confronted public forests in making their full contribution to the tremendous national timber demand in the postwar period. It took a decade of road development to bring their contribution to the full potential of the allowable cut. The region is again confronted with a timber supply problem—an eminent decline. The gap can be closed or diminished. The opportunity lies in increasing the utilization of the inventory and growth potential of the timber resource. The key to unlocking that opportunity and meeting the supply problem is the same as it was in the recent past—advance roads.

In closing, I want to emphasize that the Douglas-fir region is an underdeveloped area. This is the single most salient feature of the region. It is the conception which most clearly epitomizes its economic realities. There is too much capital investment in the timber inventory and too little in advance roads to capture the full timber potentials.

The prospect of a timber supply decline is a mark of the region's underdevelopment. There are at least 5 million acres of young timber ready for partial harvest. Not more than a few percent have been put under management. There are 8 million acres of older timber where most of the growth is annually lost to mortality. The increased timber supply that these opportunities constitute are virtually untapped. Fifteen years ago it was reported to the Douglas-fir region that:

"The forest is a warehouse containing an enormous variety of raw materials. * * * Utilization of these materials in the right order will increase present incomes and speed future production. Now that logging operations have settled into a routine use of motorized equipment, roads are the key to efficient warehousing.

"In addition to the allowable clear cutting of mature timber (roads) are necessary which permit reaching into every part of the productive forest area, at no greater than 10-year intervals and utilizing in all stands, within limits of sustained yield, those elements that constitute neither effective growing stock nor material suitable for storage for future use." [6]

The situation has not changed; it has only become more urgent. As an underdeveloped timber supply area, the Dogulas-fir region not only is a local concern but a national problem.

The CHAIRMAN. Our next witness will be Mr. Glascock.

STATEMENT OF H. R. GLASCOCK, JR., FOREST COUNSEL OF WESTERN FORESTRY AND CONSERVATION ASSOCIATION

Mr. GLASCOCK. First of all, Honorable Chairman, I would like, before reading my statement, to have your permission to place into the record a statement of a gentleman from Portland, my hometown, who could not be here. He wanted to be here, but he could not afford to make the trip. This gentleman's name is L. A. Nelson, and he was the organizer of the Federation of Western Outdoor Clubs and its first president, and he has a statement here with a suggested revision of S. 174.

[6] Kirkland, Burt P., "Forest Resources of the Douglas-Fir Region." Joint Committee on Forest Conservation, Portland, Oreg., 1946.

SRP02530

(The statement of L. A. Nelson, Portland, Oreg., follows:)

STATEMENT OF L. A. NELSON ON WILDERNESS LEGISLATION, S. 174

INTRODUCTION

My name is L. A. Nelson of 7665 Southwest Copel Street, Portland, Oreg. Before going into my analysis of wilderness legislation, S. 174, and suggestion of alternate legislation I wish to state that qualification for statements on wilderness must be based on actual experience over a period of time and variety of conditions.

Over a period of 50 years I have hiked and climbed in the mountains of Oregon and Washington. I am a member of four mountaineering organizations: Mazamas, Trails Club, Mountaineers, and Crag Rats. I organized the Federation of Western Outdoor Clubs and was its first president.

With a pack on my back, I have made many trips climbing and exploring the wilderness of the Cascade Mountains from the south boundary of the State of Washington to the south boundary of British Columbia, Canada. I have also explored and climbed the Olympic Mountains of northwestern Washington and the Cascade Mountains of the State of Oregon.

I have repeatedly led parties of 75 or more people, with packhorse transportation of supplies to base camp, on 2- to 3-week trips of hiking, climbing, study of botany and geology into the mountain wilderness. This short summary should qualify me as experienced in the appraisal of wilderness.

NEED FOR REVISION OF WILDERNESS BILL, S. 174

An analysis of wilderness bill, S. 174, developed valid reasons for revision to achieve the objective of preservation of wilderness.

1. The title, "National Wilderness Preservation System," indicates that a system is to be established when actually the objectives, as contained in the subject matter, is the preservation of wilderness. The title should emphasize preservation of wilderness as the objective theme.

2. The bill is confusing as it involves two Departments of Government, Agriculture and Interior. In Interior, two Services are affected: National Park Service and U.S. Fish and Wildlife Service. In Agriculture, the Forest Service is the only Service affected.

3. The objectives of wildlife refuges and game ranges are primarily for the protection of game and not recreation as envisioned in wilderness and therefore do not contain any reference or classification of wilderness. Until such time that these areas have been studied and classified as to wilderness, they should not be included in the wilderness program.

4. The difference in objectives, operation, and management policies between Agriculture and Interior, national parks and national forests, raises the question of the form of legislation. The subject matter in S. 174 applies in some instances to the national forest wilderness, others to national parks, and others to both. This makes it difficult to know what is what without a rewrite to separate and apply correctly.

To be clear as to meaning, the legislation should follow the terms and sequence from the act establishing the service through subsequent acts.

After a study and analyses of various forms of legislation, it was determined that two separate bills, one for national parks and one for national forest wilderness was the clearest and most precise solution.

5. The establishment of the national forests was as forest reserves and subsequent acts conformed to the original legislation of June 4, 1897 (16 U.S.C. 475). This is illustrated in the Multiple Use Act of 1960, Public Law 86-517, which states that it is the policy of Congress that the national forests are established and shall be administered for recreation (including wilderness) and other major uses, and that the act is supplemental to the act of June 4, 1897. This is a correlation of legislation applied to the definite basic act.

6. Legislation pertaining to national parks follows the same sequence in coordinating legislation with the basic act of August 25, 1916. Any subsequent legislation should not change standards or affect the area. Establishment of areas of wilderness within national parks does not of itself lower the park standards but wilderness legislation should establish a definite policy and pro-

SRP02531

gram for the preservation of national park wilderness as an integral part of the management program.

Section 3(c)(2) in S. 174 pertains to national park use and development and not to wilderness and illustrates the necessity of separating the legislation into two bills to protect wilderness adequately.

SUGGESTED REVISION OF S. 174

It is therefore suggested that S. 174 be revised in the form of two measures. (Copies of the suggested measures are in the committee's files.)

Mr. GLASCOCK. Then, sir, I would like to have introduced into the record a portion of the progress report of the Outdoor Recreation Resources Review Commission for January 1961, pages 27 through part of 29, on the subject "The Place of Wilderness in National Outdoor Recreation."

The CHAIRMAN. There is no objection.

(The portion of the report referred to follows:)

PROGRESS REPORT, JANUARY 1961, OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

RESOURCE EVALUATION STUDIES

The resource evaluation studies cover a number of different subjects. They are being done by research institutions under contract or cooperative agreement with the Commission. The status of these studies varies because of the difference in time of initiation and the content and scope of subject matter to be covered. The content and current status of these studies are described in the following sections of this report:

The place of wilderness in national outdoor recreation

This study is intended to provide the Commission with an objective appraisal of the place of wilderness and wild areas in the national pattern of outdoor recreation in the United States. The study has been in progress for several months under a contract with the Wildland Research Center at the University of California. It is scheduled for completion in the spring of 1961.

Pertinent literature has been reviewed to evaluate the various definitions of wilderness areas and to analyze different wilderness concepts. This review and analysis provided material for development of a working definition of wilderness, necessary for the study. The definition, based upon a limited set of criteria relating to the charateristics of the area, provides a basis for evaluating problems, policies, and administrative procedures relating to wilderness areas. A partial bibliography has been developed.

The wilderness recreation experience is a complex phenomenon, and certain minimum conditions are required for its realization. However, some elements of the phenomenon, insofar as they can be separated from the total experience, are realizable in areas which do not meet "wilderness standards" as defined by the study. For this reason, the study is including a consideration of tracts which afford an experience akin to, but not identical with, that provided by the larger and more remote areas. Data on wilderness, wild, primitive, and wilderness-type areas have been obtained from Federal and State agencies. Because of time limitations, the main emphasis in analysis of wilderness areas is being placed on land, rather than water, areas. Although their importance is recognized, only limited attention will be given in this study to coastal areas, inland waterways, and the vast expanse of the seas.

Federal and State agencies have provided a large amount of information on their policies and administrative procedures. This material is being analyzed and integrated into the study. The U.S. Forest Service has provided data on use of wilderness, wild, primitive, and roadless areas for the years 1942 through 1959. These data, together with use data obtained from the National Park Service and information expected from several pack-trip associations, will serve as the basis for wilderness recreation use projections.

Information was obtained during the summer of 1960 from recreationists in seven wilderness areas in different parts of the country. The data collected

SRP02532

through personal interviews relate to: (1) Characteristics of wilderness users such as age, sex, socio-economic status, education, marital status, previous camping or outdoor experience, and customary leisure-time activities; (2) the type of wilderness trip taken, including size of party, length of stay, mode of transportation, and activities engaged in; (3) the psychological appeals of the wilderness and of wilderness activities; and (4) knowledge of and attitudes toward wilderness and wilderness-management policies. The analysis of the responses will provide information on the kinds of people who use wilderness areas, and indicate what kinds of people do what kinds of things in the wilderness, what kinds of satisfactions and enjoyments they find, and what kinds of opinions they hold about existing wilderness area policy.

Following the field interviews, a post-wilderness recreation use questionnaire was mailed to the homes of all respondents interviewed in the wilderness survey. This step was necessary for several reasons. Questions dealing with enjoyment of the trip can logically be asked only after the respondent's trip is ended. Attitudes toward wilderness management and policy are also best asked after the respondent has had an opportunity to see as much of the wilderness as possible. Finally, these mail questionnaires allow for some change of opinion following the wilderness trip, and minimize the possibility of bias due to the influence of some small factor which might for a short time assume excessive importance. These data are being coordinated with the field interview information in the analysis.

Problems of wilderness preservation are so diverse in nature, extent, and complexity that it has been necessary to formulate the questions aimed at eliciting pertinent information. This information is now being assembled from Federal and State agencies, from qualified authorities in fields of natural resource management, and from library research. The data will be analyzed and reported in a series of special reports, prepared by recognized experts on such topics as: fire control, ecological succession, wildlife management problems, timber utilization, mining and mineral claims, insect epidemics, grazing, water impoundments, and the effects of increasing recreation use of wilderness areas.

The important task remaining is to assemble, integrate, interpret, and analyze the large amount of data being collected and to incorporate the pertinent findings into a useful report for the Commission.

Mr. GLASCOCK. Thank you. I would also like to place into the record, from the proceedings of the second joint meeting of the committee, January 1960, pages 20 and 21, which have to do with "conflicts and compatibility," and call to the attention of the committee one statement only in that excerpt, in which it states: "Special problem: Wilderness." And this is the quotation:

This is a prominent national issue on which there must be some policy recommendations from the Commission.

(The excerpt referred to follows:)

[From proceedings of second joint meeting of Outdoor Recreation Resources Review Commission, Jan. 25–26, 1960]

CONFLICTS AND COMPATIBILITY

Recognition of the importance of the country's land and water resources for other uses than outdoor recreation is contained in the statement by Congress that "sound planning of resource utilization for the full future welfare of the Nation must include coordination and integration * * * multiple uses."

A zooming population and steadily rising standards of living will inevitably exert increasing pressures on natural resources of all kinds, including space itself. We shall need more minerals, more wood, more livestock, and perhaps more agricultural crops. The expansion of urban and suburban centers, highways, and airports will remove much land from other uses. Demands will mount for the use of water for municipal and industrial purposes, for irrigation, and for power.

How will outdoor recreation fare in competition with these other pressures? The answer will depend in part on the compatibility of recreational use with

SRP02533

other uses and in part on the value placed on recreation by the American people in comparison with other products and services obtainable from land and water.

The conditions under which and the extent to which recreation and other uses are compatible or incompatible will be studied by the Commission. In other words, it will explore the potentialities and the limitations of multiple use as a means of providing adequate opportunities for outdoor recreation in competition with other uses. The Commission must also explore the potentialities and limitations of conflicts and compatibilities among various outdoor recreation activities.

1. Under what conditions and to what extent can land be effectively managed so that recreation may be carried on in harmony with other uses?

2. What is the place of outdoor recreation among competing uses of land and water?

3. What criteria can be used for determining priorities between recreation and other land uses or between competing recreation activities? Are water multiple-use problems different from those of multiple land use? If so, what different criteria can be developed?

4. How can esthetic, spiritual, and other intangibles be compared and evaluated in resolving multiple use conflicts?

SPECIAL PROBLEM: WILDERNESS

This is a prominent national issue on which there must be some policy recommendations from the Commission. What should be the standards, criteria for establishing wilderness areas? How should wilderness areas be defined? How should the desires of those who wish wilderness experience be balanced with those who want other recreational activities? How can preservation of extensive wilderness areas be justified in the face of demands on our resources from other land uses?

Mr. GLASCOCK. One other insert, from the same proceedings of the January 1960 meeting of the commission, that I would like to insert, is on page 59.

The CHAIRMAN. Just a moment. Was that the meeting of the advisory committee?

Mr. GLASCOCK. The joint meeting, sir, of your commission—the second joint meeting.

Mr. Rouner, of Massachusetts, the representative on the study group from New England, refers to the renewable characteristics of the recreational resources in New England. And I would like to have that included in the record.

(The excerpt referred to follows:)

[From proceedings of second joint meeting, Outdoor Recreation Resources Review Commission, Jan. 25–26, 1960]

And in many cases, land now in other uses may eventually turn back to recreation. Mr. Rouner, our representative on the study group from New England, cited a very interesting situation with respect to New England wherein he said that one may now penetrate what might be called a new wilderness, a regrowth area where roads of 200 years ago led to activity either in agriculture or small industry. And the return is to open wildlands and that during a regular course of happenings; economics as well as progress in agriculture and manufacture has made it necessary that those lands revert to nature and now have extensive values for recreational use and development. And it might be pointed out in that regard that there were no fixed "fences" around such areas. It has been a natural course of events.

Mr. GLASCOCK. And I also would like to have included in the record, with your permission, sir, a clipping from the New York Times of yesterday, which is a letter to the editor from Robert Moses, chairman of the State council of parks.

SRP02534

(The newspaper clipping referred to follows:)

[From New York Times, Feb. 27, 1961]

USING THE FOREST PRESERVE—NO MASS INVASION CONTEMPLATED, SAYS CHAIRMAN MOSES

(In addition to many other activities the writer of the following letter is chairman of the State council of parks)

TO THE EDITOR OF THE NEW YORK TIMES:

Your forest preserve editorial could hardly be more inaccurate and intemperate. I never proposed a mass invasion of the preserve nor hasty, undebated amendment to the State constitution, nor is it true that we have, outside of the preserve, sufficient shelter to provide for vacations for a rapidly increasing and largely urban population.

Let's look at the record. I proposed the first passage of three alternative amendments of varying scope and, after more than a year's consideration, second passage of one of them or substitution of a fourth alternative, and then the vote of the people in the fall of 1963. To call this hasty or to say the subject would not be fully debated before action is just plain silly. Among the biggest lumbering interests today are the metropolitan papers who need pulp and power. I don't on that account blackguard them and charge them with indifference to the public welfare.

I have spent the greater part of my official life in the recreation field, and in fighting lumbering, private power, billboard advertising and other depredations, and affirmatively in establishing a State, suburban, and city recreation system adequate for future generations. I guess that makes me what you call a professional mass recreationist.

All of my experience, including the recent park proposition to save open lands, shows that we shall have to open a restricted part of the forest preserve to families for recreation, that it must be made more accessible, that there is no substitute, and that buying sufficient private land for this purpose is impossible.

ROBERT MOSES.

NEW YORK, *February 23, 1961.*

Mr. GLASCOCK. Without objection, I would also like to introduce into the record an editorial from the Oregon Sunday Journal of February 5, 1961, entitled "Wilderness Itself Not Issue," and call to the committee's attention one statement in this editorial, as follows:

Thus, the American people must not divide proponents and opponents of wilderness legislation into proponents and opponents of wilderness. It isn't quite that simple. It seems clear that this country will continue to have wilderness whether or not legislation is enacted.

(The editorial referred to follows:)

[From Sunday Oregon Journal, Feb. 5, 1961]

WILDERNESS ITSELF NOT ISSUE

The recent appearance before the Portland Chamber of Commerce of two speakers on different sides of the wilderness issue serves to focus attention here once again on proposed wilderness legislation now before Congress.

Howard Zahniser, executive secretary of the Wilderness Society and editor of The Living Wilderness, first of the two speakers, is one of the Nation's most eloquent and persuasive spokesmen in behalf of wilderness, but in Portland his tone was conciliatory as he discussed controversial phases of present wilderness legislation.

The other speaker, H. R. Glascock, Jr., forest counselor of the Western Forestry & Conservation Association, made it clear that he is firmly in Zahniser's corner when it comes to understanding the need to preserve wilderness values. But he questions the wisdom of pushing through wilderness legislation at this time.

Among the opponents of wilderness legislation undoubtedly there are many who have no appreciation of the wilderness concept. But there are many others,

SRP02535

in Glascock's category, who are strong friends of wilderness but not necessarily of the proposed wilderness legislation.

Thus, the American people must not divide proponents and opponents of wilderness legislation into proponents and opponents of wilderness. It isn't quite that simple. It seems clear that this country will continue to have wilderness whether or not wilderness legislation is enacted. The U.S. Forest Service, which is our greatest custodian of wilderness areas, has proved that their preservation is an essential part of its multiple-use policy. Last fall in its decision fixing the boundaries of the Glacier Peak wilderness area in the northern Washington Cascades, the Forest Service pleased most wilderness fans and displeased some timber interests.

While further wilderness legislation may be needed, there does not now appear to be a compelling reason why it should be pushed through before the Outdoor Recreation Resources Review Commission, which is studying all of the Nation's outdoor recreational resources and needs, completes its work. The ORRRC has among its members many friends of wilderness and is taking an intensive look at this aspect of outdoor recreation.

The present wilderness bill has been amended many times, still has some controversial features and is in what Glascock has described as a state of flux.

In view of the imminence of the ORRRC's findings on wilderness which might very well set up sound guidelines on wilderness planning for the future, plus the fact that there is no immediate threat to present wilderness areas, we would agree with Glascock that a delay in the enactment of wilderness legislation is advisable.

A later bill drafted on the basis of the ORRRC's report might more easily resolve the conflicts which now exist.

Mr. GLASCOCK. And I would like to introduce into the record a copy of the statement before the Portland Chamber of Commerce by myself, which provoked this editorial, and which is mentioned in the editorial, which has to do with the study of the recreation commission in this field.

The CHAIRMAN. What is this, now?

Mr. GLASCOCK. It is entitled "American Wilderness Under Intensive Study, Not Attack."

The CHAIRMAN. All right.

(The statement referred to follows:)

AMERICAN WILDERNESS UNDER INTENSIVE STUDY, NOT ATTACK[1]

(By H. R. Glascock, Jr.)

You may be surprised to learn that I have come here to defend and not to attack wilderness. As a professional forester proud of and devoted to this profession, I feel I should dispel any notion that foresters are antiwilderness. How could they be? Foresters surely do not choose their profession to become rich, but largely because of their love of the natural out-of-doors and forests and their desire to work in this environment.

Foresters first invented wilderness areas. They have established vast acreages of them and protected them. They probably use them more and know more about them than any other group. Having frequented Oregon's wilderness country a great deal myself, I think I know the qualities of wilderness which endear it to the American people and make the careful protection of well-chosen areas of wilderness an important objective of Federal land management.

Yes, the case for wilderness has been proven and won. But the case for enactment of wilderness legislation now has not. Let us see why.

I was privileged to present the position of the Portland Chamber of Commerce on the wilderness system bill before the Senate Committee on Interior and Insular Affairs in Bend, Oreg., on November 7, 1958. The statement, approved by our chamber's board of directors, was short, reasonable and to the point. It said:

[1] Presented at Members Forum, Portland Chamber of Commerce, Portland, Oreg., Jan. 23, 1961.

SRP02536

"1. We support the principle of establishing wilderness areas where doing so recognizes as the highest value the preservation of primitive natural conditions.

"2. No wilderness area should be established where the economy and public welfare of the Nation or any State would be adversely affected.

"3. The designation of wilderness areas should be preceded by public hearings and the expression of favorable public opinion.

"4. The proposed National Wilderness Preservation Council is opposed on the ground that the administrative agencies of the Department of the Interior (national parks) and of the Department of Agriculture (national forests) have caused and are fully capable of carrying on sound and desirable administration of wilderness areas and concepts.

"5. No administrative limitations should be imposed that would restrict or delay effective measures to control disease, pests, and fires.

"6. Congress has created an Outdoor Recreation Resources Review Commission which has been provided with legal authority and the means whereby to make an inventory of the Nation's recreational resources. Since 'Wilderness' would logically be one of the headings of the report to be submitted by this Commission, and because present laws and regulations serve adequately to establish and preserve wilderness areas, the enactment of S. 4028, or similar wilderness bill should be deferred until the Outdoor Recreation Resources Review Commission has made its report."

More than 2 years have passed since the Portland Chamber of Commerce adopted this position on wilderness areas and legislation. Time has proven and fortified the wisdom of this position. The proposed Wilderness Council referred to was finally removed last year from the latest versions of the wilderness system bill. This year's bill is the first to make any provision for fire-control measures. The provisions in the proposed legislation are in a state of flux and some remain which are very controversial. Meanwhile, American wilderness is receiving the most thorough study ever at the hands of the Outdoor Recreation Resources Review Commission.

The Commission is composed of a number of distinguished citizens interested in recreation from a wide variety of backgrounds. Chairman Laurance Rockefeller and other members are known to be particularly interested in the preservation of national parks and wilderness. Other members are: Senators Anderson of New Mexico, Dworshak of Idaho, Jackson of Washington, and Martin of Iowa; Congressmen Saylor of Pennsylvania, Pfost of Idaho, Ullman of Oregon, and Kyl of Iowa; Presidential Commissioners Samuel T. Dana, of University of Michigan, Mrs. Katherine Jackson Lee, of American Forestry Association, Bernard L. Orell, of Weyerhaeuser Co., Joseph W. Penfold, of Izaak Walton League of America, M. Frederick Smith, of the Council of Conservationists, Inc., and Chester S. Wilson, former State Commissioner of Conservation of Minnesota.

The proceedings of this Commission's meeting at Jackson Hole, Wyo., in Grand Teton National Park last summer list the following questions concerning wilderness which the Commission is studying:

"1. What constitutes a 'wilderness' from the recreational point of view?

"2. What are its distinctive values? How can they be measured?

"3. What uses of wilderness areas other than for recreation are feasible without interfering with its primary purpose?

"4. To what extent should wilderness areas be 'managed' with respect to such matters, as protection from fire, insects, and disease; sanitation; provision of camp sites; provision of forage for pack animals, etc.?

"5. What constitutes overuse of wilderness areas and how can it be prevented?

"6. Is there any conflict between the wilderness philosophy and the philosophy that natural resources should be used for the greatest good for the greatest number?

"7. Should statutory protection be afforded wilderness areas to assure preservation of an adequate system of such areas?"

Besides the assistance of its staff in this study, the Commission has contracted a study of wilderness with the Wildlife Research Center at the University of California under the supervision of Dr. James Gilligan, a wilderness enthusiast of some note. This latter study is about to be concluded and its results will be reported to the Commission this spring.

The Commission's Deputy Director for Studies, Lawrence N. Stevens, reported last July:

"* * * The broad objective of the study is to make a careful appraisal of the place of wilderness and wild areas in the national pattern of outdoor recrea-

SRP02537

tion. Information for the study is being gathered from a wide variety of sources. Federal and State agencies have been asked to cooperate by submitting data on their existing policies and positions regarding the preservation and management of wilderness-type areas under their jurisdiction. The views of various interest groups on major aspects of wilderness problems are being sought.

"Interviews are being conducted in seven wilderness-type areas across the country. From 1,000 to 1,500 users of these areas are being asked a series of questions to gain insight into what kinds of people use the areas, what they do there, and what they think of existing conditions.

"Also work is currently underway on a series of short special reports prepared by recognized experts on various aspects of the wilderness subject such as: fire control, ecological succession, wildlife management problems, timber utilization, mining and mineral claims, insect epidemics, grazing, water impoundments, and the effects of increasing recreation use of wilderness areas.

"The study * * * should furnish the Commission with:

"(1) Basic information on purposes of wilderness preservation;

"(2) An inventory of wilderness-type areas;

"(3) An analysis and projection of wilderness use—both recreational and nonrecreational;

"(4) An analysis of problems of wilderness preservation;

"(5) A compilation and evaluation of legislation and administrative regulations relating to wilderness preservation; and finally,

"(6) An appraisal of the place of wilderness in the national pattern of outdoor recreation."

While the charge of the Outdoor Recreation Resources Review Commission is to review all present and future outdoor recreation resources and opportunities, it is clear that wilderness is being given special emphasis. The Commission has said:

"This is a prominent national issue on which there must be some policy recommendations from the Commission. What should be the standards, criteria for establishing wilderness areas? How should wilderness areas be defined? How should the desires of those who wish wilderness experience be balanced with those who want other recreational activities? How can preservation of extensive wilderness areas be justified in the face of demands on our resources from other land uses?"

The Commission was to have reported to the President and Congress by September 1 of this year, but indications are that more time will be required.

Obviously our chamber's position to defer action on wilderness legislation until the Commission has reported its recommendations is logical and sound. Nevertheless, one of the sponsors of this year's wilderness system bill has recently said:

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

This cart-before-the-horse reasoning becomes clearer, but no more logical, when we note the summary statement of proponents urging immediate enactment before the Senate Committee on Interior and Insular Affairs in Seattle, Wash., on March 31, 1959.

"If the wilderness bill is not passed, the Outdoor Recreation Resources Review Commission will be compelled to deal with problems which the wilderness bill will settle. Wilderness problems and policy would claim an undue amount of attention of the Commission."

Can it be that there are those who do not want a searching and objective study made of the entire wilderness subject by the Commission? Who distrust or fear the Commission's ability to shed much-needed light on this complex problem? For to enact any wilderness legislation of the type proposed before the results of the study are in will largely prejudge the answers to and "settle" the questions which the Commission is examining as to how much wilderness reservation of what kind will be needed, how selected, how managed and protected and by whom. A taxpayer might wonder; why not call off this

SRP02538

elaborate study if the potential use of its results is to be circumscribed ahead of time?

In the meantime, what is happening to wilderness? Are a last tiny few remnants going down the drain? Of course not. Administrative increases in 1960 brought the national forest wilderness system to an all-time high of 14.6 million acres, or 8 percent of the national forest acreage. This is a larger area than the combined acreages of the four whole States of New Jersey, Connecticut, Massachusetts, and Rhode Island. It is almost entirely in the West where in some localities it represents a large percentage of the total forest area. Since 1953, 633,000 acres have been added to the national park system and 11⅓ million acres administratively proclaimed national wildlife refuge or range.

The heart of the argument of proponents of immediate enactment of wilderness legislation has been that national forest wilderness reservations did not have legal protection and could be administratively wiped out at a stroke of the Secretary of Agriculture's pen. No one has produced any tangible evidence that there is any remote possibility of this happening before the report of the Outdoor Recreation Resources Review Commission can be analyzed, if ever. And, to make the possibility even more remote, Congress put wilderness into law last year as an authorized use of national forest land in the Multiple Use Act of 1960.

It is possible that the Commission will recommend the enactment of additional wilderness legislation. But there is no assurance that it will deem such to be necessary or, if it does, that the recommended form of such legislation would be that of existing proposals. For example, it might recommend against the proposed lumping together of the national forest wilderness system, the national park wilderness and national wildlife refuge wilderness into a huge new national wilderness system; or recommend a different procedure for reclassifying national forest primitive areas; or recommend more or less restricted use of wilderness areas or different regulations concerning their administration and protection.

There is absolutely no way of predetermining what this unprecedented probe of outdoor recreation will reveal or what the resulting recommendations will be. In any event, we should get the full value from the report and not be stampeded into premature legislation in the Commission's field of study. I am confident Congress will not want to entrust the patient to the doctor for a complete examination and then go ahead and start treatment before the doctor reports. I often wonder how urgent demands for immediate passage of legislation relating to natural resources, or any other field, without all the facts at hand and without demonstrated need can square with one's image of good governmental procedures.

Oregon's Congressman Ullman of the Commission sums up this position in these well chosen words:

"It seems desirable as orderly legislative procedure to have available the facts and conclusions developed by the Commission before any far-reaching change is made in our Federal wilderness system. We are looking to the Commission to recommend reasonable standards for the recreational use of Federal lands, including wilderness. Catastrophe to wilderness use could not occur before September of 1961 when the Commission's conclusions are to be reported."

So our Portland chamber was right. We can and must have, and there is a place for, an enduring heritage of wilderness deliberately set aside. But "deliberately" implies deliberation. And "enduring" connotes ability to withstand the test of time. The best hope of wilderness will be to assign its reservation only to those tracts of land and water where to do so represents highest use. Or, as the 52-year-old Western Forestry and Conservation Association of Portland puts it: "where so doing will produce the maximum continuous flow of economic and social benefits for the people." Long-term wilderness must be considered in context with other land functions and human needs. To do otherwise will project wilderness reservations needlessly into the mainstream of advancing civilization and its struggle for higher standards of living, to endanger thereby the very wilderness concept itself.

And this assignment of wilderness reservations must be accompanied by an administrative program deliberately designed to protect and maintain whatever set of conditions is found to be most wanted. For wilderness, like other fragile things of value, can be and sometimes is loved to death. A study of overuse and misuse in the popular High Sierra Wilderness Area in California is causing sober reflections in this field. How much trammeling can be permitted in an untrammeled area?

SRP02539

So let's probe these matters deeply and find out just what to do and how. Meantime, as our chamber has noted, "present laws and regulations serve adequately to establish and preserve wilderness areas." I feel certain that the whole truth will favor the most enduring wilderness.

Mr. GLASCOCK. Distinguished chairman and members of the Senate Committee on Interior and Insular Affairs. I am H. R. Glascock, Jr., forest counsel of Western Forestry and Conservation Association with headquarters at Portland, Oreg. This association, with 52 years of notable service in the field of forest resource protection and conservation, is most aware of the crucial role which this committee plays in the wise use and development of the Federal lands upon which the West is so dependent. It is an awesome task indeed to balance the apparent desires of the majority stockholders of these lands with the present and future needs of dependent communities in the unfolding West. We do not envy you this responsibility but wish you divine guidance in your deliberations.

We have come here today to urge respectfully that consideration of the new wilderness system bill, S. 174, be deferred until Congress can have the benefit of its own study on outdoor recreation, the most comprehensive ever to be made. The special studies contracted by Congress' Outdoor Recreation Resources Review Commission in the field of wilderness are known to deal with wilderness inventory, needs, use, and administration. They should shed light in an area of recreation badly in need of light and factual information, where there are more unanswered questions than answered. And this information will be available well before this very Congress has adjourned. Violence to American wilderness in the intervening months is not a serious likelihood.

The CHAIRMAN. Can I stop you there? I did not quite understand. "Congress can have the benefit of its own study on outdoor recreation, the most comprehensive ever to be made."

Do you regard the Recreation Resources Review Commission as a part of the Congress?

Mr. GLASCOCK. No, sir.

The CHAIRMAN. Then to whom are you referring?

Mr. GLASCOCK. I am referring to the Commission, and I was of the understanding, sir, that the Congress created the Commission.

The CHAIRMAN. Well, the Congress creates the Interstate Commerce Commission. It is not a part of the Congress.

Mr. GLASCOCK. Then I stand corrected, sir. That is my own misunderstanding of the subject.

The CHAIRMAN. The only reason I say this is that I do not want the Congress to be charged with all of the things that the Outdoor Recreation Resources Review Commission may find, because it has seven members nominated by the President, has several Cabinet officers who are ex officio members of it and participants of its activities and it has eight members recommended from the Congress. But it is a separate organization, I think.

Mr. GLASCOCK. Yes, sir. Thank you very much for clearing that up. I know there are three Senators, at least, on this committee who are members of the Commission, and I would not want to get in Dutch with them for that statement.

The need for a new, gigantic wilderness system combining lands under three Federal agencies has yet to be demonstrated. The na-

SRP02540

tional wildlife refuges and ranges were established for wildlife management purposes, not wilderness. National park wilderness was assured in the act of 1916. According to Director Wirth, 90 percent of the national park system qualifies under a reasonable definition of wilderness and it is the National Park Service's plan to keep it that way. Congress enacted wilderness into law on the national forests last year in the Multiple Use Act of 1960.

And I would like to say to you members of the committee and to your distinguished chairman that I am proud of the fact that our association appeared at the House hearing on the multiple use bill in support of that bill, and we recommended that recreation be included as one of the uses under the multiple use system.

I want you to know that, because I want you to know we are not against wilderness.

Administrative violence to permanent wilderness reserves would run afoul of existing congressional statutes.

The lumping together of multiple use lands with outdoor museum lands and wildlife management lands in a single huge system for exclusive wilderness use will be an open invitation to press Congress for a transfer of all such lands to the jurisdiction of a single agency specializing in wilderness. When such an agency was envisioned in the first wilderness system bill, S. 1176, the concept was found to be completely unacceptable and was dropped from later versions. Perhaps an undesirable end which could not be achieved in one step would be more easy of attainment in two or more steps.

It is our contention that the present stampede for enactment of a wilderness system bill before Congress Outdoor Recreation Resources Review Commission reports its findings in this field has to do with the national forest primitive areas which are included in the national wilderness preservation system in S. 174 without justification.

In effect, primitive areas would be getting an immediate free ride into wilderness status on the backs of the real wilderness areas. Unlike the wilderness, wild and canoe areas of the national forests which have been permanently dedicated as primarily valuable for wilderness, the primitive areas are the old, unstudied reserves held for reclassification after study as to highest use. Those portions found primarily valuable for wilderness are designated as permanent wilderness or wild areas.

This is an important though little-understood procedure in national forest management. There are some 7½ million acres of primitive areas to be reclassified, almost entirely in the West. The largest of these is the nearly 2 million-acre Selway-Bitterroot primitive area in Idaho and Montana on which reclassification hearings will commence within a week after these very hearings. The Forest Service has proposed a Selway-Bitterroot Wilderness Area of 1¼ million acres. But if S. 174 were enacted as now written, before this reclassification, the entire primitive area would be included in a national wilderness preservation system, giving it at the outset a wilderness status which it has not yet attained.

True, the legislation provides for primitive area reclassification thereafter. But the burden of proof will then be on the Secretary of Agriculture in the eyes of the public to justify the removal of any acre from the system. For once in the system, acres will become

SRP02541

"holy cows" and objective reclassification of primitive areas already therein will be frustrated. It is noteworthy that national wildlife refuge areas would not be put in the system except when and as recommended by the Secretary of Interior.

The CHAIRMAN. That is not the question, there. Suppose the Secretary tomorrow morning decided he would put the whole 2 million acres of the Selway area in Idaho and Montana into the system. Could he do it without reference to a single other soul?

Mr. GLASCOCK. The Secretary of Agricuture?

The CHAIRMAN. Yes.

Mr. GLASCOCK. Yes, sir.

The CHAIRMAN. You think it is unwise, then, to let the Congress check on it?

Mr. GLASCOCK. No, sir. We were asked this question testifying in Seattle by Senator Jackson on S. 1123, and Senator Jackson asked: What is wrong with Congress having a review of these areas? And I said that I did not see anything wrong with Congress having a review of these areas, if it is a real review.

The CHAIRMAN. You do not think if brought to the Congress they would pay any attention to it when they review it, then?

Mr. GLASCOCK. No; what I mean to say, sir, is that I do not really believe that S. 174 gives Congress a real review of these areas. I think it gives it a turndown on these recommendations.

The CHAIRMAN. You do not think that Congress would be conscientious enough to review, then?

Mr. GLASCOCK. I think that Congress if it had time, perhaps, would. I feel this way, though; that unless provisions are made for a positive review, of the nature that is used with respect to national parks, it is likely, since there is a whole session of Congress to elapse before it has to make a final decision as to whether to turn down the recommendation or not—I think that that is apt to drag on, without Congress doing anything on it one way or the other.

It is a tacit approval, or, by concurrent resolution, a rejection. And as was brought out yesterday, if it is rejected, it is unclear, at the least, what happens to those primitive areas.

The CHAIRMAN. But you will admit that the bill will give far more review than the present system?

Mr. GLASCOCK. I am not sure I admit that, sir. I really believe, the way I understand this bill, that you would have the same review that you have now, essentially.

The CHAIRMAN. Would you state that again?

Mr. GLASCOCK. I think this all goes to what a definition of a review is. What is a review? If you mean by a review a complete study of the fantastically complex and diverse factors and resources which are involved in each area that is in question, I do not believe that Congress, under this bill, is going to do that.

The CHAIRMAN. Is that your understanding of what a review means?

Mr. GLASCOCK. Well, now, that is what I feel. We believe this is what should be done with these areas.

The CHAIRMAN. If Congress does not have time for even a hasty review, how would it have time for the persistent study that you are talking about?

SRP02542

Mr. GLASCOCK. I do not know whether Congress would have time or not. I would say Congress would take time if those were the provisions of the act.

The CHAIRMAN. Have you any idea how many members here have other obligations this morning and this afternoon?

Mr. GLASCOCK. I am absolutely appalled that you people can attend as many meetings as you do.

The CHAIRMAN. The only point I make is that at the present time any Secretary of Agriculture who wished to do so could take this whole 2½ million acres, or whatever it may be, in this particular place and put it in the wilderness area, plus all the rest of the primitive areas, to the total amount of nearly 8 million acres.

Mr. GLASCOCK. That is true.

The CHAIRMAN. Without any check whatever upon him, and without any recourse in the courts. Whereas in the bill there has to be a local hearing on it first of all, and then the Secretary has to review it and reach a decision, and then it has to be reviewed by the President of the United States, and then it has to be reviewed by the Congress.

Mr. GLASCOCK. Yes, sir.

The CHAIRMAN. I do not see why you think that is less of a review than we have under the present system, or even no more. I think it is quite a bit more.

Mr. GLASCOCK. We are somewhat alarmed at the lack of review that some of these areas are getting with respect to current withdrawals.

For instance, I personally was greatly shocked at the action of the last Secretary of the Interior just before going out of office in administratively setting aside 9 million acres in Alaska over the protests of the two Senators from Alaska, or the Governor of Alaska.

The CHAIRMAN. So was I. And does that not indicate that sometimes the Senators do have some concern about these areas?

Mr. GLASCOCK. Yes, it does.

The CHAIRMAN. Why not let them have a look at them, then?

Mr. GLASCOCK. This was done. But I think they should take a look at them. And I do not think this bill provides for——

The CHAIRMAN. You think if they look it will not be a good look. And I am inclined to think if they look, it might be a pretty good look.

Mr. GLASCOCK. Would you think this might be the same kind of a look that is given to national parks that are proposed?

The CHAIRMAN. Well, some of them. They created a national park in the Virgin Islands.

Mr. GLASCOCK. That is the kind of a look I am talking about.

The CHAIRMAN. There was hardly a member of the committee that saw it before we did it.

Mr. GLASCOCK. That is the kind of a look I am talking about.

The CHAIRMAN. That look consisted in taking a look at a piece of paper here in Washington. That is all it had. Nobody went down to the Virgin Islands, that I know of, to look at that proposed park.

I speak with a little feeling, because I held it up for a long time and then was persuaded to yield to the majority of the committee.

Mr. GLASCOCK. In general, sir, we are not particularly satisfied with the amount of deliberation that is being given at present with

SRP02543

respect to withdrawals of land from unreserved status or from multiple use.

The CHAIRMAN. That is a quite different project than this, is it not?

Mr. GLASCOCK. Well, withdrawals can take two forms, or several forms. There can be administrative withdrawals, transfers of land, and so forth. But I wonder if the answer to this is really not to have a complete study of the procedures for withdrawals of land on the public lands, the administrative withdrawals of land.

The CHAIRMAN. I am speaking now from memory, and I may not be correct, but I do not believe that any primitive areas have been set up since about 1940.

Is Mr. Crafts here?

How about that Ed? I may be wrong. What is the fact?

Mr. CRAFTS. (Edward C. Crafts, Assistant Chief, Forest Service.) No primitive areas since 1939, Senator.

The CHAIRMAN. So what we are talking about, then, is a review of actions which took place between 1930 and 1940. And the Secretary of Agriculture now, if he wished to, could confirm the actions taken by Mr. Wallace, and I think Mr. Wallace alone, probably, in setting up these areas, and could make every one of them into wilderness areas.

Now, if this bill passes, would you concede that he could not do that?

Mr. GLASCOCK. I would say that Congress, if it turned down the proposal which he presented to the Congress, or which the President presented to the Congress, could prevent that; but if it were a primitive area, it is still quite nebulous as to what category it would be in after Congress rejected the proposal, as was brought out yesterday.

The CHAIRMAN. I agreed with that the other day. I said frankly in the hearing that we had understood it would revert to the status of ordinary national forest. I do not think that is completely clear in the bill. I think that is probably what ought to happen. I do not believe it is in the bill, and I said at the time that something that would make it crystal clear would be desirable.

Mr. GLASCOCK. Well, Senator, do you not think this 5,000-acre withdrawal amendments bill to the Engle Act bears on this whole general picture of withdrawals, administrative withdrawals, and who shall have the approval of them? There is a tremendous amount of interest in having Congress have a closer look at these areas. How close a look should it have?

The CHAIRMAN. Did we pass some bills here a while ago to have a look at some withdrawals of 5,000 acres?

Mr. GLASCOCK. That applied only to military lands, sir. And I recall, sir, that many of the proponents of this bill were in favor of that Engle Act because of the fact that they were disturbed with the amount of land that was being withdrawn for military uses. Now, why does not the same principle apply to other uses?

The CHAIRMAN. Would you like it better if we put the exact same principle in this bill?

Mr. GLASCOCK. Well, I think that is a good principle.

The CHAIRMAN. Fine; because all that does is come back to the committee. It does not go to the Congress at all. And the committee alone disapproves it.

This bill provides for the whole Congress to disapprove it. You are willing to take it with just committee disapproval?

Mr. GLASCOCK. Sir, I really believe that the 5,000-acre limitation amendment should be enacted into law separately. I think that this whole field of withdrawals is much bigger than just wilderness areas.

The CHAIRMAN. So do I. Senator Allott reminds me that Senator Bennett has a bill.

Mr. GLASCOCK. And Senator Gruening.

The CHAIRMAN. Senator Gruening has a bill. We hope to pass such a bill.

Mr. GLASCOCK. Good.

The CHAIRMAN. I believe in it. But in those bills—I should not say that; I thought it was in the Gruening bill; I am not certain—we had the same provision we had in the Engle bill.

Mr. GLASCOCK. It would extend the Engle principle to departments other than the military.

The CHAIRMAN. In those bills it is just that the committee turns it down, I believe. You say you like that principle. So if we just modify this to say not the Congress, but just the Interior Committee, you would be satisfied with it then?

Mr. GLASCOCK. I believe the principle should be that the Congress should have the approval, but I think the approval should be made positive rather than negative.

The CHAIRMAN. You want positive approval on this, but you do not want it on the 5,000-acre withdrawal?

Mr. GLASCOCK. Yes, sir.

The CHAIRMAN. Oh, no. You said you thought it was a good bill. It does not have that provision in it, does it?

Mr. GLASCOCK. I am not sure whether it is positive or negative in that bill, sir, I must say.

The CHAIRMAN. I do not either, to be frank with you.

Mr. GLASCOCK. But it should be positive.

The CHAIRMAN. Go ahead.

Mr. GLASCOCK. Thank you.

We believe that understanding of the difference between primitive and wilderness areas is essential to understanding the wilderness system bill and its effects. The drive to maximize acreage of wilderness reserves at the expense of wilderness quality and of other national forest uses will have won its battle of equating primitive areas with wilderness areas in the public mind if S. 174 were enacted in its present form. Primitive areas must not be given wilderness status in law.

Finally, the most enduring wilderness is likely to be that which is most carefully selected to contain only those areas primarily valuable as wilderness. To needlessly project wilderness dedications into the mainstream of advancing civilization with its struggle for higher standards of living may in the future endanger the very wilderness concept itself. Western Forestry and Conservation Association believes that there is an important place for an enduring heritage of wilderness carefully selected and deliberately set aside. It is not convinced, however, that wilderness legislation proposed thus far contributes to care and deliberation in this field that we desire.

The CHAIRMAN. Any question?

SRP02545

Senator ALLOTT. I just have one, Mr. Chairman. It is just a comment.

I think you made a very fine statement, Mr. Glascock.

Mr. GLASCOCK. Thank you, sir.

Senator ALLOTT. But I think the reference you made to the Oregon Journal brings forth a fact which needs to be appreciated. Simply because you want to approve or put a different form on this does not mean, as many of our friends have interpreted, that you are opposed to the concept of wilderness. This is not true. I think you have done a great service in bringing out this fact here.

Mr. GLASCOCK. Thank you, sir.

The CHAIRMAN. Senator Metcalf?

Senator METCALF. Thank you, Mr. Chairman.

I am pleased, too, to hear you say that you are for wilderness as a concept, and to have you come here in support of the wilderness principle. I am not exactly sure what the Western Forestry and Conservation Association is. Sometimes forestry and conservation are diametrically opposed, and sometimes, of course, we have some very dedicated foresters who are conservationists. Are you composed of lumber men?

Mr. GLASCOCK. Our membership is quite diverse, sir. Our membership is based on landownership, and on the basis of other associations that are engaged in the protection of forests. We have members who are nonoperating landowners, who are operating landowners, individuals interested in forest conservation, associations that are in the fire protection field, and other fields of forest protection, and we are international in scope.

The Canadians do not express themselves on matters concerned with legislation here, nor do our members in the United States with Canadian legislative matters. However, it is interesting to note that we are quasipublic, because the British Columbia Forest Service is a member of our association.

We were established 52 years ago in Spokane, and the Forest Service was represented at the time of our origination in the forming body. And we participated, with Senator McNary of Oregon, in coauthoring the Clark-McNary Act, which has been the foundation of the forest protection program in the West.

Our objectives are: "To promote the practice of forestry and the development of forest preservation in all land in the Western United States and Canada, to provide a medium for exchanging and disseminating forestry conservation information, to bring about cooperation between Federal, State, provincial, and private forest agencies."

Our policies, Senator Metcalf, are established at our conferences, where we have representatives of all the forestry groups, public and private. We furnish a platform, the largest forestry group in the West, each year.

I hope we can get over into your country.

Senator METCALF. I hope you can, too.

Mr. GLASCOCK. Your State forester attends every one of our meetings and participates. He conducted our fire research meeting this year.

SRP02546

Senator METCALF. I hope you can come to Missoula and see our new fire research laboratory.

Mr. GLASCOCK. I have, sir, and it is a beauty. And I must say this: that your fire research lab there is not just valuable to Montana. It is valuable to the entire United States, because it is basic research.

Senator METCALF. Then you say that your membership consists of operating and nonoperating lumbermen?

Mr. GLASCOCK. I did not say that, Senator. I said operating and nonoperating forest land owners.

Senator METCALF. Do you have any lumber operators in your membership?

Mr. GLASCOCK. Yes, sir; we certainly do.

Senator METCALF. And in speaking for them, you are speaking in favor of the wilderness principle?

Mr. GLASCOCK. I certainly am, sir. We entered into the record of the House hearing on the multiple-use bill our belief that wilderness should be put into the multiple-use bill. And it happened.

Senator METCALF. I am delighted to have a large representative group of lumbermen coming in here. And while you say that we should postpone consideration, nevertheless, coming in here favoring the principle and the concept of this bill. As has been brought out by the Senator from Colorado, we are not too far apart.

Mr. GLASCOCK. Thank you, sir. We will certainly continue to do so.

The CHAIRMAN. Before you leave—I think I was in error in saying the Engle bill provides for committee approval. It provides for an act of Congress.

Mr. GLASCOCK. That is what I thought, sir.

The CHAIRMAN. We had a bill that provided that in regard to a military withdrawal bill. But apparently that goes only to the armed services bill. As to the Engle bill, at least, I was incorrect.

Mr. GLASCOCK. I hope that bill will get somewhere.

Senator ALLOTT. Mr. Chairman, could I ask one short question?

The CHAIRMAN. Senator Allott.

Senator ALLOTT. On the amendment offered by myself, on page 3, it provides, among other things, that inquiry shall be made of the Forest Service on the determination of these portions to be set aside. Included are the Park Service, the Bureau of Reclamation, Federal Power Commission, REA, Federal Communications Commission, and USGS—the Geological Survey.

Do you think that this concept added to the present bill would strengthen it?

Mr. GLASCOCK. I think that if the concept of a complete study and examination by Congress of each area, plus provision for a periodic examination, as is made by the Forest Service, with their timber resource review, and is now being made by Reclamation—I think that is done regularly—Senator Allott, I think there should be a periodic review on a continuing basis of all of the resources of the United States.

Senator ALLOTT. This provides that "Each respective Secretary shall, in recommending the designation of such areas as wilderness, transmit to the Congress the independent views"—of this group of eight, all of whom have some interest in this area.

66737—61——14

SRP02547

It seems to me that this would be a very definite asset. You might find that some of them would be against and some would be for. Then Congress would have to work its will upon these divergent views.

But it seems to me to leave out these other interested agencies of the executive branch, which do have specific responsibilities in this field, without getting their views, might be omitting a step which should be taken.

Mr. GLASCOCK. Yes, sir. I really believe that what you have mentioned there sounds to me like the most thorough review that I have ever heard proposed on this subject. I told the committee before that I felt that these withdrawals from unreserved status are a very serious problem in the West.

After all, we are talking about the jugular vein of the West, are we not? And I really believe that we have got to have a more thorough review by the agencies involved, sending to Congress the best known information about all of the resources.

Senator ALLOTT. Thank you very much.

The CHAIRMAN. Are there additional questions?

Thank you very much.

The CHAIRMAN. Mr. Pomeroy?

STATEMENT OF KENNETH B. POMEROY, THE AMERICAN FORESTRY ASSOCIATION

Mr. POMEROY. Mr. Chairman and members of the committee, by way of introduction, I would like to mention briefly that our association is now in its 86th year; that we practically acted as a midwife at the birth of the Forest Service; that we have been vitally concerned in everything that the Service has done any time since then; consequently our interest in this particular program.

I am Kenneth B. Pomeroy, representing the American Forestry Association.

In February 1960, this organization recommended that enactment of a wilderness bill be deferred until submission of a report by the Outdoor Recreation Resources Review Commission. The commission has undertaken a study of wilderness, what it is, what it means, and what areas are needed. We think the public is entitled to know the answers to these questions, and any other facts that may come to light, before any action is taken on wilderness legislation.

Incidentally, several members of the ORRRC and its advisory staff have urged the American Forestry Association to recommend deferment until their studies are completed.

Three of those members are officers of our association: Mrs. Catherine Jackson Lee, Dr. Dana, and Mr. Orrell.

The CHAIRMAN. You left out the advisory staff.

Mr. POMEROY. There are other members, including Mr. Partain, on the advisory staff, who is also an officer. Inasmuch as these people also are officers of our association, we cannot disregard their desires.

On the other hand, hearings now have been called on S. 174 and you have graciously invited us to speak. Therefore, we address ourselves directly to this proposal.

SRP02548

In many respects it is an improvement over earlier wilderness bills. There are, however, two important sections that need further consideration.

1. The first pertains to the implied intent of a proposal which brings together in one system three agencies which were created with divergent basic objectives. Specifically, we wish to make certain that the lands administered by the Forest Service, the National Park Service, and the Fish and Wildlife Service are separate and distinct, and that they remain so. We are strongly opposed to any legislation which conceivably might make possible the future transfer of large segments of the national forests to national park status under the guise of wilderness preservation.

The CHAIRMAN. Do you find anything in the bill which does that?

Mr. POMEROY. No; but we are skeptical.

Therefore, it is recommended that the title of S. 174 be amended to read, "An act for the preservation of wilderness," and that all references to the establishment of a system be deleted wherever they occur.

In support of this suggestion, we wish to point out that the preservation of wilderness has values far beyond those of any system created by man. Many people have acknowledged wilderness enjoyment as a state of mind, a condition that can be experienced on small, isolated, natural areas in the East as well as in the vast solitudes of the western forests. As a matter of fact, the Society of American Foresters—that is, the professional society—has recognized 128 representative segments of the virgin forests in 34 States.

These tracts range in size from a little as 1 acre to as much as 14,989 acres. In each instance arrangements have been made for their preservation.

In addition, the Nature Conservancy, a private, nonprofit association, repeatedly has raised money by popular subscription for the purchase and permanent preservation of similar tracts.

I think the authors of S. 174 also had the broad aspects of wilderness preservation in mind when they provided under section 5 that private tracts might be included in such a classification by gift to the appropriate Federal agency.

2. The second recommendation pertains to the manner in which portions of the national forests, now designated as primitive areas, become classified as wilderness (secs. 3(b)(1) and 3 (e) and (f) of S. 174).

We believe that such a change should only come about after a positive determination that such use is the primary use for the area under consideration.

In other words, there should be a positive determination that each primitive area is of wilderness quality rather than the proposed blanket inclusion of all primitive areas with provisions for later exclusion of any unsuitable portions, provided the Congress does not object.

Therefore, the American Forestry Association recommends that the first sentence of section 3(b) be amended along the following lines:

> The portions of the national forests to be designated for preservation as wilderness shall include all areas classified on the effective date of this Act as wilderness, wild, primitive, or canoe: *Provided*, That all the primitive areas shall be subject to prior study and review as a condition to the designation of any portion thereof as wilderness.

SRP02549

Pending the reclassification of such primitive areas, the association recommends that they be protected from any use which would lessen their value as wilderness.

Thank you, sir.

The CHAIRMAN. Any questions?

Thank you, Mr. Pomeroy.

Mr. Pasek?

STATEMENT OF LEONARD E. PASEK, VICE CHAIRMAN, CONSERVATION AND MANAGEMENT OF NATURAL RESOURCES COMMITTEE, NATIONAL ASSOCIATION OF MANUFACTURERS

Mr. PASEK. Mr. Chairman, members of the committee, my name is Leonard E. Pasek. I live in Meenah, Wis.

A private survey of business management officials in the forest products industries indicates that a substantial majority believe that some selected areas should be maintained as wilderness. The survey further indicates the belief that these areas should be determined and selected on the basis of competent research and review.

We find ourselves, in the National Association of Manufacturers, in complete agreement with these viewpoints; we are not opposed to the wilderness objective.

Our own National Association of Manufacturers Conservation Committee has studied proposed wilderness legislation over recent years and, as a result of our studies, recommended to our board of directors the following statement of policy, which was adopted on December 1, 1959:

RECREATIONAL AREAS, NATIONAL PARKS AND MONUMENTS, WILDERNESS AREAS

Recreational use of Federal lands has become increasingly important, and Federal land management agencies should make long-range plans for recreational use of their lands.

National parks should include areas essentially in their primeval natural condition and in scenic quality and beauty so outstandingly superior to average examples of their several types as to make them of national importance and to make imperative their preservation intact and in their entirety for the enjoyment, education, and inspiration of all people for all time. National monuments should be areas, usually smaller than national parks, that are of national importance as superlative examples of native flora or fauna, geologic phenomena, or archeologic or historic interest. The area of each park or monument should be a comprehensive unit, of no greater size than necessary to embrace and preserve these superior national values and provide proper space for necessary facilities appurtenant thereto.

Industry recognizes that some limited areas of Government-owned land remaining in their primitive state have higher value as wilderness areas than for other purposes. Selection of such areas should be determined by sound land management principles and practices. There is no necessity to establish a wilderness preservation system which would arbitrarily lock up vast areas into a wilderness classification. Further, the creation of any new Government agency is unnecessary, would conflict with present programs, and would establish the precedent of creating an agency within the governmental framework devoted to advocating the viewpoint of a special use interest. It is strongly recommended no further consideration be given proposed legislation dealing with wilderness areas until the report of the National Outdoor Recreation Resources Review Commission has been submitted and analyzed.

You will note there are several changes in the present S. 174 since the adoption of this policy a year and a half ago.

SRP02550

We note that the bill before the committee, S. 174, does not call for the creation of a new Government agency, as did some previous bills, and we believe that this is a definite step in the right direction.

However, we do have certain other suggestions to make, which we think would be improvements on the present bill.

In this connection, it must be noted first that the proposed legislation would have a substantial impact on our national forests, which constitute a valuable economic asset of our Nation and comprise a significant portion of our national timber resources. Therefore, before proceeding, I would like to refer to the first three points of our association's policy statement on "Timber Resources," as follows:

1. Timber should be treated as a crop to be grown, harvested and regrown so as to produce the maximum sustained yield year after year. Each harvest should provide for establishing the next crop of trees.
2. Adequate fire prevention and fire control measures, as well as adequate protection against insects, diseases, overgrazing, and other destructive forces, should be incorporated and coordinated in both private and governmental basic management programs.
3. Multiple-use management practices should be followed so as to achieve the additional goals of watershed improvement, sustained yield of wildlife, and recreational opportunities.

I would like to point out that many business enterprises, such as timber companies, electric utility companies, and water utility companies are, under various arrangements, making their lands and waters available for recreational opportunities. Such opportunities include family picnicking, boating, swimming, hunting, fishing, and camping.

Under multiple-use management practices, it is possible to attain economic objectives, watershed improvement objectives, wildlife management objectives, and recreational development objectives in a manner that achieves not only compatibility of these purposes, but also permits each objective to contribute to the attainment of the others.

For instance, proper harvesting of trees provides an environment for wildlife that provides food and growth for these wild animals; on the other hand, excessive population of wildlife in the forest habitat is not ecologically sound, and the hunter helps provide a proper balance to the forest population. Thus, sustained yield and systematic harvesting of timber and wildlife go hand in hand.

I would like to turn now to an application of some of these principles to some of the features of S. 174. The chief points we wish to make are:

1. The bill covers too much land.
2. The policy of S. 174 is not clear in its relationship to multiple-use mangement of the national forests.
3. The bill applies conflicting procedures; it should provide for selection of wilderness areas by progressive inclusion after application of sound land management principles, rather than by a process of declassification following blanket inclusion.
4. If legislation is passed now, the Congress will have deprived itself of the benefit of the deliberations of the National Outdoor Recreation Resources Review Commission.

The bill covers too much land:

It should be recognized that the bill defines a wilderness as "an area where the earth and its community of life are untrammeled by

SRP02551

man, where man himself is a visitor who does not remain" and as "an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation."

In the light of our expanding population, need for economic growth, and problems arising out of our competitive economic and political status, it would seem very important that we not deprive ourselves of the use of vast land areas and the natural resources contained therein and thereon, especially under such severe restrictions as these definitions would appear to impose and especially to achieve an extremely limited purpose which appears to be to preserve in the words of the bill, "outstanding opportunities for solitude or a primitive and unconfined type of recreation."

In the President's special message to the Congress on natural resources, under part III, entitled "Forests," his first action point (A) was, "I urge Congress to accelerate forest development on Federal public lands both as a long-term investment measure and as an immediate method of relieving unemployment in distressed areas."

Without the benefit of any knowledge as to how the locking up of 55 to 60 million acres of Federal public lands will affect the peoples or their economy, we should not at this time adopt legislation which will almost irrevocably commit us in this direction. The report of the National Outdoor Recreation Resources Review Commission will undoubtedly furnish us with much valuable information and analyses from which we can make intelligent decisions.

The policy of S. 174 is not clear:

We believe that the Multiple-Use Sustained-Yield Act of 1960, which includes provision for wilderness areas, represents a positive and constructive approach to this subject as opposed to the confusing statements contained in S. 174.

A very positive definition of "wilderness" is contained in subsection 2(b) of the bill, but under subsection 6(c)(2), there is authorized certain exceptions in regard to prospecting (including exploration for oil and gas), mining (including the production of oil and gas) * * * water conservation works * * * road construction and maintenance essential to development and use thereof * * * and grazing of livestock where previously well established.

Perhaps this amounts to bringing us around full circle to multiple-use management, except that the multiple uses would be authorized by the President instead of by the appropriate agencies. If this is the case, it is evident that there is no need for the proposed legislation, since we already have multiple-use management with due regard for recreational objectives, including wilderness.

On the other hand, these exceptions may be administered so as to frustrate multiple use management. Why is the management function placed directly in the President? Why is timber harvesting not mentioned? Why is future grazing restricted? Is the criterion which requires—

> his determination that such use or uses in the specific area will better serve the interests of the United States and the people thereof than will its denial—

truly equivalent to the objectives of multiple-use management and would it not impose an impossible administrative burden on the President?

SRP02552

It is interesting to note that subsection 6(c)(3) provides that the boundary waters canoe area shall be managed—

in accordance with the general purpose of maintaining, without unnecessary restrictions on other uses, including that of timber, the primitive character of the area, particularly in the vicinity of lakes, streams, and portages * * *.

This certainly suggests that the language of a sound wilderness bill should be limited to that quoted rather than create an unnecessary complex, cumbersome administrative machinery and an unnecessary "system" superimposed on other administrative units.

Perhaps some of the lack of clarity in the bill is best illustrated by:

I. Subsection 3(b)(2) of S. 174 states as follows:

The purposes of this Act are hereby declared to be within and supplemental to but not in interference with the purposes for which national forests are established as set forth in the Act of June 4, 1897 (30 Stat. 11) and the Multiple-Use Sustained-Yield Act of June 12, 1960 Public Law 86-517 (74 Stat. 25).

II. Subsection 6(b) of S. 174 provides:

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

III. Subsection 6(c)(2) of S. 174 provides:

The President may, within a specific area * * * authorize prospecting * * * mining * * * water-conservation works * * * including road construction and maintenance—

et cetera.

These three contrasting provisions certainly establish the point that the bill appears to be in conflict with itself.

The CHAIRMAN. On that point: Is there no qualifying language to the third item, which tries to remove the conflict that you are talking about?

Mr. PASEK. I do not believe so, as I read it.

The CHAIRMAN. Does it not have a little something about emergencies, there?

Mr. PASEK. That was under point two, where there is something about emergencies.

The CHAIRMAN. No; you quote from section 6(c)(2).

The President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting * * *, mining * * *, and the establishment and maintenance of reservoirs, water-conservation works, and other facilities needed in the public interest, including the road construction and maintenance essential to development and use thereof, upon his determination that such use or uses in the specific area will better serve the interests of the United States and the people thereof than will its denial.

Now, if you have one provision that denies, and the other which says the President can, if he deems it necessary in the public interest, go ahead with it, is that a conflict?

Mr. PASEK. Well, it is my understanding that the previous sections in the act do not allow for other areas this same freedom of action. Is that right, or not?

SRP02553

The CHAIRMAN. Well, yes, but if the subsequent statement is put in the bill to show if there is a need for some of these things to go forward, the President may do it, even though the administration of the Forest Service may not, is that a conflict, or a contrasting provision?

Mr. PASEK. As I studied the bill in preparing this testimony over the weekend, I got that impression. I think perhaps I got that impression because the bill accents the one single use of wilderness for this vast area.

The CHAIRMAN. That is right: Preservation. Then it comes back and says: However, if the President thinks the national interest is greater than this wilderness interest, he can unlock these things that have been locked up, as these witnesses have been saying. Now, is that a contrasting provision?

Mr. PASEK. As I say, as I got it over the weekend, I felt that giving the powers to the President to do this, instead of the Congress, made it a conflicting or contrasting provision.

The CHAIRMAN. All right.

Mr. PASEK. In addition, there is a lack of consistency as to procedural requirements between agencies relating to inclusion or exclusion of areas, boundary adjustments, and other modifications.

The CHAIRMAN. You recognize, do you not, that you do have different administrative procedures in different agencies?

Mr. PASEK. Oh, yes.

The CHAIRMAN. When you try to combine national park lands and forest lands, there naturally are conflicts. Would you like to have those straightened out and made all the same, or would you like to leave the basic laws of the Park Service as they are?

Mr. PASEK. I think the points that we are making are best clarified in the Administrative Procedure Act, perhaps. That is the kind of thing.

The CHAIRMAN. In the Administrative Procedure Act? What in the Administrative Procedure Act deals with the management of forests?

Mr. PASEK. Well, in the method of review; how lands are either put in or taken out.

The CHAIRMAN. Do you expect to find a comparable provision in the national parks?

Mr. PASEK. Well, if the Allott amendment, for instance, the sense of that amendment, were part of this, I think it would establish that. This process of review by all interested parties not only includes the national interest, but, for instance, in the State of Idaho, the people of the State of Idaho perhaps should be heard.

Senator METCALF. Mr. Chairman, I think the Forest Service is specifically exempted from the Administrative Procedure Act.

The CHAIRMAN. I thought so, but I bow to his judgment in that field.

Would you care to comment on that?

Mr. PASEK. We would certainly hope it would apply. I am not sure I was aware that it was excluded.

The CHAIRMAN. Ed, did you have a comment?

Mr. CRAFTS. My recollection, Senator, is that there is an exemption in the Administrative Procedure Act with respect to the man-

agement of—I am not sure whether it is national forest lands, but it is with respect to the management of public property that we administer in agriculture.

Mr. PASEK. In section 4 of the Allott amendment:

All hearings and proceedings conducted under this act shall be held in conformity with the Administrative Procedure Act—

and then it gives the public law—

And any act amendatory or supplemental thereto.

This is the point which I was trying to make and probably have been rather clumsy in doing it.

The CHAIRMAN. You said the bill had this lack of consistency.

Mr. PASEK. Under present laws, ample provision is made for establishment of wilderness areas.

2. No justifiable case has been made for sweeping action at this time, as contemplated by S. 174.

3. The conflicting directives of S. 174, along with the administrative confusion which would result, clearly indicate the strong desirability of obtaining additional facts as to outdoor recreational requirements, including wilderness, before taking the nearly irrevocable steps called for by S. 174.

4. Therefore, we urge that the committee take advantage of current studies in order to give proper consideration as to whether S. 174 or any additional wilderness legislation is needed.

The CHAIRMAN. Senator Allott?

Senator ALLOTT. Just one question; and I just throw this out. Maybe you would like to comment on it.

In your statement, which is a very thought-provoking statement, on page 5, you talk about certain provisions with regard to prospecting.

As a practical measure, Mr. Chairman, I am just wondering about the situation of how an individual, for example, in wandering through a wilderness area, and having discovered there what he thought was an extremely valuable find of any mineral that was of great need, would ever find himself in a position to make an approach to the President, so that the President could make this finding.

We all know that the President is a very, very busy man. And I think that there is a very deep question here as to whether or not this is anything but just words.

I know it was not the intention of the writer of the bill to make it this way, but I do not know how any individual would ever find himself in a position to approach the President and get such a determination.

I think it is something to think about when we mark up the bill.

The CHAIRMAN. I do, too. I simply say that I think the President would probably do as he does in every other similar case, take the advice of the Cabinet officer involved.

Mr. PASEK. Is there a procedure provided for that in the bill now?

The CHAIRMAN. There is no procedure provided. There is nothing in law which says that the President shall submit bills on the recommendation of his Cabinet officers; but he does do it all the time.

We all know that some recent appointments have been coming up to the Congress. They all come from the President of the United States. But I guess if you go back far enough, you would find that

maybe a Cabinet officer had gone in and said, "I would like to have this man from Arizona to be my counsel."

Now, there is nothing in the law that says the President has to pay the slightest attention to him. As a matter of fact, he does, and I think it is a good thing.

I suppose you could spell all these things out.

The provision that is in here, my assistant points out to me, was taken from the O'Mahoney-Allott amendment proposed a year ago.

Are there other questions?

Senator METCALF. I want to call your attention to page 2 of your testimony, wherein you say that:

> The proposed legislation would have a substantial impact on our national forests, which constitute a valuable economic asset of our Nation and comprise a significant portion of our national timber resources.

I wonder if you would elaborate on that a little bit. Just what sort of impact are you talking about?

Mr. PASEK. In our national forests and other Federal lands, we have what are now designated primitive areas—this is one example, at least—for which the highest use has not been determined. And to lock these in at this time would certainly, we think, work to the detriment of the interests involved.

And then, as we understand it, at least, it would be extremely difficult for any commercial enterprise, whether it be an individual or a company, to explore, satisfactorily to determine what are the assets of any area.

Senator METCALF. Mr. Chairman, in preparation for this hearing—I meant to do this yesterday, and had I been able to be here, I would have asked to put this in the record at that time—I wrote to the Forest Service and requested some information as to the total acreage of national forest land in each wilderness, wild, primitive, and canoe area, and within each estimated area of commercial forest land and noncommercial forest land. And I asked them to state the acreage of national commercial forest land which is not in the wilderness-type areas.

This information is in these two mimeographed releases that are in front of every member of the committee. I ask unanimous consent to have the Forest Service letter and the two summaries made a part of the record at this point.

The CHAIRMAN. Without objection, that will be done.

(The letter and information referred to follow:)

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D.C., February 23, 1961.

Hon. LEE METCALF,
U.S. Senate.

DEAR SENATOR METCALF: In response to your letter of February 20 there are attached 25 copies each of tabulations showing: (1) The total acreage of national forest land in each wilderness, wild, primitive, and canoe area, and within each, the estimated area of commercial forest land and noncommercial forest land, and (2) for States with such areas the acreage of commercial national forest land which is not in wilderness-type areas and the allowable annual cut and actual cut in fiscal year 1960 for each such national forest.

Since our wilderness-type areas are managed primarily for the protection of primitive environment, we have not felt the need for detailed timber-type mapping and inventory. Many of the areas have never been cover typed so the

SRP02556

acreage figures arrived at for commercial and noncommercial forest land within them are simply the estimate of local forest officers most familiar with the situation.

We hope that this information will be sufficiently accurate to be useful to you.

Sincerely yours,

RICHARD E. MCARDLE, *Chief.*
By EDWARD C. CRAFTS.

National forests, commercial forest land, allowable annual cut, and fiscal year 1960 volume of national-forest timber cut in States which have wilderness, wild, primitive, and canoe areas

State and national forest	National forests, commercial forest area, exclusive wilderness, etc., areas [1]	Allowable annual cut [2]	Cut in fiscal year 1960 [1]
Arizona:			
Apache [3]	530	69.7	49.7
Coconino	687	56.8	47.1
Coronado [3]	51	6.0	2.4
Kaibab	501	44.3	43.3
Prescott	66	6.0	3.6
Sitgreaves	415	56.2	49.8
Tonto	136	7.0	7.9
Subtotal	2,386	246.0	203.8
California:			
Angeles [4]			3.2
Cleveland [4]			
Eldorado [5]	401	93.1	138.0
Inyo [5]	150	19.2	11.6
Klamath [6]	1,129	170.8	194.7
Lassen	669	101.5	98.3
Los Padres [4]			3.2
Mendocino	344	75.3	58.1
Modoc	573	50.7	56.4
Plumas	859	160.0	166.2
San Bernardino [4]			11.9
Sequoia	453	85.6	45.4
Shasta-Trinity	1,455	203.9	289.9
Sierra	451	87.4	117.7
Six Rivers	756	162.3	115.6
Stanislaus	477	94.2	96.3
Tahoe	568	95.0	99.9
Subtotal	8,285	1,399.0	1,506.4
Colorado:			
Arapaho	450	21.5	17.7
Grand Mesa-Uncompahgre	336	17.5	20.7
Gunnison	737	29.5	9.2
Pike	346	4.7	3.4
Rio Grande	803	28.8	16.8
Roosevelt	595	21.0	7.4
Routt	552	26.9	22.2
San Isabel	427	9.0	1.5
San Juan	1,225	50.0	43.3
White River	791	9.0	14.4
Subtotal	6,272	217.9	156.6
Idaho:			
Boise	1,353	129.9	129.2
Caribou [7]	176	8.0	3.0
Challis	742	10.0	3.8
Clearwater	1,026	170.9	137.8
Coeur d'Alene [8]	958	141.5	114.9
Kaniksu [9]	1,227	148.9	113.6
Nezperce	1,230	150.0	88.4
Payette	690	91.5	83.0
Salmon	663	30.0	23.5
Sawtooth [10]	327	21.0	12.0
St. Joe	760	73.4	66.7
Targhee [11]	894	50.0	14.7
Subtotal	10,046	1,025.1	790.6

See footnotes at end of table.

***National forests, commercial forest land, allowable annual cut, and fiscal year 1960 volume of national-forest timber cut in States which have wilderness, wild, primitive, and canoe areas*—Continued**

State and national forest	National forests, commercial forest area, exclusive wilderness, etc., areas [1]	Allowable annual cut [2]	Cut in fiscal year 1960 [1]
Minnesota:			
Superior	1,662	176.0	101.9
Chippewa	531	48.0	38.7
Subtotal	2,193	224.0	140.6
Montana:			
Beaverhead	1,069	88.5	3.6
Bitterroot [12]	581	61.0	29.4
Custer [13]	328	12.0	4.6
Deerlodge	829	65.7	6.0
Flathead	1,135	134.0	98.7
Gallatin	783	69.0	24.8
Helena	722	68.1	12.9
Kootenai [12]	1,758	236.0	171.7
Lewis and Clark	1,149	76.9	16.1
Lolo [12]	1,772	191.1	110.0
Subtotal	10,126	1,002.3	477.8
Nevada:			
Humboldt	39	.1	.1
Toiyabe [14]	165	7.0	5.4
Subtotal	204	7.1	5.5
New Hampshire: White Mountain [15]	503	23.0	19.6
New Mexico:			
Carson	676	21.9	13.1
Cibola	743	18.0	5.9
Gila	621	30.3	23.4
Lincoln	450	11.0	6.0
Santa Fe	464	43.6	38.2
Subtotal	2,954	124.8	86.6
North Carolina: North Carolina	975	40.6	42.0
Oregon:			
Deschutes	1,335	140.0	184.9
Fremont	928	120.0	106.5
Malheur	1,091	120.0	136.6
Mount Hood	854	314.8	365.8
Ochoco	660	95.0	134.4
Rogue River [16]	642	180.2	170.0
Siskiyou [16]	778	153.0	228.8
Siuslaw	549	315.0	355.7
Umatilla [17]	1.120	100.0	89.0
Umpqua	882	303.0	377.5
Wallowa-Whitman	1,361	123.0	126.2
Willamette	1,083	529.0	578.9
Subtotal	11,283	2,493.0	2,854.3
Utah:			
Ashley	602	24.2	15.6
Cache [18]	132	8.0	2.3
Dixie	657	38.0	24.1
Fishlake	215	3.0	1.8
Manti-LaSal [19]	318	7.5	1.5
Uinta	22	8.5	10.7
Wasatch [20]	300	20.0	9.6
Subtotal	2,246	104.2	65.6

See footnotes at end of table.

SRP02558

National forests, commercial forest land, allowable annual cut, and fiscal year 1960 volume of national-forest timber cut in States which have wilderness, wild, primitive, and canoe areas—Continued

State and national forest	National forests, commercial forest area, exclusive wilderness, etc., areas [1]	Allowable annual cut [2]	Cut in fiscal year 1960 [1]
Washington:			
Colville	824	95.0	62.0
Gifford Pinchot	909	395.0	440.0
Mt. Baker	696	222.0	256.9
Okanogan	815	47.5	76.0
Olympic	528	346.0	317.9
Snoqualmie	714	206.2	146.1
Wenatchee	763	105.0	103.5
Subtotal	5,249	1,416.7	1,402.4
Wyoming: [21]			
Bighorn	580	15.0	4.3
Bridger	728	54.8	15.5
Medicine Bow	802	50.0	51.3
Shoshone	386	15.0	11.3
Teton	611	20.0	2.7
Subtotal	3,107	154.8	85.1

[1] Thousands of acres.
[2] Millions of board feet.
[3] Includes part of forest in New Mexico.
[4] Estimates of the commercial area and allowable cuts not available.
[5] Includes part of forest in Nevada.
[6] Includes part of forest in Oregon.
[7] Includes part of forest in Utah and Wyoming.
[8] Includes part of forest in Montana.
[9] Includes part of forest in Washington and Montana.
[10] Includes part of forest in Utah.
[11] Includes part of forest in Wyoming.
[12] Includes part of forest in Idaho.
[13] Includes part of forest in South Dakota.
[14] Includes part of forest in California.
[15] Includes part of forest in Maine.
[16] Includes part of forest in California.
[17] Includes part of forest in Washington.
[18] Includes part of forest in Idaho.
[19] Includes part of forest in Colorado.
[20] Includes part of forest in Wyoming.
[21] Excludes part of Black Hills National Forest which is largely in South Dakota

SRP02559

Wild, wilderness, primitive, and canoe areas

State and forest	Area	Area in thousand acres		
		Total national forest	Reserved commercial forest land	Noncommercial forest land
Arizona:				
Apache	Blue Range Primitive Area [1]	180	34.5	3.0
Do	Mount Baldy Primitive Area	7	6.4	.7
Coconino, Kaibab, Prescott.	Sycamore Canyon Primitive Area	46	.2	5.7
Coronado	Chiricahua Wild Area	18	8.8	9.0
Do	Galiuro Wild Area	55		.8
Prescott and Tonto	Pine Mountain Primitive Area	18		1.0
Tonto	Mazatzal Wilderness Area	205		.7
Do	Sierra Ancha Wild Area	21	3.0	7.1
Do	Superstition Wilderness Area	124		1.3
Total		674	52.9	29.3
California:				
Angeles	Devil Canyon-Bear Canyon Primitive Area.	36	1.0	3.0
Cleveland	Agua Tibia Primitive Area	26	.6	4.5
Eldorado	Desolation Valley Primitive Area	41	3.3	6.6
Inyo, Sierra	Mount Dana-Minarets Primitive Area	82	2.2	15.9
Inyo, Sierra, Sequoia	High Sierra Primitive Area	394	10.2	108.6
Klamath	Marble Mountain Wilderness Area	213	109.6	78.3
Klamath, Shasta-Trinity	Salmon Trinity Alps Primitive Area	223	71.4	57.3
Lassen	Caribou Peak Primitive Area	16	1.0	10.5
Do	Thousand Lakes Wild Area	16	3.0	5.4
Los Padres	San Rafael Primitive Area	74		3.6
Do	Ventana Primitive Area	52		1.0
Mendocino, Shasta-Trinity.	Yolla Bolly-Middle Eel Wilderness Area	109	39.9	27.5
Modoc	South Warner Primitive Area	69	21.0	7.6
San Bernardino	Cucamonga Wild Area	9		6.5
Do	San Gorgonio Wild Area	34	20.0	5.0
Do	San Jacinto Wild Area	21		8.6
Stanislaus	Emigrant Basin Primitive Area	97	1.1	4.2
Toiyabe, Inyo	Hoover Wild Area	43	2.2	5.1
Total		1,555	286.5	359.2
Colorado:				
Arapaho, White River	Gore Range-Eagle Nest Primitive Area	61	9.9	24.4
Gunnison	West Elk Wild Area	62	8.0	34.0
Rio Grande	LaGarita-Sheep Mountain Primitive Area.	38	5.0	14.6
Do	Upper Rio Grande Primitive Area	57	22.1	7.1
Roosevelt	Rawah Wild Area	26	9.8	2.2
Routt	Mount Zirkel Dome Peak Wild Area	53	2.6	32.9
San Juan	San Juan Primitive Area	238	53.1	58.0
San Juan, Uncompahgre	Wilson Mountains Primitive Area	27	10.4	.7
Uncompahgre Primitive Area.	Uncompahgre Primitive Area	53	12.5	2.1
White River	Flat Tops Primitive Area	118	39.3	5.4
Do	Maroon Bells-Snowmass Wild Area	66	20.0	17.9
Total		799	192.7	199.3
Idaho:				
Boise, Challis, Sawtooth	Sawtooth Primitive Area	201	63.2	86.3
Challis, Salmon, Payette	Idaho Primitive Area	1,225	935.3	175.1
Clearwater, Nezperce, Lolo, Bitterroot.	Selway-Bitterroot Primitive Area [2]	1,578	568.0	732.0
Total		3,004	1,566.6	993.4
Minnesota: Superior	Boundary Waters Canoe Area	887	648.0	13.1
Total		887	648.0	13.1
Montana:				
Beaverhead, Bitterroot, Deerlodge.	Anaconda Pintlar	145	89.4	30.0
Bitterroot, Lolo	Selway-Bitterroot Primitive Area [2]	291	132.0	185.0
Flathead	Mission Mountains Primitive Area	73	16.0	50.0
Flathead, Lewis and Clark.	Bob Marshall Wilderness Area	950	500.0	200.0
Gallatin	Absaroka Primitive Area	64	29.4	20.5
Gallatin, Custer	Beartooth Primitive Area	230	4.6	69.0
Gallatin	Spanish Peaks Primitive Area	50	20.0	21.6
Helena	Gates of the Mountains Wild Area	28	2.0	18.0
Kootenai, Lolo, Kaniksu	Cabinet Mountains Primitive Area	90	38.0	33.9
Total		1,921	831.4	628.0

See footnotes at end of table, p. 215.

SRP02560

Wild, wilderness, primitive, and canoe areas—Continued

State and forest	Area	Area in thousand acres: Total national forest	Reserved commercial forest land	Noncommercial forest land
Nevada: Humboldt	Jarbidge Wild Area	65		20.0
Total		65		20.0
New Hampshire: White Mountain.	Great Gulf Wild Area	5	0.6	2.7
Total		5	.6	2.7
New Mexico:				
Apache	Blue Range Primitive Area [1]	37	6.8	.7
Carson	Wheeler Peak Wild Area	6		2.1
Gila	Black Range Mountain Area	169	49.0	99.0
Do	Gila Primitive Area	130	30.0	34.8
Do	Gila Wilderness Area	438	50.0	213.0
Lincoln	White Mountain Wild Area	28		8.0
Santa Fe	San Pedro Parks Wild Area	41	12.0	22.1
Santa Fe, Carson	Pecos Wilderness Area	165	54.5	56.8
Total		1,014	202.3	436.5
North Carolina: Pisgah	Linville Gorge Wild Area	8	4.6	
Total		8	4.6	
Oregon:				
Deschutes, Mount Hood, Willamette.	Mount Jefferson Primitive Area	87	4.6	61.3
Deschutes, Willamette	Diamond Peak Wild Area	35	11.4	22.2
Do	Three Sisters Wilderness Area	197	143.0	30.2
Do	Mount Washington Wild Area	47	23.9	11.6
Fremont	Gearhart Mountain Wild Area	19	13.9	4.3
Malheur	Strawberry Mountain Wild Area	33	12.1	17.9
Mount Hood	Mount Hood Wild Area	14	4.5	2.7
Rogue River	Mountain Lakes Wild Area	23	16.9	4.7
Siskiyou	Kalmiopsis Wild Area	78	21.2	37.3
Wallowa-Whitman	Eagle Cap Wilderness Area	216	.5	127.2
Total		749	252.0	319.4
Utah: Ashley, Wasatch	High Uintas Primitive Area	241	76.5	4.0
Total		241	76.5	4.0
Washington:				
Gifford Pinchot	Mount Adams Wild Area	42	8.3	11.1
Gifford Pinchot, Snoqualmie.	Goat Rocks Wild Area	83	47.0	17.9
Mount Baker, Wenatchee.	Glacier Peak Wilderness Area	458	93.7	120.8
Okanogan, Mount Baker	North Cascade Primitive Area	801	50.7	474.1
Total		1,384	199.7	623.9
Wyoming:				
Bighorn	Cloud Peak Primitive Area	94	7.5	17.5
Bridger	Bridger Wilderness Area	383	14.0	8.0
Shoshone	Glacier Primitive Area	177		43.4
Do	North Absaroka Wilderness Area	360	55.0	153.7
Do	Popo Agie Primitive Area	70		19.0
Do	South Absaroka Wilderness Area	506	79.0	161.3
Do	Stratified Primitive Area	202	8.9	56.6
Teton	Teton Wilderness Area	563	212.5	57.7
Total		2,355	376.9	517.2
Grand total		14,661	4,690.7	4,146.0

[1] Blue Range Primitive Area lies in both Arizona and New Mexico.
[2] Selway-Bitterroot Primitive Area lies in both Idaho and Montana.

SRP02561

The CHAIRMAN. I think it would show that there are about nine-tenths of 1 percent of the total commercial forest lands in these wildernesses.

Senator METCALF. Less than 1 percent of the total commercial forest lands would be in wilderness areas.

The CHAIRMAN. Now are we harvesting all the timber we need now?

Mr. PASEK. There is no scarcity of timber being harvested at this time.

The CHAIRMAN. And we could harvest a whole lot more if we wanted to, could we not, on the existing land?

Mr. PASEK. I am sure we could. Some people think we are running short, but I do not think the last inventory shows that we are running short.

The CHAIRMAN. We have plenty we could cut that we do not cut.

I pointed out yesterday that in my home state we cut two-thirds of what we could have cut easily. We also have a resolution which we passed last year to accelerate reforestation. We have had hearings on accelerating reforestation in the past.

There are some 52 million acres of all types of commercial forest lands in the Nation needing reforestation. Why would it not be better to reforest those acres than to try to cut acres out of the wilderness areas. They are commercial areas now.

Mr. PASEK. This is quite another and complicated subject which has to do with ability to buy and price and so forth.

The CHAIRMAN. Since you testified on this, do you know of individuals in the timber business that now would like to go into these primitive areas and cut timber, but cannot do it?

Mr. PASEK. I do know that the area, and I am not advocating a change at this time, but I do know the area in northern Minnesota, and the economic condition of that area has been greatly decreased. It is, in the minds of some people, a depressed area and it devolves directly because of this particular canoe area which has been mentioned here before, today, and——

Senator METCALF. In what area?

The CHAIRMAN. The Minnesota canoe area. It seems to me, they came down to ask us to pass that bill.

Senator METCALF. In the State of Minnesota last year, they had an allowable cut, according to these Forest Service figures, of 224 million board feet. They only cut 140 million board feet and without going into any of this wilderness area they could cut 84 million more board feet each year. We would be delighted to have them do so, and clear up some of this unemployment.

Mr. PASEK. Mr. Senator, I am not a forester. Nor am I from Minnesota. I will make one or two statements which I believe to be correct.

First of all, it has to do with what you can afford to pay.

Senator METCALF. May I interrupt there a minute?

Mr. PASEK. Yes.

Senator METCALF. These wilderness areas are in the most remote areas. They are in the highest country; they are in areas where the timber is perhaps not as good or accessible as some of the other areas that you failed to cut.

SRP02562

So would not normally the cost of production there be higher than in other areas.

Mr. PASEK. As I stated before, Mr. Senator, the subject of cutting timber from national forests, commercial forest lands, is a very complicated matter.

Mr. Crafts, in the room here, knows a lot more about it. There are lots of economic problems to be solved, such as, is the extra 80 million feet, or whatever it is that you mentioned, enough to sustain another operation which is probably what would be required? There are many such questions that need to be set down and the valuation of the lands to all of those before you can categorically say whether or not you could or could not do this.

The CHAIRMAN. Are there other questions?

Thank you very much.

Senator ALLOTT. Mr. Chairman, I would like just to make the inquiry: Has anything been put in the record, yesterday, with respect to the status of the final report of the Outdoor Recreation Resources Review Commission.

The CHAIRMAN. The report was scheduled to come in by September of 1961. Mr. Rockefeller asked the introduction of legislation be postponed until January of 1962 on the theory that Congress would be in adjournment in September and any legislative proposals might as well come in in January as in September.

The final report is to be filed in January 1962 with the life of the Commission ending in September 1962.

Mr. Champ, of Logan, Utah.

STATEMENT OF FREDERICK CHAMP, LOGAN, UTAH; ACCOMPANIED BY HOWARD BENNETT, OF THE APPALACHIAN HARDWOOD MANUFACTURERS ASSOCIATION, CINCINNATI, OHIO; PAUL JESSUP, OF KENNECOTT COPPER CO., NEW YORK; AND RICHARD W. SMITH, REPRESENTING THE CHAMBER OF COMMERCE OF THE UNITED STATES

The CHAIRMAN. All right.

Mr. CHAMP. Mr. Chairman, I am Frederick P. Champ of Logan, Utah, representing the Chamber of Commerce of the United States.

I am a member of the chamber's natural resources committee, a former vice president and director, and a banker doing business in several intermountain States.

With me are three associates in the national chamber. On my far right is Mr. Paul Jessup, secretary of the Kennecott Copper Co., New York City.

On my immediate right is Mr. Howard Bennett, secretary-manager of the Appalachian Hardwood Manufacturers Association, Cincinnati, Ohio.

And on my left, Richard W. Smith, manager of the Natural Resources Department of the National Chamber of Commerce.

We appreciate the opportunity to be here to present the position of the national chamber toward Senate bill S. 174, a bill to establish a national wilderness preservation system.

SRP02563

In the interest of time, I will, with your permission, sir, give a summary of the full statement which I would appreciate having made a part of the record.

The CHAIRMAN. We will take the summary down. The full statement will follow it as if read.

Mr. CHAMP. The wise use of the resources of our Nation is of genuine concern to us. We believe in the preservation of existing wilderness areas which represent outstandingly beautiful camps of our primitive natural environment.

We believe that legislation such as S. 174 is neither necessary nor desirable. We urge the committee to take no action on S. 174. The wilderness, wild untouched lands, contains many resources: water, minerals, gas and oil, forage, game and fish, and forest products. Each is as essential or more essential to the well-being and growth of our Nation as is the inviolate preservation of wilderness conditions.

Wilderness should therefore take its competitive place in the management of our lands and resources.

Special legislation establishing separate wilderness management makes it almost impossible for the Nation to use its resources wisely on the basis of need and the greatest good to the greatest number.

Therefore, in our opinion, wilderness system legislation will not best serve the Nation. It will only impose unrealistic restrictions on the management of extensive areas of Federal lands resulting in failure to provide the optimum beneficial use of resources, including recreational use.

Such legislation is not necessary or desirable because, first, we have an adequate supply of wilderness presently established and adequately protected and served by congressional and administrative policy, by law, and by the Federal agencies entrusted with their administration.

Second, the National Outdoor Recreation Resources Review Commission has been directed to specifically study wilderness and will present facts and recommendations including national needs and desires for wilderness areas when it reports this September 1961 or later.

Establishment of any kind of overall congressional policy concerning wilderness will therefore be premature.

Third, S. 174 would include in a system about 8 million acres of national forest primitive areas whose resources are not yet accurately inventoried. This is not wise resource management, in our opinion.

As an example of the effect of wilderness withdrawals on local communities, I would like to cite two brief examples.

First, testimony before your committee on July 23, 1958, by William Ellison, representing local governmental units and community groups in the three counties encompassing the Boundary Waters Canoe Area in Minnesota is pertainent. He showed just one city, Ely, with 7,000 people, has suffered a loss of tourist revenue in excess of $850,000 annually since the elimination of access roads and imposition of a ban on airplane travel over the area.

Mr. Ellison said that studies showed 80 percent of the former recreational users go elsewhere. Just this month figures were released predicting an increase in the use of the border canoe wilderness with expectation that 16,000 persons would make canoe trips during the summer of 1961, just 16,000 persons on nearly 1 million acres of land and water in one season.

SRP02564

The second example is, according to statements made by persons from Darrington, Wash., in testimony before the Forest Service hearings on the Glacier Peak Wilderness classification last year, 17 percent of that wilderness area supports merchantable timber amounting to several billion board feet.

The economy of the region is deprived of an annual cut on a sustained yield basis of 16 million board feet annually.

The Government loses $400,000 of stumpage yearly, $100,000 of which would be lost to county governments, $1,056,000 will be lost in logging, and sawmill payrolls directly supporting 880 persons and affecting a total of 2,500 persons.

Thus, in the Darrington locality alone, a potential of nearly 1,500,000 is lost annually from wilderness restrictions on timber use alone.

Yet in 1956 only 2,872 persons used the nearly three-quarter-of-a-million-acre Glacier Peak Primitive Area, according to the U.S. Forest Service, and many of these were just local people who used the area regularly and were counted more than once.

We point out again that existing wilderness areas are adequate to our needs and are well protected. We urge the committee not to take action on S. 174 or any other wilderness system legislation at this time.

(The formal statement of Mr. Champ is as follows:)

STATEMENT OF FREDERICK P. CHAMP, FOR THE CHAMBER OF COMMERCE OF THE UNITED STATES

I am Frederick P. Champ, of Logan, Utah, representing the Chamber of Commerce of the United States. I am a member of the national chamber's natural resources committee, and am a former vice president and director. I am here to present the views of the national chamber on S. 174.

The chamber is a federation of more than 3,600 business organizations and 25,000 business firms.

The wise use of the resources of our Nation is of concern to us. We believe in the preservation of existing wilderness areas which represent outstandingly beautiful examples of our primitive natural environment.

S. 174 would establish a national wilderness preservation system made up of (1) The present wilderness, wild, primitive, or canoe areas of the national forests, except that the primitive areas shall be subject to review of their boundaries by the Secretary of Agriculture within 15 years, and changes can be made if not opposed by Congress; (2) all areas in the national park system embracing a continuous area of 5,000 acres or more without roads, after the Secretary of the Interior has reviewed each area within 10 years and eliminated the parts which should be reserved for roads, motor trails, buildings, accomodations for visitors, and administrative installation; and (3) such portions of wildlife refuges and game ranges as the Secretary of the Interior may recommend within 10 years.

In each case the Secretary's recommendations, if approved by the President, shall take effect unless the Congress acts to prevent it within the first complete session of Congress following the date of such recommendations.

The wilderness preservation system thus established would prevent any commercial development of the natural resources of these areas, including water resources, unless the President may determine that such uses within the national forest or public domain areas are needed in the public interest, except that grazing already established may continue at the discretion of the Secretaries.

We believe that legislation such as S. 174 is neither necessary nor desirable.

You may ask how one can firmly believe in the preservation of land for wilderness use and enjoyment, yet oppose S. 174. There are several basic reasons for our opposition to this legislation:

1. Our wilderness areas are now being preserved and protected. They will not be lost. The wilderness categories listed in S. 174 are not in danger. There is no crisis. The wilderness areas have been for years, are now, and will continue to be, adequately managed and protected by responsible Federal agencies.

SRP02565

2. The National Outdoor Recreation Resources Review Commission has been specifically charged with studying our national recreation resources, our potential future needs, and our national demands, desires, and preferences for specific kinds of outdoor recreation, including wilderness. The report of findings and recommendations of the Commission is due in September 1961. Consideration of wilderness legislation of any kind before more facts are known would be premature.

3. S. 174 would include about 8 million acres of national forest primitive areas whose resources are not yet inventoried. These areas were set aside in large blocks subject to future review and classification to determine their suitability and the actual area eligible for final wilderness classification. They have not been reviewed to determine accurately the resources involved, or the effect of resource use restrictions on the future economies of communities, areas, or States involved.

4. Wilderness legislation does not recognize, or meet, the national need for the important resources, essential to growth, encompassed within undeveloped primitive areas. These include water, minerals, gas and oil, forage, and forest resources.

The recent Kennedy-Johnson Natural Resources Advisory Committee report states: "If we are to meet our goals in wood fiber requirements in the next 40 years, our total production must be doubled. All forest land ownership, Government and private, will demand acceleration to meet this need." Yet, S. 174 would place 14 million acres of national forest land into a restricted use category, effectively precluding even rudimentary management of the timber or other resources.

5. The legislation proposes a system incorporating federally owned lands already allocated to meeting specific national needs, including wilderness. This system superimposes a program which would needlessly complicate the operations of the agencies and their management of our lands. It sets the stage for future establishment of an unnecessary and undesirable wilderness agency or council.

HOW MUCH WILDERNESS IS NEEDED?

We believe that the more than 55 million acres of federally owned lands now dedicated to primitive or wilderness-type use and preservation are more than adequate. Fourteen million acres are now in wild, primitive, or wilderness withdrawals in the national forests. More than 22 million acres are maintained in primitive condition in the national parks, monuments, and recreation areas. More than 24 million acres in game ranges and refuges are in primitive, wilderness condition. This acreage includes the areas listed in earlier hearings by proponents of wilderness legislation (except Indian lands), plus areas recently withdrawn which would surely qualify and be demanded. An intensive inventory of Federal lands would undoubtedly show several million more acres still in primeval wilderness.

It seems obvious that claimed dangers of losing our last remaining acres of wilderness, and the need for immediate action to save wilderness before it's too late, are illusory. Forest Service statistics show that less than 1 percent of those who use the national forest actually enter the wilderness areas. This represents an infinitesimal portion of our population.

MANAGEMENT OF FEDERAL LANDS FOR WILDERNESS

The three categories of Federal lands in S. 174 are already withdrawn from other entry in order to meet specific national needs. They are under the management of the Forest Service, the National Park Service, and the Fish and Wildlife Service. Each agency is dedicated to its land management mission as established by Congress. Those missions recognize the wilderness principle and provide for preservation of wilderness areas forever.

Since 1891, the national forests have been established to protect watersheds and perpetuate timber supplies. Under a land management policy, defined as being for the greatest good for the greatest number in the long run, all uses, including wilderness, have been provided for on the forests. Since 1924, the Forest Service has specifically withdrawn and preserved 14 million acres for wilderness use. In the 86th Congress, the National Forest Multiple-Use Act was passed. In this act Congress recognized wilderness as a specific use for which national forests lands should be managed.

SRP02566

Our national parks and monuments have been established, since Yellowstone National Park in 1872, for the specific purpose of preservation and enjoyment of unique areas of inspiring scenery or of historical or scientific interest. Their major purpose is to provide recreation at its highest inspirational level. Commercial resource use is not permitted and national policy dictates that large areas be left in primeval wilderness condition.

National game ranges and refuges have been established since 1903 and managed primarily for wildlife purposes. Such management automatically protects those areas and preserves their essentially primitive wilderness condition.

S. 174, therefore, does not provide protection to wilderness that does not already exist. But, the legislation would impose inflexible system controls on our national land and resource management programs and would make difficult any adjustment to changing conditions in the future.

SOME ISSUES CANNOT BE RESOLVED BY LEGISLATION

Some serious resources issues have been raised concerning wilderness systems. These issues reflect the desires of our people for a variety of beneficial resource uses. Satisfactory and equitable solutions seem possible only when resource management is flexible and when professionally trained land managers are trusted and allowed to make decisions in the national interest. Some examples of issues are:

1. Wilderness withdrawals seriously affect local, State, and National economies. Testimony before your committee on July 23, 1958, by William Ellison, representing local governmental units and community groups in the three counties encompassing the Boundary Waters Canoe Area in Minnesota, is pertinent. He showed that just one city, Ely, with 7,000 people, has suffered a loss of tourist revenue in excess of $850,000 annually since the elimination of access roads and imposition of a ban on airplane travel over the area. Mr. Ellison said that studies showed 80 percent of the former recreational users go elsewhere. Just this month, figures were released predicting an increase in use of the border canoe wilderness with expectation that 16,000 persons would make canoe trips during the summer of 1961—just 16,000 persons on nearly 1 million acres of land and water, in one season.

2. According to statements made by persons from Darrington, Wash., in testimony during the Forest Service hearings on the Glacier Peak Wilderness classification last year, 17 percent of that wilderness area supports merchantable timber amounting to several billion board feet. The economy of the region is deprived of an annual cut, on a sustained yield basis, of 16 million board feet annually. The Government loses $400,000 of stumpage income yearly, $100,000 of which would be lost to county governments; $1,056,000 will be lost in logging and sawmill payrolls directly supporting 888 persons and affecting a total of 2,500 persons. Thus, in the Darrington locality alone, a potential of nearly $1,500,000 is lost annually from wilderness restrictions on timber use alone.

Yet, in 1956, only 2,872 persons used the nearly three-quarter of a million acre Glacier Peak Primitive Area, according to the U.S. Forest Service, and many of these were just local people who use the area regularly and were counted more than once.

3. The management of game and its harvest by sportsmen is affected by wilderness, and the values must be weighed. The Sport Fishing Institute Bulletin, April 1959, states: "About 35 percent of the Nation's supply of huntable big game apparently lives on national forest lands. However, only about 25 percent of the hunting effort is centered on these lands. At the same time, only 15 percent of the standing crop is harvested." Based on this data, it can be expected that relatively inaccessible wilderness on the national forests is penetrated only slightly by hunters and that beneficial harvest of game on wilderness areas is even less than 15 percent of the crop.

4. Based on records of use, it seems that relatively few people actually want the hardships of travel in a wilderness area. However, probably most people enjoy witnessing unique and beautiful scenery. This then indicates a need for such scenic areas to satisfy the Nation's recreational needs through being made accessible to many people.

S. 808 (Bennett) proposes a national parkway in Utah connecting and opening up parks and monuments in that State. Senator Bennett's statement in the February 6, 1961, Congressional Record emphasizes the issue of access. Will a

SRP02567

national parkway through southern Utah best serve the Nation by making available, to all, the grandeur of Arches, Capitol Reef and Dinosaur National Monuments and of Bryce Canyon and Zion National Parks? Or, will access restrictions, serving wilderness enthusiasts, best serve the Nation?

The national chamber believes that sufficient areas of true wilderness of outstanding quality have been established. They are permanently protected by law and administrative policy. Wilderness philosophy is also served in the outstanding areas withdrawn and protected in parks and monuments. Game refuges and ranges, by their nature, protect wilderness.

Wilderness system legislation, in our opinion, will not best serve the Nation. It will only impose unrealistic restrictions on the management of extensive areas of Federal lands, resulting in failure to provide the greatest good in the long run.

We reiterate such legislation is not necessary or desirable because:

1. We have an adequate supply of wilderness presently established and adequately protected and preserved by congressional and administrative policy, by law, and by the Federal agencies entrusted with their administration.

2. The National Outdoor Recreation Resources Review Commission has been directed to specifically study wilderness needs and will present facts and recommendations, including national needs and desires for wilderness areas, when it reports in September 1961. Establishment of any kind of overall congressional policy concerning wilderness would be premature.

3. S. 174 would include, in a system, about 8 million acres of national forest primitive areas, whose resources are not yet accurately inventoried. This is not wise resource management.

We urge the committee not to report favorably on S. 174 or any other wilderness system legislation.

The CHAIRMAN. As a member of the Outdoor Recreation Resources Commission, I never realized how much aid and comfort I have given to the National Association of Manufacturers and the Chamber of Commerce of the United States.

Mr. CHAMP. We have about 240,000 acres of primitive area land, wilderness land in Utah as I remember.

The CHAIRMAN. Are there any questions?

Senator DWORSHAK. Do your associates wish to make any statements?

Mr. CHAMP. They are here to help me answer questions, sir.

The CHAIRMAN. I am waiting to get to Mr. Jessup, because you are talking about harvesting all the rest of the timber. I am suggesting that we harvest all the minerals in the world that are not being harvested.

Mr. JESSUP. I thought our group representing the mining industry did a very fine job. I am willing to let it go at that.

The CHAIRMAN. Mr. Jessup happens to be a very good friend of mine.

Senator DWORSHAK. I think Mr. Jessup might give us a brief statement on the potential effect on our domestic minerals industry by the possible blocking in of some of our areas that have mineral deposits.

Mr. JESSUP. I think Mr. Chadwick covered that subject thoroughly yesterday. I will be glad to go into it. But I think in the interest of time, I should defer to his coverage.

I think he covered it completely.

The CHAIRMAN. Mr. Chadwick did a very good job on that subject.

Senator CARROLL. Do we know or have any idea what sort of report this Commission would make on how they are doing, how many people, how comprehensive it would be? Do they know more than the people who run the Government? How large is this Commission?

The CHAIRMAN. Senator Dworshak and I have been members of it. Senator Jackson and Senator Miller are also members of it.

SRP02568

And there are four members of the House. Seven citizens are selected by the President, headed by Laurance Rockefeller who is Chairman of the Commission, and some Cabinet officers are taking part in it.

Until it reports, the Commission will not make any recommendation on the subject of legislation. Its function is to show what the recreational needs of this country will be by the year 1980 and by the year 2000.

Senator CARROLL. How large a staff does it have?

Senator DWORSHAK. Most of the work is done through contracts with the various colleges and factfinding groups throughout the country.

The Commission, itself, has a very limited staff and does not do the actual work of surveying and studying throughout the areas of the country.

The CHAIRMAN. For instance, the study on wilderness is being made by one of the California institutions.

Mr. JESSUP. I think it is the University of California.

The CHAIRMAN. There are several studies out there. The Commission, I think, is making excellent use of very well qualified groups for the studies that they are going to depend on for information. They are studying boating, studying skiing, all the forms of recreation, other than urban recreation, paying no attention to city golf courses or city swimming pools, things of that nature.

Senator CARROLL. The thing that is running through my mind, we have some of these old-line agencies of Government with thousands of employees, with experts who have been in this field for years.

Here we have a few people, we have a contract, coming from universities to tell us about recreational values and what we should do, but how does this affect mining and how does it work in other areas which seem to me to have more of an economic slant?

What do we do about our mining areas?

Senator DWORSHAK. Various industries are represented on the advisory commission, as is each of the executive departments of Government, to make a well integrated and well coordinated report, I am sure of that.

Our distinguished chairman is very influential in the discussion of the Commission, and I am sure that he will be most persuasive and influential in the final report which is submitted to the Congress.

Senator CARROLL. I was wondering how valid is the proposal that the Congress, itself, its committees and the Government itself, should withhold action in an area, if action is needed, waiting for a Commission that is necessarily limited in its approach and has a different purpose and objective, I thought.

The CHAIRMAN. I can only say that the best answer I can give is the fact that I introduced this bill. I think the Commission will make a fine report, but I do not think the report will have any bearing on what to do with the areas that are now wilderness, wild, canoe, and primitive, or how to handle them. I do not think it can touch that field at all. It is going to try to estimate how many people will want to go skiing by the year 2000.

I did think it would be well to proceed with the hearing on this bill and try to find out if some settlement can be reached on these questions.

SRP02569

They are talking about these primitive areas being blanketed into wilderness by this bill. These primitive areas have been established at least 20 years and some of them nearly 30 years and nothing has happened to bring them either into the wilderness system or put them back into the regular forest.

I think any bill which will act as a catalyst and make them decide that will be a good thing.

I have been a little surprised, I have to say, that the Chamber of Commerce takes the position it is better to let that matter rest in the hands of the Secretary of Agriculture, whoever he may be, than in the results of studies which will be reviewed by the President and his group and then reviewed by the Congress.

But I recognize that in the Finance Committee we have not taken the recommendations of the Chamber of Commerce of the United States for a long while and maybe you do lose your respect for the Congress of the United States.

Mr. CHAMP. We have a policy, Mr. Chairman, that would permit us to support a congressional review and study of all public lands. So we are not partial to the administrative approach.

The position that we take on this bill is based upon the majority vote of our membership and it does not quarrel with the intent of the bill. It simply takes the position that we don't need legislation at this time to set aside wilderness, that we are adequately covered, that the wilderness that we have is protected and is being reasonably well administered.

The CHAIRMAN. You made a statement in the beginning about the wilderness not being in danger, our wilderness areas are now being preserved and protected, they will not be lost; the wilderness areas included in S. 174 are not in danger. Now, I hope you are sure of that?

Mr. CHAMP. We feel that way.

The CHAIRMAN. But I am not. For instance, the Gila wilderness was one of the very first ones that was established. It was a very large wilderness; still is.

In 1952 there was a hearing called at Silver City, N. Mex., to discuss the Forest Service plans for making some modification of the boundaries of the Gila wilderness.

The courthouse was filled with cattlemen who naturally felt they had a right to claim some of that excellent grazing land.

The Forest Service was inclined—I do not wish to say that improperly because I hope I am one of the staunchest supporters and admirers of the Forest Service—was trying to yield a bit on the boundaries of the Gila wilderness.

I think I was the only person in public life who had a word to say about the preservation of the system. The only reason I was, was because the founder of it, Aldo Leopold, had given me a story on it when I was a newspaper reporter 30 years before.

Miss Harlean James was there representing the few wilderness enthusiasts. There were a small handful of others. There were four or five of us. We stayed together for mutual protection.

But the whole room was constantly packed against us.

Everybody was demanding this be changed.

Now, it did not get changed. It got modified a little, a little access was given to some people who had some summer cottages, a little help

SRP02570

in getting up to the Hot Springs and so forth was made available. I thought a fairly reasonable result.

The Forest Service went a little farther than I would have liked, but probably not farther than reason would have dictated.

But the area was in danger. If only a few had stayed home, they would have carved up the Gila wilderness in fine fashion.

I think that fight goes on all the time. I would like to see it resolved.

I had the problem of trying to deal with the wilderness when I was in the Department of Agriculture. It is not a pleasant thing. I would like to see it where a Secretary of Agriculture leans back and says, "You want to change this? Well, we will consider it. We will make a recommendation, the President will review it. He will bring in his crowd and we will take it down to Congress. You have three times to present your story."

As it is now, the Secretary can do it with a scratch of the pen, and nobody can say a word. Very sincerely, I have felt that the changing of these primitive areas that have been just lying there as primitive areas since 1930 or 1940 without being taken into the wilderness area, and without being turned back into forest, was a bad thing.

I would like to see this matter resolved. I think this bill will help to do it. It may be that the period is too long. Fifteen years may be too long.

But I want to tell you that I found out when I was in the Department of Agriculture the average time for answering mail was too long. I found letters that had been there 6 months. I also found there were a great many letters that answer themselves if you do not answer them.

You wait for the crisis to pass away. Fifteen years may be too long, but I am sure my friends of the Forest Service will not mind my saying it, this is hard ground to plow. When they get ready to make a decision, in comes somebody who would like to round out his range and they spend a long time arguing.

I do not think 15 years is too much. I would love to have it done in 5 years or so. The Forest Service would also. But they are practical people. Maybe we should wait for some other organization to take action.

If Congress takes that position, I think they will find very little in the report of the Outdoor Recreation Resources Review Commission that will give guidance on this particular problem.

I hope they will give us some guidance on the future for wilderness areas because I hope it will give some stimulation to the shorelands area bill; we might then be able to make a little bit of an extension to the State park in Indiana that covers some dunes, make a little Federal area of dunes which we could have had many years ago for virtually nothing.

I talked to a man who used to be the principal owner of the Indiana Dunes area that they are trying to make into a park or monument area. He told me that he would have been very glad to have made some sort of arrangement at a low price to make that into a Federal park.

Now, it has a steel mill building on it. A harbor is being built and that very fine area is gone forever. A portion of it yet remains. I hope that the study of recreational problems will result in sharpening our desires to preserve lands that may be used for the purpose.

SRP02571

I would think it would be very important to the East. The western areas are going to be ample for the people of the West, but they are going to be needing additional recreational areas in the East.

The State of New York, as you know far better than I, undoubtedly, has taken a very progressive point of view. Robert Moses is advocating a bill under which the State will pay a part and the community will pay a part and the Federal Government may pay a part of acquiring additional park areas in various portions throughout the Eastern United States.

I hope the recreation studies will demonstrate a need for that sort of bill. It may not.

But I hope when it comes the chamber of commerce will be lenient toward it, at least.

Mr. SMITH. The chamber feels that most of the areas that are needed for local recreational purpose should be fulfilled by the local governments and that the Federal Government should enter into it only when it fills a national need.

The CHAIRMAN. I am sure I recognize that because that is the constant testimony of the chamber of commerce on all similar proposals. The local government should pay a good share of it.

Unfortunately, when you say "You dig down in your budget and come up for several million dollars for parks," to some States they find it very hard to do so. We have had to use the principle of Federal aid in a great many endeavors.

I want to say that there will be that encounter if the bill proposed by Mr. Moses comes forward. Those people who know anything about past history know that I have not always agreed with Mr. Moses on these things.

It is a very interesting proposal he has made and one that so interested Mr. Laurance Rockefeller, who is chairman of the Outdoor Recreation Resources Review Commission, that he has asked Mr. Moses to supplement it with some additional information and he has had some discussion about it in the Commission.

It is looking to the future on recreation.

Senator CARROLL. Mr. Chairman, that is why I asked the questions about the Commission, it is very important in the record. Almost all the witnesses this afternoon have testified about putting this bill over until we got a report from the Commission. I think the chairman has pointed out very succinctly here what the purpose of this Commission is. It will not be to face up to the problem with which we are confronted as a legislative body.

Whether it is wise to wait, whether the report will be beneficial, I am sure the report would be beneficial if the bill were passed.

Why? Because it would be under continuous study for 15 years as any other commission report.

Whether we should do this, wait; that is the question I have not, myself, reached a decision on.

The CHAIRMAN. I will say this about the kind of commission it is. It is customary when administrations change for commissions to be changed very frequently. This Commission was selected by Mr. Eisenhower. I think nearly all the members of it are Republicans, but they are exceptionally high-grade people. It was my recommendation to the incoming President that he leave the Commission alone

SRP02572

because I thought it was filled with very fine, dedicated people trying to make a good report.

I want that to go along with the other things I have said.

Mr. CHAMP. We assume, Mr. Chairman, that the Commission would come up with some interesting data on where the people want to play, where they want to have their recreation, whether near at home or in remote areas.

The CHAIRMAN. I think they will. As you know, they have made use of the Census Bureau and have paid a very substantial sum of money to the Census Bureau so that on a very wisely selected sample (I believe it is at least), the Census asked people a great many questions about recreation, where they wanted to go in the future and by combining it with the regular 1960 census I think we will get millions of dollars worth of information for a rather modest sum. For the first time that information will be available and will be accessible. I do hope out of that a great many conclusions will be drawn as to the necessity for providing recreation along the eastern seaboard and in the areas very close to home.

For instance, I think it is strange that there are no wilderness areas in Pennsylvania so far as I can see.

Mr. CHAMP. As has been pointed out here we are providing a large portion of them under this bill. I have had experience on these wilderness areas. I have spent time with pack trains, and on foot, in the Selway area in Idaho and the beautiful areas in Utah. My experience has been that that is an expensive, rugged experience that not many people could undertake.

The CHAIRMAN. Both physically and financially?

Mr. CHAMP. Both physically and financially; yes, sir.

The CHAIRMAN. Thank you very much.

The CHAIRMAN. Mr. Jay Gruenfeld.

STATEMENT OF JAY GRUENFELD, TACOMA, WASH., CHAMBER OF COMMERCE

Mr. GRUENFELD. My name is Jay Gruenfeld. I am a practicing professional forester employed by Weyerhaeuser Co., but at this time representing the Tacoma Chamber of Commerce in a very short statement and the Puget Sound section of the Society of American Foresters. With your permission, I appreciate it is unusual, I would like to read both the rather short statements.

The CHAIRMAN. Please proceed.

Mr. GRUENFELD. Thank you, sir.

Tacoma, Wash., and the neighboring area is at the present time suffering critical unemployment. This present unemployment emphasizes the importance of resource base jobs to the social and economic well-being of the community. Any legislation that decreases future opportunities must be carefully examined to make sure that other benefits provided clearly outweigh the job loss. The Tacoma Chamber of Commerce believes in and has often endorsed the concept of wilderness areas. Such areas serve important wants and needs of our citizens and likewise promote proper utilization of the unique qualities of certain areas.

SRP02573

Despite our deep belief in the importance of wilderness we oppose S. 174 for several reasons, including the following two:

One, proper land management requires judicious conservation of productive land which is a basic source of our national well-being. For example, by the year 2000 it is estimated that the United States must double present wood production to supply the predicted demands. This task is even greater than it appears because this would, according to projection, have to be grown on 25 percent less area due to withdrawals for competing land uses.

Blanket inclusion of the present areas as proposed in the bill would make extremely difficult the exclusion of areas having a higher national value for some other use. In our opinion, primitive areas should be eliminated from any wilderness system since they have not had sufficient study to justify proper classification. In our opinion, legislation is premature until a report is received from the Outdoor Recreation Resources Review Commission.

Two of the basic objectives of the wilderness portion of this project are, first, to make a careful appraisal of the place of wilderness and wild areas and the national pattern of outdoor recreation and, secondly, to make an analysis and projection of wilderness use, both recreational and nonrecreational. In our opinion, logically the receipt of this information should precede legislation.

Thank you for the opportunity of testifying.

And for the statement on behalf of the Pudget Sound section of the Society of American Foresters, let me say the Society of American Foresters is composed of professional foresters and has over 17,000 members, which is approximately two-thirds of the total professional foresters in the United States.

The Puget Sound section of the Society of American Foresters, of which I am chairman, has over 600 members in the State of Washington working for Federal, State, and private agencies. We oppose bill 174 since, in our opinion, it would not promote wise resources management. In August 1958, by letter ballot, the section overwhelmingly passed a policy statement that affirmed our belief in the importance and desirability of wilderness preservation.

However, it further stated in part:

> The Puget Sound section of the Society of American Foresters strongly opposes any attempt to establish wilderness areas by blanket legislative action without exhaustive study of individual areas and their interrelationship with other lands in affected administrative units.

A copy of this entire statement is attached for submission to the record if you agree. Some people believe that foresters are not interested in anything but economics and saw logs. This is not true. Most foresters are not only technically trained land managers but are also devout believers in the nondollar values to be found in an outdoors career. Anyone familiar with the forester's wage scale knows that this must be true.

Many foresters like myself not only like and love wilderness but use it. In our opinion this combination of professional training plus the awareness of nondollar values makes the forester unusually well qualified to make objective judgments regarding wilderness.

Thank you for the opportunity of presenting our testimony.

SRP02574

Senator CARROLL. Thank you very much for appearing. May I ask a question or two?

Mr. GRUENFELD. Yes, sir.

Senator CARROLL. You really feel then that we should not pass this bill until we have the report of this Commission?

Mr. GRUENFELD. Yes, sir. This is speaking on behalf of the Tacoma Chamber of Commerce. That is absolutely correct. Now I have a personal feeling in this myself, because I was one of the several people who was called in by the wild land research center which is associated with the University of California at Berkeley, to discuss the proposed outline for this wilderness study which has been contracted to them.

I had this belief prior to that time but after attending this 2-day meeting, along with Olaus Murie who also testified here today, I was very strongly convinced that if they implemented the outline which they prepared at that time that there would be information here that would be invaluable.

I appreciate that very possibly I was mistaken since Senator Anderson is a member of the Commission and I assume aware of what they are doing and yet he proposed this bill. This is my own sincere belief. For instance, there is this problem. Senator Anderson himself said that there has been this problem of defining wilderness. As of August 1960 they had not defined it.

They had not even gotten the definition of wilderness. This illustrates the complexity of the problem. Here we are getting ready to set aside 30-some-odd million acres for wilderness. We can't define wilderness and even harder than that is the definition of the value that a person gets out of going into a wilderness area and what type of area will provide him with this wilderness experience.

Now I don't like to use this word but I am different in that I feel like a lot of people in this room who are stanch believers in wilderness. For me to get a real wilderness experience it takes a lot of wilderness. Whenever I have had the opportunity in New Guinea and the Philippines, in Europe, wherever I can get away from people and go into these areas, whether it is by canoe or by back pack, like the way it usually was on patrol in the infantry, I took it. But I am a very different person and I am in a small minority. If I remember the statistics correctly, four-tenths of 1 percent of the people who use the national forests get into these wilderness areas.

I think it is absolutely unwise from a land management standpoint to set aside these areas for people like myself who are so tremendously in the minority.

Now I would be the first one to do everything I could financially and otherwise to prevent the complete destruction of wilderness because I believe in it heartily.

Senator CARROLL. I notice that you are chairman of this group of the Puget Sound section of the Society of American Foresters. Are you fully employed by that group or do you have another occupation?

Mr. GRUENFELD. No, sir. I am employed as a forester by the Weyerhaeuser Co. in the Tacoma office with the title of assistant land supervisor. I was former manager of the Skykomish Tree Farm which is one of Weyerhaeuser tree farms.

Senator CARROLL. From what you say don't you think that your society, no matter what the Commission would recommend, would

SRP02575

not recommend the handling of the lands in this fashion, the drawing together under the President? Don't you think that is a pretty foregone conclusion from what you say here, your feeling about this?

Mr. GRUENFELD. Sir, I am very sorry I did not understand your question.

Senator CARROLL. Your statement here that you oppose this bill because it would not promote wise resources management?

Mr. GRUENFELD. That is correct, sir.

Senator CARROLL. What if the Commission would advocate a measure along this line, along the lines indicated, a policy as advocated by Senator Anderson in this bill?

Mr. GRUENFELD. If the Commission after its study advocated something like this I think it would certainly be good reason for passing some sort of bill. The point here is that we should wait and hear what they have to say and then act upon it and have the benefit of their opinion, whatever it is, and their statistics.

Now one thing they are doing, sir, is making a census of about 1,500 people who are actually questioned within the wilderness area. Now this is something that has never been done before and would really be interesting to me and important, to see what these people went into the areas for: Were they simply going into there to hunt or fish or what were they going in for? From a land management basis look at the resource that we are going to blanket here in the existing wilderness area, the geologic resource, the water resource. More and more it is apparent that to manage a watershed properly does not mean simply setting it aside.

For instance, the experiments in Senator Allott's State of Colorado at Frazier have shown that probably proper resources management for water production primarily should include timber cutting because it increases the total development of water.

These are things that we are going to forgo. Now if we are going to forgo them in the interest of these very substantial values of wilderness at least we should know what we are going to forgo in our opinion. So this from the standpoint of the Society of American Foresters is the approach of the land management.

Senator CARROLL. How many in the Society of Foresters are in the Federal Government?

Mr. GRUENFELD. I imagine there is someone here who can quote that exactly. There is something less than 50 percent as I understand it now, private industry has approximately 50 percent.

Mr. Crafts, do you know offhand the percentage of the Society of American Foresters who are in the Federal service?

Senator CARROLL. I am informed that there are about 10,000 who are employed by the Federal Government. Does the society speak for these, too? I am thinking now of the professional group.

Mr. GRUENFELD. As stated I am speaking only for the Puget Sound section. I am chairman of the Puget Sound section of the society. We have approximately 650 voting members. Of these 650, my offhand guess would be that 50 percent are Forest Service.

We sent this policy statement out by letter and overwhelmingly as I recall by approximately 3½ to 1 or 4 to 1, they endorsed the policy statement which included that statement that I read to you.

Senator CARROLL. You do not know how the other group—you do not know how the group in private employment will feel about this.

SRP02576

Mr. GRUENFELD. In addition to that, I would say that our section statement is in accord with the national statement which is not explicit, of course, on this bill, as our statement isn't, either, but our statement did not disagree with the national statement.

So by written ballot the society approved something that was not in opposition to this.

As I recall, it was very general, but I checked with the executive secretary of the society, as well as with one of the council members, to make sure that our statement was within the policy of the national organization, and it was, definitely.

Senator CARROLL. The reason I asked the question: I have not made up my mind on this bill. I want to get the best professional views I can get. I want to know whether I am dealing with professional men who are on the side where they have a right to be.

I am trying to get the best opinion I can get to find out what is the best procedure. Should we go ahead or have the report come in before we pass this bill?

Thank you very much.

Mr. GRUENFELD. Certainly that is a very good question.

Senator ALLOTT. Mr. Chairman, while this gentleman is on the stand, and I appreciate your very fine statement, but I am sure you would want corrected a figure which you gave and which I think is in error.

Mr. GRUENFELD. Certainly.

Senator ALLOTT. Mr. Crafts is in the room. I asked him this question this morning about the comparative number of people using the wildlife areas and Mr. Crafts, could you give us—if you do not object, sir.

Mr. GRUENFELD. Not a bit, sir.

Senator ALLOTT. Give us those figures at this time.

Mr. CRAFTS. You are talking of the wilderness type areas in the national forest?

Senator ALLOTT. Yes, sir.

Mr. CRAFTS. The latest figures we have for 1960 and the estimate was there are about 1,903 thousand man-days of use of these wilderness type areas.

Now, this averages about 2 percent of the total recreational use of the national forest system.

In terms of number of recreation visits the percentage is slightly less, because the average individual when he goes into the wilderness areas stays a little longer than he stays if he uses the mass-type recreational facilities.

But for general purposes about 2 percent of the recreational use is on the wilderness——

Senator ALLOTT. On a man-day basis?

Mr. CRAFTS. That is right.

Senator ALLOTT. On a visit-day basis I think you told me it is about 1½ percent?

Mr. CRAFTS. Yes; I did. But I find in rechecking the figures that it is about two-thirds of 1 percent.

Senator ALLOTT. This was the figure that was bandied around this morning—that this wilderness area comprises about 8 percent.

Mr. CRAFTS. Eight percent. I might, if I have a moment, correct another figure.

SRP02577

In terms of commercial forest area, the wilderness-type areas include about 5 percent of the total of such area in the national forest. In terms of timber volume, they include about 4 percent of the sawtimber volume.

Mr. GRUENFELD. This was not one of my figures.

Mr. CRAFTS. No; this was not.

Senator METCALF. Mr. Crafts is talking as to some figures I put in the record.

Mr. CRAFTS. I was trying to clear up a number of figures.

Senator ALLOTT. Senator, I had asked him these questions this morning. I thought this was a good time. The witness used a very much lower figure.

Mr. GRUENFELD. Sir, this figure I used, four-tenths of 1 percent, this is the figure as I read it, as I said. I did not give it positively, but the point was that it was a very minor proportion of the people who go in.

Senator ALLOTT. Thank you.

Thank you for permitting me to have Mr. Crafts get this in at this time.

Senator CARROLL. Before the witness leaves the stand, I want to ask Mr. Crafts a question.

Are you a member of the society of which this gentleman spoke?

Mr. CRAFTS. Yes; I am, Senator.

Senator CARROLL. How many of those professional foresters are in the Government service? Do you know?

Mr. CRAFTS. I don't know exactly, but I would estimate that of the total membership in the Society of American Foresters something less than half is currently in public employment.

Senator CARROLL. Are you familiar and acquainted with and do you have knowledge of the opinion of your national group on this subject?

Mr. CRAFTS. To my knowledge, Senator, there has been no referendum taken on this wilderness question, at least, in recent years.

But there was adopted a statement of policy by the council of the society a year or two ago, which is the governing body of the society, and that statement, I believe, has been submitted to the committee in connection with some of the earlier hearings. You will probably find it in the record.

My recollection is that it endorsed the wilderness concept in general. It did not go to specifics of legislation.

I think at that time—and I am not sure of this—that the resolution indicated that it thought the administrative procedures being followed in the executive branch were in general adequate.

Senator CARROLL. Mr. Chairman, while you were out I was raising a question; I am trying to make up my mind on this bill as I hear the testimony about wanting to put it over until the Commission makes a report.

Here is a witness who is a professional man. I wanted to find out about the other foresters who are not here and who may have a different viewpoint.

I assume they differ like lawyers differ. Nevertheless, I like to get the opinion of the professional men. I may not agree with it. I may not agree with the American bar all the time. I am trying to find out,

if I can, what group has a little vested interest here and what is the reason they object to it here and what is in the broad national interest.

That is the purpose of my questioning and I thank you very much.

The CHAIRMAN. Are there any other questions?

Senator METCALF. Mr. Chairman, when Mr. Crafts was testifying a moment ago in response to Senator Allott, he volunteered a statement about clarifying some figures that I had previously put in the record.

I wonder at this time if it would not be well to further clarify those figures.

The table that I put in the record from the Forest Service showed that the commercial forest acreage in wilderness is 4,690,700 acres out of a total of 14,661,000 acres. That is 32 percent of the wilderness land. It equals 6½ percent of the commercial timberland in the national forest in those States with wilderness.

It equals 5.2 percent, and this is the figure Mr. Crafts is talking about, of the 89,450,000 national forest commercial acres.

It is but 4.3 percent of the 107,815,000 acres of commercial timberland available to log in all Federal holdings.

Now, here is the chairman's figure, it is a mere nine-tenths of 1 percent of the 490 million commercial forest acres in the entire United States.

The CHAIRMAN. The next witness is Mr. Roberts.

Senator DWORSHAK. Mr. Chairman, I would like to present Mr. Roberts, who is from McCall, Idaho.

Art Roberts is chief fire warden and field manager of the Southern Idaho Timber Protective Association; past president of Western Forestry and Conservation Association, during its 50th anniversary year; for 12 years mayor of McCall, and presently first vice president of the Idaho Municipal League.

He is a member of the Natural Resources Committee of the Idaho State Chamber of Commerce, and is representing that organization today.

His statement is endorsed by the following Idaho chambers of commerce:

Pocatello, Rupert, Boise, Kellogg, Nampa, Caldwell, Moscow, Cour d'Alene, St. Anthony, Wallace, Orofino.

Also, by the Mountain States Association which represents 8 States, including 155 State and regional chambers and trade associations.

By the North Fork Water Users Protective Association of St. Anthony, and Associated Industries of Idaho.

STATEMENT OF ARTHUR M. ROBERTS FOR THE IDAHO STATE CHAMBER OF COMMERCE, McCALL, IDAHO

Mr. ROBERTS. Thank you, Senator.

Mr. Chairman, in addition I would like permission to introduce into the record the statements from about 10 different organizations, if I might. I do not want to read them, but simply introduce them in the record.

These organizations include the Boise Cascade Corp. of Boise, Idaho; Browns Industries of McCall, Idaho; the Idaho Cattlemen's Association of Boise, Idaho; the Idaho Wool Growers Association

SRP02579

of Boise, Idaho; the North Idaho Forestry Association, of Lewiston, Idaho; and the Southern Idaho Forestry Association, of Boise, Idaho.

Also endorsing the statement of the State chamber, I am presenting resolutions to that effect, are the Gooding Chamber of Commerce, of Gooding, Idaho; the Wendell Chamber of Commerce; the Northside Communities, Inc., of Shoshone, Idaho; and the Burley Chamber of Commerce, of Burley, Idaho.

Thank you very much.

(The documents referred to follow:)

JOINT STATEMENT OF BROWN'S TIE & LUMBER CO., INC., MCCALL, IDAHO; SALMON RIVER LUMBER CO., RIGGINS, IDAHO; AND LAKEFORK LUMBER CO., INC., LAKEFORK, IDAHO, BY WARREN H. BROWN

Honorable members of the U.S. Senate committee, the above listed companies are lumber manufacturers in the Salmon and Payette River area of western Idaho. All are proximate to the primitive area of Idaho and all are dependent in a very large part on Forest Service, Bureau of Land Management, or State timber for their continued operation.

Be it known that we are not opposed to the designation of wilderness lands that are so located as to be apparently endowed by nature with characteristics which limit their use to recreational enjoyment but we are strongly opposed to Senate bill 174 which attempts to create as wilderness, those areas which are not so located or endowed because:

1. Being on the fringe of the great primitive land of Idaho we are cognizant of the many uses of such lands and we are well aware of the economic effect that creation of wilderness would have on the adjacent areas. Set-aside of these lands for single rather than multiple use would eliminate many forms of direct and indirect tax revenue that now exists for the use and benefit of the entire populace while benefiting only those few persons who would actually use the locked-up lands for recreational purposes. Basically, this is detrimental to many and beneficial to few.

2. Senate bill 174 would immediately convert to wilderness single purpose use, all lands now classified as primitive areas. True, such lands, under Senate bill 174, are subject to reclassification by the Secretary of Agriculture. However, such later changes are not consistent with known practices and policies of governmental agencies and it is our contention that designation of specific areas can await the report of the Outdoor Recreation Resources Review Commission and thus eliminate unnecessary inclusions and subsequent withdrawals.

3. The waste and destruction of valuable timber are now almost incomprehensible because of inaccessibility in certain areas. To further add to such waste by eliminating lands which are now or may someday be accessible is not consistent with good government and is dramatically inconsistent with the responsibilities delegated by the American people for operation of our Government on sound financial principles.

4. The future years are critical for all the people and congressional action which favors a small segment of the population by setting aside valuable natural resources for their use and enjoyment only without long range consideration of the economic benefits to all people is not in keeping with the traditional concepts of democracy.

IDAHO CATTLEMEN'S ASSOCIATION,
Boise, Idaho, February 24, 1961.

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

DEAR MR. ANDERSON: The Idaho Cattlemen's Association, consisting of some 2,500 members is opposed to the proposed wilderness bill, S. 174.

The economy of the State of Idaho is based upon its agriculture, mining, lumber, sheep and cattle industries, and the use of its waters for irrigation and hydroelectric powers.

We also believe one of the great potential industries of the State of Idaho is its tourist trade and wildlife attractions and that all of the above industries

SRP02580

are in turn dependent upon the wise and continuous utilization of the natural resources of the State of Idaho.

We believe if this bill (S. 174) is enacted into law the agricultural, mining, timber, sheep and cattle industries, and the wildlife and tourist administration in accordance with multiple use principles of our natural resources by the present land management agencies will be superseded and replaced by another unnecessary Federal bureau.

Yours very truly,

A. N. HOGAN, *President.*

STATEMENT BY WILBUR F. WILSON, PRESIDENT, IDAHO WOOL GROWERS ASSOCIATION, BOISE, IDAHO

This statement is in opposition to S. 174 or similarly drafted legislation.

Such legislation is premature and should await the report of the Outdoor Recreation Resources Review Commission.

Areas which might be so designated as wilderness are presently under the administration of three Federal agencies which are being well administered. Congress, in the last session, passed multiple use legislation for the express reason they believed all Federal lands should be so administered.

There is no need for such legislation, as all land areas hold resources which to some degree help support the economy of States and our Federal Government.

STATEMENT OF THE SOUTHERN IDAHO FORESTRY ASSOCIATION, BOISE, IDAHO

Mr. Chairman and members of the Interior and Insular Affairs Committee, the Southern Idaho Forestry Association, organized under the laws of the State of Idaho, for the purpose of conserving the forest resources of southern Idaho, to promote practical forestry and to advance the standards of forestry education, training, and practices, takes this opportunity to state definite objections to the proposed Senate bill 174.

Inasmuch as Idaho is a sparsely settled State in the early stages of its development and because there are many areas in our State which are at this time considered primitive, we most strenuously object to the freezing forever of the many known and unkown natural resources situated in these areas that are so necessary in the orderly development of our State. Once placed in the proposed wilderness system as envisioned under Senate bill 174, the resources of timber, grazing, and minerals in these areas, and for which Idaho is renowned, for all practical purposes could not be used. The increasing raw material needs of our ever growing population demand that none of the natural resources of our State be locked up in perpetuity.

We object to the restrictions Senate bill 174 would impose upon the development and use of our State. We feel that our natural resources and recreational values should be developed under the multiple use concept for the greatest good to the greatest number of people. As our presently underdeveloped State is gradually opened up, we feel that an orderly harvest of the timber, grazing, and mineral resources, must be carried out in all areas, for the economic benefit of our State and the Nation.

We feel that the scenic beauty and the recreational possibilities in our beautiful mountain areas should be made easily available to all of the people. The privileged few who have the time and financial means needed to employ the guides and pack strings necessary for trips into these planned wilderness areas should not be the only beneficiaries.

We object to the setting aside, and the removing from any development, thousands of square miles for these few who desire wilderness exploration.

We crave the understanding of the committee in our plea that the future development of the State of Idaho be not hamstrung by Senate bill 174 which would, in effect, close the door on any resource utilization on many thousands of square miles.

Respectfully submitted.

ROBT. D. HAYES, *Secretary.*

SRP02581

CHAMBER OF COMMERCE,
Gooding, Idaho, February 21, 1961.

Re S. 174, the wilderness system bill.

To: Senator CLINTON P. ANDERSON, chairman of the Interior and Insular Affairs Committee.

We, the members of Gooding Chamber of Commerce, Gooding, Idaho, respectfully unanimously represent that:

Whereas the economy of the State of Idaho is based upon its agriculture, sheep and cattle industries, mining and lumber, and the use of its waters for irrigation and hydroelectric power; and

Whereas 66 percent of the land area of Idaho is federally owned and contains approximately 3 million acres set aside for primitive and wilderness areas; and

Whereas these designations are restrictive to multiple purpose use and deny to the natural resources industries of the State of Idaho the right to wisely develop the natural resources contained in these large primitive and wilderness areas of the State and further deny ready access to these areas to millions of Americans, all to the detriment of said industries and to the people of the State of Idaho; and

Whereas one of the great potential industries of the State of Idaho is its tourist trade and wildlife attractions; and

Whereas the Outdoor Recreation Resources Review Commission will not report their findings until February 1, 1962: Now, therefore, be it

Resolved by the Gooding Chamber of Commerce, Gooding, Idaho, That we are opposed to dedicating additional lands as wilderness and primitive areas in Idaho and sincerely request that all wilderness and primitive areas in the State of Idaho be studied with the view of eliminating all lands which have a higher or greater multiple use potential than that of single use dedication as primitive or wilderness; and be it further

Resolved, That we oppose Federal enactment of future wilderness legislation embodying the principle of locked-up areas for a single purpose use which would deny to the natural resources industries the right to wisely develop such natural resources and would also be to the detriment of said industries and to the people of the State of Idaho.

VALDO GRAY,
President, Gooding, Idaho, Chamber of Commerce.

CHAMBER OF COMMERCE,
Wendell, Idaho, February 23, 1961.

Re S. 174, the wilderness system bill.

To: Hon. Clinton P. Anderson, chairman, Interior and Insular Affairs Committee.

We, the members of Wendell Chamber of Commerce, Inc., respectfully unanimously represent that:

Whereas the economy of the State of Idaho is based upon its agriculture, sheep and cattle industries, mining and lumber, and the use of its waters for irrigation and hydroelectric power; and

Whereas 66 percent of the land area of Idaho is federally owned and contains approximately 3 million acres set aside for primitive and wilderness areas; and

Whereas these designations are restrictive to multiple purpose use and deny to the natural resources industries of the State of Idaho the right to wisely develop the natural resources contained in these large primitive and wilderness areas of the State of Idaho and further deny access to these areas to millions of Americans, all to the detriment of said industries and to the people of the State of Idaho; and

Whereas one of the great potential industries of the State of Idaho is its tourists trade and wildlife attractions; and

Whereas the Outdoor Recreation Resources Review Commission will not make their findings known until February 1, 1962: Now, therefore, be it

Resolved by the Northside Communities, Inc., office at Wendell, Idaho, That we are opposed to dedicating additional lands as wilderness and primitive areas in Idaho and sincerely request that all wilderness and primitive areas in the State of Idaho be studied with the view of eliminating all lands which have a higher or multiple use potential than that of single use dedication as primitive or wilderness; and be it further

SRP02582

Resolved, That we oppose Federal enactment of future wilderness legislation embodying the principle of locked-up areas for a single purpose use which deny to the natural resources industries the right to wisely develop such natural resources and would be a detriment of said industries and to the people of the State of Idaho.

KEITH DAVIS,
President, Wendell Chamber of Commerce.

NORTH SIDE COMMUNITIES, INC.,
Wendell, Idaho, February 21, 1961.

Re S. 174, the wilderness system bill.

To: Senator Clinton P. Anderson, chairman of the Interior and Insular Affairs Committee.

We, the members of North Side Communities, Inc., Wendell, Idaho, respectfully unanimously represent that:

Whereas the economy of the State of Idaho is based upon its agriculture, sheep and cattle, mining and lumber industry, and the use of its waters for irrigation and hydroelectric power; and

Whereas 66 percent of the land area of Idaho is federally owned and contains approximately 3 million acres set aside for primitive and wilderness areas; and

Whereas these designations are restrictive to multiple purpose use and deny to the natural resources industries of the State of Idaho the right to wisely develop the natural resources contained in these large primitive and wilderness areas of the State and further deny ready access to these areas to millions of Americans, all to the detriment of said industries and to the people of the State of Idaho; and

Whereas one of the great potential industries of the State of Idaho is its tourists trade and wildlife attractions; and

Whereas the Outdoor Recreation Resources Review Commission will not make their findings known until February 1, 1962: Now, therefore, be it

Resolved by the North Side Communities, Inc., Wendell, Idaho, That we are opposed to dedicating additional lands as wilderness and primitive areas in Idaho and sincerely request that all wilderness and primitive areas in the State of Idaho be studied with the view of eliminating all lands which have a higher or multiple use potential than that of single use dedication as primitive or wilderness; and be it further

Resolved, That we oppose Federal enactment of future wilderness legislation embodying the principle of locked-up areas for a single purpose use which would deny to the natural resources industries the right to wisely develop such natural resources and would also be to the detriment of said industries and to the people of the State of Idaho.

HERBERT W. FORBES,
President, North Side Communities, Inc., Shoshone, Idaho.

CHAMBER OF COMMERCE,
Burley, Idaho, February 21, 1961.

Senator CLINTON P. ANDERSON,
Chairman of Interior and Insular Affairs Committee, Washington, D.C.

DEAR SENATOR ANDERSON: With reference to S. 174 let us hasten to state our opposition to the bill for the following reasons:

1. Inasmuch as Idaho's economy depends on its agriculture, livestock, lumber and mining as well as its irrigation water and electric power, we feel that to set aside any of this valuable land for primitive or wilderness purposes would be detrimental to the State as a whole.

2. We feel that the natural resources of this land is of greater value to Idaho than even the Federal Government realizes and we see no need for such legislation at this time.

3. We further feel that inasmuch as a committee has been appointed to review said lands that your committee should hear their conclusions before pursuing this bill further.

Very respectfully yours,

Mrs. FRED P. ANDERSON,
Secretary-Manager.

SRP02583

BOISE CASCADE CORP.,
Boise, Idaho, February 27, 1961.

Subject: Statement in opposition to S. 174.

Hon. CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE: This corporation, engaged in the growing and harvesting of timber in the States of Idaho, Colorado, Washington, and Oregon, hereby expresses opposition to some of the features of S. 174.

Our first concern with the legislation is the fact that the establishment of a huge wilderness system, without proper study, is not in the best interests of the economy of the United States. We feel that the results of studies now underway by the Outdoor Recreation Resources Review Commission should be evaluated before any attempt is made toward putting great acreages into wilderness preserves. Also, under the bill additional acreages could be had under the authority of the President of the United States.

We feel that, even while no actual need for the legislation has been demonstrated, the establishment of a wilderness system will have an adverse effect on the economy of our Western States. To a great extent in Western States, the economy is dependent upon the use of natural resources to provide jobs, products, and funds for the operation of schools, roads, and other governmental functions.

Although other objectional features of the bill could be cited, we feel it is sufficient to point out to the members of the committee our feelings that any action should be deferred until reports made by study groups are available to the Congress. Additionally, it is the position of Boise Cascade Corp., that we do not object to wilderness areas being established where the terrain and natural resources totally lend themselves to such a project. However, we do object to having immense areas blanketed into the wilderness system.

Respectfully submitted.

W. L. MILLS,
Director, Company Relations.

Mr. ROBERTS. Mr. Chairman, this statement is presented in behalf of the Idaho State Chamber of Commerce in opposition to S. 174, the Wilderness Act.

We oppose the enactment of S. 174 in principle and for the following specific reasons—which I might add for the record, have been covered up to now.

However, I would like the privilege to cover these in my own language.

1. The Congress has already assigned the study of the needs of the outdoor recreation to the Outdoor Recreation Resources Review Commission and any legislation to take care of any one facet of the outdoor recreation problem seems premature until their report is in.

We are told that this Commission will report in early 1962.

2. There is no evidence that true wilderness type areas are being invaded by commercial forces or that such action is imminent.

A commercial venture or enterprise must be economic and true wilderness does not yield itself to the support of a profitable or feasible operation. In fact, acreage contained in wilderness classification has been on the increase in recent years, and this trend would seem to indicate that present laws and regulations are adequate to the problem.

3. It seems incompatible to lump together lands of the different Federal agencies, the Forest Service of the Department of Agriculture, the Park Service of the Department of the Interior, and the wildlife refuges and game ranges also of the Department of the Interior, all of which are set up with different objectives and regulations,

SRP02584

and under different laws, into one system with still another set of objectives and regulations under still another law.

The single purpose for which these lands would be set aside under this bill would seem to call for separate administration under still another agency of the Federal Government. We fear that this may foreshadow the creation of an all-embracing wilderness agency.

4. Since over 3 million acres of Idaho land in the several national forests is already in primitive area status, this bill, if enacted, would place this considerable portion of Idaho in the national wilderness system without inventory of the resources involved and without further evaluation as to its desirability or eligibility as wilderness-type area.

It is true that the bill contains machinery to remove some of these acres from wilderness classification, but it is negative machinery calling for a congressional concurrent resolution opposing any action of the executive department involved in the particular inclusion, exclusion, or expansion of the system.

Any inventory of the resources involved would be next to impossible due to inaccessibility.

We foresee that the status quo in this case would be extremely difficult, if not impossible, to modify.

When the primitive areas were authorized under Department of Agriculture regulation L-20 in 1929, they were set up with somewhat indeterminate boundaries on the premise that the lands should be examined as to their adaptability and acceptability as wilderness.

It was a well-known fact that much land included within these boundaries had a greater use potential for other purposes. The legal machinery to examine and classify as to their use for wilderness or for other uses presently exists and is being used by the Forest Service.

In connection with that, I should like to direct your attention to the administrative studies that have been made of the Sawtooth primitive area, of the Glacier Peak primitive area, and the imminent hearings which will be held beginning March 7 in Missoula and March 9 in Lewiston and March 14 in Grangeville on the Selway primitive area.

The CHAIRMAN. What happened?

Mr. ROBERTS. The area has been recommended for wilderness. What the present designation is, I am unable to find out. It is referred to as wilderness.

The CHAIRMAN. You mentioned another one, Glacier?

Mr. ROBERTS. The Glacier Peak Area has been classified as wilderness by executive order.

The CHAIRMAN. You say you do not want the bill, but you see these pieces gradually going into wilderness by determination of the Secretary?

Mr. ROBERTS. That is right. After definite study. The part I am objecting to here is the present inclusion of all these primitive areas as wilderness.

May I continue?

The CHAIRMAN. Yes.

Mr. ROBERTS. No. 5. Inclusion in single limited use set-asides of lands upon which resource industry operation is possible is grossly unfair to local economies and local governments.

SRP02585

In public land States such as Idaho—60 percent publicly owned, including State ownership—and in counties such as mine—Valley—89 percent publicly owned; 30 percent in the Idaho primitive area—this consideration becomes tremendously important.

Our mills depend on public stumpage and our livestock industry depends on the high ranges in Federal ownership for its existence. One of our major industries, real and potential, in my county and in the State of Idaho, is the tourist trade and the accommodation of mass recreationists. These industries depend on multiple use management of the public lands upon which the resources essential to their remaining in business exist.

The 25 percent, in lieu of tax contribution to local government of the National Forest income gives a substantial lift to the tax revenues of the counties in which this income is collected. To set significant areas of these lands apart for single, limited use when more diversified use is possible and where resource values exist is, naturally, not in the best interest of our economy.

6. One of Idaho's greatest resources is the production and harvest of fish and game. It is a well-known fact that scientific game management depends on an orderly harvest. This can only be accomplished by hunters' use of the area, and accessibility to it is the only way to get them to use it heavily enough to get the desired result in management. For this reason we feel that wilderness areas should be restricted in size to areas of true wilderness and that there should be fairly ready access to the boundaries of these areas.

The CHAIRMAN. Is it your understanding that in the wildlife area there can be no hunting?

Mr. ROBERTS. No, that is not my contention here. My contention is that due to the difficulty of getting into these areas the hunting is necessarily cut down. That is my point. The use is necessarily limited.

To conclude, in the light of the above, we oppose the enactment of S. 174 and suggest that wilderness system legislation is not needed at this time. We do not oppose wilderness use for certain areas of public land and as the only use for certain of these lands.

We humbly suggest, however, that all lands under consideration for wilderness designation be completely inventoried to determine what their optimum use may be. This inventory should include recreation, hunting and fishing, minerals, natural gas and oil, grazing, and forest products.

We further suggest that each wilderness designation should be considered on its own and should be authorized by direct action of Congress and with the approval of the legislature of the State in which the area is located.

Now to go a little further on that legislature business, I would be open to suggestions on some other method of approval by the local economy.

The CHAIRMAN. Are there any questions?

Thank you very much.

Mr. Hammerle is our next witness.

SRP02586

STATEMENT OF WILLIAM C. HAMMERLE, FORESTER, AMERICAN PULPWOOD ASSOCIATION, NEW YORK, N.Y.

Mr. HAMMERLE. I am William C. Hammerle, forester for the American Pulpwood Association, with headquarters at 220 East 42d Street, New York, N.Y. This association is composed of pulpwood producers, dealers, 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.

I would first of all point out to you gentlemen that the industry is not opposed, and never has been, to the idea or concept of wilderness areas where such status represents the primary value of the areas and the natural features they include.

We are opposed to creating a wilderness preservation system which would lock up large areas for all time for the benefit of a select few without regard to the full economic development of many badly needed resources, including areas needed to meet the less exacting, less rigorous, and less costly recreational demands of the great mass of our population who will not and cannot use wilderness areas. Such legislation is single purpose and special privilege and can simply be categorized as class legislation which completely disregards the needs of the many for the benefit of the select few.

The pulpwood industry has testified in opposition to legislation establishing a national wilderness preservation system in hearings before previous Senate Committees on Interior and Insular Affairs, at Washington, D.C., on June 19–20, 1957, and on July 23, 1958. Also western members of the American Pulpwood Association testified at the hearing on November 10, 1958, held at San Francisco, Calif.

We fully recognize the improvements that have been made in drafting S. 174 as compared with previous bills. However, the improvements have not removed the basic objections of our industry to the establishment of a national wilderness preservation system.

In our opinion the proposal is not only unnecessary but implies a criticism of the administration of wilderness areas by the respective agencies in the Departments of Agriculture and Interior.

The first wilderness areas were established by the Forest Service in 1924. Since then the Forest Service has steadily added to the original acreage classified as wilderness until there are now approximately 15 million acres of wilderness area in the national forests.

In addition, they have designated other areas as wild—so classified because of their smaller size—and still others as primitive. The latter are so classed pending study and determination as to suitability as wilderness.

It is from these areas that the Forest Service has quite regularly increased the wilderness acreage of the national forests. We believe that evaluation of national forest lands should be continuously made and local hearings called in the areas affected to assure that wilderness values are, and in the future will remain, the dominant use for the areas.

To the best of our knowledge, no legal questions have been raised regarding the use of Federal lands for wilderness which necessitates legislation to establish a wilderness system. In fact, wilderness was enacted into law as a use of national forest lands in the Multiple

SRP02587

Use-Sustained Yield Act of June 12, 1960 (Public Law 86-517) which gave adequate recognition and authorization for the administration of wilderness areas in the national forests.

National parks and monuments comprise those areas which are of such superlative scenic, natural, and historic values that they are of national importance to all our people. They are managed on the principle that they shall be handed over to future generations unimpaired.

Actually, the organic National Park Service Act of 1916 offers nearly as much flexibility in managing recreation resources as the multiple-use principles of forest service administration of the national forests. The National Park Service has devoted considerable attention to preserving the natural character and wilderness aspects of the national parks while at the same time providing for their enjoyment by our people.

National wildlife refuges and game ranges, administered under regulations of the Secretary of the Interior, were established to meet a very specific need and purpose. By their very nature, they are basically wilderness areas and have been administered as such.

The administration of these wilderness areas under regulations of the Secretaries of Agriculture and Interior, and under various acts of Congress, has provided a degree of flexibility and continuity of purpose to assure us confidence in the continuing management of wilderness areas by these executive agencies without the necessity of establishing them into a wilderness preservation system.

We would also point out that lumping together into a new, huge system the lands administered for different purposes by three Federal agencies in two executive departments could lead eventually to placing all under one new agency specialized in wilderness. This would only mean an additional, unnecessary Government agency with increased appropriations, the loss of efficient administration and procedures which have been built over the year, and interminable conflicts between the various administering agencies.

All of us concerned with our forest resources have become increasingly conscious of the growing needs of our people for healthful recreation and the tremendous importance of our forest lands in meeting these needs.

The pulpwood industry, like the forest products industry as a whole, is steadily expanding its contribution to these needs by providing industry lands for recreational use including hunting and fishing, picnic and campsites, and community recreation areas.

These help to provide the areas and facilities for mass recreational use—where the real needs exist. Wilderness as it exists today, or as envisioned in a wilderness system, cannot and will not meet these needs—and by its very conception is not intended to do so. Wilderness has its place in our overall recreational requirements for present and future generations but it must be seriously questioned if locking up areas variously estimated as 50 million or more acres is either advisable or necessary.

The CHAIRMAN. Where does that figure come from?

Mr. HAMMERLE. Well, we have heard up to 55 million acres here today. I have seen it in various articles and reports in the past in connection with the wilderness bills that have been introduced.

The CHAIRMAN. You did not write this here today. Where did you get this?

Mr. HAMMERLE. Out of past statements that were made.

The CHAIRMAN. Did you just accept it?

Mr. HAMMERLE. No, I said variously estimated as 50 million acres or more. I didn't say that this bill was going to set up exactly 50 million acres.

In fact, I am not too sure exactly what acreage is going to be covered by this bill.

The National Park Service in its publication, "Preservation of Natural and Wilderness Values in the National Parks" (March 1957) states:

> Comparatively few park visitors experience true wilderness. By contrast, millions profit from those quantities of wilderness which are available to them in the near vicinity of park roads and developed areas.

I would also cite the situation in the State of New York which is planning to spend $75 million for the acquisition and development of parks to meet its recreation problems. Yet, in the State forest preserve there are 2,172,000 acres in the Adirondacks and 232,000 acres in the Catskills.

This is true wilderness in that article XIV of the Constitution provides that the preserve "shall be forever kept as wild forest lands." On February 14 of this year, Mr. Robert Moses, chairman of the State council of parks, urged Governor Rockefeller to support a revision of the State constitution that opens up the forest preserve for controlled recreational use. In his letter to the Governor, Mr. Moses stated:

> We cannot afford to restrict the use of the forest preserve to extremists who insist on keeping it a complete wilderness, accessible and available only to those who have the experience, toughness and leisure to enjoy it without the elementary conveniences and facilities required by the average vacationist and his family.

These citations lead to the thought that it is not vast areas of wilderness that are needed to preserve their benefits for present and future generations, but rather the quality of the areas and their relative accessibility for enjoyment and use of our citizens.

S. 174 would blanket into a wilderness system all areas within the national forests classified as wilderness, wild, primitive, or canoe; each portion of each park, monument, or other unit in the national park system embracing a continuous area of 5,000 acres or more without roads; and such portions of the wildlife refuges and game ranges as the Secretary of the Interior may recommend within 10 years following the effective date of the act.

Obviously this automatic inclusion as wilderness circumscribes any real determination as to the real suitability of all this vast area as wilderness, and whether or not it is predominantly valuable for that purpose.

Possible exceptions are the present wilderness areas in the national forests.

Due regard is not provided for the use of other resources such as timber, minerals, water, and opportunities for mass recreation urgently needed by our expanding population. To protect the economic sources of livelihood of the local communities and their people, it is only right that decisions as to the predominant use of each area should only be

SRP02589

made after an impartial consideration of all the resources present, all uses and all users.

Such a study is now underway by the Outdoor Recreation Resources Review Commission which was created by the Congress (act of June 28, 1958), to review the Nation's present outdoor recreation resources and opportunities, to forecast those that will be required by the year 1976 and the year 2000, and to report its findings and recommendations to the President and the Congress.

One of the studies which the Commission has already contracted for with the Wildland Research Center at the University of California is that of wilderness. As stated in the Commission's outline of its study program, released June 1960, "The study will permit the Commission to put the problem of wilderness recreation into proper perspective in the development of overall outdoor recreation policy and program proposals."

The enactment of wilderness preservation system legislation at this time, prior to completion of the thorough studies and reports which the Congress itself deemed essential in dealing with the overall recreation problems and opportunities, is definitely premature and a complete waste of public funds.

The pulpwood industry has no way of knowing what the findings and recommendations of the ORRRC will be, but does believe that results of such a study should be given careful consideration before the Congress takes any permanent action.

The inconsistencies existing in provisions of S. 174 strengthen our opinions on this point. The bill is inconsistent in that it would permit the continuation of many activities presently being carried on in the areas involved, and at the same time require the administering agency to preserve the wilderness character of the areas in the system under its jurisdiction. From this it appears that many of the areas to be automatically blanketed into the system should not be classified as wilderness at all.

The pulpwood industry is opposed to legislation establishing a national wilderness perservation system, and therefore is opposed to S. 174, on the grounds that:

1. A wilderness preservation system is unnecessary since they are wilderness areas already established under existing congressional authority with adequate provision for designation of additional areas which meet wilderness requirements, and that existing areas are being administered effectively under regulations of the Secretaries of Agriculture and Interior.

2. Such a system would unnecessarily freeze large areas of land and resourecs for single-purpose use for a very few people without regard to quality or the minimum size required to meet the objectives.

3. The establishment of a wilderness system or passage of any general wilderness legislation prior to the completion of the overall inventory of outdoor recreation resources and needs, which is now in process under legislation enacted by Congress, is premature.

The CHAIRMAN. This New York wilderness area to which you refer on page 5, these 2 million acres in the Adirondacks would require a constitutional amendment to open up, would they not?

Mr. HAMMERLE. That is correct. They cannot be changed without a constitutional amendment.

SRP02590

The CHAIRMAN. That was done in 1894.

Mr. HAMMERLE. Around there.

The CHAIRMAN. Do you have any idea why it was done?

Mr. HAMMERLE. It was a little before my time, but it is my understanding that it was done——

The CHAIRMAN. They were being gutted by timber cutting, were they not?

Mr. HAMMERLE. In some of the areas, I believe that is it.

The CHAIRMAN. And conservationists got together with business interests including the timber interests and tried to protect what little remained.

Today New York produces about 300 million board feet of timber. They were producing several times that prior to the time this amendment went into effect.

So there was good sound reason for its adoption, the fact that it was necessary to do this by constitutional amendment so that a new legislature would not wipe it out. It might be some warning to us now to try to get something done by law so that some Secretary of Agriculture might not wipe these out?

Mr. HAMMERLE. It is possible, but here are the recreation people who are now trying to get that New York area changed and opened up.

The CHAIRMAN. Now, Robert Moses does not speak for all the recreation people in New York. The New York Times carried an editorial on the matter we might put in the record here.

(The matter referred to follows:)

[From the New York Times, Feb. 23, 1961]

FOREST PRESERVE IN DANGER

The New York Forest Preserve, covering some 2,400,000 acres in the Adirondacks and the Catskills, is without question one of the finest publicly owned scenic and recreational areas in the eastern part of the United States. It is still that way 76 years after its establishment by act of the legislature because in 1896 the voters of this State wrote into the constitution a provision that the lands of the forest preserve must be kept "forever wild."

That is why in large parts of the Adirondacks and in smaller parts of the Catskills there still remain some of the most unspoiled, untouched natural beauty in the Northeast. It is why the forest preserve has in fact been preserved for the use and enjoyment of future generations. Will this generation be the one to throw away that heritage and invite into the forest preserve the commercial interests, the highway builders, the professional mass recreationists, the people who would make the publicly protected lands of the preserve indistinguishable from the privately owned properties with which it is surrounded and interspersed?

The answer must clearly be "No"; yet the growing frequency and intensity of attack on the forest preserve should alert the citizens of this State to the danger of their losing it in its present form. Two separate problems are involved. One is the pressure to open the preserve to commercial exploitation, especially lumbering. The other is the pressure to open the preserve to greater mass-recreational developments. This is the kind of invasion that Robert Moses, chairman of the State council of parks, would invite by the incredibly bad forest preserve amendments he is proposing.

Mr. Moses suggests, as one alternative, opening up the forest preserve to any highway construction approved by the legislature, which is the same as signing a death warrant for the preserve. In more moderate mood, he suggests mere construction of "campsites and recreational facilities," or "enclosed buildings" for recreational purposes as far as 1½ miles from existing highways. Such sweeping proposals could be as destructive as they are unnecessary. There are plenty of "enclosed buildings" within easy access of forest preserve lands; private and commercial properties are already scattered throughout the entire area.

SRP02591

We do not say that there must be no change in the forest preserve whatsoever. We do say that each road, each campsite, each ski development, each intrusion on natural beauty and tranquillity must be carefully scrutinized at leisure and in detail before irrevocable decisions are made. We think construction of the northway through the preserve was a mistake, but at least it was fully debated and the issues partially understood before it was voted. We think the proposed private ski development on forest preserve land at Hunter Mountain in the Catskills would be outrageous, and we hope it will be defeated.

But the essential thing, as former Conservation Commissioner Lithgow Osborne has pointed out, is to move with extreme caution—which is not the way in which the Moses amendments to the constitution would move against the forest preserve.

Mr. HAMMERLE. No, but he is one of the outstanding park recreational authorities.

The CHAIRMAN. Yes, sir; he is. He is a fine person but a controversial character.

Mr. HAMMERLE. Very much so.

The CHAIRMAN. In any event, I believe Governor Rockefeller did not do anything about his recommendation, did he?

Mr. HAMMERLE. I haven't seen anything on that yet.

The CHAIRMAN. Are there any questions?

Thank you very much, Mr. Hammerle.

Mr. HAMMERLE. Thank you, Mr. Chairman.

The CHAIRMAN. Mr. C. R. Gutermuth, one of our persistent workers in the field of conservation has been here 2 days to testify. Now he has had to go to another hearing. Without objection, his statement will be included in the record at this point.

(The statement is as follows:)

STATEMENT OF C. R. GUTERMUTH, VICE PRESIDENT, WILDLIFE MANAGEMENT INSTITUTE

Mr. Chairman, I am C. R. Gutermuth, vice president of the Wildlife Management Institute, with headquarters in Washington, D.C. The Institute is one of the older conservation organizations, and its program has been devoted to the restoration and improved management of natural resources in the public interest since 1911.

Conservationists are delighted that the distinguished chairman of this committee and so many of his colleagues in the Senate have assumed leadership once again in seeking agreement on the widely supported proposal to establish a national wilderness system. Public endorsement of the wilderness system concept never has been broader or more vigorous than at present. This citizen support has endured and flourished during the several years that the philosophy of wilderness preservation has undergone scrutiny at congressional hearings in Washington and in the field. Over the years, the bill has undergone continuing study and revision in order to incorporate the many helpful suggestions that have been received and to make absolutely clear that the establishment of a national wilderness system will not interfere with or impede the rights and prerogatives of others on Federal, State, and local levels.

Those who continue to claim an inability to understand the scope and objectives of the wilderness bill simply have failed to read the proposal and the extensive printed record that has been compiled. A number of newspaper clippings have crossed my desk in recent weeks in which a few individuals are reported as stating that enactment of the wilderness bill would be a disastrous blow to local and regional economies.

Those statements invariably have been by officials of local chamber of commerce organizations, and I must say, that it is inconceivable how some people can continue to be so uninformed for such a long time, Mr. Chairman. It looks as though the spokesmen for some of those groups are deliberately misrepresenting the facts in an effort to block this legislation. Of one thing I am sure, the wilderness bill has been misrepresented more and has been the subject of more

misunderstanding than any other natural resources bill that I have known in my experience in Washington. People who have designs on breaking down the national forest, national park, and wildlife refuge systems obviously do not want to have any additional impediments created that might obstruct their efforts.

Actually, this wilderness bill has only one objective—to make readily available to all Americans for recreation, natural history study, watershed, and other social, cultural, and healthful benefits and purposes, a reasonable number of true wilderness areas that already are established within the national forests, parks, and wildlife refuges. The sole requirement is that each area so designated would continue to be administered in such a way as to preserve existing wilderness character.

S. 174 provides a procedure whereby all interests can be heard in the future on questions concerning boundary adjustments and deletions or additions to areas encompassed within the national wilderness system. The requirement for public hearings and a period of review would lessen the danger that any administrator may decide on a course of action before having access to 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. Then again, enactment of S. 174 would provide a desirable shield from direct attempts to influence the administrator's decisions.

Conservationists concur with your statement when you introduced S. 174, Mr. Chairman, that its enactment would strengthen and supplement the investigations and conclusions of the National Outdoor Recreation Resources Review Commission.

We are hopeful that this committee will give prompt and favorable consideration to S. 174. Creation of a national system of wilderness is one of the great conservation opportunities for the 87th Congress.

The CHAIRMAN. Mr. Barker.

I am very, very glad to welcome a citizen of my own State who has a very distinguished record in this whole field.

STATEMENT OF ELLIOTT S. BARKER, SANTA FE, N. MEX.

Mr. BARKER. I am very glad to be here and have the privilege of testifying before this illustrious committee. I have here before I embark on my statement a number of additional statements I would like to file for the record. The first one is a statement prepared by Don Clauser, president of the New Mexico Wildlife Conservation Association. Then, Mr. Chairman, I have here several statements supporting the statement that I and the wildlife association make. They are from 27 individuals in New Mexico.

Most of these letters, Mr. Chairman, are addressed to you, but were sent to me because they learned through the newspapers that I was coming to testify, and asked that they be submitted.

I would like to submit these 27 letters—they are very short—for the record.

The CHAIRMAN. Without objection, they may be included.

Mr. BARKER. I have also 15 conservation associations in New Mexico that have submitted supporting letters to the statement that Mr. Clauser and myself will make. I would like to submit those for the record. I will not take time to read them.

I have letters from nine different individual organizations in New Mexico other than the conservation clubs, they are the New Mexico Mountain Club and what they call the Jeep Herders Club, not sheep but Jeep Herders Club of New Mexico. They don't want roads back there even for the jeeps.

SRP02593

(The documents referred to follow:)

STATEMENT OF DON CLAUSER, PRESIDENT, NEW MEXICO WILDLIFE AND CONSERVATION ASSOCIATION, INC.

I am Don Clauser, president of the New Mexico Wildlife and Conservation Association, founded in 1914 for the purpose of giving voice to all sportsmen and conservationists, in matters related to the preservation and management of all our natural resources. For this reason I feel that it is not only my privilege but my duty to those who elected me to this office, to present this statement.

No one can deny that Senate bill 174, known as the wilderness bill, is anything but fair to all interested groups. This bill is the result of many hearings held in all parts of our country. There has been a great deal of so-called give and take by both sides. Long hours of study and review of all testimonies received at the many hearings, have gone into the preparation of this bill. It is the result of more than 5 years of work by many individuals and committees in Congress. We feel the wilderness bill in its present form should be inacted into law now.

Gentlemen, time is running out. If something is not done soon, we can forget the entire aspect of wilderness. What wilderness areas that still remain intact are almost entirely within the boundaries of the national forests and parks. The actual amount of land in question is about 8 percent of our national forests and parks. This is the last 8 percent of true wilderness remaining in the country. If we are to save any of this great heritage for posterity, you must act now.

In review I would like to point out that practically all testimony at previous hearings objecting to a wilderness bill was offered by individuals or organizations who either directly or indirectly would in someway receive financial benefits from the exploitation of our remaining wilderness. While on the other hand those favoring the bill had nothing more to gain than the satisfaction of having helped preserve by law the last remnants of wilderness that once covered this great land.

May I point out that this bill does not change the status of these areas. It only provides, by law, protection which the Secretaries of the Interior and Agriculture are now giving them. We cannot entrust so great a heritage as wilderness to individuals, subject to outside pressures and ideals. We need their protection by law.

In closing I would like to impress on all present, just one fact and please think about it both now and in future deliberations on this important matter. Any man in this room can destroy wilderness, but once destroyed, there is nothing all of us can do to replace what we have destroyed. Only God through His process of nature can replace it. This takes many hundreds, yes thousands, of years; not even our children will live to see even the beginning of this restoration.

My charge to you is to protect what we have remaining, before man in his greed destroys the last of our wilderness.

CLAYTON, N. MEX., *February 27, 1961.*

ELLIOTT S. BARKER,
Care of Statler Hilton Hotel, Washington, D.C.:

Our board of directors unanimously adopted a resolution supporting Senate bill 174. Do everything possible to assure its passage.

UNION COUNTY WILDLIFE AND CONSERVATION ASSOCIATION,
OTIS WETSEL, *President.*

SAN JUAN WILDLIFE FEDERATION,
Farmington, N. Mex., February 22, 1961.

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

DEAR SENATOR: The San Juan Wildlife Federation has gone on record as being in full support of the wilderness preservation bill, S. 174. In the interest

of the future good welfare of our country, for the economy and the individual, this bill must receive the approval of this committee.

One of New Mexico's most respected men, and surely one most learned in the importance of the wilderness, Mr. Elliott S. Barker, is to testify before the committee in favor of wilderness preservation, and our club recognizes and proudly supports him in his struggle for retaining our wildernesses. We also endorse any statements made by the New Mexico Wildlife & Conservation Association.

Sincerely,

LOIS FRIEL, *Secretary.*

SOCORRO COUNTY WILDLIFE CONSERVATION ASSOCIATION,
Socorro, N. Mex., February 22, 1961.

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

DEAR SENATOR ANDERSON: It is our understanding that February 27 and 28 is set for a public hearing before the Senate Interior and Insular Affairs Committee on the wilderness preservation bill.

We wish to again say, that our association fully supports the preservation of wilderness and the wilderness preservation bill, S. 174.

Mr. Elliott Barker, executive secretary of the New Mexico Wildlife Conservation Association, will represent our State organization at the hearings. Our local chapter fully endorses the statements that will be submitted by Mr. Barker.

Yours very truly,

ALFRED A. COULLOUDON, *Secretary.*

MELROSE SPORTSMEN'S CLUB,
Melrose, N. Mex., February 22, 1961.

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

DEAR SIR: Our group would like you to know that we fully endorse the preservation of wilderness and the wilderness preservation bill, S. 174. Also, we endorse the statements being submitted by the New Mexico Wildlife & Conservation Association and Mr. Elliott S. Barker at the hearing.

Sincerely yours,

MACK HENDERSHOT, *President.*
ROGER B. PARKS, *Secretary.*

SANTA FE WILDLIFE & CONSERVATION ASSOCIATION,
Santa Fe, N. Mex., February 22, 1961.

Subject: S. 174.

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

Mr. CHAIRMAN: This masterpiece is so simply and precisely worded, it is our thinking that it cannot be misquoted or misinterpreted by anyone competent to read or comprehend the high purpose and objective of this bill. Therefore, a long and wordy analysis of the benefits, or attempt to forecast and answer potential opposition to this bill would be superfluous.

Your wise provision for protection of and "subject to existing private rights" is most commendable; also your provision for periodic review and redetermination of values as a wilderness area in the light of changing times and conditions is very well covered. Multiple use and administration of wilderness areas for the benefit of adjacent areas is necessary and well defined.

Last, but by no means least, is your statement accompanying S. 174; we think it is eloquent and expressive, but we particularly refer to the paragraph titled "For the Whole People."

For this fine work, we thank you, sir, and our thanks to your colleagues who signed this bill.

SRP02595

We heartily endorse S. 174, and request a timely do pass recommendation from the eminent Senate Interior and Insular Affairs Committee.

Sincerely,

CLARENCE W. VIA, *President.*

ROSWELL WILDLIFE & CONSERVATION ASSOCIATION,
Roswell, N. Mex., February 20, 1961.

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

DEAR MR. ANDERSON: As president and spokesman for the Roswell Wildlife & Conservation Association, I would like to convey our official stand concerning the pending wilderness preservation bill, Senate bill 174. Our organization endorses the bill wholeheartedly. If our wilderness areas are to still be in existence for the enjoyment and recreational use of our children and grandchildren, such legislation must be passed, and the sooner the better.

I would also like to say that any statements made by the New Mexico Wildlife & Conservation Association and Mr. Elliott S. Barker, at the public hearing on Senate bill 174, also have the full endorsement of the Roswell Wildlife & Conservation Association. Thank you.

Very sincerely yours,

K. G. LITTRELL, *President.*

SOUTH EDDY COUNTY GAME PROTECTIVE ASSOCIATION,
Carlsbad, N. Mex., February 21, 1961.

Hon. CLINTON P. ANDERSON,
Chairman Senate Interior and Insular Affairs Commission,
Washington, D.C.

DEAR MR. ANDERSON: I am writing this letter to you in behalf of the Carlsbad Wildlife Conservation Association. We, as an organization, fully and whole heartedly endorse the preservation of wilderness, and the wilderness preservation bill S. 174, which I understand will go before the Senate Interior and Insular Affairs Committee on February 27 and 28 in Washington, D.C.

Also our organization wishes to endorse the statements that will be submitted by the New Mexico Wildlife and Conservation Association and Mr. Elliott Barker of Santa Fe, N. Mex.

We will appreciate your help and support of the bill, and also the help on State WCA proposals.

Sincerely yours,

C. B. DAVIS, *Secretary and Treasurer.*

NEW MEXICO WILDLIFE AND CONSERVATION ASSOCIATION,
Roswell, N. Mex., February 21, 1961.

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

DEAR SIR: The Roswell Chapter of the New Mexico Wildlife and Conservation Association enthusiastically endorses the wilderness bill S. 174.

The Roswell chapter also endorses any statement submitted by Elliott S. Barker, executive secretary from Santa Fe, N. Mex.

Very truly yours,

E. H. BANTA, *Director, Area No. 7.*

ALAMOGORDO, N. MEX., *February 22, 1961.*

ELLIOTT S. BARKER,
New Mexico Wildlife and Conservation Association,
Santa Fe, N. Mex.:

The board of directors of the Otero County Wildlife Association are definitely in favor of the Wilderness Act S. 174. A telegram to this effect has been sent to Senator Anderson.

JAMES W. AUBREY,
Secretary-Treasurer OCWA.

SRP02596

ALBUQUERQUE WILDLIFE & CONSERVATION ASSOCIATION,
Albuquerque, N. Mex., February 21, 1961.

Hon. CLINTON P. ANDERSON,
U.S. Senate,
Washington, D.C.

SIR: The Albuquerque Wildlife and Conservation Association wishes to inform you of its wholehearted support of Senate bill 174 which you introduced on January 5, 1961. Our organization feels that a national wilderness preservation system such as submitted by you is a necessity for the people of the United States.

Since we will not be able to attend the first hearing of your committee on this bill, Mr. Elliott S. Barker, executive secretary of the New Mexico Wildlife and Conservation Association, will represent our organization as well as all other similar organizations in the State of New Mexico.

The Albuquerque Wildlife and Conservation Association endorses all of the statements which will be submitted by the State organization.

Sincerely yours,

CHARLES L. HINES, *President.*

MCKINLEY COUNTY WILDLIFE WCA,
Gallup, N. Mex., February 20, 1961.

Hon. CLINTON P. ANDERSON,
Chairman, Senate Interior & Insular Affairs,
Washington, D.C.

DEAR SIR: The McKinley County Wildlife Conservation Association fully endorses the preservation of wilderness and the wilderness preservation bill, S. 174. This bill has long been needed. We endorse the statements being submitted by the New Mexico Wildlife Conservation Association and Elliott S. Barker, our New Mexico WCA executive secretary.

Sincerely,

PETE B. CRESTO, *President.*

CHAMA, N. MEX., *February 21, 1961.*

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

DEAR SIR: The Chama Chapter of Wildlife and Conservation Association fully endorses the preservation of wilderness and the wilderness preservation bill, S. 174.

We also will endorse the statements being submitted by the New Mexico Wildlife and Conservation Association and Elliott S. Barker.

Sincerely,

R. E. LEWIS, *President.*

BELEN, N. MEX., *February 21, 1961.*

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

DEAR SENATOR ANDERSON: We of the Belen Game Protective Association do hereby endorse the preservation of wilderness and the wilderness preservation bill, S. 174. We also endorse the statements being submitted by the New Mexico Wildlife and Conservation Association and Elliott S. Barker.

Your consideration of the Belen Game Protective Association will be appreciated.

Very truly yours,

HENRY C. KAMM,
President, Belen Protective Game Association.

SRP02597

LAS VEGAS, N. MEX., *February 20, 1961.*

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

DEAR SENATOR ANDERSON: Regarding wilderness preservation bill No. 174 (Senate) the San Miguel County Game Protective Association has instructed me as secretary to advise you of our 100 percent support in favor of the wilderness preservation bill. None of us being well versed in statutory language, have analyzed the bill completely. That detail is left to your good judgment and that of your colleagues. We do, however, heartily approve of the sense of the bill as gleaned from the record of your debate in the Senate of Friday, January 6, 1961. As sportsmen and as individual citizens we cherish the natural resource which permits us to get away from daily cares and routine into the wilderness areas.

Our discussion of this matter brought out to some extent the position of those who are not in favor of such a system. We are quite willing to grant that easy access to the natural wildernesses is desired for those who do not wish to face the rigors of hiking or horsebacking into such areas. It was felt, however, that those in that category are presently able to enjoy scenic areas by means of automobiles and that additional inroads into wilderness areas would serve no real need. We also felt that exploitation of the timber resources would serve only the economic status of one generation and that we feel is being a little shortsighted.

As indicated above please be advised that our organization of some 60 members is fully in favor of passage of Senate bill No. 174.

Yours very truly,

SAN MIGUEL COUNTY GAME PROTECTIVE ASSOCIATION,
R. C. MOORE, *Secretary.*

RATON, N. MEX., *February 18, 1961.*

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

DEAR SENATOR ANDERSON: This is to reaffirm my personal stand and the Colfax County Game Protective Association's stand endorsing Senate bill 174 which you introduced. As stated in my previous letter to you, we feel it is fair to all concerned and there is a dire need for its passage to insure wilderness areas for future generations to enjoy.

This association strongly endorses the statements being submitted by the New Mexico Wildlife and Conservation Association and Elliott S. Barker at the hearing starting February 27.

Respectfully,

COLFAX COUNTY GAME PROTECTIVE ASSOCIATION,
By DR. JOHN A. LANGSTON, *President.*

CENTRAL, N. MEX., *February 24, 1961.*

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

DEAR SIR: I would like to take this opportunity to express my approval of the wilderness preservation bill, S. 174. After studying Senate bill 174, I see no reason why this bill should not be passed at this session of the Congress.

I have resided for many years close to the Gila Wilderness and have enjoyed visiting it on many occasions. Therefore, a bill giving it permanent status should mean a lot to our area as well as any other areas where wildernesses are located or may be established.

I would like to endorse the statements being submitted at this hearing by the New Mexico Wildlife and Conservation Association and by Mr. Elliott S. Barker.

As a sportsman and rancher, I urge you to use your influence toward the passage of Senate bill 174.

Sincerely yours,

FLOYD TODD.

SRP02598

ALBUQUERQUE, N. MEX., *February 23, 1961.*

MR. ELLIOTT S. BARKER,
Santa Fe, N. Mex.

DEAR MR. BARKER: My thoughts and hopes are indeed with you on your coming trip to Washington to speak for many of us in behalf of the wilderness bill. Since our first meeting at the Albuquerque hearings in 1958, I have come to feel that you, as much as anyone in New Mexico, represent the philosophy of wise use of our resources in the present with a feeling of sensitivity and obligation to the future.

I am very sorry that I cannot be with you, but I feel confident that you will speak most eloquently for all of us who would like to see as much as possible of our beloved land preserved in its natural state for our children to enjoy and study, and we hope, to pass on to their children. How fortunate are we in the West to possess the remnants of wilderness America. Living almost within sight of the Pecos area is a source of continual inspiration to me and a constant reminder of our obligation to preserve not only our heritage of political freedoms and individual liberties, but also some examples of the physical environment and primitive beauty in which our forefathers brought these concepts into full fruition.

Respectfully yours,

BERT W. LINDSAY.

NEW MEXICO PACKING CO., INC.,
Carlsbad, N. Mex., February 24, 1961.

HON. CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Washington, D.C.

DEAR SIR: This is to state that the Carlsbad chapter of the New Mexico Wildlife and Conservation Association definitely agrees with the State organization and fully endorses the wilderness preservation bill, S. 174.

I would also like to add that I, personally, endorse the statements being submitted by the New Mexico Wildlife and Conservation Association, and Elliott S. Barker.

Your work, influence, and support in the preservation of wilderness will, I am sure, be greatly appreciated by all sportsmen.

Sincerely,

R. N. BRADLEY.

ALBUQUERQUE, N. MEX., *February 23, 1961.*

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

DEAR SENATOR ANDERSON: This letter is being written in support of Senate bill 174 to establish a national wilderness preservation system. Previous hearings on similar bills have establish the need for establishing the preservation of wilderness areas. These hearings have also brought out the conflicts involved. Your bill S. 174 appears to have met all of the major valid objections, and also fulfills the objectives that are sought. It should be enacted into law.

Sincerely yours,

CLARENCE L. FORSLING.

SANTA FE, N. MEX., *February 23, 1961.*

Senator CLINTON P. ANDERSON,
Washington, D.C.

DEAR SENATOR ANDERSON: We fully support Mr. Elliott Barker in his efforts to obtain passage of Senate bill 174, pertaining to the country's wilderness areas. We would like you to give your support to this legislation.

The trips we have made into the Pecos Wilderness Area in the company of Mr. Barker and others have been some of the highlights in our lives. We earnestly hope that these areas can be maintained in their present status for our descendants and future generations. We feel that the passage of Senate

SRP02599

bill 174 will help the continuance of these areas which are so important in these days of fewer and fewer opportunities for people to "get away from it all" so completely as a wilderness trip affords.

Respectfully yours,

KENNETH D. DELAPP, Jr.
MARY L. DELAPP.

FIRST FINANCE CO. OF SANTA FE.,
Santa Fe, N. Mex., February 23, 1961.

Senator CLINTON P. ANDERSON,
U.S. Congress, Washington, D.C.

DEAR SENATOR ANDERSON: The Santa Conservation Association and all local sportsmen and conservationists wholeheartedly endorse the wilderness preservation bill now up for consideration by your committee. We urge you to do all in your power to see that this bill and our New Mexico wilderness resources are protected through this legislation.

Very truly yours,

A. H. FORTE.

ALBUQUERQUE, N. MEX.,
February 21, 1961.

Hon. CLINTON P. ANDERSON,
U.S. Senate Offices,
Washington, D.C.

DEAR SENATOR ANDERSON: I appreciated your sending me a copy of the wilderness bill as amended by yourself and others. As I read the bill in its present form, it seemed that nobody should be able to offer any more valid objections to it.

Some form of wilderness preservation seems essential here in the West where the relatively tiny areas of land above 9,000 feet in elevation provide 80 percent of the water in our streams. The watershed can hardly receive the protection it should have without being placed, in a great many cases, in wilderness category. The preservation of this high watershed, it seems to me, is even more important than the well-known need of preserving some primitive areas for their recreational value.

Fortunately the creation of wilderness areas accomplishes several highly desirable objectives, without bringing with their creation any of the evils attributed to the plan by opponents of the establishment of wilderness areas.

You are to be commended for sponsoring this bill and your knowledge of the West should lend much authority to your support of the legislation that would establish a permanent wilderness policy.

Respectfully yours,

F. LOUIS HERNANDEZ.

ALBUQUERQUE, N. MEX.,
February 22, 1961.

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

Again I find myself writing you in support of a wilderness bill.

I am happy that this particular bill, S. 174, was introduced by you. Perhaps this time favorable action will be taken on the wilderness bill. The bill is perhaps weaker than I would like to see. However, if the minority groups opposing all wilderness bills succeed in any more delaying action it may be too late to save the wilderness areas that rightfully belong to the people; therefore, I urge you and your committee to give the bill a do-pass vote.

I understand that Mr. Elliott Barker is to testify for himself and the New Mexico Wildlife and Conservation Association, and would like to go on record as endorsing these statements.

Sincerely,

LEE C. HYDE, Jr., D.D.S.

ALBUQUERQUE, N. MEX.,
February 22, 1961.

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

DEAR SENATOR ANDERSON: This letter is written for the purpose of conveying to you, to support Senate bill 174, the wilderness bill.

I will do all that I can to assist you in passing this needed legislation. We do need to protect our wilderness areas for the many reasons that you point out.

Sincerely yours,

G. W. PENFOLD, Jr.

WATERSHED CONSERVATION EDUCATION PROJECT,
UNIVERSITY OF NEW MEXICO,
Albuquerque, February 22, 1961.

Senator CLINTON P. ANDERSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: I wish to express appreciation for your continuing efforts in behalf of the establishment of a National Wilderness Preservation System and to indicate my personal support of Senate bill 174, which makes specific provision for preservation of appropriate wilderness areas for the public welfare.

I am certain that the proposed legislation gives fair consideration to the interests of all who, now or in the future, may benefit from systematic natural-resource management.

Very truly yours,

GEORGE W. WORLEY.

ALBUQUERQUE, N. MEX., *February 21, 1961.*

Mr. ELLIOTT BARKER,
Santa Fe, N. Mex.:

I am in favor of preserving a portion of our country as an unspoiled inheritance to future generations. Please do what you can to support passage of the wilderness bill now under consideration.

VICTOR J. ROB.

ALBUQUERQUE, N. MEX., *February 21, 1961.*

Hon. CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.

SIR: I believe that the new wilderness bill offers vitally needed control to prevent the possibility of losing more of our wilderness areas. Please pass the new wilderness bill now.

Yours very truly,

R. L. PEURIFOY, Jr.

Senator CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.:

Please pass the wilderness bill now.

Sincerely yours,

ROBERT E. MARSH.

ALBUQUERQUE, N. MEX., *February 21, 1961.*

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

MY DEAR SENATOR ANDERSON: As the head of a home, of which every member of it is a lover of nature, I would like to see bill (S. 174) pertaining to preservation of our wilderness be passed in the U.S. Senate.

SRP02601

It has been a pleasure, both for us adults and children of school age with their little problems, to be able to get away from the humdrum of everyday life, and seek excitement and healthful enjoyment in our great wilderness. It is to our interest and welfare to continue this liberty which this great country of ours provides, not only for our generation, but for generations to come.

Respectfully yours,

NICK R. MONTOYA.

ALBUQUERQUE, N. MEX., *February 21, 1961.*

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

MY DEAR SENATOR ANDERSON: As an individual and member of the Albuquerque WCA I wish to express my interest in seeing bill (S. 174) pertaining to preservation of our wilderness and recreational opportunities now afforded to the citizens of New Mexico, passed in the U.S. Senate.

Further, I would like to tell you how grateful we are to you for your untiring efforts to protect our wonderful wilderness so that our children and grandchildren may enjoy the things that make America what it is today.

Respectfully yours,

CARMEO MACES.

ALBUQUERQUE, N. MEX., *February 21, 1961.*

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

MY DEAR SENATOR ANDERSON: As an outdoorsman, I am very much in favor of the wilderness preservation bill (S. 174). I admire your efforts in all conservation matters and specifically the sponsoring of this bill. If passed, this bill will preserve our beautiful wilderness areas for the present and future citizens of the United States to enjoy for recreational purposes and a means to commune with nature. I give my support wholeheartedly.

Sincerely and respectfully,

JAY C. WARDLOW.

February 21, 1961.

Hon. CLINTON P. ANDERSON,
Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR CLINT: My association fully endorses the preservation of the wilderness preservation bill, S. 174. I am hoping that you can get it through the committee, also through the Senate.

Sincerely yours,

DOC H. BURNETT.

ALBUQUERQUE, N. MEX., *February 21, 1961.*

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

MY DEAR SENATOR ANDERSON: We fully endorse the preservation of wilderness and the wilderness preservation bill S. 174.

We also endorse the statements being submitted by the New Mexico Wildlife and Conservation Association and Mr. Elliott S. Barker at the hearing.

Your full support in the passage of this bill will be greatly appreciated.

Sincerely yours,

Mr. and Mrs. ROBERT STEWART.
Mr. and Mrs. LEE C. HYDE.

ALBUQUERQUE, N. MEX., *February 21, 1961.*

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

DEAR SENATOR ANDERSON: I am a member of the Albuquerque Wildlife & Conservation Association and I would like to express a desire to endorse the wilderness preservation bill (S. 174) as written, without reservations.

SRP02602

I have hunted and fished in the Quetico-Superior canoe country of Minnesota and in the Pecos and Gila Wilderness Areas of New Mexico and have deeply enjoyed their natural beauty and primitive atmosphere.

I would also like to congratulate you for sponsoring this bill in particular and for your interest in conservation in general.

Sincerely,

ROBERT J. LONCHARICH.

MONTEZUMA, N. MEX., *February 20, 1961.*

Subject: House bill No. 174.

ELLIOTT S. BARKER,
Executive Director, New Mexico Wild Life Association.

DEAR MR. BARKER: As an individual and as a director of the San Miguel Game Protective Association. I will state that I am seriously opposed to any form of trespassing, by means of roads or grading or clearing of timber or otherwise making for convenience for automobile travel into the designated wilderness area of New Mexico, now, or at any time in the future.

Please lend my support to this effort to keep New Mexico wilderness clean and a natural habitat for our fish and wildlife.

Respectfully yours,

A. B. MAXEY, Sr.

ALBUQUERQUE, N. MEX., *February 21, 1961.*

Hon. CLINTON P. ANDERSON,
Congress of the United States,
Joint Committee on Atomic Energy.

DEAR SIR: I am writing in regard to Senate bill 174, to establish a national wilderness preservation system. I know of the hard work you have put into this bill. I am highly in favor of establishing a wilderness preservation system. As second vice president of the Albuquerque Wild Life Conservation Association; I have talked to the members of this organization and they feel as I do about it. It is our sincere wish that Congress will be successful in establishing this bill.

As a native of this State, recognizing the increase of the population, we are in extensive need of wildlife preservation.

I thank you and Congress for your attention to this letter.

Yours sincerely,

SAM G. BACA, *Vice President.*

ALBUQUERQUE, N. MEX., *February 21, 1961.*

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

MY DEAR SENATOR ANDERSON: I am wholeheartedly in favor of the wilderness preservation bill (S. 174). The Albuquerque Wildlife & Conservation Association also endorses this bill as written, without reservations, and asked me to express their appreciation for your persevering efforts in all conservation matters and specifically in sponsoring this bill.

This bill, if passed, will preserve our beautiful wilderness areas for our children and all future generations to enjoy.

These wilderness areas will eventually provide the only opportunity to commune with nature away from the pressures of modern living and, as our population increases, will become more and more important for recreational use by our citizens from all of the United States of America.

Sincerely and respectfully,

ED YOUNG,
Past President, Albuquerque WCA.

SRP02603

NEW MEXICO MOUNTAIN CLUB,
Albuquerque, N. Mex., February 21, 1961.

MR. ELLIOT BARKER,
Sante Fe, N. Mex.

DEAR MR. BARKER: We are delighted to learn that you will be going to Washington next week to testify on the new wilderness bill, S. 174. You may remember that our club was heavily represented at the hearings held by Senator Anderson in Albuquerque in November 1958. We wish we could do the same again.

But since we cannot afford to send our own delegate to Washington, we would very much like to have you add our organization to the list of those for which you are acting as spokesman. The New Mexico Mountain Club currently has approximately 60 members. Our organization has repeatedly gone on record as endorsing the wilderness bill introduced in the last session of Congress, which was essentially the same as S. 174.

We feel proud that Senator Anderson has introduced the bill and hope that New Mexico will give him solid support.

Sincerely yours,

ARMIN BEHR,
Conservation Chairman.

ALBUQUERQUE, N. MEX., *February 21, 1961.*

HON. CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee, Washington, D.C.

MY DEAR SENATOR ANDERSON: The Thunderbird Travel Trailer Club of Albuquerque, N. Mex., wholeheartedly endorses the wilderness preservation bill (S. 174) and admires your efforts in sponsoring this bill.

We, as a group of some 80 members, enjoy our wilderness areas and hope they may be preserved for all Americans to enjoy now as well as future generations to come.

Sincerely and respectfully,

WALTER L. KURLFINK,
President, Thunderbird Travel Trailer Club.

LA FONDA,
NEW MEXICO STATE AFL–CIO,
Albuquerque, N. Mex., February 23, 1961.

HON. CLINTON P. ANDERSON,
U.S. Senator From New Mexico,
Washington, D.C.

DEAR SENATOR ANDERSON: The New Mexico State AFL–CIO and all of its affiliated organizations wish to go on record as being in favor of passage of S. 174, the wilderness area preservation bill, and strongly endorse the remarks of Mr. Elliott Barker, executive secretary, New Mexico Wildlife and Conservation Association, in regard to said S. 174.

We humbly ask your support for said measure.

Respectfully yours,

TOM E. ROBERTS,
Executive Secretary-Treasurer.

ALBUQUERQUE JEEP HERDERS CLUB,
Albuquerque, N. Mex., February 21, 1961.

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

DEAR SIR: In regard to Senate bill 174 to establish a wilderness preservation system, which was introduced by you on January 5, 1961:

We wish to call your attention to the fact that not only the many millions of sportsmen, but also many more millions of people use the outdoors for some form of recreation, and, in common with the various sportsmen's organizations, we all hope that you may be able to get this much needed measure enacted into law this time.

While the present bill, with its various compromises, to placate the timbering, mining, and livestock interests, seems to lean over backwards in their favor, at least this seems to be a small step in the right direction and we all hope that it may lead to preserving those small portions of the land now left for public enjoyment.

Sincerely,

LENT A. WILLIAMSON, *President.*

LOS ALAMOS SPORTSMEN'S CLUB, INC.,
Los Alamos, N. Mex., February 20, 1961.

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

DEAR SENATOR ANDERSON: The Los Alamos Sportsmen's Club, consisting of over 150 members, fully endorses the wilderness preservation bill, S. 174, and urges its passage as an insurance of continued enjoyment of the great outdoors by future generations and prevention of exploitation by minority groups.

Very truly yours,

JACK E. JOHNSON, *President.*

IZAAK WALTON LEAGUE OF AMERICA, INC.,
NEW MEXICO COUNCIL,
February 23, 1961.

Mr. ELLIOTT S. BARKER,
Washington, D.C.

DEAR ELLIOTT: Thank you very much for your kind letter of February 18 informing us of the hearing on the new wilderness bill, S. 174, to be held on February 27 and 28. We have already sent word to our Joe Penfold in Washington telling him that the New Mexico division as well as all the chapters stand behind the new bill.

We do appreciate your keeping us informed because we sometimes do not hear of such activities as soon as you do. Lots of luck on your trip and I do hope the bill passes this time.

I expect that you know of the proposed amendment to the Rio Grande Gorge bill proposing to cut down the width of the park to one-half mile from the rim of the canyon. Several of our boys will be in Santa Fe to fight that proposal.

Sincerely yours,

A. D. VAN VESSEM, *Secretary.*

FOUR CORNER SUN CLUB,
Farmington, N. Mex., February 23, 1961.

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

HON. SENATOR ANDERSON: We are writing our support and endorsement for the wilderness preservation bill, S. 174. This bill is worthy in every respect and we hope to see it get out of the committee this time.

Also to testify for this bill will be our own very much respected Elliott Barker. We are behind him and fully endorse what he has to say. This also is true of the New Mexico Wildlife and Conservation Association.

Good luck.

Sincerely,

MERLE HOSTETTER, *President.*

ALBUQUERQUE, N. MEX., *February 27, 1961.*

ELLIOTT BARKER,
Executive Secretary, New Mexico Wildlife and Conservation Association,
Statler Hilton Hotel, Washington, D.C.:

The New Mexico Field Archery Association fully endorses preservation of wilderness and statements by NMWCA. Urge passage S. 174.

JASON P. MOORE,
President, New Mexico Field Archery Association.

SRP02605

Mr. BARKER. Mr. Chairman, I would like to read just one letter here that gives a little sentiment that is prevalent throughout your State and mine. It is from the Tiano Sporting Goods Co., in Santa Fe, N. Mex., to you, the Honorable Clinton P. Anderson.

DEAR SENATOR ANDERSON: The Tiano Sporting Goods store serves a very large segment of the people in this area who indulge in outdoor recreation.

A great many of our customers hike, ride horseback, pack-in, camp, hunt and fish in the Pecos Wilderness Area. We know that practically all of them are highly in favor of wilderness preservation and necessary legislation to guarantee continued protection of wilderness areas.

We of this company are also highly in favor of it. It is hoped your committee will act favorably upon the wilderness preservation bill.

Mr. Chairman, that represents more or less the sentiment of all these additional statements I have filed. Here is a rather unusual statement that comes also. Last Saturday evening in Chicago there was a little reunion of the wilderness trail riders there at a hotel. They got together, 42 of them there, people who have been on the American Forestry Association sponsored trail roads.

They prepared a little statement and signed it, all of them, with their names and addresses, endorsing the preservation of the wilderness bill and urged the passage of legislation that will assure its continuance.

(The letter referred to is in the committee files.)

Mr. BARKER. With that, if I may, I would like to proceed with my own personal statement.

Mr. Chairman, I am Elliott S. Barker, of Santa Fe, N. Mex. While I am a member of conservation and wildlife organizations, this statement is my own personal statement. Yet I know that in supporting wilderness preservation it represents the deep feelings of hundreds of my personal friends and scores of thousands of good American men and women who annually trail ride, camp, hike, hunt and fish to refresh their minds and restore their souls in the God-given, primeval wilderness areas of the West.

I know that is so because I have been on wilderness trail rides, camping, hunting and fishing trips with some 500 of them from all stations of life and almost every State in the Union. When such a sample is unanimous in its enthusiastic support of wilderness preservation there can be no doubt that it is representative of other scores of thousands of wilderness users.

The fact that I have been the American Forestry Association's representative in charge of a dozen 11-day, 15 to 25 guests wilderness trail rides in 5 different States, and have made scores of other wilderness rides with guests might lead this honorable committee to believe that I am speaking from a single viewpoint. Quite the contrary is true. I speak from widely varied experience and multiple viewpoints. I'll tell you why.

I immigrated to a mountain ranch in New Mexico with my parents overland in covered wagons 71 years ago. I was ranch-raised, some call it hillbilly, and for a time was a professional guide and hunter, and operated a sawmill. Then I spent 10 years as U.S. forest ranger and forest supervisor. Resigning because of low salary I ranched for 11 years ranging cattle on the Pecos Wilderness Area.

I might explain it was not declared wilderness until after but it is the same identical area and was as much or more wilderness area then than it is now.

SRP02606

After that for a year I was in charge of wildlife management and predator control on a 300,000-acre mountain cattle ranch and game preserve. Then I was State game warden, head of the department of game and fish, for 22 years, retiring in 1953.

So I have had the opportunity to look at wilderness and the need for its preservation from all angles.

The opponents of this bill seem universally, to overlook the fact that the lands involved—national forests, public domain, national parks and wildlife refuges are public property. They belong to all the people. The fact that a very small segment of the public, principally stockmen and lumbermen, are permitted to carry on commercial enterprises on the bulk of these public lands does not give them the right to dictate what shall be done with a small remnant of it.

Each American citizen's share of federally owned lands amounts to about 3 acres, and his share of national forests lands is about 1 acre. I for one want my share in a wilderness area.

Speaking from a stockman's viewpoint, I would say that since the wilderness preservation bill specifically provides for continuation of established grazing privileges I would have no possible reason to protest. I'd be content to continue enjoyment of grazing privileges on the national forests, public domain, and State lands at fees far below the commercial rates on private lands. My ranch and grazing permit successor and my friends and neighbors to graze stock on the Pecos Wilderness Area. I know they are secure because this bill positively does not jeopardize grazing permits on wilderness areas.

Speaking from a lumberman's standpoint, I would have to admit that 92 percent of the national forest area is now available for lumbering operations so far as wilderness areas are concerned. I would also have to admit that for me to protest the reservation of the remaining 8 percent, most of which is too high and rugged or barren for lumbering anyway, as wilderness for the benefit of present and future generations would be to take an exceedingly selfish attitude.

The CHAIRMAN. Mr. Barker, have you ever gone on horseback from Willow Creek Ranger Station to White Creek Ranger Station in Gila?

Mr. BARKER. Mr. Chairman, I have been on every game trail and livestock trail and forest service trail in the Gila area.

The CHAIRMAN. I am just trying to qualify you as an expert witness. Is there any of that land you would undertake to timber if you were in the timbering business?

Mr. BARKER. Yes, I was in the timbering business.

The CHAIRMAN. Would you go into that particular area and try to timber it at the present time?

Mr. BARKER. I don't get the question. I hear so poorly.

The CHAIRMAN. I thought it was a little rough to go through there. I was wondering if you would try to cut over that area in preference to other areas in our State for timbering. We are not cutting all the timber in New Mexico that they can cut?

Mr. BARKER. Oh, no. They don't need that because they are not cutting their portion on the national forest timberlands.

The CHAIRMAN. Timbering on those lands is easier, isn't it?

Mr. BARKER. Yes. I am sorry that I am hard of hearing. It is an advantage some times.

SRP02607

Speaking as a hunter and fisherman myself and for thousands of others I can say that wilderness areas provide opportunities for the highest type of sportsmanship, recreation, and enjoyment of the great outdoors. The satisfaction of hunting, fishing, riding, hiking, and camping, in the inspiring primeval environment of wilderness areas is incomparably greater than indulging in the same activities in adjacent road-scarred areas.

If I should speak from the standpoint of multiple-use administration of the national forests for the greatest good for the greatest number in the long run, I would have to say that wilderness is indispensable. It is one, but by no means the smallest one, of the multiple uses to which the national forests are dedicated.

The 86th Congress in the Multiple Use-Sustained Yield Act of June 12, 1960, specifically recognized wilderness preservation as being consistent with the Forest administration's multiple-use policies.

S. 174 would guarantee permanence and stablity for the wilderness system that has developed through the years and provide strict procedures for creation of new areas, modification of boundaries, and abolition of wilderness, wild, and primitive areas. Without it the Secretary of Agriculture could, if he were so minded, wipe out the entire system with a stroke of his pen.

S. 174 would take away no privilege that any one now enjoys. It does not affect States water rights, nor does it jeopardize established grazing privileges.

Wilderness perservation inherently includes several uses. Most important, of course, is that it provides for the highest type of watershed protection in the most important watershed areas. It includes grazing regulated just as it is on all national forest lands. It includes hunting and fishing, camping, hiking and horseback riding, picture taking and nature study. It provides untrammeled areas for scientific study in a Nation where such areas are rapidly giving way to the onslaught of mechanized civilization.

In fact most wilderness areas are veritable natural history museums far surpassing anything that man can set up under a roof.

Mr. Chairman, 2 years ago the New Mexico Legislature passed a joint memorial protesting wilderness bill, S. 1123. Actually it developed that only two or three legislators had ever read the bill. But we can agree with one statement made in that memorial. I quote:

> That the social and economic welfare of the State of New Mexico is best served by the present uses allowed of federally controlled land.

The uses were then, and had been for many years, characterized by six wilderness, wild and primitive areas. S. 174 would insure such continued uses which the memorial says would be best for the economic and social welfare of the State. We heartily agree.

The charge is often made that only a very few people use wilderness areas. That just is not so. Typical of such baseless charges was one made by one of the sponsors of the memorial referred to. In a public Farm and Livestock Bureau meeting he stated that statistics showed that only 3,600 persons visited the entire 82 wilderness, wild and primitive areas on the national forests each year. Of course, that is ridiculous.

The University of California has just had a biological report made of the 165,000-acre Pecos Wilderness Area in New Mexico for the Na-

SRP02608

tional Outdoor Recreation Resources Review Commission. Based upon carefully prepared estimates by the U.S. Forest Service and the New Mexico Department of Game and Fish the report shows that there were 8,000 visitors for 20,000 visitor-days on that area alone.

Another spurious charge is that only the very strong, hardy young people can enjoy the wilderness areas. The percentage has been placed as low as 2 or 3 percent of our adult population. I have observed many hundreds of wilderness users and I would say that only the sick and infirm and extremely old people can't enjoy it.

I have been responsible for some 250 wilderness trail riders for the American Forestry Association on twelve 11-day rides, and with that many more on other trips. These people are just average American men and women from 16 to 70 years. I've had one lady 72 and several men over 70—one 76. A few of these trail riders are experienced horsemen, some with a little experience riding, and many of them complete novices. In all my trips only three have had to leave the party because the trip was too hard for them.

Still another frequent charge is that only the rich can afford a wilderness experience. That, to use the vernacular of slang, is pure poppycock. Even these deluxe wilderness trail rides sponsored by the American Forestry Association, the Wilderness Society, and others with everything furnished, except one's bedroll, including horses, saddles, sleeping tents, food, cooks, pack outfit, packers, wranglers, guide, and a medical officer cost only $20 to $22 per day.

My hotel bill here in Washington is running more than that, and I'm not furnished a horse either.

But there are cheaper ways. A day's hike in from road's end costs nothing. Back-pack for a few days, as many do, for $1 to $1.50 per day; hikers with horse transported camp outfit $3 to $4 per person per day; horseback pack-in trips without service crew, $8 to $10, and with packer-wrangler for $11 to $12 per day. I'd say a wilderness trip is about as cheap a vacation as one can take. Certainly it is the most refreshing and mentally and spiritually satisfying.

At the Phoenix hearings some opponents of S. 1123, for want of a valid reason to protest, accused the proponents of being a unit of a large communistically inclined group seeking to overthrow the Government. That being diametrically contrary to fact was deeply resented. To his credit Hon. Barry Goldwater ordered all such statements stricken from the record.

Proponents of wilderness preservation are often accused of being selfish. With 92 percent of national forest area available for regulated commercialization, road and dam building, summer homes and developed recreation areas, I ask who is being selfish? Those who now have 92 percent of the national forest area and want the other 8 percent, or those who would preserve 8 percent of it in its majestic, God-given, pristine condition?

Mr. Chairman, it seems to me that every single argument against this streamlined wilderness preservation bill, S. 174, can be successfully refuted, and that there is no valid reason why it should not be passed by the Congress.

It seems to me that in this present-day mad race for an undefined goal we will be held in utter contempt by posterity if we fail to preserve an adequate system of unscarred, untrammeled wilderness areas. Call them wilderness, outdoor museums, or God's sanctuaries.

SRP02609

They mean too much to too many people, including our children and grandchildren, for scientific purposes and watersheds, for a place to go to relax stresses and tensions of everyday life, and for refreshing of minds and restoring of spirits. Let's not be guilty of saving too little too late.

There must be something very special about wilderness areas when they inspire and old codger like me to express his feelings in verse as in my "Wilderness Temple" with which, with your kind indulgence, I will conclude my statement.

As a place to relax there's no spot that I know,
Can compare with a seat in a camp fire's red glow.
When you solace require for tired spirit or mind
Seek the wilderness trails; there refreshment you'll find.
Although cities may boast of their grandeur and sheen,
Yet they never can match pristine forests I've seen.
There tall trees and high peaks raise their crowns toward the sky
As in silence they praise the Creator on High.
Not a church will you find, nor a shrine built by man,
That inspires faith in God as the wilderness can.
It was Moses, then Christ, went to mountains for prayers;
Whatsoever their needs, are not ours more than theirs?

I thank you, Mr. Chairman, for the privilege of presenting this statement.

The CHAIRMAN. Now you can all understand, after hearing him testify, why we think so much of Elliott Barker out in New Mexico.

The CHAIRMAN. Spencer Smith.

STATEMENT OF DR. SPENCER M. SMITH, JR., SECRETARY OF THE CITIZENS COMMITTEE ON NATURAL RESOURCES

Dr. SMITH. May I file my entire statement and make one or two conclusions?

The CHAIRMAN. You surely may. Thank you very much for that cooperation.

(The statement referred to follows:)

PREPARED STATEMENT OF DR. SPENCER M. SMITH, JR., SECRETARY OF THE CITIZENS COMMITTEE ON NATURAL RESOURCES

The Citizens Committee on Natural Resources is pleased to have the opportunity to present its views in regard to S. 174, which provides for the establishment of a national wilderness preservation system.

The Citizens Committee on Natural Resources is composed of some of the Nation's outstanding conservationists. Our chairman, Dr. Ira N. Gabrielson, is well known to those interested and active in the field of conservation. Our board of directors represents a variety of professions and interests. Many of us have been hopeful for some time that appropriate action could be taken by the Congress to achieve the protection we feel is needed for wilderness areas. There is little need to burden the members of this committee with the history of legislation in regard to this measure. Sufficient to note at this point is the lengthy consideration, both in terms of time and in the amount of effort put forth, that has been given various legislative proposals with essentially the same objective of the measure now before the committee. It is a pleasure to see that S. 174 has resulted from these efforts, since it is a concise, careful presentation of the concept of wilderness and implements that concept with the minimum of administrative

SRP02610

protocol. It should be stated that those supporting this measure have in good faith sought to achieve a wilderness system under legislative protection that would accomplish the goals and aims that many of us supporting this legislation feel are imperative and yet at the same time doing as little disservice as possible to the rights and needs of others involved.

WHY LEGISLATION TO PROTECT THE WILDERNESS SYSTEM IS NEEDED

We feel it imperative to effect legislation with adequate protection for the wilderness areas in the United States. Poets and philosophers down through the ages have been far more eloquent in describing the bounty that nature provided for us in its wilderness, than can be stated here. The wilderness areas form a basis for public recreation, which is needed for national health, both mental and physical. The President of the United States in his advocacy of the vigorous life as being the only type of life compatible with a healthful and strong United States is supporting the wilderness bill as a part of his overall program for recreation. We might well pause and be reminded that the term recreation, generally, means recreate. The wilderness areas offer an abundance of opportunities for people to recreate within themselves the needed stamina to face the battles of a very complex world. The aesthetic enjoyment or appreciation which is unmatched in many of our wilderness areas certainly must be considered as one of the fruits of wilderness enjoyment. In addition, the unspoiled areas of the United States—unspoiled, that is, by man's intrusion—offer ample opportunity for scientific investigation and research in so many areas of the sciences, that would be impossible to detail here. The historical significance of so many areas must be preserved not only because they deserve such preservation on the merit of their significance but in terms of what might very well be learned from them for future benefit.

One of the most compelling reasons for protecting wilderness areas by law is that any serious change made in such areas is an irrevocable one. Man is accommodated to the method of trial and error—in his individual behavior and in the behavior of the institutions he has created. Our economic and political systems are based upon a trial and error method. Technological and scientific methods effect a trial and error process in an effort to ferret out reasonable answers to problems propounded. It is therefore probable that an attitude prevails that if an unrestrained use of resources in the wilderness areas proves less useful than an absence of development, the error can somehow be rectified. The decision that a mistake has been made is always too late. It is not a question of tearing down a building and building another of different specifications on the same site; though in this instance, time has been lost, costs have been incurred, but the impossibility of creating something different has not been confronted as in the case of destroying wilderness.

Thus with population expanding, with the economic abilities of our people increasing with each generation, with the workweek dropping in terms of hours of labor, with greater mobility on the part of our people, the competition for the use of land is accelerated at an awesome rate. It seems prudent, therefore, to set aside at least 1 percent of our total land mass of some 2 billion acres for purposes of wilderness, relaxation, and the opportunity to give full consideration from which we have developed, and be better prepared for that to which we should aspire.

WHAT S. 174 PROPOSES

Since wilderness legislation has had a long history, and since many different versions of protective legislation have been introduced in the Congress over the past few years, it is important that everyone interested in the present measure realize specifically what is before this committee. It is not a bill that was introduced in the 85th Congress, nor any of the various amendments thereto. It is not a measure introduced in the 86th Congress. It is a measure that has developed over a long period of time. I am not attempting to belabor the obvious in pointing this out, but I am suggesting some of the opposition to the present measure should not exist since the character of this opposition is to provisions that appeared in earlier versions of wilderness legislation, and do not appear in the present S. 174.

The present measure would determine the policy of Congress, to establish a wilderness preservation system. The wilderness system would comprise the

SRP02611

several wilderness areas in the national forests, administered by the Forest Service in the Department of Agriculture; areas of the national park system administered by the National Park Service in the Department of Interior; and the areas in the wildlife refuge system administered by the Fish and Wildlife Service, also in the Department of Interior. That part of the proposed wilderness preservation system involving the national forest system would include the administrative designations of wilderness, wild, primitive, or canoe areas. The primitive areas, however, will be reviewed as to their suitability for inclusion in the wilderness system within 15 years. The President will inform the Congress each year as to his decision, which may suggest boundary modifications; and such decisions will be effective upon the final adjournment of Congress, unless the Congress previously approves a concurrent resolution opposing the President's recommendations. In the latter event, the usual procedures for concurrent resolutions will be followed.

The national park system would incorporate into the proposed wilderness system any continuous area of 5,000 acres without roads. Each area, however, shall be reviewed and the President will recommend, within 10 years, such areas for inclusion into the wilderness system. The provisions of congressional review and possible dissent conform to the procedures described above in connection with national forest areas.

The national wildlife refuges and game ranges would become a part of the wilderness system in essentially the same fashion as indicated for the inclusion of national parks.

Any new additions or eliminations from the wilderness system, not provided for under this act would require authorization by law. Existing private rights within the wilderness system would not be revoked by the present measure, and the prohibition of commercial and other uses not consistent with wilderness does not preclude many existing uses. In addition, prospecting for oil and other minerals and their development could be undertaken within the national forest and public domain areas if the President determines such use is of greater public benefit.

The prohibition to activities in wilderness areas are not as sweeping as often charged, nor are the decisions permanent without the flexibility to meet possible emergencies.

WHY S. 174 IS OPPOSED

One could amass a string of objections given by opponents of this measure but in substance the basic opposition is that of continued development with minimum restraints versus preservation. Many argue that the proposed legislation would have the effect of locking up these areas, and preventing the commercial uses, which are often contended to be of equal or greater importance than the use for wilderness. It is their interest in extending mineral exploration, timbering, increase in grazing, all of which are competing uses for the area. Their justification for this is that the needs supplied by this use are of greater importance than the needs the area would have for wilderness. This is especially claimed in States that have a preponderance of Federal-owned land within their borders. This is an argument that anyone should understand, and it becomes a matter of judgment as well as concern as to which need or use should receive the highest consideration. It would be redundant for us to again detail what we believe to be the clearly marked preference in favor of wilderness.

Some of the opponents of the wilderness preservation system feel it important to point out that they are in favor of wilderness but—. They are in favor of wilderness that is consistent, for example, with mining. In many instances what they really mean is that they are in favor of certain kinds of recreation that could be continued in these areas and not be inconsistent with commercial development, but it would not be a wilderness area. Those who are committed to commercial development of many of these land areas do not care for the proposed legislation that would require the approval of the President with the concurrence of Congress, to determine that their needs were greater than those of wilderness. In our judgment, the present measure is long overdue because of the contracting resource base within the United States relative to our continuing increase in population. The catch-as-catch-can system of development will not longer suffice, and additional commitments of resources to development must be made more prudently and carefully. The present measure before this committee does not lock up any resource, it does not make impossible the exploita-

SRP02612

tion or development of any of the resources within the wilderness system. It does, however, place a serious burden of proof upon those who wish to develop a particular resource within a wilderness area to come forth with the reasons for that development and engage in discussion as to the merits of wilderness vis-a-vis the merits of economic or commercial development. Upon that basis the country through its elected officers and representatives in the executive branch and in the Congress can make a determination. That development will be slowed down as a result of the passage of this act is without question. It is the purpose of this act to slow down such development, much of which in the past was not prudently accomplished and much of which in the past has been noteworthy for its destruction.

Some contend that this legislation should be held up until the report of the Outdoor Recreation Commission is made. The logic of this objection escapes us. In actuality, the passage of this legislation is far more consistent with the objectives of the Outdoor Recreation Commission than not passing this legislation. As indicated before, this legislation certainly reduces the speed by which development can take place, and the result would appear to favor not frustrate the Outdoor Recreation Commission's study. If development would be allowed to continue and some areas were developed by the time the Outdoor Recreation Commission reported, quite obviously the options before the Outdoor Recreation Commission would be diminished.

Mr. Chairman, there seems to be little question that time is running out and if the people of the United States are to achieve any serious protection for areas not already intruded upon by the works of man, this is the golden opportunity to do so.

Dr. SMITH. I am Spencer M. Smith, the secretary of the Citizens Committee on Natural Resources. I simply wanted to call attention to one or two items which have not been brought out today. One is the long history of this legislation. On the one hand a group of conservationists would like a wilderness bill that would blanket all of the wilderness areas, including the primitive areas, into a wilderness preservation system immediately.

On the other hand, another group, as indicated here today, desires to include only areas that are now specifically designated as wilderness. As a result, they would allow primitive areas to be included in the wilderness system only by act of Congress.

S. 174 therefore, is a compromise with these two extreme positions, the one group who would want to take everything in now and the one group who would want to leave out a substantial part of it. S. 174 is the result of a lot of bickering back and forth, discussions and meetings over the past 5 or 6 years. It is this compromise that I think is effective. If the opponents of S. 174 prevail 55 percent of the total land area of the proposed wilderness in the national forests would be excluded. About 40 of the 83 areas in the national forests would be removed from the bill. The result would hardly be adequate for the purpose we have in mind.

Mr. Chairman, I also want to point out that much has been made of the fact that we wish to lock up these resources. I think everybody in this room knows usually what happens when the determination is left to administrative decision. If somebody wants to open up a wilderness area for something they attempt to pressure the Secretary to open it up.

People who don't want it opened pressure the Secretary to that end. Essentially this bill would put such discussions out on the table, by directing all parties to come before Congress and have their discussions in open forum, as we are doing now. In our judgment the bur-

SRP02613

den of proof should be on development for if we should not develop the particular resource in the wilderness area and it is true later we may have been incorrect the resources not developed are still there and the mistake may be remedied.

On the other hand, the situation is not reversible. If we do go in and develop these particular areas and then find we have made a mistake—the wilderness is gone and the mistake cannot be rectified. It seems to me that prudent resource planning should insist that a use or commitment to develop undergo the most searching inquiry and analysis.

One other thing that amuses me somewhat. Some reference has been made that a wilderness has not been defined. The bill itself defines wilderness and it is specific as to what it means. The conservationists supporting the measure are perfectly content with the definition.

It seems to me this is reasonably resolved at the present time. The next item that bothers me is the opponents' reference to the multiple-use concept. Certainly the Forest Service that has had a lot of experience in administering multiple use testified in favor of the bill. The chairman of this committee has had some experience as Secretary of Agriculture, and is aware of some of the problems of multiple use. I don't think multiple use means that on a specific piece of ground every conceivable use has to be made of that piece of ground. It is quite proper in an area such as a national forest that 8 percent of it may have well been set aside for some particular use when this use is of such quality that it might be incompatible with other uses. There is nothing wrong with such a setting aside nor does it contravene the multiple-use concept.

I also want to compliment the chairman on his ability of persuasion. When the outdoor recreation bill was before this committee, if I read right, those who are supporting it so strongly at the present time did not find the same measure of support when the bill was being heard.

The CHAIRMAN. The Senator referred to that when he got a little further along.

Dr. SMITH. It is a great pleasure to me to see that you have been this persuasive. What, conceivably, could the passage of this measure do to affect adversely or in any way hinder the Outdoor Recreation Commission? This bill asks that resources not be committed to development use. Therefore, if the Outdoor Recreation Resources Commission reports on areas that meet the needs for recreation, an undeveloped area would be far more consistent with any such report than if a mine or some similar development had taken place.

It is amusing to hear some of the inconsistencies of the opponents. They assure us that we have nothing to fear; that the wilderness is in good hands and will not be destroyed; and shame on us for locking it up and not letting them get to it.

The CHAIRMAN. Thank you very much, Doctor. I appreciate your appearing.

Dr. SMITH. Thank you, Mr. Chairman.

The CHAIRMAN. The next witness is Dr. Zahniser.

SRP02614

STATEMENT OF HOWARD ZAHNISER ON BEHALF OF TRUSTEES FOR CONSERVATION

Dr. ZAHNISER. Mr. Chairman, I am Howard Zahniser, speaking today in behalf of Trustees for Conservation, an organization with headquarters at 251 Kearny Street, in San Francisco. I am happy to accept your suggestion of simply filing a statement to appear in the record as though read, and to assure the committee and the individual members of it that I am stationed here in Washington, D.C., and available for consultation or conference at any time and to yield the time here for the benefit of the committee's hearing those from out of town.

The CHAIRMAN. I would like to ask you one question. Dr. Smith made a point I thought was a very good point; namely, that this bill is in itself a substantial scaling down from the original proposal. Do you feel that also?

Dr. ZAHNISER. It is indeed, sir. Senator Anderson, as I recalled the half dozen years of concern with this legislation in which I have been involved and listened to a former witness speak of stampeding it, I thought of the nervous fellow who came home and sat down in the living room and started to read his paper when the house cat came walking in the room, and he turned and said, "So you have to come stomping around here."

The CHAIRMAN. Well, we are now going ahead with all deliberate speed.

Dr. ZAHNISER. As I think of these primitive areas I think of them as part of our wilderness system. We have had a de facto wilderness system for a good many years. The National Wildlife Federation has a fact sheet on it, I helped prepare, that includes a map entitled "Our Wilderness Preservation System." It is a fact sheet that does not refer to legislation. It includes the primitive areas.

So these primitive areas are all units of the wilderness system that we have, through the years, considered de facto. This legislation would make the wilderness de jure. To be forced into a position of submitting the primitive areas to a gauntlet of consideration, area by area, agency by agency, would be to run a risk of losing something that has already been somewhat secure.

It reminds me of the fellow up in a small town in Pennsylvania where I grew up that used to enjoy getting the younger boys who came downtown to flip nickels on the basis "heads, you keep your nickel; tails, I get it." Eventually he always got the nickel away from the boy. I don't think that we should submit our primitive areas to the hazards of a system of that sort. However, I came up here to submit a statement to save time and not to get into a discussion.

CLARIFYING AMENDMENT PROPOSED

What I should like to do now is to suggest a clarifying amendment to make clear that the primitive areas are to be preserved as wilderness until Congress agrees otherwise. As I view it, this proposed amendment would make explicit what I take to be the meaning of the bill. By this act Congress would establish the primitive areas as parts of the wilderness system, subject to review under scrutiny

SRP02615

of Congress. The areas, in my view, then, should not cease to be wilderness-system units without the agreement of Congress. Accordingly I propose adding to line 19 on page 4 the following sentence, at the end of section 3(b)(1):

Upon rejection in accordance with said subsection (f) of any such recommendation of the President, the primitive area involved shall remain within the wilderness system in status quo until a subsequent recommendation of the President with respect to the area shall have become effective subject to the provisions of said subsection (f) or until the area shall have been eliminated or modified by act of Congress.

I have some maps here that I should later be glad to take up with you or others in the committee that show, to scale, these various areas and include explanatory statements. In New Mexico, for example, the 1½ percent of the land that is involved is shown here to scale.

The CHAIRMAN. Could you hand those to the committee now so that we can discuss them?

Dr. ZAHNISER. Let me submit them at this time. I have a letter too, that I wanted to suggest for the record. But I will take that up with you, too.

The CHAIRMAN. Fine.

Dr. ZAHNISER. We are very fortunate, Senator Anderson, in the opportunity that you and your cosponsors have created by introducing this measure, S. 174, which provides so reasonably for the preservation of some of our remaining areas of wilderness unspoiled, still representing what America is naturally. We appreciate this.

And I want to congratulate you also, as chairman of this committee, for the promptness with which you have called these hearings, thus taking the necessary steps toward enactment of the measure you have sponsored. We appreciate this, too.

We were encouraged by your remarks, Mr. Chairman, when you introduced this bill to the Senate—the statement of your purpose to do all you can to advance the legislation, your recognition of its urgency, as well as your care in seeing to its reasonableness. I trust that your statement on introducing the bill on January 5 will appear in the record of this hearing, and I have appended a copy of it as printed in the Living Wilderness to my statement.

There has been enough delay. It has, of course, taken time to make sure that such opposition as exists has been brought out clearly and that objections have been met as far as possible. But now that we have done this and the results are so well incorporated in your bill, S. 174, we should, as you have well said, proceed to act, and not run the risk of losing our opportunity.

THE PRESIDENT'S ADVOCACY

When the President sent to the Congress his message on natural resources last week, he listed wilderness legislation first among the steps he called essential in meeting the Federal Government's appropriate share of responsibility for fulfilling the Nation's recreational needs.

(A) To protect our remaining wilderness areas—

President Kennedy said—

I urge the Congress to enact a wilderness protection bill along the general lines of S. 174.

SRP02616

The next day the New York Times, in an editorial entitled "Kennedy on Natural Resources," said "we warmly welcome his endorsement of the pending wilderness protection bill."

Day before yesterday, on its Sunday, February 26, 1961, editorial page, the New York Times said further:

> We are particularly pleased by the President's wise words in respect to the great scenic and recreational resources of the country, which are now meeting pressures such as they have never known before—pressures that will only increase in the forseeable future. Conservationists will be delighted by his advocacy of the pending wilderness bill, S. 174, a modest effort to preserve for future generations some of the natural quality of primeval America.

I cite this one comment as representative of a general public approval of the wilderness bill and also as representing the sense of its urgency.

STATEMENT OUTLINED

In this statement today I should like to stress still further this sense of urgency.

I should like also to emphasize the reasonableness of this present proposal with reference to those who have objected to such legislation in the past, and similarly the unreasonableness of opposition that refuses to recognize a revision which does deal reasonably with legitimate objections.

I wish further to comment on the fact that in my opinion this is a sound measure for establishing a national wilderness policy and program and, accordingly, one that should be guarded against weakening amendments.

Finally, I want to look on what we are doing as the beginning of a program that can be expected to endure, not a piecemeal proposal for dealing with threats here and there, not a rearguard action to slow down inevitable destruction, but a positive and constructive proposal to establish policies and programs that can be expected to endure.

A SOUND MEASURE

Perhaps I should first of all comment on the soundness of the proposal, as I view it, in the light of our consideration of the requirements of wilderness preservation and my understanding of the conditions under which we must act.

There has been no one whom I have heard testifying at this hearing who has questioned the desirability of wilderness. This is in accord with my general experience during the past 15 years of my intensive work in connection with wilderness. When I first went to work for the Wilderness Society my former colleagues warned me I was concerning myself with something of interest only to a minority. I went to work anyhow because I was convinced that wilderness preservation was something worthwhile and of enduring value. But I soon found out that rather than dealing with a minority concern I was doing something of general interest, something that almost everyone favored and commended when he or she heard of it.

And I am now more confident than ever that when we are working to preserve wilderness we are doing something in which the citizens of the United States are interested. The American people want to see some of our wilderness protected.

Our purpose is a valid and sound one.

SRP02617

I am certain, however, after a decade and a half of experience, observation, and study that if we are to have wilderness areas we must set them aside and protect them. Every consideration I have made confirms the declaration in S. 174 that our increasing population with its expanding settlement and its mechanization is destined to occupy and modify all of our wilderness except those areas which we deliberately designate for preservation and protection in their natural condition. This indeed seems to me to be a sound premise on which to base such legislation as this wilderness bill.

Fortunately our federally owned land areas include much of our still remaining wilderness. It is a further good fortune that areas of wilderness suitable for preservation are contained within our national forests, our National Park System, our wildlife refuges and ranges, because this means that they are in areas already being protected to a great extent from commodity or commercial uses. In other words, in order to provide for wilderness preservation we do not need to interfere with established enterprises—at least not to any significant extent.

S. 174 relates its wilderness-preservation policy and program to these areas already receiving some protection. It avoids interference with the purposes for which these areas have already been established as forests, parks, or refuges. It gives to administering agencies the added responsibility for preserving the wilderness character which the lands to be involved still have, but it does this with respect for the other land-management policies and programs already underway.

This I consider a sound approach to a new policy and program.

The very nature of our undertaking is such that we can deal only with areas that are wilderness. And in this legislation only areas of wilderness already being protected to some extent are included. I want to emphasize that this bill deals only with wilderness, and furthermore only with wilderness in Federal areas where special protection is already a purpose.

This proposal also recognizes that there may well be future needs to adapt the program to changing conditions, and accordingly procedures are provided for additions, deletions, and other changes. There is in this proposal no lock for which the legislation does not also provide a key, to be used as may be necessary.

These are examples of the features of this proposal that seem to me to mark it as sound. Most important of all is the fact that through its provisions we can expect to see wilderness preserved. It will establish a national policy to this end, a practical program for this purpose, and it relates this policy and program to definite areas of Federal land. It provides the instrument with which we can carry out our national purpose to see some of our primeval America preserved for the perpetual use and enjoyment of the people who own it. It improves our prospect for success in realizing this purpose.

Finally, an important aspect of the soundness of this measure is its reasonableness.

A REASONABLE MEASURE

The proponents of the wilderness bill—and I have long been one of them—have seemed to me to be outstandingly reasonable and patient in efforts to devise a wilderness preservation program that respects other interests and fits in with other programs. They have seemed to me to be most accommodating in their willingness to cooperate in

SRP02618

revisions to meet objections. S. 174 represents the culmination of such revisions—a measure skillfully designed to accomplish its special purposes without interference with others. I should think that reasonable men would certainly commend its reasonableness.

It seems unreasonable that opposition against this proposal should continue. There are no areas, for example, involved that are subject now to lumber operations. All are at present already set aside from timber cutting. They are within national parks or monuments, wildlife refuges or ranges, or areas set aside as wilderness within national forests. It must be that any lumbermen who oppose S. 174 must want to cut timber in areas already being protected from lumbering.

If so, it is, of course, all the more important to pass this measure as soon as possible.

But it just does not seem reasonable or consistent to me for anyone as a lumberman who claims to be in favor of wilderness preservation to object to making more orderly and more secure the protection of areas that are not available even now for his lumbering.

As to mining or power projects or other waterworks or other facilities that may be needed it seems to me that this bill is as reasonably considerate of such nonconforming uses of wilderness as it possibly could be and still insure the preservation of wilderness.

In fact so considerate is it that some supporters of wilderness preservation are very much concerned with those exceptions. I have had letters asking me if this bill is doubletalk, if it really is designed to preserve wilderness or if its effect is to provide for the exploitation of wilderness; I have been asked by wilderness supporters if I am in favor of it.

In response I do, of course, express my strong support. I point out the improvement in our prospects for wilderness preservation that it provides, and I try to explain why even in wilderness areas we have to face the prospect of possible mining, possible dams, possible other uses that may modify the wilderness.

Certainly no weakening amendments should be tolerated, and if the reasonable features of S. 174 still meet with the opposition of these commercial interests, perhaps it would be better to abandon efforts to compromise—efforts that our opponents seem to consider futile anyhow.

In fact, when I heard the testimony in behalf of the mining interests yesterday I began to wonder how it happens that on lands that belong to all of us this private industry can have such profitable privileges that its representatives will work so hard against such a modest proposal as this one to give added protection to so small a portion of this land that we all own.

I began to wonder if we ought not to look into a situation in which this could be true. And I remembered a speech that the Chief of the Forest Service Lyle F. Watts made 10 years ago here in Washington on the subject "Can We Save Our Wilderness Areas?" I looked it up. It was delivered at a National Citizens Conference on Planning for City, State, and Nation held May 12 to 17, 1950. Mr. Watts pointed out what he called three real dangers, and the first one he discussed was the problem caused by mining. Here is what he said:

> All of our wilderness areas are in lands withdrawn for national forest purposes from the public domain. That means that these areas are subject to mineral location under the U.S. mining laws. Under these laws any citizen

SRP02619

may locate a mining claim upon discovery of mineral sufficient to justify a prudent man in the further expenditure of time and money. Upon doing $500 worth of work, a valid mining claim may be patented. Also the mining claimant is entitled to reasonable ingress and egress—and that means roads, and roads mean the end of wilderness.

Mr. Watts went on to say:

The mining laws date back to 1872, when it was the policy of the United States to give away lands lavishly to encourage settlement and development. Those days are gone. The crying need today is for conservation. Public lands today should be managed for the conservation and wise use of their resources in the permanent public interest. So far as mineral developments on public lands are concerned that could be accomplished by a mineral leasing law instead of a law allowing patent—by a procedure that provides for the weighing of all public values before a lease is granted, and that allows the agency in charge of the lands to attach such conditions to a lease as may be necessary to safeguard other values.

That is what the Chief of the Forest Service, Lyle F. Watts, said in 1950.

I have not been concerned with mining on all the public lands. Perhaps as a citizen and conservationist I should be. I have been eager to see worked out a reasonable way for preserving wilderness without damaging other interests. I think that S. 174 which Senator Anderson has worked out does this, and I am certainly aroused to the threat of mining to wilderness when I see the determined way in which the mining industry is seeking to frustrate and defeat this culmination of wilderness preservation efforts which to me seems so modest and reasonable.

What I call the unreasonableness of such opposition by miners, lumbermen, and other commercial interests is emphasized, in my mind anyhow, when I think of how little of our land we are seeking to preserve. It is only about 2.2 percent. And that includes all that we could possibly hope to preserve, at the most, under this legislation—in national parks and monuments, in wildlife refuges and ranges, as well as in wilderness, wild, primitive, and canoe areas in the national forests—a little more than one-fiftieth.

If we consider only the national forest areas which are now subject to mining that we seek to preserve—the wilderness, wild, primitive, and canoe areas—we find that we are dealing with some 14,500,000 acres out of our total land area of 2,316,570,240 acres—less than 15 million acres out of more than 2,300 million—0.65 of 1 percent—less than seven-tenths of 1 percent.

I have here a series of outline maps of the Western States on which the areas that might be preserved as wilderness are shown roughly to scale and their areas are listed. There are, for example, 8 areas in New Mexico comprising only 1½ percent of New Mexico's area. In Montana there are 14 areas, 4,093,843 acres, only 4 percent of Montana's area. Idaho would have 5 areas, 3,094,568 acres, 5.7 percent of the State's area. Colorado would have 16 areas but less than 2 percent of the State's area would be involved. And I should emphasize that all these figures are based on maximum possible acreages—the full total of primitive areas, of refuges and parks; in other words, included in these possibilities are a good many acres that cannot be expected to be included.

I am glad to submit a complete series of these outline maps for the record with the statement that backs them up and explain them. They

SRP02620

illustrate the reasonabless of this proposal as to the portions of our land involved. They and the statement regarding them were released by the Citizens Committee on Natural Resources.

(The exhibit referred to is as follows:)

PROPOSED WILDERNESS SYSTEM WILL NOT DAMAGE COMMERCIAL INTERESTS

Attacks on the pending wilderness bill by livestock, timber, and other commercial interests are labeled false and misleading by Dr. Ira N. Gabrielson, chairman of the Citizens Committee on Natural Resources, because the proposed program will not damage these interests and will affect only a very small part of the Federal lands.

The opposition stirred up against the wilderness bill "by commercial interests with covetous eyes on even our last remaining areas of wilderness," the citizens committee described as "completely without justification."

Existing grazing privileges in the national forests are continued by a provision of the bill.

No areas open to lumbering are affected.

Mining on the national forest lands involved may be permitted if needed in the national interest.

A special provision in the bill safeguards State water laws.

The wilderness bill, it was explained, has been carefully designed to avoid damage to existing interests and to "fit into" the land-use programs already established.

LESS THAN 2.2 PERCENT OF THE NATION

Only in 10 Western States where there are large acreages of Federal land are there considerable percentages of the land involved in programs to be established by the wilderness bill, according to the citizens committee. Even in these 10 States the maximum wilderness involved would vary from only 1 percent to only 7½ percent, or an average of about 4 percent of the so-called western public land States.

The 10 Western States and the percentages of their areas involved are Idaho (5.7 percent), Utah (less than 1 percent), Wyoming (less than 7½ percent), Oregon (1½ percent), Montana (4 percent), California (5 1/10 percent), Colorado (less than 2 percent), Arizona (5 percent), New Mexico (1½ percent), and Washington (less than 6 percent).

Other States in which wilderness areas could be established by the proposed program are Nevada, North Dakota, South Dakota, Oklahoma, Texas, Minnesota, Michigan, Louisiana, Florida, Georgia, South Carolina, North Carolina, Tennessee, Kentucky, Virginia, Maine, Alaska, and Hawaii.

The total area of the United States involved would be less than 2.2 percent at the most, the citizens committee estimated.

National forest areas were estimated to be about 15 million acres at the most and national park system areas to total less than 20 million acres. Within the national wildlife refuges and ranges the areas that could be designated have not been predicted in any detail, it was pointed out, and it is estimated that they would not in the extreme exceed 15 million acres.

A national total of 50 million acres was thus estimated to be considered an outside maximum, out of the Nation's total of more than 2,300 million acres.

ONLY 5.7 PERCENT OF IDAHO

Only five areas in Idaho are involved, the citizens committee points out, and they comprise 5.7 percent of the State. More than 94 percent of the State is not affected at all by the bill.

Out of Idaho's total of 83,557 square miles, only 4,835 would be preserved as wilderness under this measure.

Two of the areas in Idaho to be given protection are already in the national park system, and are not available for commercial use.

The other three areas are all within national forests, and have been for a long time set aside by the Forest Service for special protection. The wilderness bill would make all three of these subject to further studies before they can become permanent units of the wilderness system.

LESS THAN 1 PERCENT OF UTAH

Only six areas in Utah will be involved. These include 845 square miles, or less than 1 percent of the State's 84,916 square miles.

SRP02621

Five of the areas are already in national park system, two parks and three monuments. These are already unavailable for commercial use or exploitation.

Just one Utah area remains to be considered, the Hugh Uintas Primitive Area. The wilderness bill will require further study of this area before its inclusion in the permanent wilderness system.

LESS THAN 7.5 PERCENT OF WYOMING

Two of the areas in Wyoming to be given protection by the wilderness bill are already in the national park system and not available for any commercial use.

Of the other areas, eight are within national forests, and have for a long time been set aside by the Forest Service for special protection. The wilderness bill would make four of these subject to further studies before they become permanent units of the wilderness system.

Ten areas in Wyoming are involved, the citizens committee points out.

More than 92 percent of Wyoming is not affected by the bill at all.

Out of Wyoming's total of 97,914 square miles, less than 7,262 would be preserved as wilderness under this measure. The bill does not withdraw any additional units or acreage.

ONLY 1.5 PERCENT OF OREGON

Only 1½ percent of Oregon, the citizens committee points out, is involved in the 11 areas of the State included in the proposed system.

This means that more than 98½ percent of Oregon is not affected by the bill.

Out of Oregon's total of 96,981 square miles, only 1,508 would be preserved as wilderness under this measure.

One of the areas in Oregon to be given protection by the wilderness bill is already in the national park system and not available for any commercial use.

The other 10 areas are all within national forests and have for a long time been set aside by the Forest Service for special protection. The wilderness bill makes one of these subject to further studies before it becomes a permanent unit of the wilderness system.

FOUR PERCENT OF MONTANA

Two of the units in Montana to be given protection by the wilderness bill are already in the national park system and not available for any commercial use.

Of the other units, nine are all within national forests and have for a long time been set aside by the Forest Service for special protection. The wilderness bill would make seven of these subject to further studies before they become permanent units of the wilderness system. Three areas are now protected by the Fish and Wildlife Service.

In all, 14 areas in Montana are involved, the citizens committee points out.

Out of Montana's total of 147,138 square miles, only 6,397 would be preserved as wilderness under this measure. More than 95 percent of Montana is not affected by the bill at all.

LESS THAN 5.1 PERCENT OF CALIFORNIA

California has more units and more acreage affected than any other State. Its 27 units include 5,775,053 acres. Californians are proud of the parks, monuments, and national forests. Yet these occupy only 9,023 square miles, or less than 5⅕ percent of the State's total of 158,297.

Of these units, nine are national parks or monuments, already removed from commercial exploitation.

The remaining 18 units are all in national forests and have for years been set aside by the Forest Service for special protection. The wilderness bill would make 16 of these subject to further study, to make certain that only areas "predominantly of wilderness value" will be included.

LESS THAN 2 PERCENT OF COLORADO

Less than 2 percent of Colorado, the citizens committee points out, is involved in the 16 areas of the State included in the proposed system.

This means that more than 98 percent of Colorado is not affected by the bill.

SRP02622

Out of Colorado's total of 104,247 square miles, only 2,044 would be preserved as wilderness under this measure.

Five of the areas in Colorado to be protected by the wilderness bill are already in the national park system and not available for commercial use.

The other 11 areas, all within national forests, have for a long time been set aside by the Forest Service for special protection. The bill makes nine of these subject to further studies before becoming permanent units of the system.

ONLY 5 PERCENT OF ARIZONA

Seventeen areas in Arizona are involved, the citizens committee points out, and they comprise only 5 percent of the State.

This means that 95 percent of Arizona is not affected by the bill at all.

Out of Arizona's total of 113,909 square miles, only 5,631 would be preserved as wilderness under this measure.

Six of the areas in Arizona to be given protection by the wilderness bill are already in the national park system and not available for any commercial use.

Of the other areas, nine are all within national forests and have for a long time been set aside by the Forest Service for special protection. The wilderness bill would require further studies of four of these before they become permanent units of the wilderness system. Two of the areas are game ranges protected by the U.S. Fish and Wildlife Service.

LESS THAN 1.5 PERCENT OF NEW MEXICO

Only eight areas in New Mexico are involved, the citizens committee points out, and they comprise less than 1½ percent of the State.

This means that more than 98½ percent of New Mexico is not affected by the bill at all.

Out of New Mexico's total of 121,666 square miles, only 1,795 would be preserved as wilderness under this measure.

Two of the areas in New Mexico to be given protection by the wilderness bill are already in the national park system and not available for any commercial use.

The other six areas are all within national forests and have for a long time been set aside by the Forest Service for special protection. The wilderness bill even makes three of these subject to further studies before they become permanent units of the wilderness system.

LESS THAN 6 PERCENT OF WASHINGTON

Only six areas in Washington are involved, the citizens committee points out, and they comprise less than 6 percent of the State.

This means that more than 94 percent of Washington is not affected by the bill.

Out of Washington's total of 68,192 square miles, only 3,942 would be preserved as wilderness under this measure.

Two of the areas in Washington to be given protection by the wilderness bill are already in the national park system and not available for any commercial use.

The other four areas are all within national forests and have long been set aside by the Forest Service for special protection. The bill requires that the largest of these—the 801,000-acre North Cascade Primitive Area—must be studied further before becoming a permanent unit of the wilderness system. The other national forest units are the 458,505-acre Glacier Peak Wilderness Area, the 82,680-acre Goat Rocks Wild Area, and the 42,411-acre Mount Adams Wild Area.

"CONSERVATIONISTS' TASK FORCE" HAS MAPS

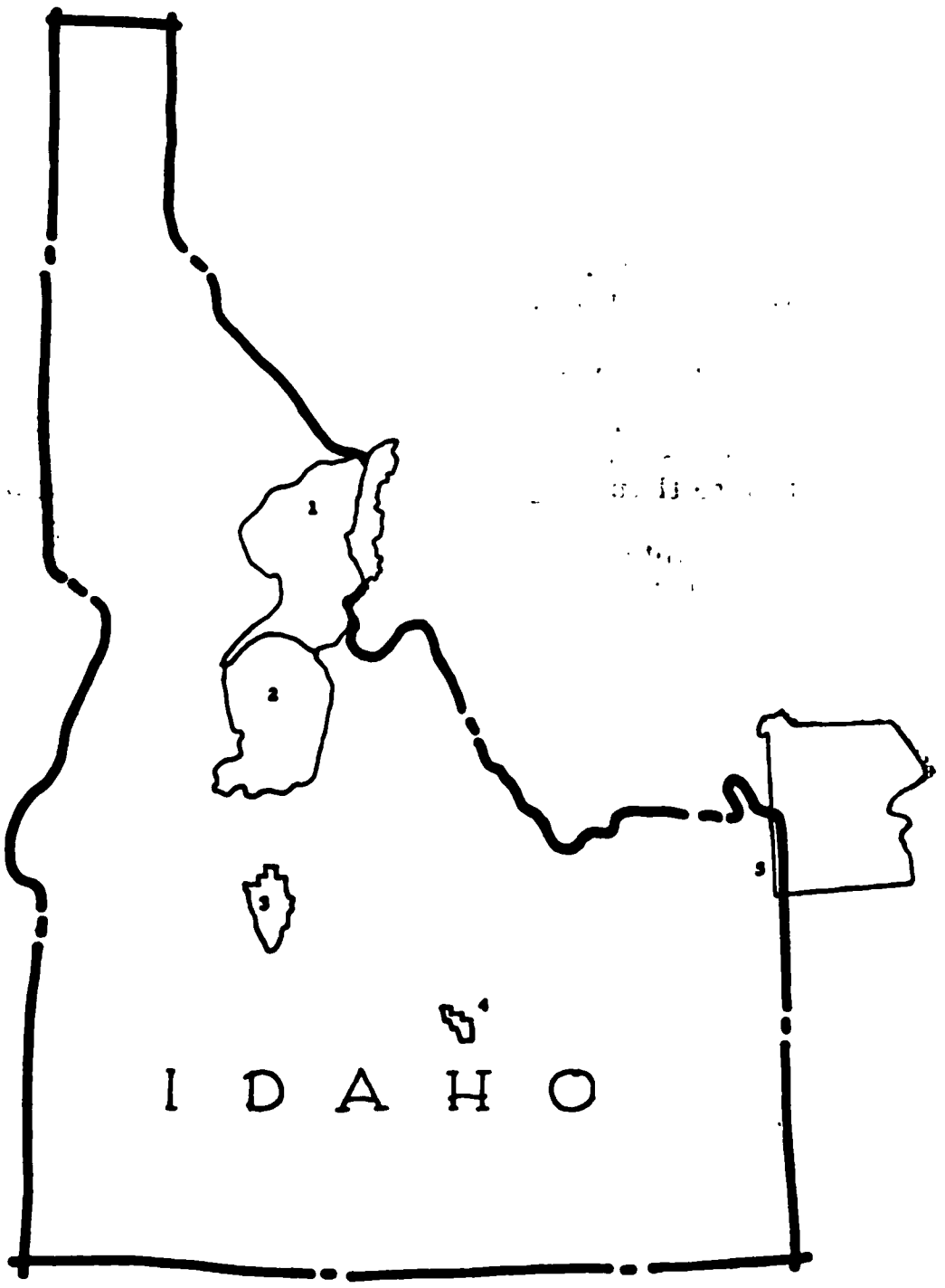
The Citizens Committee on Natural Resources described itself as a conservationists' task force for representing the public interest in legislation. Incorporated "to advance conservation, restoration, and sound management of natural resources in the public interest," the committee, with a nationwide membership of 43 conservation leaders, maintains its headquarters at 1346 Connecticut Avenue NW., Washington, D.C.

Outline maps of each of the 10 Western States with potential wilderness system areas of significant acreage, showing to scale these areas, are available from the committee, as follows:

SRP02623

ONLY 5 AREAS IN IDAHO INCLUDED IN
NATIONAL WILDERNESS PRESERVATION SYSTEM

Acreage of 3,094,568 Is Only 5.7 Percent of Idaho's Area

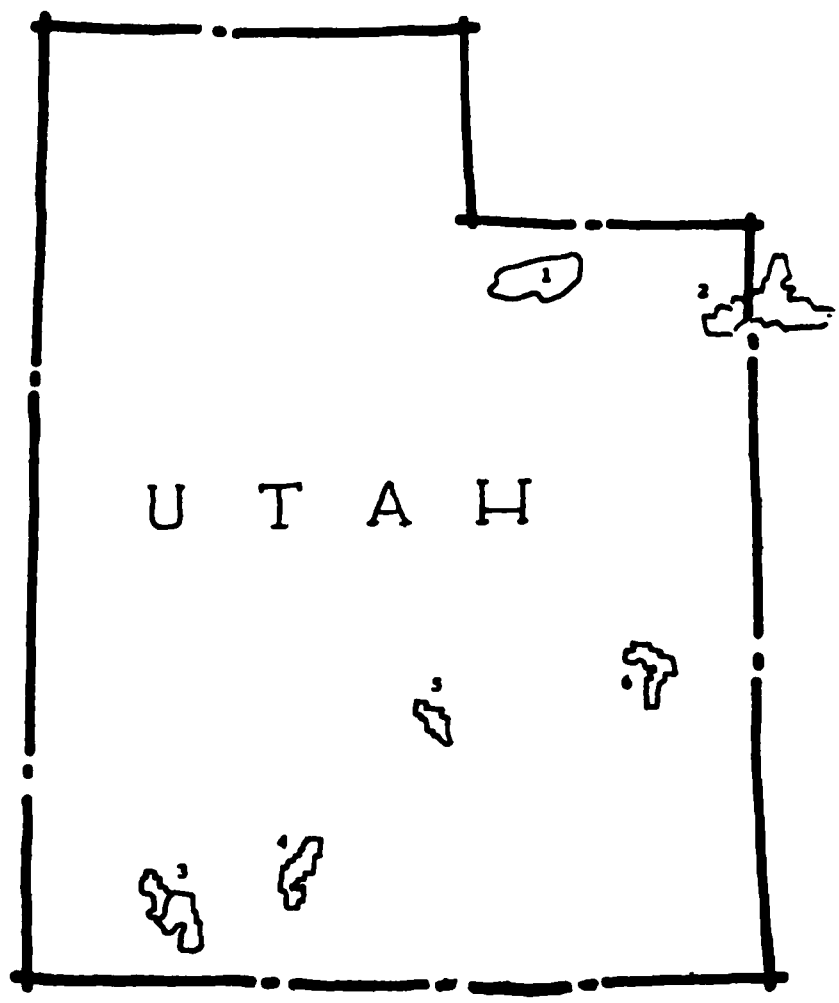


	Acres
1. Selway-Bitterroot Primitive Area (National Forest) (also in Montana)	1,581,210
2. Idaho Primitive Area (National Forest)	1,232,744
3. Sawtooth Primitive Area (National Forest)	200,942
4. Craters of the Moon National Monument	48,184
5. Yellowstone National Park (also in Montana and Wyoming)	31,488
Total	3,094,568

SRP02624

ONLY 6 AREAS IN UTAH INCLUDED IN NATIONAL WILDERNESS PRESERVATION SYSTEM

Acreage of 540,835 Is Less Than 1 Percent of Utah's Area



	Acres
1. High Uintas Primitive Area (National Forest)	240,717
2. Dinosaur National Monument (also in Colorado)	50,430
3. Zion National Park	143,295
4. Bryce Canyon National Park	36,010
5. Capitol Reef National Monument	36,133
6. Arches National Monument	34,250
Total	540,835

SRP02625

ONLY 10 AREAS IN WYOMING INCLUDED IN
NATIONAL WILDERNESS PRESERVATION SYSTEM

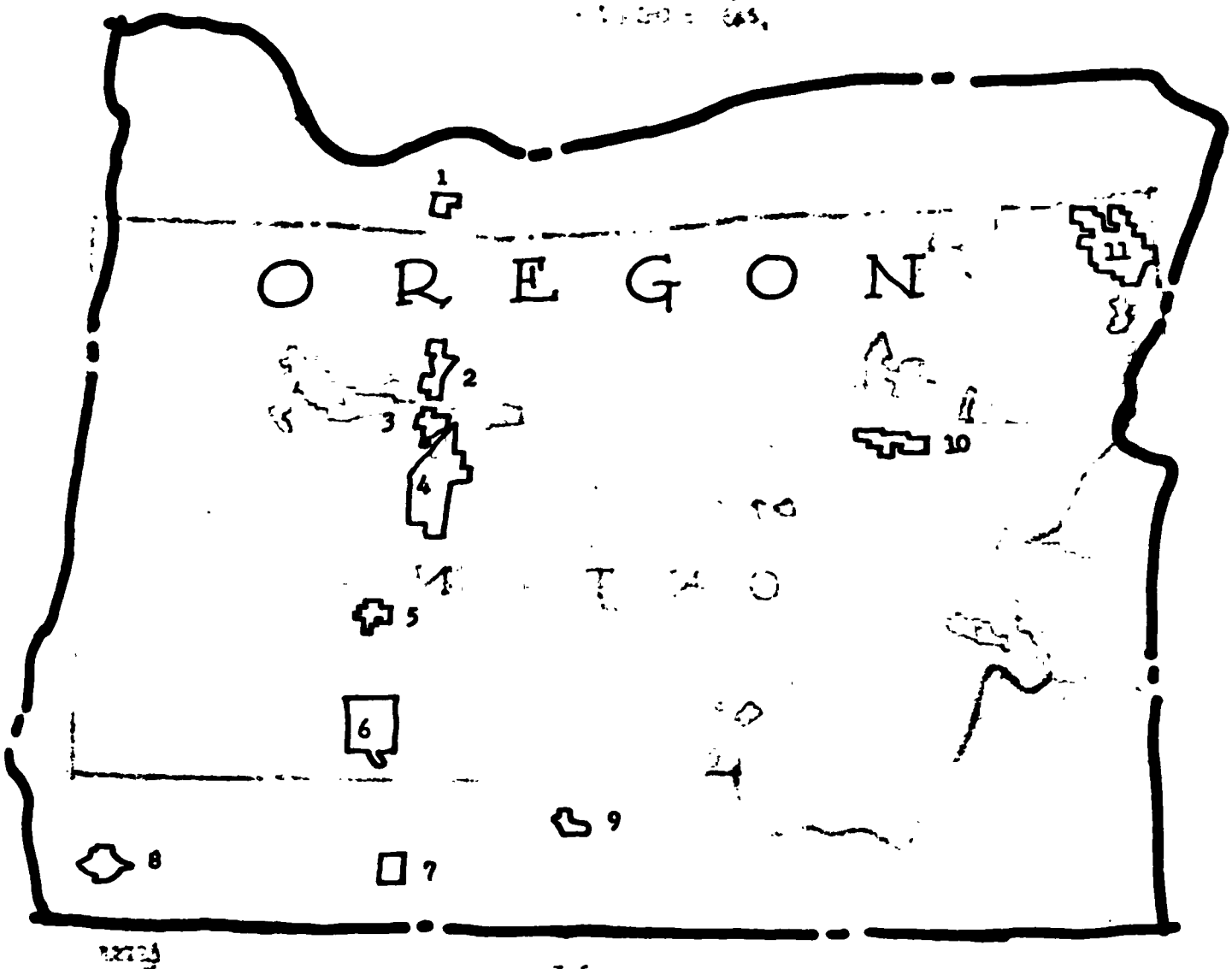
Acreage of 4,650,000 Is Less Than 7½ Percent of Wyoming's Area

		Acres
1.	Yellowstone National Park (also in Idaho and Montana)	2,039,217
2.	North Absaroka Wilderness Area (National Forest)	359,700
3.	South Absaroka Wilderness Area (National Forest)	506,300
4.	Teton Wilderness Area (National Forest)	563,600
5.	Grand Teton National Park	310,390
6.	Stratified Primitive Area (National Forest)	147,000
7.	Bridger Wilderness Area (National Forest)	383,000
8.	Glacier Primitive Area (National Forest)	177,000
9.	Popo Agie Primitive Area (National Forest)	70,000
10.	Cloud Peak Primitive Area (National Forest)	94,000
	Total	4,650,207

SRP02626

ONLY 11 AREAS IN OREGON INCLUDED IN
NATIONAL WILDERNESS PRESERVATION SYSTEM

Acreage of 964,963 Is Only 1 1/2 Percent of Oregon's Area

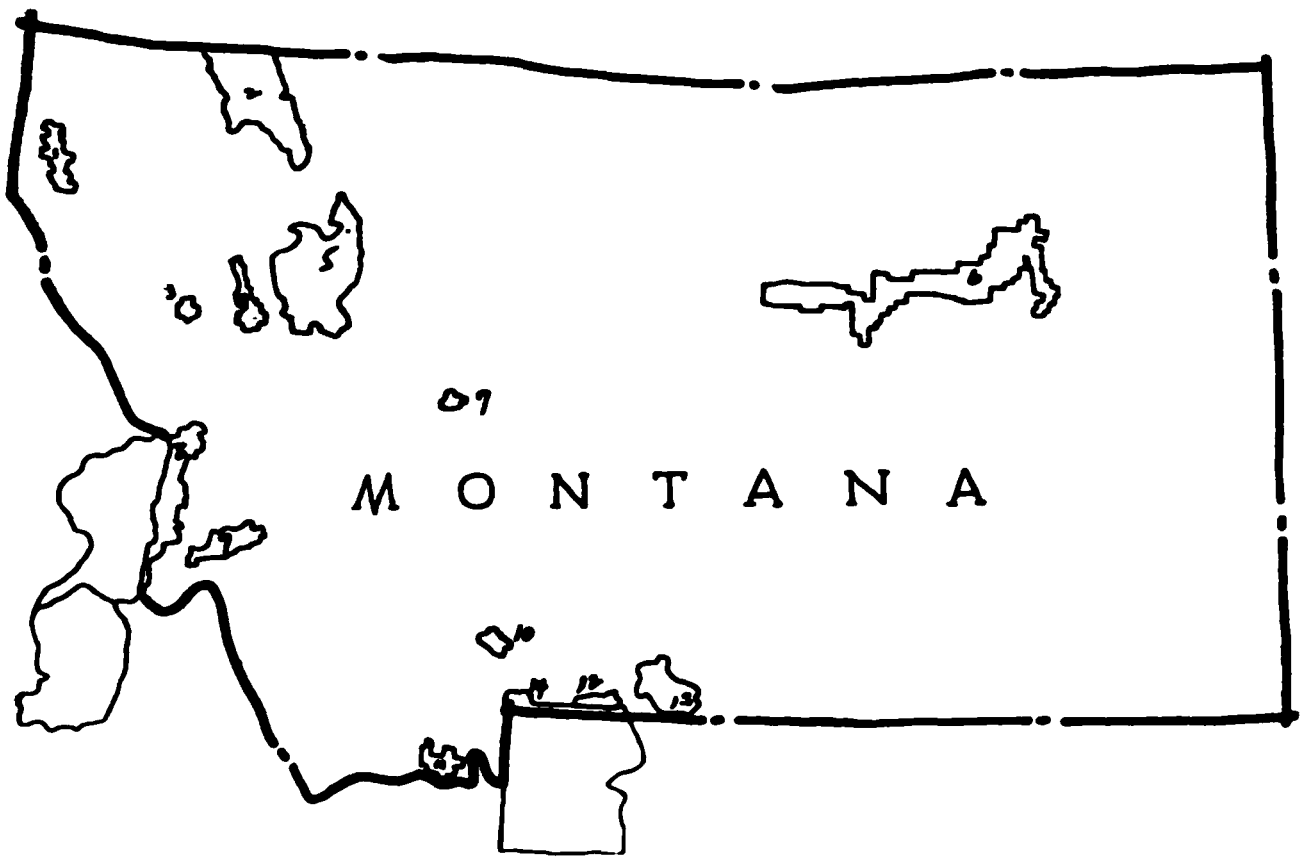


	Acres
1. Mount Hood Wild Area (National Forest)	14,160
2. Mount Jefferson Primitive Area (National Forest)	86,700
3. Mount Washington Wild Area (National Forest)	46,655
4. Three Sisters Wilderness Area (National Forest)	246,728
5. Diamond Peak Wild Area (National Forest)	35,440
6. Crater Lake National Park	160,290
7. Mountain Lakes Wild Area (National Forest)	23,071
8. Kalmiopsis Wild Area (National Forest)	78,850
9. Gearhart Mountain Wild Area (National Forest)	18,709
10. Strawberry Mountain Wild Area (National Forest)	34,080
11. Eagle Cap Wilderness Area (National Forest)	220,280
TOTAL	964,963

SRP02627

ONLY 14 AREAS IN MONTANA INCLUDED IN NATIONAL WILDERNESS PRESERVATION SYSTEM

Acreage of 4,093,843 Is Only 4 Percent of Montana's Area

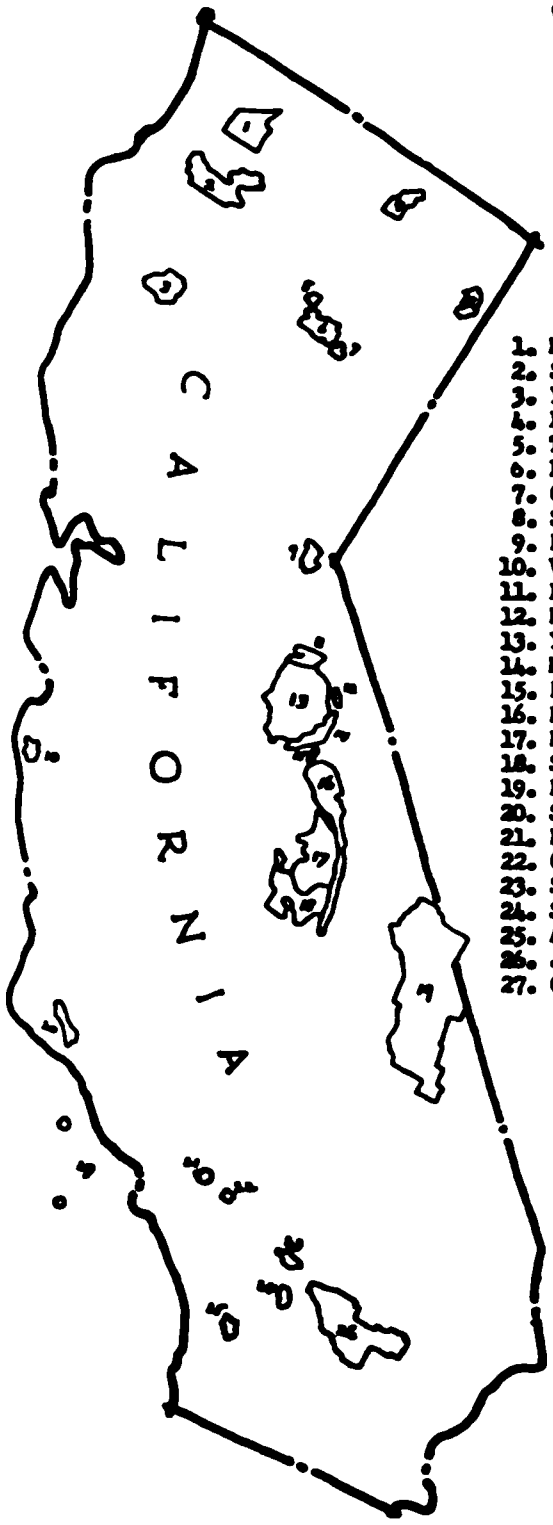


	Acres
1. Cabinet Mountains Primitive Area (National Forest)	90,000
2. Glacier National Park	1,013,129
3. Montana National Bison Range	18,541
4. Mission Mountains Primitive Area (National Forest)	75,500
5. Bob Marshall Wilderness Area (National Forest)	950,000
6. Fort Peck Game Range	946,987
7. Gates of the Mountains Wild Area (National Forest)	28,562
8. Selway-Bitterroot Primitive Area (National Forest) (also in Idaho)	291,085
9. Anaconda Pintlar Primitive Area (National Forest)	145,000
10. Spanish Peaks Primitive Area (National Forest)	50,000
11. Red Rock Lakes Migratory Waterfowl Refuge	39,971
12. Absaroka Primitive Area (National Forest)	64,000
13. Beartooth Primitive Area (National Forest)	230,000
14. Yellowstone National Park (also in Idaho and Wyoming)	151,068
Total	4,093,843

SRP02628

ONLY 27 AREAS IN CALIFORNIA INCLUDED IN NATIONAL WILDERNESS PRESERVATION SYSTEM

Acreage of 5,775,053 Is Less Than 5 1/10 Percent of California's Area



		Acres
1.	Marble Mountain Wilderness Area (National Forest)	214,543
2.	Salmon Trinity Alps Primitive Area (National Forest)	285,432
3.	Yolla Bolly-Middle Eel Wilderness Area (National Forest)	143,426
4.	Lava Beds National Monument	46,239
5.	Thousand Lakes Wild Area (National Forest)	16,335
6.	Lassen Volcanic National Park	105,922
7.	Caribou Peak Primitive Area (National Forest)	16,443
8.	South Warner Primitive Area (National Forest)	70,682
9.	Desolation Valley Primitive Area (National Forest)	41,380
10.	Ventana Primitive Area (National Forest)	55,884
11.	Emigrant Basin Primitive Area (National Forest)	98,043
12.	Hoover Wild Area (National Forest)	20,560
13.	Yosemite National Park	760,951
14.	Mount Dana-Minarets Primitive Area (National Forest)	82,376
15.	Devils Postpile National Monument	798
16.	High Sierra Primitive Area (National Forest)	393,945
17.	Kings Canyon National Park	454,600
18.	Sequoia National Park	386,560
19.	Death Valley National Monument (also in Nevada)	1,792,520
20.	San Rafael Primitive Area (National Forest)	74,990
21.	Devil Canyon-Bear Canyon Primitive Area (National Forest)	36,200
22.	Cucamonga Wild Area (National Forest)	5,000
23.	San Gorgonio Wild Area (National Forest)	19,083
24.	San Jacinto Primitive Area (National Forest)	33,291
25.	Agua Tibia Primitive Area (National Forest)	35,116
26.	Joshua Tree National Monument	557,935
27.	Channel Islands National Monument	26,019
	Total	5,775,053

SRP02629

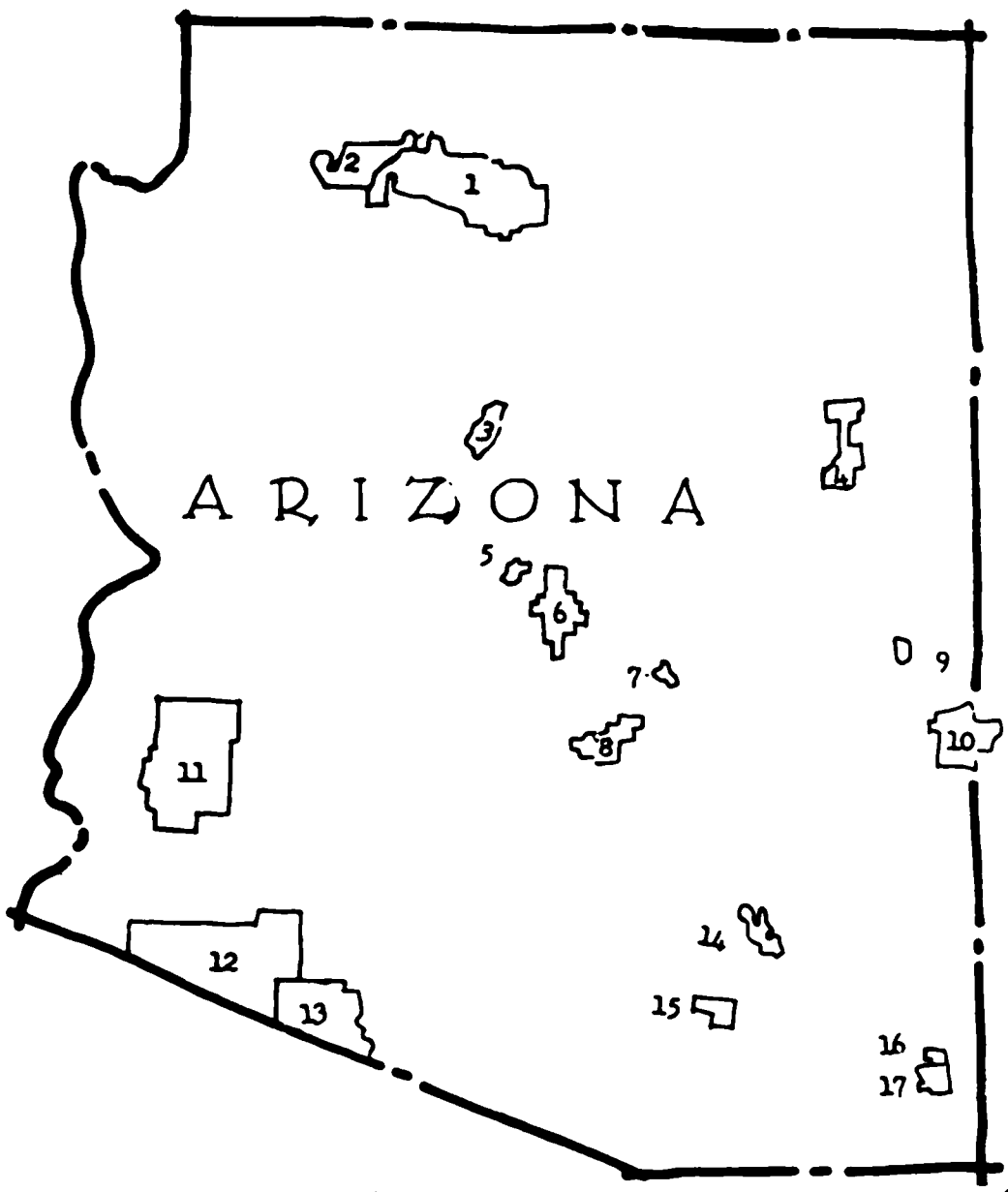
16 COLORADO AREAS TO BE INCLUDED IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM

Acreage of 1,308,478 Is Less Than 2 Percent of Colorado's Area

		Acres
1.	Dinosaur National Monument (the part in Colorado)	159,314
2.	Mount Zirkel-Dome Peak Wild Area (National Forest)	53,400
3.	Rawah Primitive Area (National Forest)	25,720
4.	Rocky Mountain National Park	259,556
5.	Flat Tops Primitive Area (National Forest)	117,800
6.	Gore Range-Eagle Nest Primitive Area (National Forest)	61,275
7.	Colorado National Monument	17,784
8.	Maroon Bells-Snowmass Wild Area (National Forest)	64,600
9.	West Elk Primitive Area (National Forest)	52,000
10.	Black Canyon of the Gunnison National Monument	14,465
11.	Uncompahgre Primitive Area (National Forest)	69,253
12.	Wilson Mountains Primitive Area (National Forest)	27,347
13.	Mesa Verde National Park	51,334
14.	San Juan Primitive Area (National Forest)	240,000
15.	Upper Rio Grande Primitive Area (National Forest)	56,600
16.	La Garita-Sheep Mountain Primitive Area (National Forest)	38,030
	TOTAL	1,308,478

SRP02630

ARIZONA WILDERNESS AREAS INCLUDE 3,604,292 ACRES;
17 AREAS MAKE UP 5 PERCENT OF THE STATE'S ACREAGE

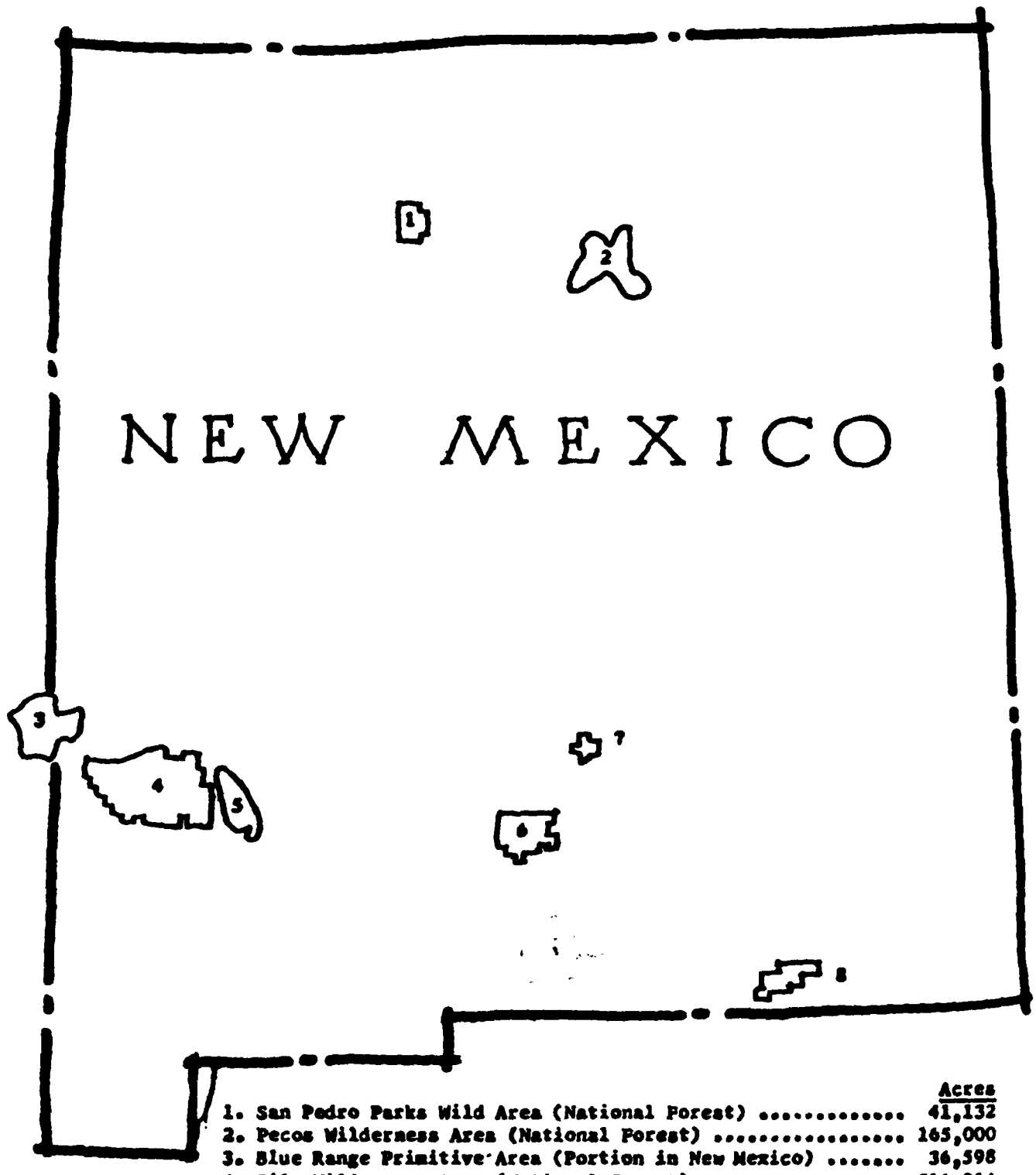


		Acres
1.	Grand Canyon National Park	673,575
2.	Grand Canyon National Monument	198,280
3.	Sycamore Canyon Primitive Area (National Forest)	47,230
4.	Petrified Forest National Monument	93,921
5.	Pine Mountain Primitive Area (National Forest)	17,500
6.	Mazatzal Wilderness Area (National Forest)	205,346
7.	Sierra Ancha Wild Area (National Forest)	20,850
8.	Superstition Wilderness Area (National Forest)	124,140
9.	Mount Baldy Primitive Area (National Forest)	7,400
10.	Blue Range Primitive Area (National Forest)	218,164
11.	Kofa Game Range	660,041
12.	Cabeza Prieta Game Refuge	860,041
13.	Organ Pipe Cactus National Monument	330,874
14.	Galiuro Wild Area (National Forest)	55,000
15.	Saguaro National Monument	63,234
16.	Chiricahua Wild Area (National Forest)	18,000
17.	Chiricahua National Monument	10,646
	TOTAL	3,604,292

SRP02631

ONLY 8 AREAS IN NEW MEXICO INCLUDED IN NATIONAL WILDERNESS PRESERVATION SYSTEM

Acreage of 1,148,711 Is Only 1½ Percent of New Mexico's Area

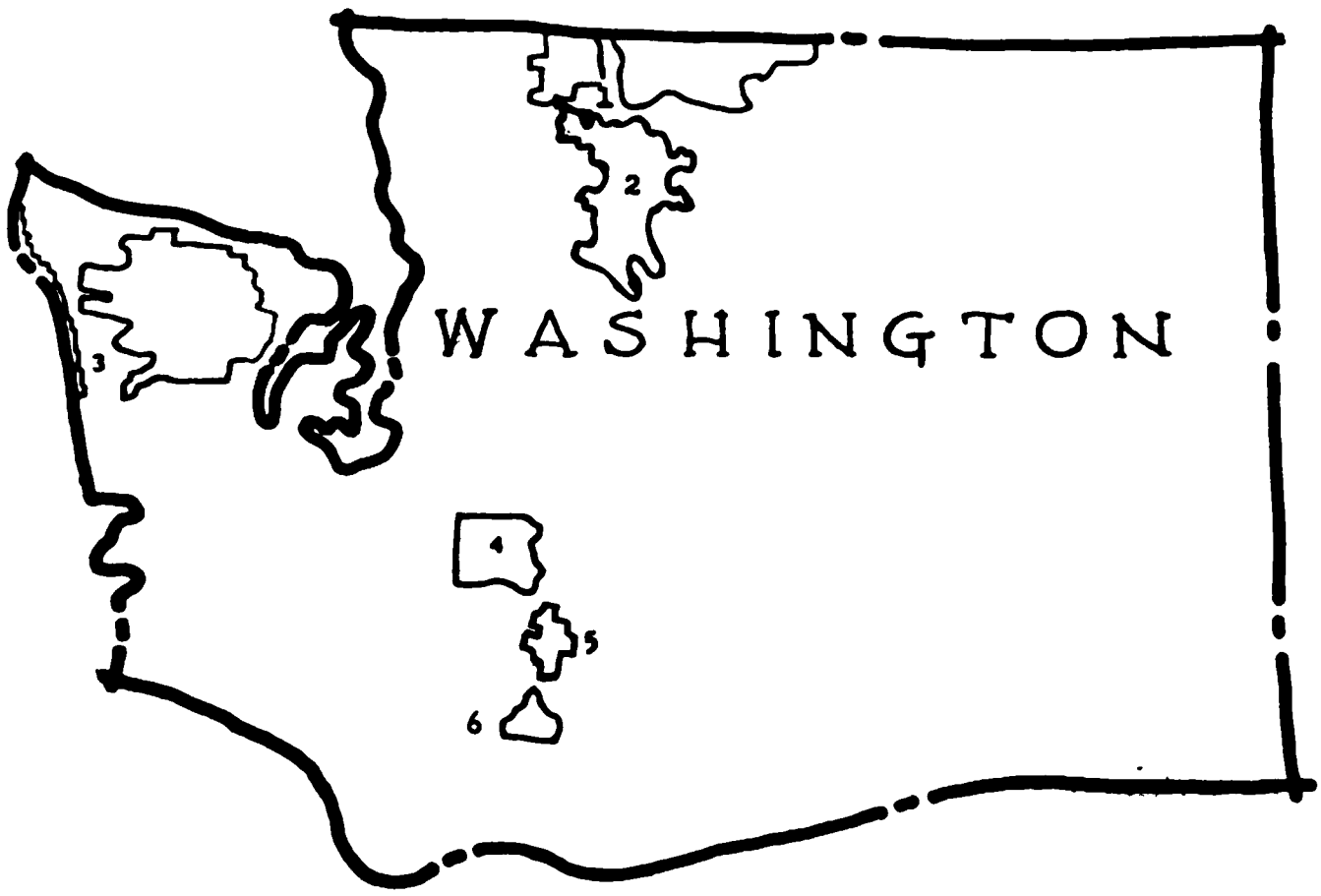


	Acres
1. San Pedro Parks Wild Area (National Forest)	41,132
2. Pecos Wilderness Area (National Forest)	165,000
3. Blue Range Primitive Area (Portion in New Mexico)	36,598
4. Gila Wilderness Area (National Forest)	516,014
5. Black Range Primitive Area (National Forest)	169,984
6. White Sands National Monument	146,535
7. White Mountain Primitive Area (National Forest)	24,000
8. Carlsbad Caverns National Park	49,448
Total	1,148,711

SRP02632

ONLY 6 AREAS IN WASHINGTON INCLUDED IN
NATIONAL WILDERNESS PRESERVATION SYSTEM

Acreage of 2,522,947 Is Less Than 6 Percent of Washington's Area



	Acres
1. North Cascade Primitive Area (National Forest)	801,000
2. Glacier Peak Wilderness Area (National Forest)	458,505
3. Olympic National Park	896,599
4. Mount Rainier National Park	241,782
5. Goat Rocks Wild Area (National Forest)	82,680
6. Mount Adams Wild Area (National Forest)	42,411
Total	2,522,977

SRP02633

URGENCY

One of the most insidious of the arguments by those who seem to be diehards in their wilderness bill opposition is the proposition that this legislation should be postponed until after the Outdoor Recreation Resources Review Commission has made its report.

Some of those advancing this argument seem to be more interested in defeating the wilderness bill than in helping the recreation review, and those who are advancing it in all earnestness seem to be underestimating the urgency and usefulness of the wilderness legislation and misunderstanding the nature of the recreation review's place in our immediate programs.

It may be superfluous for me to comment further on this argument to you, Mr. Chairman, or to a committee of your colleagues. I am aware of your leadership in sponsoring the legislation that established the Outdoor Recreation Resources Review Commission and of your membership on the Commission.

I am also aware of the comments in your statement on the introduction of your wilderness bill. I agree with you that this legislation will establish a policy and program regarding wilderness which will give shape and orderliness to the Outdoor Recreation Commission's considerations regarding wilderness.

I should think that this legislation would indeed be a help to the Commission, for, as you have said, it will provide procedures whereby the Commission's wilderness recommendations can be carried out, and the existence of these procedures can help the Commission formulate its recommendations. It also includes a definition.

We value highly the prospect of having the report and recommendations of the Outdoor Recreation Resources Review Commission, but we should not postpone the urgency of this wilderness legislation any longer.

The wilderness bill has been pending since before the Outdoor Recreation Commission was established. It has been the subject of extensive hearings. It has been studied in detail by the executive agencies. It has been commended by the President. It should have prompt consideration by the Congress, and in my opinion should be promptly enacted.

AN ENDURING PROGRAM

Finally, Mr. Chairman, I should like to share with you my faith that in this effort we are dealing with something that can be of enduring benefit to the American people.

We are not engaged in a rearguard action. We are facing a frontier.

We are not opposing civilization or progress. We are dealing positively and constructively with an important aspect of our civilization. We are making progress, not fighting it.

The opportunity you have created by introducing this measure is one for establishing policies so consistent with other national policies that they will become progressively firmer, more deeply respected, more highly valued.

With this measure enacted, we shall face a future in which wilderness, I am confident, will be recognized as one of our great cultural as well as natural resources and its preservation an American tradition.

SRP02634

ADDED COMMENT

I might add a word, a brief comment, that seems to me to be important in connection with many of the issues raised at this hearing, including Senator Church's comments. That is this: This proposal deals only with lands that are presumptively wilderness. It includes and involves no large areas or regions made up of both wilderness and nonwilderness. All the areas included are a part of our present wilderness system de facto. This legislation when enacted will make it de jure. The primitive areas are an important part of our present wilderness. The Forest Service has long called them wilderness and has administered them as such. The procedures regarding primitive areas to be set up by this legislation I take to be based on the presumption that these areas will be preserved as wilderness but need reviewing as to details—a reviewing over which Congress should exercise some supervision. The "heads I win, tails you keep, your coin" process should not be applied here.

Also I should like to present for the record a letter sent me by Thomas J. Lyon, of Providence, Utah, and a clipping from the Salt Lake Tribune to which his letter refers. The clipping and letters are at the end of my testimony.

Finally, I should like to comment that I have read Senator Allott's substitute introduced to the Senate last week, and I should like to point out that it is almost identical with the substitute submitted last year by Senator Allott and Senator O'Mahoney. Every possible feature of that bill was adopted or adapted when Chairman Murray of this committee last year prepared his clean bill introduced as S. 3809. Senator Murray in his statement to the Senate introducing S. 3809 pointed out the features that were adopted or adapted from Senator Allott's and Senator O'Mahoney's substitute. Now Senator Anderson has told us that the present bill, S. 174, was prepared with the use of, or on the basis of, Senator Murray's with consideration for Senator O'Mahoney's substitute. So by inheritance, you might say, this present bill, S. 174, includes already every possible acceptable feature of Senator Allott's proposed substitute.

Incidentally, I notice that the provisions regarding mining are almost the same in S. 174 and Senator Allott's substitute.

(The documents previously referred to follow:)

[From Salt Lake Tribune, Salt Lake City, Utah, Feb. 19, 1961]

UP, DOWN, STREET: WILDERNESS LOBBY JUMPING GUN?

(By Robert W. Bernick, Tribune Business Editor)

The American Mining Congress said Saturday that a small but vocal segment of the outdoors people are jumping the gun in their efforts to get Washington to set aside millions of acres for wilderness preservation.

AMC has just issued a detailed statement on contributions the mining industry has made to outdoor recreation.

In it, the AMC stresses that a congressional commission was established in 1958 to review and inventory the Nation's recreational resources.

The agency is scheduled to make its report to President John F. Kennedy and Congress on September 1, 1961, according to AMC.

"Greater opportunities for outdoor recreation are important—but our Nation also will need more minerals, more lumber, more livestock, and more food crops. So Congress made it plain that the Commission must be guided by the fact that

SRP02635

sound planning of resource utilization for the full welfare of the Nation must include the coordination and integration of all such multiple use."

The American Mining Congress says that a small group of outdoor enthusiasts has been working actively for a Federal law which would set aside millions of acres of public domain—mostly in the Western States—in a national wilderness preservation system.

Lands and water areas within the wilderness system would be managed in an unimpaired manner for future use and enjoyment as wilderness.

Sponsors of this legislation include outdoor clubs, sportsmen's organizations, labor groups, and others.

However, what many of these well-intentioned people do not understand is that the law would prohibit not only mining but any other productive effort on these lands. It would prohibit construction of permanent roads, bar the use of automobiles or motorboats, etc.

Asks the American Mining Congress: Who, then, would have the greater opportunities for outdoor recreation?

Certainly not the average American family, which relies on its car to get to and from the recreational area.

It seems obvious that only the relatively few people with ample leisure and plenty of money to hire guides and hike, ride horseback, or canoe could really enjoy this wilderness which purportedly is being set aside for all the people, the mining group says.

Other fundamentally bad aspects of the legislation, insofar as the economy and future development of the Western States is concerned, is that the wilderness proposals would lock up forever potential sources of metals, industrial minerals, fuels, etc.

"Many thousands of jobs and hundreds of communities are dependent upon the public land resources—which include soil and water, minerals, timber, and forage as well as recreation, fish, and wildlife."

For the wilderness advocates also would exclude in their program the legitimate recreational interests of fishermen, hunters, and other types of outdoor sports.

Beyond all other considerations, however, is the one of principle. That principle is multiple use of the public domain.

It is a principle which has been arrived at only as a result of great conflict in the past and now represents a basic compromise of many of the users of the public domain. It is the only unifying principle in land management that effectively meets the real interests of the people of the United States.

It holds that no group, single industry interests, etc., is paramount to another. The wilderness lobby rejects multiple use.

While the advocates of wilderness legislation wildly charge and attribute all sorts of sins to the miners and timbermen on the western domain, they are themselves guilty of the most selfish of motives. They want to exclude the interests or considerations of others.

Furthermore, most of the very people who sign petitions and write letters to their congressmen on this controversial subject reside in major eastern cities, have never been to the Far West and would, if here, actually be unable to view the preserved area about which they wax emotional.

It is only through the sound concepts of multiple use that tourism has been encouraged and expanded in the Western States. Locking up millions of acres for the selected few with leisure and money, as the AMC says, is no way to develop the West.

This also is why broad assertions now heard in Washington that the Nation's land laws must be rewritten, etc., are so distressing to residents of the area who have found accommodation through the principle of multiple use of the Federal domain.

PROVIDENCE, UTAH, *February 22, 1961.*

EDITOR, SALT LAKE TRIBUNE:

Mr. Robert W. Bernick, in his business editorial of February 19, has made several misstatements of fact in his opposition to wilderness legislation. He has also made inferences about the proponents of such legislation which are untrue. These misstatements and incorrect inferences are so numerous that they deserve to be examined in detail.

To begin with, the constant iteration by Mr. Bernick that the proponents of wilderness legislation are small in number is absurd. Even a cursory reading

SRP02636

of the volumes of testimony given at Senate-conducted public hearings will erase this notion. The recorder of the Senate Committee on Interior and Insular Affairs reported that letters from unaffiliated citizens ran over 50 to 1 in favor of wilderness legislation, just to indicate where the preponderance of public opinion lies. Further, the organizations which support such legislation as the wilderness bill (S. 174 of the present session) are large, not small. For instance, the Izaak Walton League, the Sierra Club (over 14,000 members from all parts of the country), the Wilderness Society (over 12,000 members), not to mention the huge AFL–CIO, which happens to be made up of the workers in the corporations that are naturally Mr. Bernick's first interest. There are many other organizations, too numerous to mention here, which also support wilderness legislation. Therefore, it is a patent untruth to assert that these groups and these people are a "small but vocal segment" of the public. On the other hand, the group which opposes the wilderness bill is quite "small but vocal." Its opposition is based purely and simply on the remote possibility of financial loss, and is not based on regard for the public as a whole. Only those who in some way think they will lose money because of wilderness legislation have opposed it—and certainly this is a tiny minority.

Secondly, Mr. Bernick states that the wilderness law would prohibit "not only mining but any other productive effort on these lands." The wilderness bill states, "The President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting (including exploration for oil and gas), mining (including the production of oil and gas), and the establishment and maintenance of reservoirs, water conservation works, and other facilities needed in the public interest * * *." What Mr. Bernick does not realize is the "productive effort" of ecological studies in wilderness areas. He fails likewise to mention the "production" of sound bodies and minds which wilderness experience has been proved to provide. Such is the result of the single-minded orientation to the interest of business corporations.

To Mr. Bernick's objection that only rich people with ample leisure time can enjoy the wilderness areas, I can only tell him to read the record of the Senate hearings, where countless people, not rich and not with ample leisure time, testified to their previous and long-term enjoyment of wilderness. It has been shown by others that a family camping vacation is much cheaper than one spent in a resort, for example, and I need not belabor this point.

The myth of the rich man from the eastern city locking up the precious resources of the West is one which opponents of wilderness legislation have pushed to the limit of the absurd. I need only say that the wilderness bill of the present session of Congress was introduced by Senator Clinton P. Anderson of New Mexico, with the cosponsorship of Henry M. Jackson of Washington, Maurine Neuberger of Oregon, and Thomas H. Kuchel of California, to name only a few. I quote Senator Anderson, certainly no "easterner": "Through two Congresses, our Committee on Interior and Insular Affairs has considered this legislation. Extensive hearings have been held both in Washington, D.C., and in the field. Four volumes of printed testimony have been assembled * * *. Objections of various groups have been met with revisions, elimination of undesirable features, and the inclusion of various special provisions, to meet particular needs and to avoid the disruption of established practices or interference with private rights or with necessary developments in the public interest." Furthermore, and Mr. Bernick again fails to mention an important fact, the wilderness areas of the West are already "locked up," as he puts it, to commercial development. The Forest Service has set them aside and dedicated them "to man's welfare and peace of mind." They are not at present being used for commercial gain. All the wilderness legislation would do is make the protection of these areas from exploitation more certain. Many opponents have spoken of "setting aside" areas, as if this were a new and wild idea, so it seems only fair to bring out the truth. The "thousands of jobs" which Mr. Bernick casually speaks of will not be affected by the wilderness legislation, mainly because they do not now exist. As a matter of cold economic fact (and this, sadly enough, is the only avenue of thought by which opponents to wilderness law can be reached), people living near wilderness areas benefit directly in terms of dollars and cents from the use of wilderness areas by visitors. As an example, a 1956 Fish and Wildlife Service study showed that 3,000 out-of-State hunters came to Idaho to use the Selway-Clearwater wilderness for big game hunting. Surely they left a little money behind.

SRP02637

The most distressing distortion in Mr. Bernick's editorial, however, is the way he states the multiple-use concept. In the first place, I suggest that Mr. Bernick read the 1960 University of Utah Reynolds Lecture, delivered by Dr. H. Bowman Hawkes. This excellent document traces the history of our Nation's policies toward our land, and shows that there are actually two prominent land management theories in operation: the multiple-use concept and the natural harmony concept. Neither has demonstrated any clear-cut ascendancy as yet but this is not the point. The point is that they can exist harmoniously side by side—there can be land which is used economically and there can be land which is used scientifically and esthetically. Our country is still in a position to satisfy both concepts and, with intelligent management of resources, can continue to do so. There is no need for the business interests to become hysterical about the wilderness legislation. It won't hurt them; it will simply provide for the needs of other people who respond in a different manner to the land. After all, this is supposed to be a democratic country. And, the land in question is Federal land, to be administered for the good of all the people. The advocates of wilderness legislation do not oppose the multiple-use concept; they merely oppose a narrow, economic interpretation of it, because they hold wilderness to be a legitimate use in itself.

The wilderness advocates do not want to "exclude the interests or considerations of others," any more than the money interests do. In this respect, the imputing of selfish motives to preservationists on the part of businessmen is rather like the pot calling the kettle black. If I may quote Dr. Hawkes, slightly out of context, "Public welfare [is] not an automatic result of the relentless pursuit of individual interest." There is room, I repeat, for many kinds of land use. "There are profound and various reasons that give great importance to our concern with preserving areas of wilderness," in Senator Anderson's words. "These reasons are not solely concerned with our recreation, vital as this can be to the health of individuals or a nation. There also are educational and historical values, and it may be that the scientific values related to our human understanding of natural processes in relation to our own enterprise may prove to be the greatest of all." Does this sound like a "rich easterner" who is simply "emotionally" involved in the problem? Not to me.

In conclusion, I suggest three things to Mr. Bernick: (1) read S. 174, the wilderness bill; (2) read the testimony of the public in the Senate hearings; (3) attempt to look at problems from a broader intellectual base than mere subservience to corporation business.

Sincerely,

THOMAS J. LYON.

Senator ALLOTT. Mr. Chairman, I would like to submit for the record three statements. The first of these is a statement made by Mr. Fischer, who has previously testified in past hearings, who is one of the great conservationists of his own State of Nevada. I believe that his statement, while I do not want to take the time now to go over the points made, is one of the clearest, most concise statements I have seen. I would like to submit it for the record.

The CHAIRMAN. Very well.

Senator ALLOTT. Then I would like to submit in behalf of that grand old man of Colorado on natural resources, Judge Warwick M. Downing, whom we all know so well, a statement which was prepared by him and sent to me for inclusion because he could not come here.

The CHAIRMAN. That will be received.

Senator ALLOTT. Then I would like to submit for the record the statement of Mr. T. P. Campbell as president of the Board of Water Commissioners of the City and County of Denver representing the official position of that city and county on this matter.

The CHAIRMAN. Without objection they will all be put in the record at this point.

(The documents referred to follow:)

SRP02638

STATEMENT OF VIRLIS L. FISCHER, LAS VEGAS, NEV.

I am a hiker and mountain climber with broad experience as a wilderness recreationist in all of the 11 Western States. As an outdoorsman in the scenic West, I feel that all Americans should have the opportunity for healthful, high-quality outdoor recreation. Therefore, I am a believer in a balanced program of outdoor recreation for all citizens, and am particularly impressed with the scope and thoroughness of the ORRR Commission. I am looking forward to its final report with anticipation that the studies and recommendations will make a place in our history as the most important step ever undertaken in this field.

Since this Commission is making wilderness and wilderness problems a subject of a special study project and can hardly avoid making some recommendations, I wonder why all the haste on the part of the bill's supporters to pass this legislation now? Why have such a study, why bother with any recommendations, why authorize the ORRR Commission to come up with a national recreation plan in the first place, if we are to enact legislation in advance affecting such an important segment of the whole?

There might be some justification for action on this bill now if otherwise the wilderness were to "vanish" in the next few months, but surely no one is seriously advancing this charge. Rather, isn't the record of the administrating agencies for guardianship of the wilderness covered in this bill quite convincing? The dire need for this legislation has never been satisfactorily demonstrated to me, but, in addition, I regard it as conspicuously premature—as premature as would be a bill, for instance, to enact a vast system of seashore areas for the exclusive use of skindivers. Surely an opportunity should be given for the Nation to digest the ORRR Commission's findings. Let's not cut up the pie until we're sure there's enough pie to go around.

Being a believer in a balanced recreation program for all, and having learned to define conservation as the wise use of our natural resources, I have attempted to take an objective look at some of the organizations which have been in the vanguard of pushing wilderness legislation. As a member of several of them, I cannot fail to see a group of enthusiastic wilderness devotees with, generally speaking, some especially dedicated devotees at the top. I cannot fail to notice the growing ambitions which have accompanied their increasing political effectiveness, and I have had numerous occasions to weigh these ambitions with my personal philosophy of a balanced recreation program and wise use of our resources. These ambitions are often in serious conflict with that philosophy, and I have learned not to take my conservation spooned down to me from the top. There is no substitute for first-hand knowledge, and as an experienced western wilderness observer I would like to discuss several aspects of this proposed legislation besides raising the question of prematurity. And I hasten to add that I have no commercial interest in the matter, vocationally, or otherwise.

There has always been considerable doubt in my mind that wildlife refuges and ranges belong in a wilderness system as defined in the bill, since improvement of the habitat by the hand of man is a basic principle of the management plan. Even where natural conditions are deemed best for a species, manipulation of the vegetation, water improvements, and basic research in species management, sometimes even survival, may indicate the need for giving nature a helping hand. To many visitors, what appear to be natural conditions may actually have been artificially created. In my opinion, the management of our wildlife refuges is in competent, professional hands, and this management should be allowed to continue with any wilderness resulting therefrom being incidental rather than a primary objective. If I may borrow a word from the bill itself, wildlife management should be left "untrammeled".

Unlike the wildlife refuges, the units of our national park system have been established with preservation of their natural features specifically provided for in the law. The National Park Service has shown excellent judgment in the compromise between the "preservation" and the "enjoyment by the people" provisions of the National Park Act of 1916. The natural features of the parks are usually so magnificent or unique as to constitute the reason for their very existence. Their continued protection is basic to continued maintenance as parks. To destroy these features would be to destroy the reason why they were established in the first place. I don't see how anyone can accuse the Park Service of destroying itself out of business. It appears to me that the National Park Service already has all the authorization needed to enable it to

SRP02639

continue doing in the future the same outstanding job it has performed in the past, without any wilderness bills or other admonitions.

I therefore submit that the real objectives of the more militant groups among the wilderness bill proponents are large sections of the national forests, in which the aim is to prevent multiple use. Here again the already established wild and wilderness areas and those portions of the old primitive areas predominantly valuable as wilderness are not being contested. Everyone seems to agree on the desirability of their continued preservation as such, and I, for one, have the utmost confidence in the integrity of the U.S. Forest Service in continuing to do so. After all, it originated the idea of wilderness preservation, and its record in this field speaks for itself.

There are, however, vast sections of the national forests that are being contested. First should be mentioned the old primitive areas. These lands, which were quite remote at the time, were designated "primitive" under an old regulation without ever having received the intensive study of today's rules and criteria for wilderness, which as might be logically expected will result in some boundary adjustments and elimination of portions found not to be primarily of wilderness character. I think this is entirely reasonable, and that the Forest Service should go ahead with its program of reclassification which provides adequate safeguards in the form of public hearings and review of testimony.

Under S. 174, however, these boundary adjustments are no longer to be under the administrative determination of the responsible land managing agency, but instead transferred to the President with a virtual guarantee that he will be bombarded with a national campaign of emotional hysteria in which any reduction of a primitive area will be almost like coming out against motherhood. And you may be sure this game will be played to the hilt, since it is relatively easy to stir up public support among those who have no background in resource management with a picture of a few trees, a wildflower or two, a moss-covered rock, a dancing brook, with perhaps a mountain off in the distance, packaged into a campaign that all will be destroyed under those nasty multiple use people. And under terms of this bill Congress, only by passing a concurrent resolution in both Houses which, too, will be worse than defiling motherhood, can prevent automatic enactment into law. If Congress thinks we have trouble enough now, it should know there are some 40 of these reclassifications yet to come.

The second category to be considered is the nondedicated portions of the national forests, the ordinary forest land, the typical tree-farming terrain, those parts that may have some scenic value but don't measure up to the high standards warranting special dedication, those areas more suitable for mass recreation of a citizenry traveling on wheels, where commercial value predominates or several values in combination predominate. As our national forests pass from the custodial to the developed stage, those portions which fall short of fulfilling the criteria for wilderness establishment and deemed best suited for multiple use management, but as yet without access roads, are the real bone of contention. This is the crux of the issue. Here is the Trojan horse behind the wilderness bill.

What started out being an innocent effort to insure perpetuation of the Nation's existing wilderness system, by congressional recognition, is being subverted into a ruthless scheme to prevent the multiple use development of a long list of national forest areas. For a partial list of these areas, nearly all of which are national forest lands (and I emphasize the word partial), I invite congressional scrutiny of resolution No. 8 passed by the 1959 convention of the Federation of Western Outdoor Clubs and reiterated in 1960. This resolution appears on page 4 of the November 1959 issue of the Sierra Club bulletin, a copy of which is submitted herewith, and was sponsored by the only conservation organization in the Nation which opposed the multiple use bill passed by Congress last year.

With passage of the wilderness bill in the form of S. 174, the Nation can expect a never-ending series of campaigns to balloon every administrative decision of the Forest Service, involving multiple use development of this list of areas, into a national political issue. Full development of the national forests can thus be prevented for years to come by these high-pressure campaigns for Presidential intervention, and by such gimmicks as special bills calling for a so-called impartial study to see whether such and such an area should be added to the wilderness system. A better tool could hardly be fash-

ioned for throwing a monkey wrench into sound land management and balanced planning.

In conclusion, I feel that passage of S. 174 at this time would be both premature and unwise. The wilderness will not "vanish" while awaiting the ORRR report, and the splendid record of the Forest Service in administration of both the national forests and their great wilderness resource hardly justifies the political meddling of a hostile group notorious for its rabid opposition to the concept of multiple use management. On the other hand, did not the Congress provide all the authorization needed for national forest wilderness areas in the multiple use bill of last year? It seems to me that urgency to save wilderness which even now is in safe hands is not the pressing need. The real need, I submit, is for all of us to unite in supporting a sound program for the wise use of the Nation's natural resources.

STATEMENT OF WARWICK M. DOWNING, DENVER, COLO.

I am the representative of the Governor of Colorado on the Interstate Oil Compact Commission; chairman of the public lands committee of that organization; chairman of the Oil and Gas Conservation Commission of the State of Colorado; a member of the National Petroleum Council; and a director of the Independent Petroleum Association of America and the American Petroleum Institute. Incidentally, I have been largely responsible for the recreation facilities of the city of Denver; I was named by Mayor Speer as the "father" of the mountain park system, "father" of the playgrounds, and the "father" of the boulevard system of Denver; I think I have a splendid record of bringing recreational enjoyment to the maximum number of our citizens. I am making this statement in behalf of the Interstate Oil Compact Commission. See report of the public lands committee of that organization, published in the oil and Gas Compact Bulletin of December 1956, at page 39.

The statement here expresses the viewpoint, not of any of the 32 compact member States, but the viewpoint of the compact commission as a whole, composed as it is of the Governors, or their representatives, of the 32 States. The recommendations are not those of partisans or sections of our people, but the deliberate viewpoint of public officials, whose only aim and purpose is the public good.

The compact commission strongly opposes S. 174 in its present form. However, I do not think there is a single member of the compact commission who opposes a proper conception of wilderness areas. Everybody believes in that idea. But we are not "expansionists," and have other objections as herein to be stated. We believe wilderness areas should not include more lands than needed now or in the future. As drawn, S. 174 permits the wilderness areas to be enjoyed only by the strong, hardy, enthusiast, who is compelled, if he wishes to enjoy the wilderness area, to carry his pack, including, of course, sleeping equipment and food. A proper use ratio between wilderness areas and recreation areas should be, perhaps, 1 to 10,000. The wilderness area should be defined and described, and of course should include more than one distinctive area. Millions of people every year enjoy our recreation facilities, and manifestly, they should not be denied the use of their recreation facilities because of the very, very, very few who might enjoy the wilderness areas.

Furthermore, there is ample public domain for both industry and wilderness. After all, our growth as a Nation, our power in the world, has not been created in the slightest degree by wilderness advocates, but by industry. Any wilderness bill should recognize this, and certainly should not make use of tremendous wilderness areas (far more than ever will be needed) to harm and prevent other uses of the public lands, which are of great importance.

WHAT THE BILL MEANS

The bill would enact a statement of policy and a definition of wilderness about as far reaching and as broad as they could be made. It omits any reference to policies which have been of long standing and highly important. I will mention now only the omission of the policy of multiple ownership of public lands, confirmed by long practice and embodied in several statutes.

Under S. 174, as I understand it, the national wilderness preservation system would be definitely created now, and its area would be definitely created in part

SRP02641

now. All areas within the national forest classified on the effective date of S. 174 as wilderness, wild, primitive, or canoe, and all portions of each national park which on the effective date of S. 174 embraces a continuous area of 5,000 acres or more, are definitely created wilderness. There are provisions empowering the Secretary of Agriculture (within 15 years) and the Secretary of the Interior (within 10 years) to review the suitability of every primitive area in the national forests and national parks for preservation of wilderness, and to report his findings to the President. This apparently includes, not only the areas now established, but such further areas as either Secretary shall recommend, and gives them power to add adjacent areas of forest lands and national parks. If the President approves, each such additional area shall take effect upon the day following the adjournment sine die of the first complete session of Congress following the date upon which such recommendation was received by Congress; but only if prior to such adjournment the Congress did not approve a concurrent resolution declaring that Congress is opposed to such recommendation.

There is also the provision that there is incorporated in the wilderness system now, such portions of wildlife refuges and game range reserves as the President may recommend. Plainly, all the provisions relating to additions and subtractions will become statutory law unless Congress in speedy time repudiates. I doubt if anyone ever had the temerity before to suggest that any recommendation by the President shall take effect and become the law of the land, without affirmative action of Congress.

It is further provided that subject to existing private rights, there shall be no commercial enterprise within the wilderness system, no permanent road, nor shall there be any use of motor vehicles, motorized equipment, or motorboats, or landing of aircraft nor any other mechanical transport or delivery of persons or supplies or property, nor any temporary road, nor any structure or installation in excess of the minimum required for administration.

It is further provided that the President may within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting, exploration, and mining of oil and gas, and a somewhat similar provision concerning water conservation works, etc.; with like permission, the grazing of livestock is permitted when well established prior to the effective date of S. 174; but only if such prospecting, etc., for oil and gas, and such irrigation works shall be permitted to continue subject to such restrictions as are deemed necessary by the Secretary.

THE POWER OF CONGRESS

Congress is deprived of its constitutional powers. It has always been very clear that under our Constitution, Congress and Congress alone has the power to enact laws. Legislative authority is not delegated to anyone else. The provisions of this bill, giving the Secretary the power to change boundaries and make additions, would seem clearly a legislative power. It is in part, at least, a repeal of the statute. The provision delegating legislative powers to the Secretary, and that his decisions shall become statutory unless Congress within a short time repudiates, does not by any means override the duty of Congress to pass legislative laws. And as a practical matter, there is probably no group in America, whether against wilderness ideas or against almost any other type of legislation, that would ever feel strong enough in the matter to ask such repudiation.

No one knows how many acres will now become wilderness areas if this legislation should pass in its present form. Should Congress ever pass a law which is entirely uncertain as to what property and how much property will be affected? Will the inclusion of 5,000 continuous acres damage or ruin our national parks? How many acres in the national forests, now classified as wilderness or wild may prove areas valuable for oil and gas, and which may possibly overlie the largest oil and gas fields ever discovered in the United States? There is no provision that the U.S. Geological Survey should inspect such areas now created, to determine their mineral value. There is certainly enough public domain in the United States, including Alaska, to provide ample areas for wilderness, and to leave for probable public use and benefit, a vast amount of public lands available for industrial use. What will happen to the growth and prosperity of Alaska if this bill passes?

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.

POLICY OF CONGRESS HAS ALWAYS BEEN TO ENCOURAGE DEVELOPMENT

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. Practically all of our Nation except the public land areas have had the benefit of this policy. They have grown and prospered under it. Ought not the public land States to have the benefit of this policy for their growth and prosperity, rather than that the States who have enjoyed this policy and grown fat under it, sould seek to take away in toto a like benefit to the public land States?

Perhaps the latest act of Congress on this general subject is the recreation bill passed by the last Congress, 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. It will be remembered that the said act, S. 846, provides, referring to the Recreation Review Commission, that "The Commission shall recognize that lands, waters, forest, 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."

My purpose is simply to analyze the so-called wilderness bill, and advise you exactly what it means. I think the best argument against the bill is to show what enthusiasts under a deceptive banner are trying to put over on Congress. Inasmuch as the bill affects primarily the public land States, it seems to me that Congress should take the viewpoint of the Governors and other persons interested in public welfare in the public land States. I am confident that what the public officials, the industries, and the people of the public land States want and must have, is legislation that primarily permits the development of the natural resources of their States, and fully believe that recreation, wildlife, and wilderness regulations should be considered a multiple use, and subordinate to the necessity of the industrial development of the public lands. We must also remember the tremendous interests of the United States as a whole. The greatness of our Nation has been caused very largely by the development of our natural resources. Today there is nothing more important to our national safety than the discovery of more oil within our continental United States. We must not only have ample oil for shooting purposes, but we must have an adequate, ample supply of oil within continental United States, which is and will be the greatest deterrent to attack by a foreign power. In other words, our safety depends upon the strength of our oil reserves. A new oil field on the public doman is far more important than that geese and bear should be unmolested in their daily life.

STATEMENT OF T. P. CAMPBELL, PRESIDENT, BOARD OF WATER COMMISSIONERS OF THE CITY AND COUNTY OF DENVER, COLO.

This statement regarding the Wilderness Act is made on behalf of the Board of Water Commissioners of the City and County of Denver, Colo. The board is a nonpolitical board having charge and control of the municipally owned waterworks system and plant which furnish a water supply for all purposes to most of the Denver metropolitan area, one of the fastest growing areas in the United States.

SRP02643

Denver is also an important defense center. The Martin Co., manufacturer of the Titan missile, the Rocky Flats atomic energy plant, and many important Federal agencies and military installations, such as the Denver Federal Center, Lowry Air Force Base, Fitzsimons Army Hospital, and the Rocky Mountain Arsenal, are all located in the Denver metropolitan area and are dependent upon the Denver Water Department for a water supply.

Measured against this background, we must remember that Denver is located in the semiarid West. Water commands a value unknown in moister climates. Denver's water gathering system extends over hundreds of square miles and from the Mississippi Basin across the Continental Divide into the Pacific Ocean's watershed. Practically all of its water supply, as it presently exists and as it must be augmented, arises on the national forests of the United States.

Upon these national forests, wild areas have already been established upon an administrative basis. In our opinion the Forest Service is to be commended for its judicious approach to the problems of administering the national forests so as to provide for various coordinate uses. Consequently, we can see no need for the legislation now proposed and known as the Wilderness Act. Yet we have before us S. 174 which would make wilderness a single end in itself. In the areas affected, the earth would remain untrammeled by man and the paramount needs of man, such as for a water supply, would for all practical purposes be ruled out all together.

The wilderness bill would put affected areas of the national forests and national parks in a straitjacket. Once a boundary becomes established, Presidential action becomes necessary to change the boundary. Also the bill provides that reservoirs and water conservation works within national forests and public domain areas included in the wilderness system may be established only after Presidential determination that such use in the specific area will better serve the interests of the United States than will its denial.

We suppose that an attempt might be made to run the whole U.S. Government by providing that nothing can be done without Presidential act. A President, already overburdened with responsibilities, is put in an impossible position. It would appear that the wildlife interests promoting this legislation want to make sure that these wilderness areas remain untrammeled by man no matter how great the need of man may be for their use.

In effect, the wilderness bill puts the essential needs of man in a subordinate position and puts desirable but nonessential objectives in first place. The bill would give wildlife interests dominant control of these areas such that their position would be practically unassailable.

It is important to consider the effect of giving the wildlife interest a commanding position of authority over those charged with responsibility for furnishing mankind with the basic necessity of water. To the Denver Water Department this is no theoretical problem. We should like to give you a case in point learned by Denver in the hard school of practical experience.

In Colorado, we have years of good rainfall and years of drought. Drought has occurred repeatedly in the past. It will occur in the future. One such drought began in the year 1953. By 1954, it was necessary for Denver to impose severe restrictions on the use of water. By the time Denver hit the bottom of the drought, the situation bordered on the desperate. Growing out of this experience, Denver launched a capital construction program costing $140 million to improve and augment its water supply. This program included the construction of reservoirs, collection facilities, and tunnels located on or across national forests and public domain, some of which have now been completely constructed and some of which are still under construction. Approximately $40 million worth of this entire program is yet to be completed.

In connection with this program it was necessary for Denver to secure rights-of-way for reservoirs, collection facilities, and tunnels on and across the national forests and public domain. Notwithstanding the fact that Denver has now spent $100 million upon such facilities, Denver has not been able to secure a firm title across any of the federally owned lands involved.

When Denver makes application to the Bureau of Land Management for a right-of-way, the Bureau of Land Management clears with various governmental agencies before granting the right-of-way. Clearance has been obtained readily from all Government agencies excepting one. The holdout agency has been the U.S. Fish and Wildlife Service. To date, on account of the impossible demands of the U.S. Fish and Wildlife Service, Denver has not been able to firm up one single right-of-way for its vast expansion program, made necessary in order to supply people with that essential commodity—water.

SRP02644

In connection with one set of stipulations submitted to the board by Fish and Wildlife Service, we have computed the capitalized value of water lost to the board on account of fish and wildlife demands at $25 million. This is only one out of numerous examples that we might cite.

The attitude of the Fish and Wildlife Service may be demonstrated in another way. Stipulations submitted to the board for its signature in connection with rights-of-way sought by the board are prepared by the Fish and Wildlife Service on a technical basis. We have been informed by the very persons who prepare these stipulations that they are prepared on the sole basis of what was advantageous and desirable from a fish and wildlife point of view regardless of their effect on the needs of others such as the need of human beings for drinking water. It has been our actual experience that stipulations prepared on this sole technical basis are then submitted to the Board of Water Commissioners with the requirement that the board sign the same. It is thus immediately apparent that a special interest group such as the Fish and Wildlife Service places its special interest ahead of everything else, a policy quite at variance from other Federal agencies which recognize the desirability of multipurpose use of federally owned land.

The above example of the experience of the Denver Water Department in dealing with fish and wildlife interests indicates why the board is alarmed when wildlife interests seek to blanket a national wilderness system over the national forest, where the earth is to remain untrammeled by man. It is the experience of the board that when wildlife interests are given the whip hand, they promote their own special ends without any regard whatsoever to the needs of others. S. 174 would give wildlife interests an absolute and arbitrary control over areas where the Denver Water Department in its continuing growth hopes to establish collection facilities in order to supply an expanding city with its water needs. The prospect of having to deal with such arbitrary authority lodged in a narrow special interest group is appalling to the board. Consequently the board emphatically opposes the enactment of the wilderness bill into law. The board does, on the other hand, wholeheartedly support the present practice of the forest service of administering the national forest upon the multiple-use theory.

The CHAIRMAN. Mr. Douglas Nelson.

STATEMENT OF DOUGLAS E. NELSON, INDEPENDENT PETROLEUM ASSOCIATION OF AMERICA

Mr. NELSON. Mr. Chairman, my name is Douglas E. Nelson. I am representing the public land committee of the Independent Petroleum Association of America. I will try to skip through some of this. The statement is short but to keep up with your interest in briefness I would like to make some specific provisions, or rather observations, that we have with regard to S. 174.

With respect to national forest and national park lands involved in this Senate bill 174 it is perhaps safe to say that in such large areas some of the lands are potentially productive of oil or gas. The national forest and national park lands involved in this bill are not at present of general interest to petroleum prospectors.

We believe the procedure of wholesale withdrawal from multiple use as provided in S. 174 is inadvisable because it does not follow what appears to us to be the more appropriate procedure as we have outlined in our statement. With respect to wildlife refuge and game range lands we believe it would be extremely inadvisable to withdraw such lands as proposed in S. 174 from multiple-use development, including petroleum exploration and development. Much of these lands contain geological structures favorable to the existence of petroleum and particularly in the game ranges where some areas are actively being explored today.

SRP02645

In fact, in some instances production has been obtained. These lands total several million acres. More important than the existing refuges and ranges is the unlimited acreage that might hereafter be classified as such. Under section 3(d) of S. 174 during the next 15 years unlimited acreage might be classified by the Secretary of the Interior as wildlife refuges and game range and this unlimited acreage might be moved into the wilderness system under procedures of this bill thereby being withdrawn from petroleum exploration and development.

Under this provision Congress is granting a blanket delegation of authority to remove unlimited amounts of the public lands from multiple use subject only to the negative vote by Congress as provided in section 3(f). For these reasons we believe wildlife refuges and game ranges should be removed entirely from this bill.

Thank you for letting us present our views.

(The prepared statement of Mr. Nelson follows:)

STATEMENT OF DOUGLAS E. NELSON ON BEHALF OF THE INDEPENDENT PETROLEUM ASSOCIATION OF AMERICA

My name is Douglas E. Nelson. I am a member of the public lands committee of the Independent Petroleum Association of America and am appearing here on behalf of the association.

The Independent Petroleum Association of America is a national trade association of independent producers of crude oil and natural gas, including land and royalty owners. The principal interest of the members of the association is in the domestic production of oil and gas. Every oil producing area of the Nation is represented in the association membership.

By way of general comment, we wish to observe that the Congress historically has espoused a policy of multiple-use development of the public lands as is reflected in the multiple-use laws that have been enacted. We believe this policy of multiple-use development has been proven to be sound as demonstrated by the vast and rapid development of the public land. Violation of this policy through withdrawals for special single purpose use should be practiced only as an exception to the general policy where it can be clearly shown that such single purpose use is (1) essential and (2) is incompatible with other uses. Further, it would seem to us to be appropriate for any withdrawal for a single purpose use to be preceded by a careful land use study, including public hearings. Finally, any withdrawal of substantial acreage should be accomplished by positive action of Congress.

As to specific provisions of S. 174, we have the following observations:

1. With respect to national forest and national park lands involved in S. 174, it is perhaps safe to say that in such large areas some of the lands are potentially productive of oil and gas. For example, the South Absaroka National Forest east of Yellowstone is an area covered by non-petroleum-bearing igneous rock overlaying sedimentary formations which are potentially petroleum bearing. There has been considerable interest in this area on the part of the petroleum industry in recent years. Despite the fact, however, that the national forest and national park lands involved in this bill are not at present of general interest to petroleum prospectors, we believe the procedure of wholesale withdrawal from multiple use as provided in S. 174 is inadvisable because it does not follow what appears to us to be the more appropriate procedures as outlined above.

2. With respect to wildlife refuge and game range lands, we believe it would be extremely inadvisable to withdraw such lands as proposed in S. 174 from multiple-use development, including pertoleum exploration and development. Much of these lands contain geological structures favorable to the existence of petroleum and particularly in the game ranges, are actively being explored today. In fact, in some instances, production has been obtained. These lands total several millions of acres. More important than the existing refuges and ranges is the unlimited acreage that might hereafter be classified as such. Under section 3(d) of S. 174, during the next 15 years unlimited acreage might be classified by the Secretary of the Interior as wildlife refuges and game ranges and this unlimited acreage might be moved into the wilderness system under the pro-

cedures of this bill, thereby being withdrawn from petroleum exploration and development. Under this provision, Congress is granting a blanket delegation of authority to remove unlimited amounts of the public lands from multiple use, subject only to the negative veto by Congress as provided in section 3(f). For these reasons, we believe wildlife refuges and game ranges should be removed entirely from this bill.

We appreciate the opportunity to present our views on this matter.

The CHAIRMAN. Are there questions?

Senator ALLOTT. I just want to say, Mr. Nelson is from Denver. I appreciate very much his very brief and lucid statement.

The CHAIRMAN. So do I.

Mr. NELSON. Thank you.

The CHAIRMAN. Next is Mr. Laughlin.

Senator HICKEY. I would like to introduce Mr. Laughlin who in addition to being executive vice president of the Rocky Mountain Oil & Gas Association is an attorney from Wyoming and long-time friend.

STATEMENT OF ROBERT B. LAUGHLIN, EXECUTIVE VICE PRESIDENT, ROCKY MOUNTAIN OIL & GAS ASSOCIATION

Mr. LAUGHLIN. Thank you, Senator.

Mr. Chairman, my name is Robert B. Laughlin. I am the executive vice president of the Rocky Mountain Oil & Gas Association which is the association of those engaged in the oil industry in the Rocky Mountain States. I have filed my statement which is only a few pages and will direct my oral comments to only part of the points.

The CHAIRMAN. Thank you very much.

(The prepared statement of Mr. Laughlin follows:)

STATEMENT OF ROBERT B. LAUGHLIN, EXECUTIVE VICE PRESIDENT, ROCKY MOUNTAIN OIL & GAS ASSOCIATION

Mr. Chairman, my name is Robert B. Laughlin; I live in Casper, Wyo., and I am serving as the executive vice president of the Rocky Mountain Oil & Gas Association.

Our association is a trade association representing the oil and gas industry in the States of Utah, Wyoming, Montana, South Dakota, Nebraska, Colorado, and Idaho. You will note that these States are those often referred to as "public domain States," or in other words, States having a high percentage of public lands within their boundaries. In at least two instances more than 50 percent of the lands in such States are still owned by the United States. This applies not only to the surface of such lands, but also to the oil and gas and other minerals which may be found therein. In some of these States the United States owns upward of 70 percent of the minerals.

Our association has over 2,200 members composing every element of the oil and gas business in our territory, and, therefore, I speak today on behalf of drillers, producers, royalty owners, lease brokers, and others, whose livelihood is dependent upon our industry.

The purpose of the association is to promote the discovery, development, production, and conservation of oil and gas in the Rocky Mountain region.

Our industry is opposed to S. 174, the bill you are considering today, which, if enacted, would undertake to establish a national wilderness preservation system. I appreciate this opportunity to tell you briefly why we are opposed to it.

Perhaps at the outset I should say that we, here in the West, are already accustomed to living in a country which is still in its natural state, and we often think of parts of our respective States as being wilderness. Many of us are well acquainted with such natural wilderness areas through hunting and fish-

SRP02647

ing expeditions, and also in our business from exploring in such areas for gas and oil. Being well acquainted with this area, we who live here cannot understand the need for this bill.

The bill would carve out vast areas and simply insulate them against serving any useful purpose whatever, other than extremely limited recreational use. Under the present law, millions and millions of people, year after year, are presently able to enjoy all that these areas have to offer and, in addition, these same areas are daily put to some productive use.

Our indusry has long been committed to support the principle of multiple use as applied to our Government's public lands. Under that principle most of the areas made the subject of the bill can now be used alternately and simultaneously for recreational purposes, oil and gas exploration and development, timber and logging, sheep and cattle grazing, and hard-rock mining. So long as effective conservation principles are applied by each of these users, we cannot see the necessity for restrictive legislation such as this. Present law and regulations prescribe that the U.S. Geological Survey shall regulate oil and gas activities so as to accomplish effective conservation and such regulation has been and is effective as to surface as well as to the subsurface strata. S. 174, if enacted into law, would prohibit, for all practical purposes, the use of these areas "for any form of commercial enterprise." We cannot believe that such a prohibition would be in the interest of the people of the United States.

The established policy of the United States in the administration of the public domain is one of multiple use in order to achieve maximum use. There was passed, at a recent session of Congress, a law which prohibits the military from withdrawing in excess of 5,000 acres without congressional approval, except in time of war or emergency. That law reiterates that the Secretary of the Interior has full authority for the disposition in accordance with the applicable public land mining and mineral leasing laws of all minerals in withdrawn or reserved public lands that are withdrawn for the military, except lands withdrawn or reserved specifically as naval petroleum, naval oil shale, or naval coal reserves.

But the proposed bill would withdraw at the outset an area which has been estimated to comprise some 50 million acres and with few exceptions from any form of commercial enterprise. There are provisions for additions to the wilderness system which can only be prevented by the positive action of Congress. With such vast areas, it is safe to say that some of these areas are oil bearing.

It takes years of exploration, study, evaluation, and many dry holes to find oil. Is it not too great a gamble with the security of the American people to wait until an emergency arises? It may then be too late.

The oil industry is contributing greatly to our economy. During the period 1920 through June 30, 1959, there was paid into the U.S. Treasury as receipts under the Mineral Leasing Act of 1920 almost $800 million. Pursuant to that act, 37½ percent of the receipts go to the States and 52½ percent goes to the reclamation fund. As a result, Wyoming alone has received over $120 million for its highways and schools.

No one is opposed to providing for recreational areas, but we can do that without adversely affecting multiple use or losing resources necessary for the maintenance of our economy. With our increasing population, every acre must contribute all it can to our needs. Practical land management emphasizes highest use for each acre, but does not exclude other uses.

Our Nation cannot afford to lock up its resources in the vast area proposed in this bill.

It may be of interest to you and the other members of the committee to learn that in the summer months of each year, in almost all of the States I have already named, it is not uncommon to see in one locality an oil and gas-drilling rig in operation next to a fishing stream being well used by sportsmen, running across a meadow on which are grazing sheep and cattle, and at the far end will be a hardrock mining operation extracting some valuable natural resource. It is also probable that in that same locality will be found a timber operation going on. We think that this example serves to illustrate a policy which for many years has resulted in the greatest good for the greatest number of people. At the same time, I am compelled to say that S. 174 would put a stop to all of that.

In the 85th Congress there was created the National Outdoor Recreation Resources Review Commission, which was formed to study outdoor recreation resources of public lands in the United States. That Commission has been appointed and there are serving on it many outstanding Senators, Representatives,

and public members. That Commission alone should serve as a sufficient watchdog over the national recreation resources of our country.

Will you, therefore, record the strong opposition of our industry and this association to this measure designated as S. 174 for the principal reasons that: First, it abolishes the wise and sound principle of multiple use in connection with our public lands; second, that it would so restrict millions of acres of our Western States as to effectively insulate those areas against any economical use and even against any significant recreational use; and finally, it would jeopardize the security of the United States.

Mr. LAUGHLIN. We have no objection to the concept of wilderness if adequate provision is made for multiple use. We think that wilderness and other uses are compatible. It has been stated here that this bill as now written does take into consideration the concept of multiple use so far as the oil and gas industry is concerned. It does not and the reason it does not is this:

On page 11, beginning at line 12, the bill provides:

Except as specifically provided for in this act and subject to any existing private rights, there shall be no commercial enterprise within the wilderness system, no permanent road, nor shall there be any use of motor vehicles.

The "except as otherwise provided" begins on line 8 of page 12 which provides that within the national forests and public domain areas included in the wilderness system the President may within a specific area and in accordance with such regulations as he may deem desirable permit prospecting, including exploration for oil and gas, and mining, including production of oil and gas.

Now for all practical purposes that does not provide for multiple use so far as oil and gas are concerned. Oil and gas, the finding of oil and gas, the production of oil and gas cannot be turned on and off like a spigot. It takes years of exploration, it takes years of study, and unfortunately many dry holes are the result. Presumably the President would not open up any area under this authorization unless some demanding circumstances such as a national emergency required it. I submit that at that time it might be too late.

The CHAIRMAN. This does not relate to an emergency, does it? Doesn't it say, "Will better serve the interests of the United States?"

Mr. LAUGHLIN. That is correct. But in the absence of a change in circumstances there would be no reason for the President to make such a determination.

I suggest, so far as the oil and gas industry is concerned, that phase of it that I represent, that no one is opposed to providing for recreational or wilderness areas but we can do that without adversely affecting multiple use or losing resources necessary for the maintenance of our economy. With our increasing population every acre must contribute all it can to our needs. Practical land management emphasizes highest use for each acre but does not exclude other uses.

Thank you very much.

Senator ALLOTT. I would just like to ask one question.

Mr. LAUGHLIN. I refer to section 6(b) and 6(c)(2), the two sections you referred to in the act. Now when you take those two sections in conjunction with page 3, section 3(b)(1), in which you bring in all primitive areas and the primitive areas, the general testimony is, is greatly unclassified today, could it not be that you would be freezing into the wilderness system without any chance for any economic use land that might be very valuable and which might not be of any particular value as wilderness system?

SRP02649

Mr. LAUGHLIN. That is correct.
Senator ALLOTT. Would that be your interpretation?
Mr. LAUGHLIN. That is my interpretation.
The CHAIRMAN. Any other questions?
Thank you very much, Mr. Laughlin.
The CHAIRMAN. Mr. Merryman.

STATEMENT OF SOMERS G. MERRYMAN, NORTHERN PACIFIC RAILWAY CO.

Mr. MERRYMAN. Mr. Chairman, members of the committee, I have a statement here which will run about 8 minutes. I have taken the liberty of briefing it in accordance with your instructions. I will guarantee it will be done in 5 minutes.

The CHAIRMAN. Thank you.

Mr. MERRYMAN. My name is Somers G. Merryman, manager, Timber and Western Lands, of the Northern Pacific Railway Co., 1008 Smith Tower, Seattle, Wash.

The Northern Pacific, first of the northern transcontinental railroads, has had a great deal of firsthand experience with wilderness in the Northwest. Today, its lines serve hundreds of dependent communities where a perpetual flow of forest products is the source of raw material that sustains their economy. Forest products alone produced 28 percent of the rail revenue of the Northern Pacific in 1960; therefore it is easy to understand that management of timber, minerals, water, grazing, recreation, wilderness, and other resources of Federal lands, is of vital concern to the Northern Pacific. I would like to make clear the railway company is not opposed to wilderness providing the amount set aside is consistent with other needs.

The withdrawal of resources from the economy of the Northwest will be felt not only by the transportation industry but by numerous other supporting services, including common labor and skilled professional people, whose occupations are indirectly dependent upon industries using resources from Federal lands.

It will be necessary to develop all natural resources to their fullest extent to sustain the present standard of living as the population expands. Renewable resources can be most efficiently managed under one agency, with the authority to adjust the ratio of uses from time to time to realize maximum social and economic benefits. Failure to do so will result in lost recreational opportunities as well as lost economic values.

The uses to which the resources of our national forests are put, directly or indirectly affect every citizen. Withdrawal of lands from multiple-use management by legislation for limited use before sound, careful studies have been completed, will result in poorly conceived boundaries and will not produce the maximum possible benefits.

The railway company manages its 2¼ million acres of land under the principle of multiple use, with a technically trained staff of foresters, geologists, engineers, grazing, recreation, and other land-management specialists. The various possible uses of its property are integrated to yield the highest and best combined use. The relative values of the resources on its lands are constantly changing. The railway company cannot, in good conscience, dedicate portions of its properties to limited use in the future based upon today's knowledge.

Changing need and demand for the resources of our Federal lands also cannot be accurately predicted for the future. Sound land management policy requires that land managing agencies be provided with freedom to continually alter the balance of resources utilized in order to fullfill society's requirements. To arbitrarily establish boundaries today which cannot be readily revised to fit the needs as foreseen tomorrow, is wasteful, shortsighted, unnecessary and not in the best interest of future generations.

As each of these areas approaches development, the wilderness needs and boundaries can be better determined in view of more reliable information. The existing procedure of wilderness preservation has resulted in bountiful wilderness availablity far beyond the present requirements.

There is no proven need to establish an additional system to manage wilderness; in fact, such a system will create many difficulties as it will be dependent entirely upon appropriations, whereas much of the current cost of recreation is indirectly borne by other resources which are providing access and protection.

Little has been said about the vast acreage of nondedicated national forest and private land which is available for recreation and which is suitable for providing wilderness-type experience. Wilderness and timber are renewable resources. Cropping of timber does not fully destroy the wilderness value but only reduces its quality for a period.

Proper establishment of wilderness requirements and boundaries can only be made after careful studies of each individual case. The areas now set aside in primitive classification were purposely created larger than necessary to be sure of including all possible wilderness values. A wilderness bill to protect primitive areas is unnecessary as they are now assured adequate protection under their primitive status until studied and reclassified for their best use under the multiple-use principle.

Hearings are scheduled early in March by the regional forester, northern region, to review the Forest Service proposal to reclassify the Selway-Bitterroot Primitive Area to wilderness status. As a case in point, this area of 1,833,039 acres contains nearly 7 billion board feet of timber and over 900,000 acres of commercial timberland. The center of the primitive area is within 375 miles (1 day's travel by car) of 33 separate areas containing 12,275,231 acres of principally wilderness-type country dedicated to limited use in the national forest and national parks.

The CHAIRMAN. Did I understand you that this has 900,000 acres of commercial timber?

Mr. MERRYMAN. That is correct.

The CHAIRMAN. In a primitive area?

Mr. MERRYMAN. That is correct.

The CHAIRMAN. This could be cut at any time now, could it? Could it have been for the last 30 years?

Mr. MERRYMAN. It awaits growth development, Senator.

The CHAIRMAN. I understand. There was not enough demand for us to put access roads in it. We have an access road program. None of it has been cut for 30 years.

Mr. MERRYMAN. That is correct. I agree. I am not concerned, however, with what has happened in the past. I am concerned with the future.

SRP02651

This timber will all be needed for the economy of the United States in the decades ahead and also the State of Idaho as has been well brought out here in previous discussion.

In the opinion of many who have visited it, the area is too large even for proper use as a wilderness due to restricted access. It can only be entered a few months out of the year and cannot be adequately protected from devasting fires, because of its inaccessibility.

Furthermore, it includes private lands, some of which are owned by the Northern Pacific, roads, landing fields, and hunting lodges, all of which are not consistent with true wilderness. Elimination of most of the above conflicts will still leave an area of over 1,000 square miles containing practically all of the true wilderness.

The Selway-Bitterroot example shows how important it is that each area be carefully studied before classification to limited use.

For the Congress to enact S. 174 before the Outdoor Recreation Resources Review Commission report is available, is tantamount to a doctor operating before he completely diagnoses the illness. This study promises to be far more complete than any to date, and the urgency of the problem just does not warrant such hasty action.

It is respectfully recommended that consideration of S. 174 by the Congress be set aside, pending completion of the above study.

I should point out that the railway company is a substantial owner of land in the Selway-Bitterroot Primitive Area, the Mission Mountain Primitive Area, and it owns approximately 8,000 acres inside Yellowstone National Park.

Thank you.

The CHAIRMAN. Any questions.

Senator METCALF. Mr. Chairman, I can't let this witness go without commenting on his testimony about the Selway-Bitterroot area, because that is an area with which I am familiar. I grew up in the Selway-Bitterroot area and know it and I also know the Montana area he is talking about.

There are only 83 million board feet of timber in the whole Montana national forest area that is in wilderness and there are 524 million board feet of allowable cut not being harvested right now in Montana. Now we have 14 percent unemployment in the logging areas of Montana. Mr. Merryman knows that as well as I do, because he operates in the Northern Pacific; his Northern Pacific areas are up near Libby and Kalispell, down near Bitterroot.

You know we are not even beginning to cut annually the amount of timber that is allowable to cut right now. Last year Senator Murray and Senator Mansfield and I asked for a survey of the timber resources in Montana. Mr. Tebbe, the regional forester, said that we could have a development of eight times the present level without going into the wilderness areas.

We could have three times as many jobs in primary employment as we have at the present time. So we are not even beginning to use the present timber resources we have outside, without even touching, the Selway or the Bob Marshall or any of the other wilderness areas.

Mr. MERRYMAN. Senator, I would respectfully have to disagree with your figures. I don't know the source, but I do know what the Northern Pacific is cutting in western Montana. It is, roughly, 100 million board feet per year. This includes the area east of the Con-

tinental Divide in the Gallatin Forest area. This is coming from lands largely intermingled with those of the U.S. Government Forest Service.

This cut is considerable in excess of the average growing capacity of the land. We do not believe that we can continue to keep up this cut and fulfill the requirements of the local mills. I have also had it told to me by members in the Missoula area—and I am sorry I can't remember the exact figure—that the average head capacity in the Bitterroot Valley, northern, and including Flathead Valley, is approximately 150 million to 200 million greater than the annual cut capacity that may be sustained.

Senator METCALF. I will give you the figures. I put into the record a while ago a statement of the allowable cut in the national forest for 1960 in the State of Montana. It is 1,000 million board feet. The actual cut was 478 million board feet. This means an additional 524 million board feet could have been cut. In the State of Idaho the allowable cut was 1,025 million board feet. The actual cut was 790 million. There, 235 million board feet more could have been cut. Now, all the cut in the wilderness in Montana would be 83 million board feet, and it would only be added to 524 million board feet of allowable cut outside the wilderness areas which was not cut last year.

In Idaho it would be 156 million board feet added to 235 million board feet of allowable cut which was not used last year. Until you begin to cut the amount of timber that is available in western Montana and in eastern Idaho, begin to even come halfway to cutting that timber, I don't see that there is any argument about the shortage of timber.

Mr. MERRYMAN. Senator, I will respectfully have to again disagree with you. I will have to know exactly what areas this volume of cut is short in. I know that there are substantial volumes of timber in the Bob Marshall Wilderness Area, which I have heard previous reference to and which was stated as not being acceptable timber value.

My recollection, not from personal experience because I have not been in there, but discussing it with timber operators in the general area, that the fir lodge in the Bob Marshall is some of the best fir lodge timber in the State of Montana.

The CHAIRMAN. The point is, if you can't cut the allowable cut outside the wilderness-type areas, why do you want to go into the wilderness?

Mr. MERRYMAN. Senator, I think perhaps I should repeat the statement I made a little earlier. I am not worried about what we are doing today. The cut in the Montana area or Idaho is sufficient to serve the capacity of the existing mills. I recently made a trip through parts of Idaho. I think that it is very obvious when you look at some of the existing plants where they are only operating 25 or 50 percent of capacity, a lot of people are out of work, but there are plenty of logs around to supply their needs. They don't have the markets available.

I was going to say it is not due to shortage of timber, but to shortage of market, I know why some mills in New Mexico closed. They closed because they could not sell their lumber. We are looking at this thing through different pairs of glasses, I am using telescopes, looking 20, 30, 50 years ahead of the timber in a perpetual basis.

SRP02653

You cannot look at it in terms of the next decade or two. I maintain we are going to need the timber to supply the needs of the American people to build homes in within the next 75 and 100 years.

Timber and wilderness both are renewable resources. What I mean by that is that if you cut over a wilderness area it will replenish itself where timber grows.

The CHAIRMAN. If you are so worried about having enough timber to cut 25 or 50 years from now why don't some of you pitch in and help me on my reforestation bill?

Mr. MERRYMAN. I will be glad to do that.

The CHAIRMAN. I welcome you to the trenches.

Senator METCALF. Mr. Chairman, I made a trip with Mr. Merryman and the Northern Pacific people. We looked over the timber operations in western Montana. I want to say that the tree farms and the conservation policies of the Northern Pacific are splendid. I know that he is familiar with Senate Document No. 9 of the 86th Congress, entitled "Full Use and Development of Montana's Timber Resources," because we discussed that.

That is the timber survey from which I was quoting that showed that we have a very inadequate development, that we have less than 50 percent of development of our timber resources and we could increase some areas in western Montana eight times.

We also talked about your bill, Mr. Chairman, Senate Joint Resolution 95, and the need for reforestation. We can increase many times the amount of timber in western Montana by adequate reforestation.

It will take several hundred years to reforest denuded timberlands in Montana at the present rate if we don't accelerate the reforestation. There are plenty of ways to look through this telescope at 90 years from now, or at the year 2,000, or whatever Mr. Merryman has his telescope spotted on and develop the timber needs we have in that area without invading these wilderness and primitive areas.

The CHAIRMAN. I have my telescope on the clock. Are there additional questions? You have been a good witness.

Mr. Barnard is an attorney and son of a very distinguished lawyer who is also a great natural resources lawyer, as is Mr. Barnard.

He represents the Colorado Water Congress and I believe is as capable as anyone in the State to testify on the general view in my own State concerning the present bill.

STATEMENT OF JOHN B. BARNARD, FIRST ASSISTANT ATTORNEY GENERAL OF THE STATE OF COLORADO

Mr. BARNARD. Thank you, sir.

Mr. Chairman and members of the committee, I revised slightly my prepared statement, some typographical errors and some unfortunate language I saw on rereading it, so the original will be different from the copies I present.

I will also brief this and in doing so make one or two flat statements that will be further qualified if one reads the entire statement.

Colorado first expressed itself in connection with wilderness legislation about 2 years ago by a memorial of its legislature.

Later on the Colorado Legislature drafted some amendments based on the objections to the legislation then pending.

SRP02654

Amendments were later prepared in cooperation with the Senator from Colorado and we felt that the end product of those amendments, the O'Mahoney-Allott substitute to 1123 last year represented a considerable compromise as far as the water interests of the State of Colorado were concerned.

As can be seen from a quick review of the report of the Senate Select Committee on Water Resources, the Colorado River Basin and other basins which affect Colorado are going to be short of water, very short, in 1980, even more short in the year 2000.

A good share of this water is produced in high mountain areas. It is in those same areas that there is generally a great deal of desire to create wilderness areas.

Just what in detail activities will take place in respect to water development we cannot predict. We know we will have to develop the water. We know that high mountain areas are going to be affected.

We take the position that in the creation of the present wilderness and primitive areas the only consideration given was its value as wilderness. There was no comparison of its value for other resource development. I am thinking particularly of its value for water development.

Contrary to popular opinion reservoir sites, canal sites, tunnel sites do not exist everywhere. They are as difficult to find as proper wilderness areas.

We further take the position that if and when a conflict develops between wilderness and water the water which is necessary to sustain every form of life known to man must take first precedence.

Now, we feel that whenever any proposal is made for the creation of these areas by congressional action as distinguished from the present administrative action it should be given a look at, so to speak, by the agencies that are directly responsible for water development.

This has not been done.

Now, when we proposed to this Congress through this committee a water project we are required to present the views of the Fish and Wildlife Service and the views of the National Park Service and the views of others whose Federal responsibilities may be affected by the water project we wish to develop.

We do this and sometimes it is a difficult proposition to work out these conflicting interests, but unless we do and work it out to the satisfaction of the Congress, we do not have the project.

Yet I still contend that the water projects are of extreme importance and in the final analysis, if it comes to a direct conflict, are far more important to human life than wilderness areas.

Now, we submit, and we feel that the review provided for under the present S. 174 is inadequate in that without the presentation of the views of these other agencies whose Federal responsibilities are affected the Congress has no factual basis on which to make this very same comparison.

The sweeping legislation, we feel, in short, ignores the potential water development that may be necessary in the Mountain States, particularly, and all over the United States eventually.

We don't know the exact areas of conflict. They have not been studied.

SRP02655

On the other hand, we submit that the proponents of wilderness can't know these areas of conflict because they have not been studied for them just as they have not been studied for us.

Now, Mr. Zahniser said a few minutes ago that why should we be required to flip a coin with you by comparing values when we already have not even these areas. I submit that while those who are desirous of obtaining wilderness reservation, have a logical point when we say we are citizens and stockholders, and we therefore have a right to be heard in respect to the proper disposition of this land, the administrative setting aside administratively of these areas does not mean an appropriation to their own exclusive use and benefit of these lands and areas and until they are examined from the standpoint of their comparative values with other areas the Congress should not throw its cloak over the establishment of these areas.

We strongly urge that if the Congress shares the view that some legislation is necessary, a view which incidentally I do not share, the Congress should take its action based on a specific review of each area and by giving consideration to not only wilderness value, but other values.

Incidentally, we would concur with the covering in of the existing wild and wilderness areas although some do not feel that is sufficient because they were not given this comparative consideration at the time they were established.

However, I think most of the people will go along with that, recognizing the right of other citizens to be heard in respect to the disposition of public lands.

This legislation in my view involves many resource problems. I understand that the statement was made to this committee that the best protection that can be given to watersheds is to stay out of them.

As a member of the Advisory Council of the Experimental Forest at Frazier, Colo., I have seen progress reports on experiments in forest harvesting to determine the effect of such harvesting on water supply. These preliminary reports indicate that the proper kind of harvesting will provide healthier watersheds and at the same time substantially increase water supply.

This is a matter of extreme importance to us where our water supply is limited.

There are other similar experiments being conducted with private, State, and Government funds to prove whether or not this is true, that we can improve water supply.

If the fact is and it is established that this can't be done and the only way to keep the water supply as high as it is is to leave the watershed alone, I submit the money is being wasted.

One thing I noted in the report of the Interior Department, they suggest a clarifying amendment by submitting the words "non-Federal" for "privately owned."

I am not in a position to say at the present time but it seems to me that the States and local governments who may be affected by the power to acquire all non-Federal land within the primitive areas might wish to say something about this because there are State and local interests in certain water conservation facilities and in land within these areas.

These State and local governments have their responsibilities also.

SRP02656

I read the last portion of this very briefly. Although not directly related to the specific problem of water development, I should like to point out that the political system devised by our Founding Fathers in our Constitution, has worked quite well. It gave recognition to small States of the Union, in terms of population, by creating a U.S. Senate, to be composed of two Senators from each State.

It gave recognition to population differential by creating a House of Representatives in which House representation is determined by population.

Thus, the interests of both the populous and nonpopulous States were protected by requiring the concurrence of both types of representatives to legislation.

Congress is charged with the duty of making needful rules and regulations concerning Federal property. If it does so by delegating its authority to the executive department, reserving only a veto power, it vests such power in either the representatives of population or the representatives of States, instead of exercising its power by concurrence of both.

While the courts might hold such action to be within the authority of Congress, it flies in the face of the obvious principles of the Constitution.

For a more complete and far more learned discussion of this issue, I respectfully refer the members of the committee to the remarks of Senator O'Mahoney to this committee's predecessor on February 16, 1960, which remarks were subsequently set forth in the Congressional Record.

I personally would like to call the attention of the distinguished members of this committee to the effect of this legislation on the protection given to less populous States by the senatorial system.

Discussion of all the technical aspects of this legislation is impossible.

Suffice it to say that while it is simple in appearance, in fact it produces vast changes in established procedures and areas of authority, including the authority of Congress itself.

Perhaps after those who can express only emotion have exhausted themselves emotionally, some consideration can be given to the practical political changes and technical resources problems it will produce.

Thank you.

The CHAIRMAN. Are there questions?

Senator ALLOTT. I just want to thank Mr. Barnard very much for his fine statement, because I think he has brought forth one of the things that concern some of us in the West and particularly in my own State, which is that we will have to develop water where you can develop it and for that reason we are very concerned about the implication, some of the implications, of this bill.

Mr. BARNARD. Thank you, sir.

(The formal statement of Mr. Barnard is as follows:)

PREPARED STATEMENT OF JOHN B. BARNARD, FIRST ASSISTANT ATTORNEY GENERAL, STATE OF COLORADO

My name is John B. Barnard, Jr. I am here today as first assistant attorney general of the State of Colorado. I also represent the Colorado Water Congress. In 1959 the Legislature of the State of Colorado, by memorial, opposed

SRP02657

the enactment of legislation to create a wilderness system, which action has never been rescinded or modified. In the memorial some of the more glaring defects of the legislation were pointed out. During the course of the consideration by this committee of wilderness legislation in its many forms, this memorial was used in drafting numerous amendments in order to carry out the feeling of our legislature. In addition, the Colorado Water Conservation Board, on which board I serve as the appointee of the attorney general of Colorado, unanimously expressed itself in opposition to such legislation, and its views were considered. The Colorado Water Congress has likewise consistently suggested certain amendments which it feels are essential for the protection of Colorado's future.

In an effort to compromise, the amendment in the nature of a substitute by Senator O'Mahoney, offered in the 86th Congress for himself and Senator Allott, the Colorado Water Congress approved this proposal. It represented the limit to which those interested in the development of Colorado could go in attempting to compromise. Unfortunately, S. 174 of the 87th Congress exceeds these limits in several particulars, some of which I will suggest to the committee today.

The Select Committee on Water Resources created by the 86th Congress has reported, without going into details, the tremendous task that lies before us in developing and stabilizing our water resources, particularly in the Western States. With particular reference to the Rocky Mountain States, a large portion of our water supply originates in high mountain regions. The development of water at the point where it is available is difficult from an engineering standpoint and very expensive. It must take place, to provide an efficient and economical use of water, in these high mountain areas, if such development is to take place at all. These areas of future development of water can well be the same areas as those for which wilderness status is sought.

In the hundreds of pages of testimony before this committee on this legislation there is much repetition of certain emotional phrases, such as "our heritage of wilderness" and "save this for our children and our children's children." As a matter of fact the hearings could have been much shorter had these phrases been expressed as values such as X and Y. In the place of this emotional approach, we submit that the Congress should recognize that water, necessary to sustain all forms of life, is of paramount and controlling importance.

With this background, we compare S. 174 with the amendment thereto in the nature of a substitute, intended to be proposed by Senator Allott, as printed, which is essentially the same as the substitute proposed by Senator O'Mahoney in the 86th Congress.

Wild, wilderness, and primitive areas were established by the Forest Service on the basis of an examination of these areas to determine their value for wilderness. The amount of wilderness necessary to satisfy the desires of a few of our citizens to be alone has not been weighed against other future human needs.

The Forest Service is not responsible for water resource development. Those who are, so far as we know, were not asked to review these areas from that standpoint. Other agencies having specific Federal responsibilities have not examined these areas in connection with such designation, to my knowledge.

When we propose a water development to the Congress we must have a report from the Bureau of Sport Fisheries and Wildlife as to the effect of the project on fish and wildlife, as well as reports from other agencies and the affected States. This assures that no potentially more valuable utilization of the lands involved is overlooked when we go to Congress for water project authorization. However, under S. 174, a congressional act—that is, the designation of an area as a part of a wilderness system—occurs, not by congressional enactment but by administrative fiat, and then with no information which the Congress can use to analyze the potential conflict with other important resource objectives. The amendment intended to be proposed by Senator Allott corrects this situation.

This sweeping legislation ignores the potential necessity of water development. It would place additional, and perhaps insurmountable barriers in the way of the development of water projects essential for logical development of the vast potential of the West. We cannot point to specific areas of conflict, because we do not know what all potential water project requirements may be. By the same token, it is equally impossible for the wilderness proponents to state unequivocally that there is no such conflict, unless they are vested with some mystic power to see the future. We strongly urge that if the Congress shares the view that some legislation is necessary, a view which I do not share, the Congress should take its action based on a specific review of each area, and by giving consideration to not only wilderness value, but other values.

SRP02658

This legislation involves many resource problems which are not apparent from a casual inspection. For example, I understand that the statement was made to this committee that the best protection that can be given for watersheds is to stay out of them. As a member of the advisory council of the experimental forest at Fraser, Colo., I have seen progress reports on experiments in forest harvesting to determine its effect on water supply. The preliminary reports indicate that certain kinds of harvesting provide healthier watersheds and increase water supply. Also, experiments in other areas are going on in the control of disastrous fire and increasing water supply by controlled brush burning. I am not technically qualified in this area, but if the answer is clear that the best protection is to leave them alone, how do we justify the expenditures for experiments in forest management—which is doing the opposite?

Further, one amendment proposed by the Department of Interior would substitute the words "non-Federal" for "privately owned" on line 7, page 10, S. 174. This is said to be a "clarifying amendment." It seems pretty clear to me the way it is, but I would have to give some thought and obtain some information on the effect of the amendment on State and municipally owned land, and water developments, before I could say that this is or is not highly objectionable. How, what, when, and under what conditions can this "power to acquire" be exercised in respect to State and local government property? State and local governments have their problems—and responsibilities—also. How does this affect them?

Although not directly related to the specific problem of water development, I should also like to point out that the poltical system devised by our Founding Fathers in our Constitution, has worked quite well. It gave recognition to small States of the Union, in terms of population, by creating a U.S. Senate, to be composed of two Senators from each State. It gave recognition to population differential by creating a House of Representatives, in which House representation is determined by population. Thus, the interests of both the populous and nonpopulous States were protected by requiring the concurrence of both types of representatives to legislation. Congress is charged with the duty of making needful rules and regulations concerning Federal property. If it does so by delegating its authority to the executive department, reserving only a veto power, it vests such power in either the representative of population or the representatives of States, instead of exercising its power by concurrence of both. While the courts might hold such action to be within the authority of Congress, it flies in the face of the obvious principles of the Constitution. For a more complete and far more learned discussion of this issue I respectfully refer the members of the committee to the remarks of Senator O'Mahoney to this committee's predecessor on February 16, 1960, which remarks were subsequently set forth in the Congressional Record. I personally would like to call the attention of the distinguished members of this committee to the effect of this legislation on the protection given to the less populous States by the senatorial system.

Discussion of all the technical aspects of this legislation is impossible. Suffice it to say that while it is simple in appearance, in fact it produces vast changes in established procedures and areas of authority, including the authority of Congress itself. Perhaps after those who can express only emotion have exhausted themselves emotionally, some consideration can be given to the practical political changes and technical resource problems it will produce.

Thank you.

The CHAIRMAN. Mr. Smith.

STATEMENT OF HEBER SMITH, GRACE, IDAHO, REPRESENTING THE IDAHO WILDLIFE FEDERATION

Mr. SMITH. Mr. Chairman, my statement is very brief but I will still brief it a little more.

I have here a copy of an editorial or column, written by Pierre Pulling, which appeared in the Intermountain Pocatello newspaper, and I would like to present this with your permission at this time for inclusion in your records.

SRP02659

Mr. SMITH. Mr. Chairman, I am Heber Smith of Grace, Idaho. I am attending this hearing as representative of the Idaho Wildlife Organization. This organization is made up of approximately 85 local groups, sportsmen and conservation societies. The State membership is approximately 22,000. The Idaho Wildlife Federation has for several years favored passage of a wilderness bill to give stature to the preservation of our dwindling wilderness.

At our last State convention held in Boise we unanimously reaffirmed this stand and favored wilderness protection. We believe in setting aside and protection of certain wilderness areas, the least we can do for future generations.

As our population expands at an unprecedented rate the need to protect test areas becomes more imperative. Wilderness once lost is lost forever, and its need in the future will be even greater.

Our organization is in favor of the multiple-use doctrine of public land management. We feel that this does not mean each acre of public land necessarily must be used for all purposes. Those areas best adapted to wilderness stature should be so used. There are many other areas suited for other activities and they should be used and they should be so managed. We believe that any proposed legislation which would at the outset make possible the deletion or exclusion of land now classified as wild, primitive or wilderness, should be resisted. We do not wish to increase present wilderness and primitive areas. boundaries, nor do we wish to see them reduced.

I wish to thank you for the opportunity of appearing here and presenting briefly our opinion in Idaho. We would like to see some type of wilderness to protect what we have today.

Senator ALLOTT. I have just one short question. On page 2 of your statement in the third paragraph you say—

> Under the mining laws, which incidentally perhaps need some revision, a miner now for his own profit could establish a mine and demand a road.

Can you tell me what law would entitle a miner to demand a road to his place?

Mr. SMITH. I don't know the present laws.

Senator ALLOTT. Are you not thinking of his right to access?

Mr. SMITH. Perhaps, yes.

Senator ALLOTT. But not a right to a road.

Mr. SMITH. I imagine that would probably be the definition of it.

Senator ALLOTT. Thank you.

Senator DWORSHAK. I would like to say, Mr. Smith, that I share your pride in the fact that in Idaho we have three primitive areas with total acreage of about 3 million. While I enjoy the outdoors as much as anyone, I have very limited time to penetrate those areas. But in your judgment we have been able to utilize fully the recreational facilities of these primitive areas in Idaho, is that true?

Mr. SMITH. I think perhaps, yes, limited to the people who have wanted to go there. I think it has been pretty much that way, yes.

Senator DWORSHAK. How would you make those facilities more available to a larger number of people, whether they come from our State or from other States?

Mr. SMITH. I think the facilities are there now for them to use, if more people would desire to use them. We would like to have more people use them.

Senator DWORSHAK. Of course, we would have to have more roads before we could get into some of those areas. I have been a very ardent supporter of our access roads program under the U.S. Forest Service, because each fall during the congressional recess I try to make a trip into some area, remote area, in Idaho, and I find that where these access roads are built primarily to make available timber to be logged, that subsequent to that operation these roads are used extensively by people who enjoy recreation and want to get into these more remote areas. So sometimes it is difficult for me to reconcile the theory that if we prevent the building of roads in primitive and wilderness areas we are making available to a larger number of people the utilization of those recreational advantages.

Mr. SMITH. That would be true probably, Senator, to the extent that an unlimited amount of damage was not done after those roads were built in there. That would be my only objection to it. You know, only a small percentage of people have the facilities to think to protect other peoples' property, and lots of damage is done, when no proper consideration is given.

Senator DWORSHAK. I think the Forest Service officials in those areas do a lot of policing and do very effective work in trying to preserve the largest potential use of those facilities for the largest number of people.

The CHAIRMAN. Thank you, Mr. Smith, very much.

(The formal statement of Mr. Smith follows:)

STATEMENT OF HEBER SMITH, GRACE, IDAHO, REPRESENTING THE IDAHO WILDLIFE FEDERATION

Mr. Chairman, I am Heber Smith of Grace, Idaho. I am the past president of the Idaho Wildlife Federation. I am now serving as representative of the Idaho Wildlife Federation at the annual meeting of the National Wildlife Federation which will be held here in Washington, D.C., during the next 4 days.

Before leaving Idaho I was asked by Mr. Ernest Day, president of the Idaho Wildlife Federation, to appear at this hearing and to inform this committee of the Idaho Wildlife Federation's support of S. 174. We urge that this measure be enacted without further delay or weakening amendments.

Sportsmen in Idaho realize the great value of wilderness. We see that if this measure is not enacted soon, some of our best areas of primitive country will be destroyed.

Our national forest primitive areas offer some of the very best fishing and big game hunting in primitive country that's to be had anywhere in the Nation. We are proud of this fact and we don't want these areas to be cut up.

The opportunity we in Idaho now enjoy in being able to hunt and to fish and to camp in some of the Nation's finest wilderness country, is something we don't want to lose. Neither do those thousands of people who come from all corners of the Nation to visit our Selway-Bitterroot Primitive Area, the Idaho Primitive Area, and the Sawtooth Primitive Area. When they return from a wilderness trip in one of these areas they know they have had an unforgettable experience—whether it's been a hunt for some of our fine elk or other big game, fishing in our wilderness streams for chinook salmon or steelhead trout, or just a pack trip through some of our rugged mountains to soak up the scenery and to get "the feeling of the back country."

Mr. Chairman, the Idaho areas involved in the wilderness bill are already set aside for protection as primitive areas or part of our national park system. All told less than 6 percent of the State's land areas is involved. No new additional areas of public land would be classified as wilderness. These areas are rugged and mountainous and they never have been open for lumbering, or similar uses. Where grazing has been allowed on the national forest primitive areas it would be allowed to continue as it has in the past under Forest Service regulation.

This wilderness bill would give some much-needed added protection to national forest areas of wilderness where mining could under present rules need-

SRP02661

lessly as far as the public is concerned destroy the wilderness. Under the mining laws (which incidentally perhaps need some revision) a miner now for his own profit could establish a mine and then demand a road. In other words he could destroy a large area of wilderness just for his own profit—and do this on land that belongs to all of us. S. 174 would help in this respect, but even here it would not be at all severe, for it does provide for mining if the President finds it to be in the national interest. We think this little bit of mild reform would be a good thing.

The CHAIRMAN. Mr. Hillard.

STATEMENT OF ED HILLARD, PRESIDENT, CONSERVATION COUNCIL OF COLORADO, DENVER, COLO.

Mr. HILLARD. Mr. Chairman, I do not have a written statement but I appreciate a chance for a couple of minutes. I will try to hold it under your quota of 5 minutes. I am Edward Hillard from Denver, Englewood, Colo., president of the Conservation Council of Colorado.

I am authorized to represent the Colorado Wildlife Federation, also the Izaak Walton League of Colorado, and the Colorado Mountain Club, all obviously recreational interests, and they have passed resolutions urging you to vote S. 174 out of the committee.

We note with great satisfaction that nearly, or virtually everyone here today has accepted the wilderness principle, to indicate that they are not against wilderness. They see a need for it. The usage of wilderness, while it is small as measured by numbers, according to Mr. Crafts only 2 percent of the forest is used, we think it is significant that the growth of wilderness usage in this period when we are all supposed to be getting softer and riding in plushier cars to the very scene of our recreation, that the usage of wilderness is growing at the same rate as the usage of the forest in general.

To further that point the superintendent of Rocky Mountain Park told me that the off road usage there, the wilderness portions of the park, is growing at a great deal more rapid rate than the general visitations to the park. So we can foresee in possibly 50 years wilderness will be a great attraction and that the actual number will have increased substantially.

A number of the people who have opposed wilderness express a concern over local economy. If the use of wildernesses does grow as we think it will, and as there are indications that it will, are not the local economists going to be stimulated by the attraction to the fringes of wilderness of many, many tourists. Would there not be people in 1900 who would say Yellowstone Park is a waste of asset, locking it up. Yet can anyone deny that Gardner and Cody and a few other surrounding towns have a lot more economic stimulus than they would if the logging and mining that might exist in Yellowstone had been developed. We think the same would be true of wilderness in general in another 50 years. So we are gratified that your committee is devoting the time to preserve it.

The other point is that, I think, taking the wilderness consideration to a national level is extremely significant and worthwhile. I don't have a confidence in the administrative people based on local hearings to withstand the pressures for local commercial development.

I feel I own part of the public land in Idaho, let us say, I want to be able through my representatives to have a little say on how it is

SRP02662

used. I think the man in New York or California should have some say on how the Federal land in Colorado is used.

I don't see that local administrative people in a local hearing can withstand the pressures of well organized business groups, particularly mining, timbering, livestock and so forth. So taking it to the national level for review by Congress is wholly sound. We urge that this be voted out to the floor.

Thank you.

The CHAIRMAN. Thank you.

Mr. Sykes.

Senator METCALF. Mr. Chairman, Mr. Sykes is an old friend of mine. We have been members of the Montana bar together. He is a constituent of mine both when I was in Congress and now that I am over here on this side. I certainly welcome him to the committee and I am glad to hear his testimony.

The CHAIRMAN. I am going to cut you right down to 5 minutes, Mr. Sykes.

STATEMENT OF ROBERT C. SYKES, PRESIDENT, MONTANA WILDLIFE FEDERATION

Mr. SYKES. Senator Anderson, I would like to say that Senator Metcalf, a stanch Democrat, makes those kind remarks about me, a stanch Republican, I appreciate the remarks just that much more.

We in the Federation, regardless of politics, recognize Senator Metcalf as an outstanding conservationist. We appreciate his efforts in the past on conservation. I have with me today approximately 40 letters from my friends and neighbors in Calypso who asked me to act as post office and present them to you. They are addressed to you.

The CHAIRMAN. They will be received and become a part of the record, if you desire.

(The letters referred to follow:)

KALISPELL, MONT., *February 24, 1961.*

Senator CLINTON P. ANDERSON,
Washington, D.C.

DEAR SIR: Your efforts in wilderness legislation are sincerely appreciated. Only the future can tell how valuable these areas are.

Yours truly,

GERALD COLE.

KALISPELL, MONT.

SENATOR CLINTON P. ANDERSON,
Washington, D.C.

DEAR SENATOR CLINTON ANDERSON: I like wilderness areas as they have provided me with great outdoor recreational experience. The Bob Marshall Wilderness Area of which I am most familiar has been the scene of several terrific hunting trips on horses—next summer we plan a 5-day back packing trip to this area mostly for the scenery and solitude afforded by the area.

I have an 8-year-old boy who is a bit too young yet for these trips—but it is nice to know that through your efforts on behalf of the wilderness bill that they will also have this excellent experience in store for them when the time comes.

Please then accept my deep gratitude for your past and future efforts in the conservation field—this you should be most proud of.

Very sincerely,

LOREN L. KRECK.

SRP02663

KALISPELL, MONT., *February 23, 1961.*

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

DEAR SENATOR ANDERSON: I would like to express my approval of the wilderness bill (S. 174). I believe that it is essential to protect our present wilderness areas with this legislation so that in the future we and our children may enjoy these resources.

Yours sincerely,

ROBERT F. MULLER, M.D.

HENNESSY'S MOTEL,
KALISPELL, MONT., *February 23, 1961.*

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

DEAR SENATOR ANDERSON: I believe it is important for all of the people of Montana that the wilderness bill be passed in this session of Congress.

We have appreciated your efforts for this bill and know that it will have your continued support.

Yours sincerely.

HUGH HENNESSY.

KALISPELL, MONT., *February 23, 1961.*

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

DEAR SENATOR ANDERSON: It is important to us here in Montana that favorable action be taken on the wilderness bill. It is one of our greatest assets from both a recreational and economic standpoint.

Thank you for your support.

Yours sincerely,

CHAUNCEY M. SMITH.

WHITEFISH, MONT., *February 24, 1961.*

Senator CLINTON P. ANDERSON,
Senate Building, Washington, D.C.

DEAR SENATOR: I wish to express my support of your bill (S. 174) because I feel that it is far less costly to preserve our natural resources than to replace them after they have once been destroyed.

Sincerely,

G. I. BURK.

WHITEFISH, MONT., *February 24, 1961.*

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

DEAR SENATOR: I wish to express my support of your bill (S. 174) because it is a sound program in preserving what natural resources that we have left.

Sincerely,

L. S. RUTHERFORD.

WHITEFISH, MONT., *February 24, 1961.*

Senator CLINTON P. ANDERSON,
Senate Building, Washington, D.C.

DEAR SENATOR: I wish to express my support of your bill, S. 174, because our natural resources provide healthful outdoor recreation for the public.

I would like to see this privilege remain free to the people instead of falling in the hands of a few individuals who would commercialize on our lost wilderness.

Sincerely,

ARCHIE LUSE.

SRP02664

KALISPELL, MONT., *February 24, 1961.*

Re Senate bill 174.

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

DEAR SENATOR ANDERSON: I am writing to you in support of the wilderness bill. As a physician I realize that there is a very definite medical need for recreational areas where one can go to release the ever-increasing tensions that we are seeing in our daily lives. It is becoming more and more apparent to the medical profession that the stress of modern living is becoming more than the average person can bear. One only has to see the increasing use of tranquilizers to realize that people need some means to secure tranquillity.

I sincerely support the above bill and urge its passage by the Congress of the United States.

Respectfully yours,

JOHN J. LIPINSKI, M.D.

COLUMBIA FALLS, MONT., *February 24, 1961.*

Senator CLINTON P. ANDERSON,
State of New Mexico.

DEAR SENATOR ANDERSON: First, let me say that you have a truly large number of admirers, the majority of whom you likely have never heard of, and will probably never know personally. We want you to know that you have our sincere and deep appreciating respect for what you have done and, are trying to do on behalf of "wilderness areas."

These lands, in area, are relative in size depending on what they are compared with. To an adjoining county, they sometimes appear large; to a nearby rancher they are immense, but when they are all plotted on a map of the United States they make a pitiful small dot on the paper.

This is the land that remains for all Americans, now and in the future, to visit for the purpose of seeking the very highest form of recreation—the complete relaxation of the human mind from the complex problems of civilization.

We are fully aware there are tremendous pressures, most of them well financed, which are in direct opposition to the philosophy of wilderness, and to those who believe in it.

It is amazing to think of the vision that men in past have had such as Teddy Roosevelt, John Muir, Aldo Leopold, and others. They could predict even then, that these conflicts in interests, of what is best for our land, would take place. It is enlightening to know that we still have men like yourself, Olaus Murie of Wyoming, and John Craighead here in Montana, that have carried on in this work of supporting the high ideals.

Most of us, as individuals, feel somewhat helpless in our ability to help when the battlelines are drawn. I feel we are strong in numbers but so badly scattered in geography that our meager efforts are sometimes in vain.

I want you to know that I am a supporter of the wilderness bill and hope that it will be successful so that our future generations have the privilege of enjoying the same things that we had. Mainly, that they can retreat to areas of significant size and see how undisturbed nature works as compared to man's powerful and sometimes ruthless methods.

Very truly yours,

HAL KANZLER.

KALISPELL, MONT., *February 25, 1961.*

Hon. CLINTON ANDERSON,
U.S. Senator from New Mexico, Senate Building, Washington, D.C.

DEAR SENATOR: It is my understanding that a bill is before Congress at this time relating to the wilderness areas and transferring them from the jurisdiction of the Secretary of the Interior to more direct control under Congress.

Please be advised that I am in favor of such control by Congress. It is not that I distrust the Secretary of the Interior. Montana's future depends wholly on its resources—one of which is its natural beauty unmolested by pressure of civilization, yet within reach of those who care enough to exert themselves a little to enjoy it. This is what I would like preserved for my children. This is more likely to be changed if it is under the control of only one man.

Respectfully yours,

GEORGE R. DACHS.

SRP02665

FEBRUARY 24, 1961.

Hon. CLINTON P. ANDERSON,
Washington, D.C.

DEAR SIR: A bill to help keep our wilderness area, we people in this Flathead valley want to preserve it for sure for ourselves. In view of that fact think of the value of a wilderness area for the generations to come.

Hope you can pass the bill that will protect what we have now for primitive area.

Yours truly,

AUGUST A. LUSTNER.

LIBBY, MONT., *February 24, 1961.*

Hon. CLINTON P. ANDERSON,
Washington, D.C.

DEAR MR. ANDERSON: Thank you for drawing up and introducing bill S. 174. As a lover of the great primitive outdoors I certainly hope your bill is passed.

Sincerely,

E. W. SWENSON.

KALISPELL, MONT., *February 24, 1961.*

Hon. CLINTON P. ANDERSON,
Washington, D.C.

DEAR SIR: After studying your bill (S. 174) I strongly approve and recommend passage of this bill. We have the Bob Marshall Wilderness Area in this section of Montana and would like to see it preserved for generations to come.

Sincerely,

JIM ZACHA.

KALISPELL, MONT., *February 24, 1961.*

Senator CLINTON P. ANDERSON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR: You are to be commended for your efforts toward getting a wilderness preservation bill passed in this session of Congress. These areas should and must be preserved for this and future generations. The importance of preserving these areas for scientific and recreational purposes cannot be overemphasized, with the population increasing and the pressures of modern-day living becoming more hectic every day.

I have spent many hours in the wild country in western Montana with my bow. Numerous people are using these areas now and the number seems to be increasing vastly every year.

Men before us have had the presence of mind to see that wilderness areas, wild areas and national parks were set aside for us. It is our duty to preserve these national heritages for our children and their descendants.

I sincerely wish you the best of success in passing S. 174 in this session of Congress.

Sincerely yours,

W. J. WISE,
Past President, Flathead Bowmen.

KALISPELL, MONT., *February 24, 1961.*

Hon. CLINTON P. ANDERSON,
Washington, D.C.

DEAR SENATOR: Thank you for drawing up bill S. 174. We in this area are pleased that you have drawn up and introduced this bill. We are very interested in our wilderness area and would like to see it perpetuated for generations to come.

Sincerely,

ROGER BRYANT.

SRP02666

FEBRUARY 24, 1961.

Hon. CLINTON P. ANDERSON.

DEAR SIR: We the people of Kalispell and vicinity are anxious you will be able to pass a law which will protect our primitive areas for now and for generations to come.

Thank you.

Yours truly,

AL PRESENTINE.

KALISPELL, MONT., *February 24, 1961.*

CLINTON P. ANDERSON,
U.S. Senator,
Washington, D.C.

Hon. Senator ANDERSON: The value of our wilderness area has long been underestimated and I am happy to see Senate bill 174 getting so much support.

As this country becomes more populated these few untouched areas will increase in value as an inexpensive retreat for the average citizen of the United States—the only chance for him to enjoy the simple wonders of nature that all of us in the past years have taken for granted.

Preservation of these areas as they now stand needs your support.

Sincerely,

LOUIS PHILLIPS.

BRICK & BUILDERS SUPPLY, INC.,
Kalispell, Mont., February 24, 1961.

Senator CLINTON P. ANDERSON,
Washington, D.C.

DEAR SENATOR: I want to express my appreciation for the work you have done in the field of conservation and for the establishment of wilderness areas.

In particular I want to register my support of your bill S. 174 now under consideration. I personally feel it is broader than desirable, but realize that concessions must be made to get overall approval.

These areas are very important to me, as they should be to all citizens, and time is running short if we are to save what remains.

Sincerely,

RALPH S. BRUNER.

FEBRUARY 24, 1961.

Senator CLINTON P. ANDERSON,
Washington, D.C.

DEAR SIR: I want to let you know that the work you are doing toward keeping our wilderness areas from becoming a mass of logging roads and treeless hillsides meets very much with my approval.

I am very much for anything that will preserve these areas. Your bill, S. 174, is a great stride toward preserving the few wilderness areas left.

Sincerely,

GENE H. WATTERS.

LAW OFFICES OF S. Y. LARRICK,
Kalispell, Mont., February 23, 1961.

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

DEAR SENATOR ANDERSON: I want you to know that your efforts on behalf of the wilderness bill have been greatly appreciated. I believe that we should maintain these wild undisturbed areas, not alone for the present generation, but to leave something as God made it for those who come after us to enjoy.

I sincerely hope that this year Congress will pass a strong wilderness bill.

Yours sincerely,

S. Y. LARRICK.

ROCKWOOD & SYKES,
ATTORNEYS AT LAW,
Kalispell, Mont., February 22, 1961.

Hon. CLINTON P. ANDERSON,
U.S. Senator,
Washington, D.C.

DEAR SENATOR ANDERSON: I take this opportunity to commend you for introducing Senate bill 174, known as the Wilderness Act.

I have just read your very excellent statement on this bill appearing in the autumn-winter number of the Living Wilderness. The objectives you so ably outline are those for which many of us here in Montana have been working for the last 15 or 20 years.

In examination of the bill, and especially the part thereof under the heading "Special Provisions," it would seem to me to more than amply provide exceptions where the public interest might require such.

I most sincerely hope that this bill will be enacted into law, and I commend you and all others that are working for it.

Yours very truly,

FORREST C. ROCKWOOD.

KALISPELL GOLF CLUB,
Kalispell, Mont.

Hon. CLINTON P. ANDERSON,
Washington, D.C.

DEAR SIR: This is to signify that I and my family are in favor of Senate bill S. 174 to retain our wilderness areas in their present state and we are against cutting them up and running access roads into these territories. It is our belief these areas are of far more value as recreational areas than to exploit them for their natural resources.

Yours respectfully,

GEORGE HADDOW.

GREAT FALLS, MONT., *February 23, 1961.*

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

DEAR SIR: Your wonderful support for the preservation of wilderness is greatly appreciated.

I sincerely hope that Congress will pass wilderness bill S. 174.

Yours respectfully,

ARNOLD H. OLSON.

KALISPELL, MONT., *February 23, 1961.*

Senator CLINTON P. ANDERSON,
Senate Building, Washington, D.C.

DEAR SENATOR ANDERSON: I urge support of the wilderness bill (S. 174). In my opinion the very small part our country which has been left unspoiled should be so preserved. I think wilderness areas are of inestimable scientific, esthetic, educational, inspirational, and recreational value for our and future generations.

Sincerely yours,

GARL L. HALE.

KALISPELL, MONT., *February 24, 1961.*

Re wilderness bill, Senate bill 174.
Senator CLINTON P. ANDERSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: Your bill to establish wilderness areas by act of Congress rather than by administrative action has my grateful support.

I feel, however, that your bill (S. 174) has been watered down due, no doubt, to the realities of the situation, to where the wilderness areas can still be subjected to attack on the grounds of national interest.

In spite of this (to me) weakness, I again state that I am in favor of your wilderness bill.

Sincerely,

W. C. E. HEINECKE.

SRP02668

FEBRUARY 23, 1961.

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

DEAR SENATOR ANDERSON: I believe that it is important to all of the people that a system of wilderness areas be preserved.

It is gratifying that we have representation in the Senate by men of your caliber who are farsighted enough to realize that these sanctuaries need the protection by an act of Congress.

Yours very sincerely,

W. HALE THOMPSON.

KALISPELL LAUNDRY & DRY CLEANERS, INC.,
Kalispell, Mont., February 23, 1961.

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

DEAR SENATOR ANDERSON: I am most anxious to see the passage of a strong wilderness bill during this session of Congress.

Your efforts in this regard are greatly appreciated by myself and numerous associates in Montana.

Yours very sincerely,

GEORGE M. BEGG.

WHITEFISH ROD AND GUN CLUB,
Whitefish, Mont., February 24, 1961.

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

MY DEAR SENATOR ANDERSON: Support of your Senate bill 174 by the sportsmen and conservationists of this community is expressed through the voice of the Whitefish Rod and Gun Club, an affiliate of the Montana Wildlife Federation, and an affiliate of the National Wildlife Federation.

Preservation of the existing wilderness, wild, primitive, and canoe areas without further encroachment except as stated in your bill is mandatory by the principles and goals of our organization.

May we extend our utmost appreciation for your intelligent effort in drafting S. 174; and may we urge that this bill be approved for adoption by the 87th Congress.

Sincerely,

W. R. RAMLOW, *President.*

WHITEFISH, MONT.

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

MY DEAR SENATOR ANDERSON: Courage, foresight, and a genuine interest in the welfare of your fellow man, today and for generations to come have inspired the effort put forth in your Senate bill 174.

We who live in the midst of the "Last Frontier" while sometimes prone to miss the forest for the profusion of trees; nevertheless, are also priviliged to observe the esthetic wealth of the wilderness areas firsthand. Montana is not a region of financial wealth, yet thousands of people in all walks of life are satisfied with moderate monetary returns for the privilege of living close to the beauties of primitive, unspoiled, wilderness areas.

Senator Anderson, I thank God that in these days of turmoil, strife, and greed, some of our learned men can understand values not calculated by the dollar sign. I most heartily endorse your wilderness bill, S. 174, and congratulate you for drafting a bill that will help preserve some of the basic rights of our Constitution.

I remain humbly at your command for further assistance in writing Senate bill 174 into the Congressional Record as law.

Sincerely,

RUSS RAMLOW.

SRP02669

KALISPELL, MONT., *February 25, 1961.*

DEAR SENATOR ANDERSON: This is merely a note of confidence on your wilderness bill. Having done some hiking in our back country and having experienced the thrill that goes with being in a remote undisturbed area, I feel we owe it to our grandchildren to see that there will be some such areas left for them to enjoy also.

Sincerely,

DAVID W. DOWNEY, D.D.S.

KALISPELL, MONT., *February 23, 1961.*

Senator CLINTON P. ANDERSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: I was born and raised in northwestern Montana, and with the exception of the time I spent in business college I have lived my entire life here. Many people in this part of the country take wilderness, national parks, and clean, unpolluted water as a matter of fact because they are not familiar with conditions in other parts of the country. In other words, they cannot see the forest for the trees. None of them, however, can discount the value, not only in dollars and cents but also for recreation and peace of mind.

The past 2 years I had an opportunity to visit New York, Boston, Denver, and other large cities and now I can see better than ever how important it is to preserve all the wilderness possible for this and future generations. I sincerely believe that if this great country cannot survive on the 99 percent of the land now under exploitation, no improvement could be expected from exploiting what little wilderness is left. I feel that wilderness now in the present system, in the best interests of the most people, should not be eliminated or even reduced. These areas will become much more valuable.

We here in western Montana are extremely thankful that we have men like you, Senator Metcalf, and others back there in Washington who realize the importance of these things which are so vital a part in our American way of life.

Although I would like to see an even stronger bill than S. 174 passed, I sincerely hope for its success. I have a great number of friends here and I'm sure that they feel as strongly as I do toward preserving our wilderness areas as well as enlarging them.

Sincerely yours,

DALLAS F. EKLUND,
Vice President, Kalispell Lions Club.

KALISPELL, MONT., *February 24, 1961.*

Senator CLINTON P. ANDERSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: I live in an area close to Glacier National Park and the Bob Marshall Wilderness Area. Your efforts toward securing passage of S. 174 for the preservation of wilderness will be sincerely appreciated by millions of people of this generation and many millions more in future generations.

It seems to be a pitiful situation if a country like the United States should find it necessary to encroach further on the 1 percent of parks and wilderness areas that we now have. Our increasing population will certainly need these areas for recreation in the future.

I certainly can see no good reason why anyone should oppose the wilderness preservation bill in its present form.

I hope that the Congressmen back there in Washington fully realize the importance of protection of these areas for the future. I am sure our children will appreciate your efforts.

Sincerely,

NORMAN BEYER.

SRP02670

KALISPELL, MONT., *February 23, 1961.*

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

DEAR SENATOR ANDERSON: I know we can count on your continued support for wilderness bill S. 174. Many, many of us here in Montana sincerely feel that the people will derive more benefits from keeping these areas undisturbed than any development for material gain.

The time and effort that you have personally put forth in support of wilderness is deeply appreciated by us Montanans.

Respectfully yours,

V. R. ANTONSCH.

KALISPELL, MONT., *February 23, 1961.*

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

DEAR SENATOR ANDERSON: One of the most important assets that we have and one that is constantly being jeopardized is our wilderness areas in Montana. Some of us are being pressured into silence by selfish interests who would destroy all of God's country for a few immediate dollars. These areas, left undisturbed, are more valuable to the people over the long pull than the immediate return that would be obtained by their destruction for the timber involved.

Your efforts in support of the wilderness bill have been greatly appreciated.

Sincerely yours,

FRANK LITTLE.

Mr. SYKES. I would like to invite the committee's attention to the hearings on Senate bill 4028 held at San Francisco, Salt Lake City, and Albuquerque. I took the liberty to take a look at the ratio of those speaking for the wilderness bill then and those against.

The closest ratio at any hearing was 3 to 1 in favor of the wilderness bill then. In most cases closer to 5 to 1 in support of the bill by individuals and organizations, members of those organizations appearing either in person or in the record by letter.

For the record, my name is Robert C. Sykes. I am an attorney by profession, living in Kalispell, Mont., a small town that is in the middle of a green valley surrounded by mountains. Within a 60-mile radius of Kalispell, there are more than 500 lakes. I appear here today on behalf of the Montana Wildlife Federation, of which I am the president. I wish to thank this committee for the privilege of making this appearance in support of the wilderness bill, and giving me this opportunity to state the views of the members of my organization.

I think it might be interesting to consider that the four largest industries of the State of Montana are mining, agriculture, logging, and tourist trade. These are the same industries that are here today expressing their opinions on the wilderness bill.

As a smalltown attorney, my livelihood is dependent upon the economy of Kalispell; and my clients, naturally, are my neighbors and friends, who are the loggers, mill operators, the ranchers, and farmers, as well as those who serve the many tourists that visit our beautiful country each year. These are the same people who make up the membership of the Montana Wildlife Federation throughout the State of Montana. Now, it would be extremely unwise for me, from a selfish standpoint, as well as from an economical standpoint, to jeopardize the existing economy of those who make up the membership of the federation.

SRP02671

In other words, I would not be here before you today, if I thought that this wilderness bill would adversely affect Montana's economy, or any segment of that economy.

I would not purport to be an expert on the uses of natural resources. However, I am a user of those natural resources, and I live with, and represent, people who make other uses of those natural resources. My hobby is horses and amateur style pack trips.

Each year, for the last 15 years, I have taken my family and friends into the Bob Marshall Wilderness Area, and I might say, if it was not for my fall trip return, bringing back the elk meat, that my family would have a meatless winter most winters.

Because I have had the actual privilege of enjoying, and using these resources, and because I live with, and work for, other different users of these natural resources, I believe I understand the meaning of multiple use of national forests.

As I understand it, "multiple use" means that use or management of the forest lands which achieves the maximum benefits for all the various users of such lands.

I further understand, and assume, that such management for multiple use requires application of this principle to the national forests as a whole, rather than attempting to apply multiple use to each and every foot of ground that exists. If this is a reasonable definition of multiple use, then by all means, the wilderness bill is necessary so that wilderness use can have value or recognition, whatsoever, in the multiple use of national forests.

I have been quite impressed with the viewpoint expressed by Senator Anderson when he compares a wilderness area to a museum. He quotes Dr. Luna B. Leopold, Chief of the Water Resources Division of the U.S. Geological Survey, who said:

> We take for granted that there is some social gain in the erection and maintenance of a museum of fine arts, a museum of natural history, or even a historical museum. Sooner or later, we ought to be mature enough to extend this concept to another kind of museum, one which you might call the museum of land types, consisting of samples as uninfluenced as possible by man.

I think we must take for granted that he also includes the fish and wildlife that inhabit such a living museum.

The wilderness areas of Montana are a vital segment of our tourist trade. Should Montana ever lose its wilderness areas, the adverse effects to Montana, economically, would be disastrous.

I sincerely believe the opponents of the wilderness bill are opposed to wilderness use of public lands. They profess stanch support for the multiple use of public lands; however, I earnestly submit that the only multiple use they will ever support on public lands is on those lands which do not in any way contribute to the type of resource which their industry is dependent on.

I further submit that they probably are speaking for a segment of the industry they represent, but that segment is either misinformed or does not know the purpose of the wording of Senator Anderson's bill.

I do know this, that the opponents who have appeared here today do not speak for any of the members they claim they represent. Without qualification, I know that I speak for every conservationist, not only in the State of Montana but everywhere else, when I ask that this committee support Senator Anderson's bill.

SRP02672

In considering Senator Anderson's bill, I fail to see how it will, in any way, adversely affect the economy of any of the members of my federation, regardless of what vocation, business, or industry their livelihood is dependent on.

For instance, this bill does not in any way affect the present establishment of the working circle or the annual sustained yield cut, as established by the National Forest Service for logging. The reason for this is that wilderness areas have never been used in establishing such working circles or sustained yield cuts.

The provisions of the bill itself under section 6, paragraph (c) and more particularly the subparagraphs (1) through (7), thereof, clearly permit existing users to continue to do so, and going further than that, it permits the President to authorize prospecting, including exploration for oil and gas, as well as the establishment and maintenance of reservoirs and other facilities needed in the public interest.

Also, the Secretary may permit grazing of livestock, where this has been done prior to the passage of Senator Anderson's bill. I do not know what more could be expected in giving reasonable protection to grazing and mining interests than this.

I request favorable consideration of Senator Anderson's bill for the following reasons:

1. To protect and preserve the last reservoir of natural resources for the use of future generations.
2. To establish and protect the economy derived through wilderness recreation and education.
3. To afford greater opportunity to those living adjacent to wilderness, in having the right to speak relative to any boundary changes of such wilderness area.
4. To prevent exploitation of what few wilderness areas remain.

I believe that if we look back to the hearings on the establishment of the national forests and the national parks that the same opponents of the wilderness bill made the same objections then that they are making now, and they must concede that they were wrong then; and in the future they will concede they are wrong now.

You will find the same opponents of this wilderness bill making the same objections then that they are now making to this wilderness bill and at this time I believe they must concede that they were wrong then.

In the future when this bill is passed they will concede and will have to concede that they are wrong now.

In closing, I would like to invite the committee's attention to the fact that once a wilderness area has been invaded and exploited and as a result destroyed, it is gone forever. A wilderness area is as fragile as the most priceless piece of porcelain or china.

Should that china or porcelain be broken, it can never be replaced nor restored to its original condition. The same thing applies to a wilderness area. Restoration of a destroyed area would be impossible because of the tremendous cost it would entail.

I would like to make one more remark relative to reservoirs in a wilderness area if the committee would pardon my play on words. I stanchly feel that I never want to see a reservoir in a wilderness area, not by a damsite.

Thank you.

SRP02673

The CHAIRMAN. Thank you very much.

Mr. Hyatt.

Senator HICKEY. Mr. Chairman, I would like to introduce Mr. Hyatt, a member of the Wyoming Natural Resources Board, and I believe he has been a member since the creation of that board. I was recently an ex officio member of the board.

Mr. HYATT. Thank you, Senator.

The CHAIRMAN. I would like to add that Mr. Hyatt is no stranger to me.

STATEMENT OF SAM C. HYATT, WORLAND, WYO., MEMBER OF THE WYOMING NATURAL RESOURCES BOARD

Mr. HYATT. Thank you, Mr. Chairman.

Mr. Chairman, and members of the committee, may I extend my appreciation and that of our board for the privilege of appearing before your committee today.

My name is Sam C. Hyatt, my address is Worland, Wyo. I am a member of the Wyoming Natural Resources Board.

May I briefly explain the history and duties of the natural resource board. The natural resource board was created by an act of the State legislature in 1951, and is a department of the executive branch of government. The natural resource board is composed of nine members, representing each of the seven judicial districts, plus two members at large. Ex officio members of our board are the Governor, State engineer, State highway commissioner, commissioner of agriculture, the game and fish commissioner, and the president of the University of Wyoming. The board is charged with the fullest development of our State's natural resources and maintains a full-time office and staff at 215 Supreme Court Building, Cheyenne, Wyo.

When our board was established, the first, and for a time the sole, responsibility was for water resources development.

Wyoming is a unique State in regard to water resources. Significant tributaries of three great river systems, the Columbia, the Colorado, and the Missouri, rise in Wyoming and flow in all four directions across its borders. The full development of the use of the water which arises in Wyoming's mountains not only is a necessity to the future welfare and growth of our State but has a direct bearing on the well-being of the river basin States. Naturally as a board we are concerned with any legislation which would place the multiple-use concept in danger and which might in any manner postpone or deny us the opportunity to make full development of the water which we will need in the years ahead.

Our board has endorsed the principle of multiple use, the management of each acre for the highest uses for which it is suitable, for we consider that a balance of uses is the most effective utilization of our resources. These practices of Federal domain lands are of direct and indirect benefit to each person who resides in the United States.

To the stockman, multiple use means grass upon which to graze his cattle and sheep. To the man on the street, it means a place to picnic, fish, hunt, hike, and ski. To the merchant, it means added sales in sporting goods. To the filling station operator, it means extra sales of gasoline to the local man and the ever-increasing number of tourists.

SRP02674

To the hotel and motel operator these tourists are a livelihood. To the mining and timber men, multiple use means a potential reservior of raw materials. To those concerned with present and future water needs of families, industry, and agriculture, it means water development programs to meet an ever-increasing demand.

What are the principal objections to the present administration of our wilderness areas? The best wilderness lands are in the national park system where they are protected from commercial development of their natural resources, for only 5 percent of our national park area is developed at all. The 1916 National Park Act directs the Service to "conserve the scenery and the natural and historical objects and the wildlife therein and to provide for the enjoyment of the same by such means as will leave them unimpaired for the enjoyment of future generations."

The administration of the wilderness areas in the national forests and wildlife refuges is based on recognition that their primeval character represents their optimum use, and other uses are allowed only when they do not unduly interfere with this wilderness character.

The administration of Federal lands should be sufficiently flexible to allow for changing conditions, and we should not freeze the administration, and remove local jurisdiction, so that desirable changes would be difficult if not impossible as would be the case if lands administered by three Federal agencies for different purposes, as is now the case, are lumped together in a new huge wilderness system. This system would be, moreover, fair game for a future Congress to place logically under one agency specialized in wilderness.

Wilderness areas, then, are not going to disappear, as the agencies now administering them are going to continue to preserve them. Our opposition to this bill does not mean opposition to the maintenance of existing wilderness areas under the present administrative agencies. Passage of this bill could, however, mean that we jeopardize the interests of all by enacting legislation without due consideration, for it is folly to remove actual multiple use from large areas before an adequate study can be made.

Nature and natural resources are dynamic—not static. Even in areas now classified and used in wilderness sense, catastrophic happenings are entirely possible, such as devastating storms, fires from natural or human causes, insect epidemics, and serious overpopulation of animal life.

Preparation for, prevention of, and control of such happenings are of vital concern. For example, the Bridger National Forest Wilderness Area, one of the areas involved in this matter, had, in 1960, one of the most severe fire seasons that it has ever experienced. In this report, they state that "roads, trails, radio communications, fences, and buildings are vital * * * in protecting forest resources." In this bill under "Special Provisions," it establishes two separate procedures to provide for protection and future possible multiple use. First it states that within national forest areas included in the wilderness system such measures may be taken as may be necessary in the control of fire, insects, and diseases subject to such conditions as the Secretary of Agriculture deems desirable. Then it states that the President may within national forests and public domain areas included in the wilderness system, within specified areas, authorize mining, reser-

SRP02675

voir and road construction, and other activities if the specified area will serve the interests of the people of the United States. However, these special provisions are, interestingly enough, in direct conflict with the rest of the bill. But, nowhere in the bill do I find where there is a proviso to take care of fire, insects, diseases, or overpopulation of wildlife within the national parks or national wildlife refuges and game ranges that are incorporated into the wilderness system.

This legislation affects the West more than any other section of the country because the lion's share of the lands involved are situated in the 11 Western States. The feelings of one of the Western States has already been expressed by the signing on February 7 of a memorial to the President and the Congress by Governor Gage of Wyoming. The text of the memorial is as follows:

> This memorial proposes to memorialize the President and Congress of the United States to the effect that the people of Wyoming oppose the creation or extension of wilderness areas in Wyoming and that if such areas are necessary and desired in other States that wilderness areas be created in such other States to make the same available to more people of the country than can be the case with wilderness areas only in the West.

The economy of Wyoming is closely tied to the future of forest, grazing, mineral, or water resources in the presently undeveloped primitive and wilderness areas within its boundaries, such areas now totaling about 1,430,000 acres classified as wilderness and 871,000 acres as primitive. And further, there are 2,349,637 acres in national parks and monuments.

Might I digress here and say that this total acreage of 4.6 million acres is approximately 8 percent of the total area of Wyoming; or, if you take Wyoming, a State where 50 percent of the land is owned by the Federal Government, it is 16 percent of the federally owned land that is in these categories of wilderness, primitive areas, and parks and monuments. When they classified 2 percent and in some cases 1½ percent of the wilderness and primitive areas being used for recreation, I can't conceive of where Wyoming is even getting that percentage with the number of acres that are involved. We know this of the Yellowstone National Park. With approximately 5 percent of it developed, that Old Faithful erupts every hour on the hour, a million and a half people drive within a couple hundred yards of it every year to enjoy its wonders. The same thing with the mud spots. So the backwoods of the Yellowstone are still there.

The board, representing the State of Wyoming, believes that adequate recognition is now given to the wilderness concept through existing departmental regulations and through legislation already in existence which has established national forests, national parks and monuments, and wildlife refuges and ranges. We feel, and I repeat this, that there is no present need for additional legislation, and that any consideration of a bill such as S. 174 should at least await the report to come out of the National Outdoor Recreation Resources Review Commission, created by the 85th Congress to study this issue and due to report later this year. Too often, as past experience shows, have areas been assigned to a certain category without sufficient study and investigation. We do not wish to see this happen again.

As to our water rights we know that this legislation does not interfere with the State's water rights. But we do feel on the Natural

SRP02676

Resource Board which is developing small projects where we have to look to our mountain areas for these 2,000, 3,000, 4,000 acre-feet reservoirs at the headwaters.

So any legislation that might hinder us in these small reservoir sites makes us very apprehensive. The State of Wyoming and the other States of the West in other legislation do not interfere with the wildlife.

Now, we want our wildlife and we love it in our State and it runs on Federal lands but we also want it to be so that our State and fish commissioners, game commissioners, can regulate and control that wildlife so that the time does not come that overpopulation results and they die of disease. I am wondering whether in this legislation that we can have complete control of our wildlife?

The CHAIRMAN. I thought that was in the bill. Have you read the bill?

Mr. HYATT. I have read it. You say you don't control our wildlife, but they do run on these primitive and wildlife areas.

The CHAIRMAN (reading):

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

Do you mean to tell me that you don't think that permits the State fish and game department to regulate forests itself?

Mr. HYATT. In reading the other part of the bill, Senator, would that mean that the State of Wyoming could go into your primitive and wilderness areas and build trails and roads so that the game can be harvested? If you can't go back there and hunt the game and keep the numbers down, they are going to increase your wildlife in primitive areas to the extent of where they will die of starvation. We have to have some way to get back there and harvest them.

The CHAIRMAN. That is an old story. I admit they are not going into wildlife areas to build airports so that sportsmen can fly in and shoot ducks. I don't believe we are going to be able to build roads for them so they can travel in. It is quite enjoyable to go into these wildlife areas even on horseback and some people do it very successfully walking.

I am trying to say that the State game wardens do have jurisdictions in these areas.

Mr. HYATT. I can't say the exact figures now, but they have a problem in Yellowstone Park even this winter in getting the elk down to the number that next year's feed will take care of.

The CHAIRMAN. Thank you very much.

Mr. HYATT. Thank you, Mr. Chairman.

The CHAIRMAN. Warren Moore.

STATEMENT OF WARREN S. MOORE, MANAGING PARTNER, FREMONT MINING CO., DULUTH, MINN.

Mr. MOORE. Mr. Chairman and members of the committee, I am the managing partner of the Fremont Mining Co., an exploration partnership, currently working in Western States, including Alaska.

Your patience and willingness to hear yet another voice in opposition to certain provisions of S. 174 are appreciated.

SRP02677

Fremont Mining Co. has explored for minerals in almost every State in the West. Recently our efforts have centered in Alaska. We hold some hundred claims on Brady Glacier, 150 miles northwest of Juneau, which glacier is a part of the Glacier National Monument.

The staking of claims and the right to mine within the monument is expressly authorized by the terms of an act of Congress passed in 1936, following the passage of the National Monument Act.

We have enjoyed the confidence and have had the complete cooperation of the National Park Service throughout the period of exploration in the monument.

But the united front of Park Service personnel, hoping that we find no commercial ore body there, is no secret.

What is particularly alarming to us is to see in this legislation the specter of losing an investment of some $500,000 to $600,000, for without the express authority, by which we have a right to be there, our brief candle would be out and the definite encouragement, geologically, which we have detected by probing under 600 feet of ice, will be abandoned.

Under S. 174 the park supervisors will have no choice but to show us the gate, for the bill expressly provides under section 3(c)(1) that there shall be incorporated into the wilderness system:

> each portion of each park, monument, or other unit in the national park system.

Knowing the attitude of the Park Service, we can anticipate what their recommendation will be even before the bill is passed.

The CHAIRMAN. Now, did you pay any attention to the part on page 11, line 12:

> except as specifically provided for in this act and subject to any existing private rights?

Mr. MOORE. Yes; we have speculated about that, Senator.

The CHAIRMAN. You do not think that gives you any protection?

Mr. MOORE. I think that would be the minimum of right.

The CHAIRMAN. It does not give you any protection, you say?

Mr. MOORE. That would be the minimum protection. For instance, in the case of such strong argument that follows that, what about the right to mill, the right to have townsite, the right to have, to bring in power, the right to have a dock, the right to have roads of access?

We think that the words "subject to any existing private rights" are some protection, of course, but there is much more to a mining operation than the mere holding of claims or the right to a property.

We think this leaves much to be desired.

I have in mind preparing an amendment which will stiffen this out but we think to lean on those few words alone would be a rather weak crutch to protect our rights.

The CHAIRMAN. We thought it would give you sufficient private rights, but it may not.

Mr. MOORE. But there is more to this business than a financial loss to the Fremont partners. It so happens that these claims on Brady Glacier represent the only first-class nickel prospect within the continental United States. Our country is in short supply of this strategically important mineral. Russia has ample reserves of nickel, also Scandinavia, Africa, and our good neighbors to the north.

SRP02678

So serious did the Office of Defense Mobilization count our deficiency in nickel as to encourage, if not lead, our country into the following ventures:

1. To loan Cuba $80 million to construct and equip the much touted Nicaro nickel project now in the bloody hands of one Guevara.

The CHAIRMAN. Did they loan that to Cuba?

Mr. MOORE. Yes, sir.

The CHAIRMAN. Is not an American corporation involved there?

Mr. MOORE. There is, and I will come to that in a moment, sir.

2. To execute a Government purchase contract for nickel with Freeport Sulphur in order to encourage multimillion-dollar investment, by banks and others, in the now confiscated Moa-Bay nickel project, also in Cuba.

There were two, then, Senator. One was a loan and one was merely a contract.

The CHAIRMAN. I just remember they came to the Senate Finance Committee seeking some relief.

Mr. MOORE. They have both gone by the wind.

3. To loan the M. H. Hanna Co., for the development of low grade nickel ores of Oregon, $25 million. This one, of the three, is operating successfully.

Now, I submit, gentlemen, does it make sense to spend millions in an effort to make our country self-sufficient in nickel, on the one hand, and then, in one stroke of legislation, knock down the one known, remaining chance, and it is only a chance, to secure for this country an important supply of this mineral and, at no cost whatever to Uncle?

To incorporate the Glacier National Monument within the wilderness system will not only confiscate our investment, deny to our country what would, geologically at least, be an important new source of nickel, but possibly ruin the chances for a distinct gain to the economy of our new State, Alaska.

The discovery of oil and gas in Alaska has come forward with leaps and bounds. But in base metals and bullion, the value of Alaska's mineral production is a poor third to canned salmon and forest products.

There are many good mineral prospects in Alaska, to be sure, and I, for one, believe that the prospects for new mines there are bright.

But as of the moment, except for Kennecott's new copper find in the western part of the State, I know of no major base metal prospect in Alaska, unless it is the one in the monument.

Alaska needs to have this possibly important find go forward. A successful operation here could easily employ 1,200 men.

We have new tools today with which to explore, to venture into the bleak vastness of mountainous Alaska, to assault ranges never before examined by geologists. Within the last 15 years no less than a half dozen new geophysical methods for mineral detection have been perfected.

The geologist has now acquired a twin, the geophysicist. If these twin scientists with newly developed instruments mounted on fixed wing planes and helicopters are not permitted to evaluate heights heretofore unattainable or to penetrate the valley bottoms to unseen depths, as this bill, in part, proscribes, our country and, Alaska in particular, will be the tragic loser.

SRP02679

I thank you.

The CHAIRMAN. Are there any questions?

Senator ALLOTT. Might I ask this one quick question?

Your contention, Mr. Moore, is that on page 11, paragraph 6(b), that even if you should concede that this guarantees you your present rights to prospect and create a mine, that there is nothing in the bill which would guarantee your rights to develop that mine and do the necessary things which would be necessary as a logical result of discovering nickel.

Mr. MOORE. That is right. We might get a surprise.

But we think the attitude of the departments in charge of these affairs is that once they get a change to kick us out, they will be glad to do it. They have been fair with us so far, but once they get a foothold that we have no right there, we are quite fearful that this language is not strong enough.

The CHAIRMAN. Thank you, Mr. Moore.

Our next witness is Mr. Vickerman.

STATEMENT OF W. S. VICKERMAN, CHAIRMAN, PUBLIC RELATIONS COMMITTEE, WASHINGTON STATE SPORTSMEN'S COUNCIL

Mr. VICKERMAN. Mr. Chairman, and fellow members, I am W. S. Vickerman. I am here representing the Washington States Sportsmen's Council.

I live in Moses Lake, Wash.

The Washington Sportsmen Council is the State organization for conservation in the State of Washington.

I have a letter to Senator Jackson containing our statement that I ask be put in the record.

The CHAIRMAN. Without objection it is so ordered.

Mr. VICKERMAN. Thank you.

The CHAIRMAN. If you have something additional to supply for the record, we will be glad to have it.

(The formal statement of Mr. Vickerman follows:)

FEBRUARY 27, 1961.

Hon. HENRY M. JACKSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR JACKSON: It would be much appreciated if the following statement could be included in the present hearings on the wilderness bill.

The Washington State Sportsmen's Council is a statewide sportsmen's organization composed of over 150 member clubs whose delegates meet quarterly to consider the business before the council. It is recognized as the spokesman through its elected officers of hunters, fishermen, and recreationists and their interests in the State.

For almost 30 years the council has recognized the conservation policies of the U.S. Forest Service and last year in the 86th Congress gave its support to the multiple-use bill which is now accorded the protection of law. Of equal need in the belief of the council is the protection by law of another policy originating in the Forest Service, that of wilderness protection. Without it and with commercial pressure exerted to the utmost it is entirely possible that these irreplaceable sites and others that should be so designated as wilderness areas could be wiped out by the stroke of a pen.

It would seem that in this instance the issue is clear—to either commit every acre of public land to access road building or commercial use and ultimate violation of any wilderness character now existing or to set aside by law a small portion of these public lands to leave for our posterity to enjoy and treasure.

SRP02680

As for the commercial opponents of this concept of wilderness protection, it is well to remind them that this is publicly owned land. Therefore if it has been established—and I believe it has—that the owners of this land favor the protection of these wilderness areas, they must certainly have the right to do so by law, through the elected Congress. The position of the commercial users that somehow by long use they have acquired a vested right in the public lands and the authority to dictate how and by whom the land may be used is an assumption wholely unwarranted.

True wilderness areas are shrinking before the inroads of civilization and commerce and time is running out if we are to protect and leave a little of this unspoiled beauty for future generations to enjoy.

Sincerely your,

W. S. VICKERMAN,
Chairman, Public Relations Committee.

The CHAIRMAN. Mr. Michael Nadel.

STATEMENT OF MICHAEL NADEL, NEW YORK CONSERVATION COUNCIL

Mr. NADEL. My name is Michael Nadel. I have been requested by the New York State Conservation Council through its president, Mr. William Roden of Diamond Point, N.Y., to present a statement in behalf of that organization endorsing the legislative proposal for a national wilderness preservation system.

(The statement referred to follows:)

STATEMENT OF MICHAEL NADEL FOR THE NEW YORK CONSERVATION COUNCIL

My name is Michael Nadel. I have been requested by the New York State Conservation Council, through its president, Mr. William Roden of Diamond Point, N.Y., to present a statement in behalf of that organization endorsing the legislative proposal for a national wilderness preservation system.

The New York State Conservation Council, founded, as I seem to recall about 30 years ago, is a statewide organization of sportsmen-conservationists. Structurally, it is composed of representatives from each of the State's county federations of clubs; the county federations in turn are composed of representatives from clubs in the rural communities of the State, the cities, towns, and villages. It is, in fact, the root-representative of the organized sportsmen-conservationists of the State.

It is a pleasant duty to present this endorsement, which reflects the official position of the council arrived at in its conventions. For several years before I came to Washington to join the staff of The Wilderness Society as assistant executive secretary, I was a vice president of the New York State Conservation Council and the editor of its quarterly bulletin. I was closely associated with the sportsmen-conservationists of the State as a member, for four consecutive annual terms, of the State Conservation Commissioner's Advisory Committee on Fish and Game, as a trustee of the Friends of the Forest Preserve, and in other associations as an officer or editor.

It is fitting that the thoughtful people of New York should find in the legislative proposal before you some reminiscence of their own struggle to preserve a great forest heritage within their State. Much of the force of the movement for the preservation of wilderness came from this State. In 1885, 6 years before the Federal law creating the national forests, the State legislature authorized the creation of a State forest preserve, to halt ruinous commercial exploitation of the State's forest lands.

In disregard of the clear public purpose of the act creating the State forest preserve, commercial-minded interests exploited loopholes through which to chisel at the forests. Public indignation at length found expression in the constitutional convention of 1894, when the forest preserve was brought under the protection of the State constitution with the approval of the voters.

The memorable words of the constitution provide that—

"The lands of the State, now owned or hereafter acquired constituting the forest preserve as now fixed by law, shall be forever kept as wild forest lands. They shall not be leased, sold, or exchanged, or be taken by any corporation, public, or private, nor shall the timber thereon be sold, removed or destroyed."

The people of the State have repeatedly, through the democratic process, voted down amendments sought by special interests or thoughless groups that would corrupt this constitutional protection.

The great constitutional lawyer, Louis Marshall, said in addressing the State constitutional convention of 1915:

"If I were asked to state what the most important action of the convention of 1894 was, I should say, without the slightest hesitation, that it was the adoption of section 7 of article VI (now sec. 1 of art. XIV) of the constitution, which preserved in their wild state the Adirondack and Catskill Forests."

The protected wilderness in the Adirondacks alone consists of approximately 2½ million acres. This is a State-owned preserve, and thus does not come within the scope of the national wilderness bill, which pertains of course to certain areas respected as wilderness within federally managed lands.

There is nevertheless a union of vision between the "forever wild" concept of the New York State Forest Preserve and the inviolate Federal wilderness. In each we see inspiration which sustains the instinct for freedom which breeds courage for country, and courage for life.

It does not, and cannot, interfere with the necessary commodity operations and interests which prevail outside, in the communities surrounding the oasis of the "forever wild" forest preserve, the oases of wilderness on Federal lands.

The late Robert Marshall, son of that Louis Marshall whom I quoted a few moments ago, found in the Adirondacks the inspiration for his profound wilderness ethic. He wrote the classic interpretation, "The Problem of the Wilderness." He contributed to the establishment and regulation of wilderness areas within the national forests, as a ranking staff member of the U.S. Forest Service. He became a principal founder of the Wilderness Society, which in the felicitous phrase of its executive secretary and editor, Howard Zahniser, "in the fullness of time became the American people's public evidence of a distinctive purpose."

The New York State Conservation Council thus has a sense of what is at stake in the proposal for a national policy of wilderness preservation. The council joins with citizens across the country in a prayer that the legislation before you, carefully evolved through long consideration, shall not be aborted.

The New York State Conservation Council respectfully urges this committee to act favorably on this wilderness bill.

Mr. NADEL. Mr. Chairman, I ask permission to put in the record at this point an article which appeared on pages 107 through 119 of the Utah Law Review, spring 1960, vol. 7, No. 1, entitled, "The National Wilderness Preservation Bill: A Question of Values," by Richard V. Brandt. It is a balanced and analytical summary of the history of the wilderness bill, with many helpful references of value to the legislator and the student.

THE NATIONAL WILDERNESS PRESERVATION BILL: A QUESTION OF VALUES[1]

On May 24, 1955, Mr. Howard Zahniser delivered an address at the National Citizen's Planning Conference on Parks and Open Spaces for the American People, in Washington, D.C.[2] It might be justly maintained that this presentation was the motivating factor behind one of the most spirited efforts in recent years to make a significant policy change in the administration of the public lands of the Nation. The central theme of Mr. Zahniser's speech was that commercial interests were rapidly destroying the vast reaches of untouched wilderness areas and that immediate and drastic measures were necessary if

[1] Acknowledgment is gratefully extended to the Rocky Mountain Mineral Law Foundation for its grant in support of this note.

[2] This address was inserted in the Congressional Record for June 1, 1955, and appears in 101 Congressional Record A3809 (1955).

SRP02682

the remote areas were not to go the way of the American bison.[3] The present note will consider the legislative history and declared purpose of the bill presently before Congress to establish a national wilderness preservation system. Also, an attempt will be made to set forth and evaluate the positions taken by advocates and opponents of the bill, particularly as to its effect on the multiple-use aspect of public lands administration.

That the present dispute is but another chapter in the long history of the public lands is apparent, and perhaps a better understanding can be had of the instant disagreement if it is viewed in the context of past events. It is common knowledge that the U.S. Government is, and always has been, the largest proprietor of land in the Nation.[4] This position is a result of numerous large-scale acquisitions, beginning with the State cessions of the late 1700's,[5] and ending with the purchase of Alaska in 1867.[6] These acquisitions, which approximated 1¾ billion acres of land,[7] have proven sufficient to maintain the status of the Federal Government as a landholder despite a policy of disposal which began soon after the first acquisitions and extended far beyond the era of large-scale acquisition.[8] In spite of grants to States and railroads, military bounties, and private land claims, entries under numerous acts and miscellaneous disposals—all of which transferred over 1 billion acres to private ownership[9]—there still remain over 700 million acres subject to Federal control.[10]

The history of this Federal land ownership and management has been one of mirroring the goals and ideals of the Nation.[11] Thus, the era of acquisition was largely attributable to a nationalistic desire to expand the borders of the young nation from coast to coast.[12] The era of disposal was a function, based on the premise that occupied land is easier to retain,[13] of furthering the expanse of the Nation. The third era, that of reservation, resulted from the slow realization that the vast areas of the continent were not in fact inexhaustible and that a more restrictive policy was required.[14] A recognition of the need for management in both the reserved areas and those remaining in the original public domain was concomitant with reservation, but was limited to custodial activities until an intensive management program based on a desire to attain the greatest good for the greatest number was initiated in the early 1930's.[15]

Ownership of the land itself has not been the only consideration present in the policy decisions involving public lands. Such provisions as the early reservations of lead mines, leasing arrangements, the mining laws of 1866 and the Mineral Leasing Act of 1920 have played an important role in the public land policies of the United States.[16]

---

[3] Other examples of contemporaneous problems in the area are: the Echo Park dispute discussed in 101 Congressional Record 6952 (1955) (remarks of Representative Saylor); so-called giveaway charges against the administration as to oil and gas areas (for a defense to such charges see 102 Congressional Record 3541, 3546 (1956) (remarks of Senator Goldwater); the much-discussed public power dispute centered on Hells Canyon, whose conservation aspects are considered in 102 Congressional Record 3548 (1956) (remarks of Senator Neuberger); the closely related "Three Sisters" decision commented on in 103 Congressional Record 1907 (1957) (remarks of Senator Morse); and S. 1899 (providing for the establishment of an arctic wildlife refuge in Alaska) commented on in 105 Congressional Record 10192 (daily edition, June 18, 1959) (remarks of Senator Gruening).

[4] See Clawson & Held, "The Federal Lands: Their Use and Management," 15 (1957).

[5] For a discussion of the history of the State cessions, which occurred from 1781 to 1802, and placed 237 million acres in the original public domain, see id. at p. 18.

[6] The Alaska purchase amounted to 375 million acres. See id. at pp. 16–22 for a consideration of this and other acquisitions.

[7] See id. at p. 21. See also Hibbard, "A History of Public Land Policies," 31 (1924).

[8] See Clawson & Held, op. cit., supra, note 4, at p. 17 for a graphic illustration of the phasing of the major eras in Federal landownership and land management.

[9] See id. at pp. 22–27 for a history of the era of disposal under each of the respective headings. See generally Hibbard, op. cit., supra, note 7, for the motivating factors leading to the various disposals.

[10] See 105 Congressional Record 3768 (daily edition, Mar. 16, 1959), containing tables showing lands owned by Federal Government on June 30, 1957, totaling 771,226,000 acres.

[11] Clawson & Held, op. cit., supra, note 4, at p. 15.

[12] Id. at p. 17.

[13] Id. at p. 22. Of course, the factors alluded to in note 9, supra, played an important role in the disposition of the lands.

[14] Id. at p. 27. Although Yellowstone Park was set aside in 1872, it was not actively managed, and it was not until 1891 when the forest reserves were established that a system of Federal land reservation came into being. Ibid.

[15] Clawson & Held describe the custodial era as being extensive in the economic sense, while they accept Webster's definition of "intensive" as follows: "Designating * * * a method of cultivating land designed to increase the productivity of a given area by the expenditure of more capital and labor upon it." Id. at pp. 34–35. It is likely that both parties to the instant dispute could turn these distinctions to their own advantage.

[16] See Hibbard, op. cit., supra, note 7, at pp. 512–528 for a discussion of these provisions.

SRP02683

One continuing theme has appeared in all questions which have been raised concerning disposal or management of the public land or its fruits. Unlike considerations as to the treatment of land under sole ownership, the Federal Government's position may be likened to a tenancy by the entirety or a trustee arrangement with a diversity of interest as to what the ultimate disposition of a given area shall be. Therefore, partisan politics and social or economic ambition have played an important role in most instances.[17] That the instant dispute is subject to such influences is apparent from a reading of the testimony before the Senate Subcommittee on Interior and Insular Affairs and comments appearing in the Congressional Record.[18]

The note sounded by Mr. Zahniser found ready acceptance in the minds of many, and received the backing of stalwarts such as Senator Hubert Humphrey of Minnesota, who on February 29, 1956, formally announced the need of a legislative fiat to preserve a remnant of our heritage.[19] He then promised that in the near future he would come forth with a positive measure to effectuate his beliefs. This promise was fulfilled on June 7, 1956, when he introduced Senate bill 4013 for study and discussion.[20] The bill stated its basic purpose as follows:

"[T]hat, 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 * * * composed of areas * * * retaining their natural 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, conservational, and historical use and enjoyment by the people in such manner as will leave them unimpaired for future use and enjoyment as wilderness."[21]

Wilderness was defined 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 but does not remain and whose travels leave only trails."[22]

The original study bill was comprised of five sections: the first was definitive and normative;[23] the second designated the areas to comprise the system;[24] the third specified the uses to be included and excluded in the systems:[25] the fourth created a national wilderness preservation council to serve as a clearinghouse for the various interests involved in the system;[26] and the fifth specified a short title "This act shall be known by the short title 'National Wilderness Preservation Act.'"[27] In the turbulent history of the measure before Congress only the first and final sections have remained basically unchanged. Major changes have been the abandonment of naming the specific areas in section 2,[28] abandonment of the entire philosophy of section 4,[29] a softening of

---

[17] See Hibbard, op. cit., supra, note 7, at pp. 547–570. See also Clawson & Held, op. cit., supra, note 4, at pp. 132–150.

[18] See, e.g., 102 Congressional Record 9777–9783 (1956); 103 Congressional Record 1899–1907 (1957); 105 Congressional Record 2391–2401 (1959).

[19] See 102 Congressional Record 3551 (1956) (remarks of Senator Humphrey).

[20] See 102 Congressional Record 9772 (1956) (remarks of Senator Humphrey). The text of the study bill is set forth on pp. 9775–9777.

[21] S. 4013, 84th Cong., 2d sess., sec. 1(a), 102 Congressional Record 9775 (1956). The bracketed portion as added in subsequent revisions, but seems only to be for further clarification and not of a substantive nature.

[22] S. 4013, 84th Cong., 2d sess., sec. 1(c), 102 Congressional Record 9775 (1956).

[23] S. 4013, 84th Cong., 2d sess., sec. 1, 102 Congressional Record 9775 (1956).

[24] S. 4013, 84th Cong., 2d sess., sec. 2, 102 Congressional Record 9775–9776 (1956). This section has 6 subsections dealing respectively with national forest areas, the units of the national park system, national wildlife ranges and refuges, Indian reservations, miscellaneous areas, and the method of adding to, modifying, or eliminating any of the above areas.

[25] S. 4013, 84th Cong., 2d sess., sec. 3, 102 Congressional Record 9776 (1956). Subsec. (a) provides that the act shall not interfere with purposes stated in the establishment of the administrative agency, but that these agencies shall be responsible for preserving the wilderness character of the areas for the public purposes compatible therewith. Subsec. (b) preserves vested rights but excludes all other commercial interests "except as contemplated by the purposes of this act." Subsec. (c) was comprised of special provisions such as the allowance of roads necessary for access to private property and permitting the continuance of nonconforming uses, subject, however, to restrictions and terminations when possible.

[26] S. 4013, 84th Cong., 2d sess., sec. 4, 102 Congressional Record 9776–9777 (1956).

[27] S. 4013, 84th Cong., 2d sess., sec. 5, 102 Congressional Record 9777 (1956).

[28] The naming of specific areas was replaced in S. 4028 by a provision that the agencies concerned should determine the question. However, as noted in the text accompanying note 95, infra, there is a current move to reestablish the principle of legislatively determining the specific areas.

[29] This provision, though included in S. 4028, 85th Cong., 2d sess., sec. 4, 104 Congressional Record 11553 (1958), has been subsequently dropped due to continued charges of bureaucracy. 106 Congressional Record A1451 (daily edition, Feb. 23, 1960).

SRP02684

the exclusionary language in section 3,[30] and the removal of Indian lands from section 2.[31]

While the history of the present bill may discourage some, other advocates find solace in the fact that the national parks bill was in Congress 5 years before its ultimate passage.[32] That such solace should be earnestly sought after is evident when one considers the subsequent history of Senate bill 4013. The measure was reintroduced in substance on February 11, 1957, as Senate bill 1176,[33] and hearings were held thereon before the Committee on Interior and Insular Affairs in Washington, D.C., on June 19 and 20, 1957.[34] As a result of these hearings and subsequent conferences, the measure was revised and on June 18, 1958, reintroduced as Senate bill 4028.[35] Among the numerous changes incorporated in the revised form were the following: first, a new subsection was added as section 1(d), emphasizing that the bill is in keeping with multiple-purpose philosophy;[36] second, in lieu of listing included areas by name, a provision was made for included areas to be determined by the interested departments;[37] third, a provision was added to section 2(a) clarifying the need for further study to determine included primitive areas and their boundaries, together with a provision that such determination should be made within 10 years from the date of the act;[38] fourth, it was provided that proposed changes in the included areas could be vetoed by a concurrent resolution of Congress within a 120-day period;[39] fifth, the last sentence of section 1(d) made clear that the purposes of the wilderness bill would not interfere with those of the national forest system;[40] sixth, the list of prohibited uses was dropped from section 3(b) and a proviso made that "no portion of any area * * * shall be used for any form of commercial enterprise not contemplated in the purposes of this act";[41] seventh, although permanent roads remained categorically prohibited, yet section 3(c)(2) was clarified so as not to interfere with necessary administrative protection of the areas from fires, insects, and disease,[42] though there is a continuing prohibition of operations and improvements "in excess of the minimum required for the administration of the area for the purposes of the act";[43] eighth, an allowance was made in section 3(c)(2) for mining and reservoir construction upon a Presidential determination that such use "will better serve the interests of the United States";[44] ninth, section 3(c)(5) made clear that nothing in the legislation may be construed to modify existing water law;[45] tenth, provision was made to include areas given to a Federal agency for purposes of wilderness preservation;[46] eleventh, certain safeguards,

---

[30] A special provision in sec. 3(c) now allows mining and reservoir construction in national wilderness areas upon a presidential determination that such use "will better serve the interests of the United States."

[31] Though modifications to the original measure were set forth in S. 4028, 85th Cong., 2d sess., sec. 2(d), 104 Congressional Record 11553 (1958), further amendments are reported to have entirely omitted the lands from consideration. The reasoning for this exclusion was advanced for purposes of motivation in 105 Congressional Record 2468 (daily edition, Feb. 19, 1959) (remarks of Senator Neuberger).

[32] See 106 Congressional Record 763 (daily edition, Jan. 20, 1960) containing a reprint of an article which appeared in the Albert Lea Tribune for Jan. 3, 1960, wherein the present delay was discounted on this basis.

[33] S. 1176, 85th Cong., 1st sess., 103 Congressional Record 1813 (1957). The text of the bill and discussion thereon appear in 103 Congressional Record 1893–1896 (1957).

[34] Hearings on S. 1176 before the Senate Committee on Interior and Insular Affairs, 85th Cong., 1st sess. (1957).

[35] S. 4028, 85th Cong., 2d sess., 104 Congressional Record 11552 (1958). A similar bill had been tentatively introduced by Senator Neuberger 2 months earlier as S. 3619, 85th Cong., 2d sess., 104 Congressional Record 6341 (1958).

[36] S. 4028, 85th Cong., 2d sess., sec. 1(d), 104 Congressional Record 11552 (1958). For a consideration of this assertion see p. 118, infra.

[37] E.g., S. 4028, 85th Cong., 2d sess., sec. 2(a), 104 Congressional Record 11552 (1958). "This has reduced the length of the bill by about 6 pages." 104 Congressional Record 11558 (1958). But see p. 117, infra.

[38] S. 4028, 85th Cong., 2d sess., sec. 2(a), 104 Congressional Record 11552 (1958). It is further provided that if such determination as to a given area is not made within that period it is automatically included. The period of time varies with the different units. For example, sec. 2(c) limited the determination as to wildlife refuges to 5 years. But see note 95, infra.

[39] S. 4028, 85th Cong., 2d sess., sec. 2(f), 104 Congressional Record 11553 (1958). The original study bill provided that either House could veto the effectuation of a proposed change. S. 4013, 84th Cong., 2d sess., sec. 2(f), 102 Congressional Record 9776 (1956).

[40] S. 4028, 85th Cong., 2d sess., sec. 1(d), 104 Congressional Record 11553 (1958).

[41] S. 4028, 85th Cong., 2d sess., sec. 3(b), 104 Congressional Reccord 11553 (1958).

[42] S. 4028, 85th Cong., 2d sess., sec. 3(c)(2), 104 Congressional Record 11553 (1958).

[43] S. 4028, 85th Cong., 2d sess., sec. 3(b), 104 Congressional Record 11553 (1958).

[44] S. 4028, 85th Cong., 2d sess., sec. 3(c)(2), 104 Congressional Record 11553 (1958).

[45] S. 4028, 85th Cong., 2d sess., sec. 3(c)(5), 104 Congressional Record 11553 (1958).

[46] S. 4028, 85th Cong., 2d sess., sec. 2(c), 104 Congressional Record 11552 (1958).

now obsolete, were included to meet objections regarding Indian lands; [47] and twelfth, certain changes were made in the scope of section 4 governing the council which are also obsolete.[48] Senate bill 4028 was also subjected to numerous hearings before the committee, held at various sites in the West in November of 1958,[49] and while that bill was dead at the time, the hearings operated on the entirely valid assumption that the issue was not.[50]

Subsequent to consideration by the 84th and 85th Congresses, the issue, in the form of Senate bill 1123, came before the 86th Congress on February 19, 1959.[51] Committee hearings [52] elicited public reactions similar to those previously held toward the measure.[53]

While these various bills have differed in many respects, and alterations both of improvement and appeasement have been made in the course of its long history before congressional committees, the fact remains that its basic purpose is to protect certain areas from what its sponsors term "exploitation."[54] To accomplish this purpose they feel it is essential that teeth remain in the act,[55] while those interests which oppose the measure are equally adamant that the effective parts of the measure be destroyed.[56] It must be recognized that there are some who feel that the present bill does not go far enough in preserving the wilderness and others who feel that it defeats the principle [sic] purpose of multiple-use management.[57] A more complete understanding of the respective arguments will, of course, result from a realization of the type of interests which promote them.[58] Although there are exceptions, the major opposition to the bill comes from livestock, oil, mining, and lumbering interests,[59] while its principal support comes from conservation groups and individual "lovers of the wild."[60]

Advocates of the measure have taken two major tacks: first, what may be termed the "negative approach," which stresses the fact that the measure does not interfere with other interests; second, the positive approach, which emphasizes what are felt to be the real and important values which can be achieved by

---

[47] Rather than the original inclusion by name, the instant version provided that consultation with the tribes involved should determine which areas to include. S. 4028, 85th Cong., 2d sess., sec. 2(d), 104 Congressional Record 11553 (1958). Three possible solutions were posed in 104 Congressional Record 11555 (1958). These were to leave them out, to include them with the consent of the Indians or to include them as other Federal lands. See 106 Congressional Record 2656 (daily edition, Feb. 18, 1960), where the first alternative is declared to have prevailed. See also, Hearings on S. 4028, supra, note 34, at p. 502.

[48] See note 28, supra.

[49] Hearings on S. 4028 before the Senate Committee on Interior and Insular Affairs, 85th Cong., 2d sess. (1958). These hearings were held at Bend, Oreg.; San Francisco, Calif.; Salt Lake City, Utah; and Albuquerque, N. Mex.

[50] See, e.g., hearings on S. 4028–4048, supra, note 49, at p. 554.

[51] S. 1123, 86th Cong., 1st sess., 105 Congressional Record 2388 (daily edition, Feb. 19, 1959).

[52] Hearings on S. 1123 before the Senate Committee on Interior and Insular Affairs, 86th Cong., 1st sess. (1959), were held at Seattle, Wash., and Phoenix, Ariz.

[53] See p. 112, infra.

[54] See, e.g., 102 Congressional Record 9781–9782 (1956) (remarks by Senator Morse).

[55] "Those who understand the problems of wilderness preservation on Federal lands are convinced that congressional action is necessary to retain wilderness areas for future generations." 102 Congressional Record 12314, 12316 (1956) [reprint of Gilligan, "Wilderness in a Democracy, the Living Wilderness" (spring-summer 1955)]

[56] "The wilderness system, no matter what Congress does to it, will always be under fire from those who see in the forest nothing but board feet and kilowatts." Editorial appearing in the Eugene Register-Guard of June 18, 1956, and reprinted in 102 Congressional Record 10980 (1958).

[57] The controversy has been said to consist of "Board feet and Kilowatts versus Stringsavers." See note 56, supra.

[58] Of perhaps particular interest, although limited importance, is the fact that the forte of the opposition seems to have been testimony given in the committee hearings, while the supporters of the bill have been rabid in placing their side of the story in the Congressional Record. Three of the limited exceptions to the favorable comment appearing in the Congressional Record are: 105 Congressional Record A5013 (daily edition, June 11, 1959) (remarks of Senator Bennett); 106 Congressional Record A144 (daily edition, Jan. 11, 1960); and 106 Congressional Record A532 (daily edition, Jan. 20, 1960) (remarks of Representative Westland). It is to be noted, however, that certain flanking movements are being attempted. See, e.g., 106 Congressional Record A2705 (daily edition, Mar. 24, 1960), discussing H.R. 10572 which is purported to "commit forests to 'multiple use' so that they cannot be set aside except by further congressional action."

[59] E.g., see hearings on S. 1123 before the Senate Committee on Interior and Insular Affairs, 86th Cong., 1st sess., at p. 467 (statement of American National Cattlemen's Association), 379–380 (statement by representative of Signal Oil & Gas Co.), 413–414 (statement of Maricopa Council of Small Mine Operators' Association), and 108–112 (statement by Western Pine Association) (1959).

[60] See, e.g., hearings on S. 1123, supra, note 59, at p. 441 (statement by the Santa Fe Wildlife & Conservation Association), and 242 (statement by John R. Barnard, Seattle, Wash.) (1959).

the establishment of a wilderness preservation system. Under this latter category, backers of the bill maintain, among other things, that the program will protect areas of scenic grandeur for the entire population, both present and future. Arguments in justification of preserving scenic grandeur have included the relatively materialistic urgings of those who assert its efficacy as a tourist attraction with consequent swelling of local coffers,[61] claims that wilderness areas are "essential to the American way of life," and the claim that wild nature is "a most vital essential in this era of restlessness approaching hysteria."[62] Finally, and perhaps more realistically, the claim is made that "if for no other reason than sentiment" every effort should be made to preserve scenic areas.[63] A second value ascribed to the bill is that the wilderness affords a type of recreation sought by many people.[64] This recreation is purported to possess qualities capable of rehabilitating both the mind and the body, and to be of a type which is within the economic reach of those who seek it.[65] It is further claimed that certain scientific assets will be protected. These assets include plant and animal life, geological materials, and the preservation of control areas for purposes of scientific research.[66] Next it is maintained that establishment of a wilderness system will insure watershed protection in these areas.[67] A final plea is made for passage of the bill upon the ground that the potential of the area should be preserved for determination by future generations as to what use should be given the highest priority.[68]

Realizing that the benefit of any undertaking must be weighed against the disadvantages which arise therefrom, it has been vehemently asserted by the wilderness backers not only that its passage is necessary to assure its aims, but also that an adequate system of wilderness can be established without sacrificing other interests.[69] In support of this claim, the supporters stress the fact that only Federal lands are involved and that the entire area ultimately to be included will not exceed two percent of the country's total area.[70] More specifically, they assert that all existing rights, including grazing privileges and the operation of mines, will continue to be recognized,[71] as will State water laws.[72] Much emphasis is also placed upon the assertion that no areas now open to lumbering will be affected, and that 90 percent of the areas in the national forest would remain unaffected and open to lumbering interests and other commercial ventures.[73] The somewhat anomalous position is taken that the bill will actually benefit these interests as well as the nation as a whole by encouraging development and maximum utilization of available areas.[74]

The two allegations which cause the greatest dispute between the factions involved are (1) the necessity for the measure, and (2) its effect on the multiple-purpose doctrine of Federal land management.[75] The proponents, while commending the agencies involved in the present management, maintains that adequate protection against designing interests in the future requires that Congress have the key to the storehouse of wilderness.[76] They are equally as vocif-

---

[61] See, e.g., 105 Congressional Record 10636 (daily edition, June 24, 1959) (editorial by attorney general of Montana reprinted from Great Falls Tribune).
[62] See 102 Congressional Record 3552 (1956) (exerpts from letters to Senator Humphrey).
[63] Id., at p. 3553.
[64] See, e.g., hearings on S. 1123, supra, note 59, at p. 11. But see note 80, infra.
[65] 105 Congressional Record A2512 (daily edition, Mar. 23, 1959) (remarks of Senator Neuberger); 102 Congressional Record 12583 (1956) (remarks of Representative Saylor). See, also, hearings on S. 1123, supra, note 59, at p. 436. But see id., at p. 368.
[66] See, e.g., 105 Congressional Record A7297 (daily edition, Aug. 24, 1959) (reprint of editorial from June 1959 issue of Montana Wildlife).
[67] See, e.g., 105 Congressional Record 13609, 13610 (daily edition, Aug. 3, 1959) (remarks of Senator Neuberger).
[68] See, e.g., hearings on S. 4028, supra, note 49, at p. 498.
[69] 103 Congressional Record 1893 (1957) (remarks by Senator Humphrey).
[70] See, e.g., hearings on S. 4028, supra, note 49, at p. 521. But see hearings on S. 1123, supra, note 59, at p. 187.
[71] See note 25, supra.
[72] See note 45, supra.
[73] Senator Murray furnished statistics showing: first, that only 14 million acres (or 9.6 percent) of the forest areas would be included; and secondly, that present cut on the nonwilderness areas could increase by 50 percent before it exceeded the allowable cut on these areas. 105 Congressional Record 2435 (daily edition, Feb. 19, 1959). But see hearings on S. 4028, supra, note 49, at p. 544; hearings on S. 1123, supra, note 59, at p. 198.
[74] This would seem to be the gist of Senator Humphrey's comments in 103 Congressional Record 1893 (1957).
[75] See p. 118, infra.
[76] See 106 Congressional Record A2578 (daily edition, Mar. 22, 1960). However, the charge is frequently made that the proposed measure is a criticism of the present administration of the areas. See 106 Congressional Record A2768 (daily edition, Mar. 29, 1960).

SRP02687

erous in their claims that multiple-purpose philosophy is espoused in their measure.[77]

Those who are opposed to the bill take issue with each of the basic positions taken by the advocates. They not only deny the necessity of the present measure, but assert that its effect upon other interests is of such serious nature that its passage should not be considered.[78] They strongly urge that existing laws and regulations for the management of Federal lands are fully adequate and that under these laws sufficient acreage has been reserved as wilderness areas.[79] In any event it is claimed that there is no evil at which the proposed legislation could be aimed, since not only have the administrative agencies themselves set aside such areas, but also an analysis of statistics indicates that the type of use for which such areas are designed is unproductive and therefore unjustified.[80]

In addition to the claim that the present system provides adequate protection of the type sought, opponents of the bill attack the dedication of large areas of public land for a single use. These groups maintain that the sole purpose of the bill is to provide a monopoly to the few individuals who are inclined to take advantage of the afforded recreational facilities.[81] It is argued that adoption would pose a dangerous precedent for departure from long-established principles of multiple use.[82] This departure would lessen the opportunity for near-to-the-road recreation which is in far greater demand than the pioneer recreation advocated by the bill.[83] A loss of a more material nature is forecast in the form of unrealized potential both of recreation revenues and resource receipts from commercial developments.[84] Claims regarding the loss of resource development also include the foreboding possibilities of a fatal breach in national defense due to shortages of strategic materials.[85] Not only would resources be idle, it is argued, but their value could actually be lost forever by the creation of large blocks of inaccessible areas which would remain vulnerable to fires, insects, and disease.[86] Frequent mention is also made of possible losses occurring through nonfacilitation of water storage sites.[87]

In conjunction with the claim that the system is not needed, opponents of the wilderness bill frequently stress that no evidence of such a need has been demonstrated, and any action should be postponed until a release of the results of a fact finding survey being made by the National Outdoor Recreation Resources Review Commission.[88] In addition to arguments emphasizing the needlessness, cost, and prematurity of the bill, it has been asserted that the bill as phrased is incomprehensible at best, and possibly unconstitutional. The basis

---

[77] But a notable exception to the claim of multiple use is apparent in 102 Congressional Record 12314 (1956), containing a reprint of an article wherein the author stated that "the Forest Service * * * finds itself in the awkward and contradictory position of setting aside wilderness units and at the same time advocating multiple use as a basic policy."

[78] E.g., it is asserted that the bill would seriously reduce the potential dollar production of the land, and since each dollar of production creates $5 in trade economy, the future of jobs and payrolls would be jeopardized. See hearings on S. 4028, supra, note 49, at p. 544. See also hearings on S. 1123, supra, note 59, at p. 39.

[79] However, it is to be noted that some of the groups who recognize this virtue in the controlling agencies concede that adjustments, when demonstrated to be in the "public interest" are easier to effectuate through the agencies, and for this reason are opposed to a statutory establishment of these areas. Hearings on S. 4028, supra, note 49, at p. 546.

[80] "The records show that only about 0.3 percent of our population visit and use wilderness areas, while around 30 percent visit and use national forest areas under multiple-use management, that only 1 percent of the people visiting and using national forests visit and use wilderness areas * * *. We are now talking about setting aside over 50 million acres of wilderness area for use by a small number of people." Hearings on S. 4028, supra, note 49, at p. 516.

[81] "Wilderness use is a special type of recreation available only to a handful who want to and can hike or climb over our mountainous country or who can afford the luxury of pack animals and guides." Hearings on S. 4028, supra, note 49, at p. 545.

[82] "If enacted (the bill) will lift the lid off a political Pandora's box which will trigger movements for other single-purpose land dedication * * * all to the detriment of the sound multiple-use land policy under which the Government is now managing most of its western lands." Hearings on S. 1123, supra, note 59, at p. 189.

[83] See hearings on S. 4028, supra, note 49, at p. 546.

[84] "The proponents fail to tell the people that many of the areas proposed to be set aside by the bill are potential sources of revenue." Hearings on S. 1123, supra, note 59, at p. 189.

[85] See, e.g., hearings on S. 4028, supra, note 49, at p. 487.

[86] Id. at p. 546.

[87] E.g., the claim is made that the bill would result in the loss of Utah's water storage facilities in Dinosaur National Monument. 105 Congressional Record A5013 (daily edition, June 11, 1959) (remarks of Senator Bennett).

[88] The report on this survey is due by Sept. 1, 1961. Hearings on S. 4028, supra, note 49, at p. 489.

of the former claim is centered on the lack of definition and failure to spell out certain procedural devices, while the apparent attack on constitutionality is based upon the assertion that the proposal to grant agencies an extended and differing period to determine what areas will be included is an attempt to legislate for future Congresses and supposedly violative of separation of power principles.[89]

While the arguments set forth above are not inclusive, they represent the major issues raised by the respective parties. In evaluating these positions, the value and need of the end sought should be weighed against the cost of the action in terms of sacrificed values. Other alternatives to attain the same or a similar end should be considered and a choice made of that plan which in the long run will provide the greatest good for the greatest number. It is submitted that each side has presented arguments based upon premises for which no foundation has been laid, though it is likewise conceded that the nature of the values sought often precludes other than abstract contentions. However. where such is the case it should be squarely recognized and not obscured.

It would appear first that the contention that the existing agencies are doing an adequate job of preserving wilderness areas is but an attempt to confuse the issue. This is supported by the reason often given (and always implicit) for leaving control with the agencies, i.e., that they are easier to convince of the wisdom of commercial development in the public interest.[90] This in turn results in the circumvention of the purported purpose of the act. If its purpose is a worthy one then the proper way to carry it forward is to let the representatives of the people speak.

Although any consideration of the values to be attained by the bill must be measured against the cost of the achievement, the nature of the values asserted is by and large incapable of the price-tag evaluation. Certainly the worth of observing scenic grandeur, a sense of national pride, preservation of the American way of life, and spiritual rejuvenation for both the mind and body are incapable of a dollars-and-cents reduction. And, it is equally impossible to prove that the proposed plan will effectuate these values or that it is the only feasible method of so doing. Nonetheless, the contention that these ends are in fact valueless would seem to impose an undeserved materialistic outlook upon a people who have often supported economically unsound ventures in favor of intangible rewards.[91] At first blush a definite measurable loss in economic opportunity would seemingly result from an exclusion of commercial interests from these areas. Yet, a degree of uncertainty enters at this point, since no showing has been made as to the necessity of utilizing whatever resources nature has stored in these areas. Anomalously it would seem that an argument as to the urgency of entering these areas for exploration and development in order to maintain the status quo would encourage the passage of the bill. That is, if 2 percent of the area of the country has assumed such significant importance to survival, the only regret might be that controlled development and maximum utilization of more limited areas was not sooner promulgated and enforced.

In one sense the most impressive argument against the present passage of the bill is its alleged prematurity. The survey presently being made should provide far more knowledge than is now possessed in regard to the recreational habits of the American people.[92] However, even assuming that the result of the survey shows, as it most probably will, that to provide playgrounds of easy access is a more pressing need than is "wilderness" recreation, by no means would this lead to a conclusion that the disputed areas should not be withdrawn from commercial uses. Of course, it may be necessary to open up these wilderness areas to a more commercialized or at least "civilized" type of recreation, with a clientele of weekend picnickers rather than adventuresome outdoorsmen, but there is nothing in the proposed act which would prevent its use for this purpose if necessary. Beyond a doubt, the presently proposed use would leave the areas in a receptive condition for such a policy, whereas a wide-open brand of commercial development might conceivably constitute an interference. Therefore, the mere fact that the survey may show a pressing

[89] These views are set forth, together with a proposed substitute bill professedly avoiding the shortcomings of the one under attack, in 106 Congressional Record 2653–2657 (daily edition, Feb. 18, 1960).
[90] See, e.g., note 79 supra.
[91] See, e.g., 105 Congressional Record A2811 (daily edition, Apr. 7, 1959).
[92] See note 88, supra.

SRP02689

need for a different type of recreation than that proposed by the bill should not prejudice the bill. This being the case it becomes apparent that this argument, as many others, is used for its harrassing and confusing tendencies and not for any particular application to the merits of the basic dispute. This also applies to the arguments on ambiguity, and those alluding to constitutional problems.[93] As to the former, it should be noted that a bill purporting to be largely declaratory of a congressional intention toward a basic policy question need not be phrased in the exacting language of the Internal Revenue Code. The many failings in that work should be indicative of the futility of attempting to thread the needle in those situations where exigencies do not require painstaking articulation.[94] As to arguments alluding to the unconstitutionality of that portion of the bill which allows agencies 15 years to select those areas which they determine should be included,[95] it is interesting to note that the original bill had an extended listing which was later dropped in favor of the general delegatory powers presently included.[96] It is further interesting to note that Senator O'Mahoney's amendment, which specifically lists the areas, would set aside approximately 14 million acres, compared to the estimated 55 million under the unamended version of the bill.[97] The underlying rationale of any constitutional argument must be that the power given the agency heads would constitute the making of laws binding future Congresses.[98] The rationale of such a position is rather difficult to accept. Any bill at all passed by a present Congress binds future Congresses to some degree. Moreover, it would appear that greater restrictions upon a future Congress would result from naming specific areas which the present Congress feels should constitute the system. In such an instance future Congresses would be forced, in the event of widespread or concentrated disagreement as to prior policies, to repeal or amend the existing law. The bill as presently proposed recognizes the difficulty of instantaneous determination of the specific areas to be included and provides a time period within which those closer to the scene may carefully investigate the advisability of each inclusion. It provides the safeguard that Congress, meaning to some degree future Congresses, can prevent any specific inclusion by passing a joint resolution. To say that the latter procedure is lawmaking for future Congresses to a greater extent than an outright withdrawal would seem to be unfounded. One aspect of Senator O'Mahoney's proposal which may be advisable is that which provides for approval by the State Governors of areas to be included.[99] Any major determination dealing with the disposal or treatment of lands within a given State should be influenced by the wishes of the State citizens for whom the Governor speaks. However, in dealing with Federal lands it should be recognized that this is a matter of comity, not of right, and that it is more likely that a Governor would be swayed by a group with narrow interests than Congress would. Therefore, although it is certainly to be expected that ultimate determinations would consider local interests, it is likewise desirable that these will be balanced against the broad national policy. Such an end could easily be achieved by the joint efforts of the local land managers and State officials, aided by national goals as reflected and reinforced in the proposed legislation. The second argument hinting at the unconstitutionality of the bill hinges quite naturally upon the overworked separation of powers concept. However, it would appear that an otherwise sustainable dele-

---

[93] See note 89, supra.

[94] As an example of the thinking in this area, there was much discussion in the committee hearings as to the effect of the antimotorized provision on rescue operations. Although the age-old example of the "letting of blood" statute should answer such forebodings, Senator Allott felt an explicit need to provide for such a contingency. As an incident to such careful revision it should be noted that the entire purpose of the bill is defeated, see, e.g., sec. 2(b) appearing in 106 Congressional Record 2654 (daily edition, Feb. 18, 1960).

[95] Senator O'Mahoney made much of the different time periods allowed in the bill. 106 Congressional Record 2653 (daily edition, Feb. 18, 1960). Perhaps had he taken more time considering the purposes attempted to be achieved, the best means of so achieving them and less time flyspecking the language, the puzzle would have cleared up. Certainly there is nothing unconstitutional in such a differentiation.

[96] See, supra, notes 28 and 89. But see 106 Congressional Record 2656 (daily edition, Feb. 18, 1960) (proposed amendments by Senator Allott).

[97] See 106 Congressional Record 7716 (daily edition, Apr. 20, 1960) (remarks of Senator O'Mahoney).

[98] See 106 Congressional Record 2653 (daily edition, Feb. 18, 1960).

[99] In this respect the amended version is said to resemble the Flood Control Act of 1944, 106 Congressional Record 7716 (daily edition, Apr. 20, 1960).

SRP02690

gation of power [100] is in this case placed beyond reproach by the controls reserved in the legislature.

A final and emphatic point of disagreement between the disputants—perhaps the ones upon which the entire issue turns—is the actual effect of the bill upon the multiple use policies. Opponents assert that since the bill defeats long established multiple use policies it should automatically be rejected. The proponents assert with equal vigor that since the bill itself is a further recognition and promotion of the venerated multiple use doctrine it is per se acceptable. Admittedly multiple use has played an increasingly important role in the management of public lands.[101] It was recognized at an early date that tying up land for one purpose when it was capable of simultaneously serving others was not in the best interests of the land nor the Nation. Such a recognition has been incorporated into many statutes, notably Public Law 585, passed in 1954.[102] Yet, a consideration of the myriad number and types of possible uses [103] indicates the futility of hinging an argument upon the existence or absence of multiple use, since any definition other than a completely arbitrary one would illustrate that it is next to impossible to have other than a multiple use on any extended area of land.[104] Likewise, even though a proposed disposition of land technically results in a "multiple," since not a "single" use, yet this does not entitle it to an "untouchable" status. The true purpose of the multiple use philosophy is not one which is achieved quantitatively but rather qualitatively. This means that the best management of land should not be determined by the number of uses to which it can be put under a given plan, but rather what combination of proposed uses offers the greatest good to the greatest number in the long run.[105]

In the final analysis the problem reduces itself to two basic propositions. The conservationists wish to stop what they term further encroachment by commercial interests upon the public domain. On the other hand, these same commercial interests wish to preserve every opportunity for further and rapid development of the natural resources of the country. They assert that the conservationists are promoting a colossal land grab to serve their own selfish interests. Yet, it is submitted that the basic problem should center not upon whether the conservationists and any other individuals should be let in, but rather upon whether commercial interests should be kept out. Even though selfishness may be the motivating factor behind much of the effort expended on behalf of the bill, this should in no way detract from the wisdom of its stated purpose.

While it is unlikely that the proposed bill will pass in the present Congress, it will undoubtedly be reintroduced and further efforts made to effect its passage without the type of crippling amendment which would defeat its purpose. It is fortunate that an organized group has seen fit, regardless of motive or source of incentive, to challenge a long-standing and continuous course of conduct on the part of another organized group with diametrically opposed ideas. Such a situation stimulates wide publication of the issues, provoking some reaction from the citizenry involved. Thus, if the wilderness is not preserved it will be because of an "adjudicated suit" and not by public default, which, if not justice in the minds of all, at least must be termed due process.

RICHARD V. BRANDT.

---

[100] Cf., *Light* v. *United States*, 220 U.S. 523 (1910); *United States* v. *Grimaud*, 220 U.S. 506 (1910).

[101] For a discussion on the topic see Patton, "Current Aspects of Multiple Use of Public Lands," 4 Rocky Mt. Min. L. Inst. 521 (1958).

[102] 30 U.S.C., secs. 521–531 (1958).

[103] See Clawson & Held, "The Federal Lands: Their Use and Management," 46–47 (1958), for a classification of the various uses of land.

[104] "Actually 'single' and 'multiple' uses represent the extremes of a continuum of methods of use and administration. There is virtually no land with only a single use; all land upon which rain or snow falls is watershed, all land except the most extreme desert has some wildlife, nearly all land has some recreation and scenic value, and most land has foliage or tree growth which can be harvested." Clawson and Held, op. cit., supra, note 103, at 51.

[105] See id. at 51–52.

"The essence of multiple-use management is the conscious management of the land to the end that it will provide several uses at the same time. The process is not haphazard; it is deliberate. But no matter how assiduously 'multiple' purpose use is sought in Federal land administration, there must be some scale of preferences for choice among uses in these situations where full use for one purpose interferes with full use for another * * *. Then the question arises: *Which use, or which degree of one use, should be sacrificed to another use,* or to some degree of another use?" [Italic added.]

SRP02691

Mr. NADEL. Thank you.

The CHAIRMAN. Thank you very much.

Finally, we come to David R. Brower, executive director, Sierra Club, Mills Tower, San Francisco.

STATEMENT OF DAVID R. BROWER, EXECUTIVE DIRECTOR, SIERRA CLUB, MILLS TOWER, SAN FRANCISCO, CALIF.

Mr. BROWER. My name is David Brower. I come from Berkeley, Calif., representing the Sierra Club. I left San Francisco at 3:30 your time and if I had pushed the jet a little faster, I would have been here when my name was first up.

As of now I would like to present my statement as if it were read.

Also, because I was overweight on the airplane coming in this morning, I should like to make sure I submit to the committee for the committee files these publications which I think are relevant to the legislation.

Our publication, "Wild Lands in Our Civilization," the book, "The Meaning of Wilderness to Science," about our Sierra Club wilderness conference in 1959; "This Is the American Earth," of which Justice Douglas wrote one of the great statements in the history of conservation and which has received extraordinary editorial accolades throughout the country.

The CHAIRMAN. We have to protect those a little bit because some members of the staff might steal them. If a member does not, the chairman will. This is a beautiful book. This is a fine example of what can be done by people who are enthusiastically in favor of a project or principle and who lend their talents and their money to it. It is a beautiful job.

Mr. BROWER. Thank you, Mr. Chairman.

One more is "Words of the Earth," by Cedric Wright who is a sort of Thoreau with a camera and talks about the wilderness in the Sierra Nevada, his first country.

Coming up shortly is our seventh conference. We will try to send the proceedings to the committee for its consideration later.

Mr. Chairman, I appreciate this opportunity to speak in favor of the wilderness bill.

I am here in behalf of the 17,000 members of the Sierra Club, an organization founded in San Francisco in 1892 by John Muir and now having membership in all parts of the United States. We are one of the oldest organizations in the United States primarily concerned with the preservation of the Nation's scenic resources; we hope our age provides us a good perspective for judgment on the need for preservation. I should like also to insert here a cross-reference to earlier statements made for the Sierra Club before this committee on earlier versions of the wilderness bill. We were for it then—and still are.

GROWING SUPPORT FOR WILDERNESS

In spite of the club's age of 68 years, 8,500 members—half our present total—have joined since 1957, when we first testified here for the wilderness bill. It is fairly clear that our outspoken support for wilderness has brought this extraordinary increase. We conduct no

SRP02692

membership drives; we merely explain from time to time why we exist and that we appreciate the support of people who share our purpose. We are but one of many organizations similarly inclined. An important part of our program is the wilderness outing division of the club which every summer takes nearly 2,000 people of all ages and financial ability back into wilderness on nonprofit club-arranged trips costing from $3 to $9 per man per day. We have been running such trips since 1901. We have also been teaching people how to run their own trips for even less. Our growth rate itself—12 percent per year lately—proves to us that the public is in a mood to protect wilderness vigilantly and to learn about it firsthand. People as a whole want to see man get into balance with his environment and to save, while there is time, a fraction of that environment, to save it unspoiled, as wilderness.

We are hopeful that if the conservationist growth rate can continue to exceed the overall economic growth rate, then our growing economy can go around, and not over, our last islands of wilderness.

BOOKS THAT BUILD WILDERNESS UNDERSTANDING

We appreciate the support the wilderness idea receives from members of this committee. We especially appreciate the chairman's own understanding of what wilderness is about, and are glad of Aldo Leopold's role in clarifying the need for wilderness. Every generation needs to have a man who can write about this as Aldo Leopold did.

If there are any here who really do not understand the drive behind the wilderness preservation movement—who have misunderstood it as a "single-interest lobby" that is trying to "lock things up" for "the rugged, selfish few" (to quote the current clichés), I would urge them to read those two great books of Leopold's "Sand County Almanac" and "Round River" (published by Oxford University Press). There is no need to try to read them straight through at one sitting. They do better if they're just dipped into, a chapter at a time. I don't think anyone can take many dips in them and come out quite the same person. He will have improved his vision a little. He will begin to understand the wilderness idea instead of confounding it. I will go further and claim that no man who reads Leopold with an open mind will ever again, with clear conscience, be able to step up and testify against the wilderness bill. He may want to shift a word here and there to make sure that it will provide hoped-for protection, but he won't be against it. The Sierra Club has published some books about wilderness, too, and I submit them for the committee file:

"Wildlands in Our Civilization" contains some of the important papers and fully summarizes the fifth biennial wilderness conference we held in San Francisco in 1957.

"The Meaning of Wilderness to Science" is the illustrated proceedings of our sixth wilderness conference held in San Francisco in 1959, with assistance from Resources for the Future and the Conservation Foundation.

"This Is the American Earth" is a book which Justice William O. Douglas has described as "one of the great statements in the history

SRP02693

of conservation." It has won several awards and has received unprecedented editorial accolades from all over. It was also given gratifying recognition a few weeks ago on the Dave Garroway show as one of the finest presentations of the importance of wilderness. Garroway summed it up as "intangibles between covers." We wish it were not so expensive, but it costs a great deal to produce a beautiful book. We knew that beauty would be indispensable to it and guessed that people, seeing its grandeur and preceiving its message, would somehow be willing to cover the cost. (We guessed right, happily; for, although our publishing effort is nonprofit, we don't want to be too nonprofit.)

"Words of the Earth" is by the late Cedric Wright, a Thoreau with a camera, and is mostly about some of the extraordinary wilderness that has been preserved in California in what John Muir liked to call the range of light, the Sierra Nevada.

I hope that all members of the committee and the committee staff will somehow find time to peruse these books, even to the point of reading all the text in the two big ones. Three hours should do it—and should be rewarding. They are all relevant to the legislation you are discussing here Also relevant, I believe, is my own foreword to "The Meaning of Wilderness to Science," and I should like to submit that as part of my statement here today.

(The article referred to follows:)

THE MEANING OF WILDERNESS TO SCIENCE

FOREWORD

Six biennial wilderness conferences have been held in the San Francisco Bay region since 1949 under the sponsorship of the Sierra Club. They began with the idea of hearing out the views of various users and administrators of wilderness in the Sierra Nevada on the question of how to enjoy wilderness without wearing it out, or, stated another way, how not to love it to death. It all could be summarized as the threat from the inside, a threat not to be minimized.

But the first conference had hardly got underway before people realized that the inside threat, important though it was, paled before the outside threat, the threat to exploit wilderness to extinction. The vanguard of wilderness preservers saw that it would do little good to argue about whether to bury litter in wilderness or to carry it out if, meanwhile, mopup crews of exploiters were busy rolling up the boundaries of wilderness and getting rid of it.

It was noted that each exploitative group was fond of wilderness, and wanted only its own special kind of concession in it—just roads to take out the bug trees and improve the forest so that it would not be a biological desert, or to enable sportsmen to harvest the surplus game because it was a biological Eden, or to make it accessible to the lame and the halt, or to harvest the tree crop to avoid waste; just water development to maintain streamflow or improve forage for deer or to render it more accessible for outboard motors or to enhance the scenery; just a chance to try out man's new experiment, wildlands management. Each concession was admirable in itself. Each necessary in its place. But was wilderness the place? Or was wilderness something that needed guarding more than managing, careful respect for the forces that had built it and kept it, that were still building it and could still keep it, without benefit of man's technology? Was it possible that the chief managerial task in wilderness was to manage management lest wilderness, by definition, be managed to death?

There was growing conviction that wilderness could enhance the American standard of living—if the American standard of having did not extinguish wilderness first. It was postulated that if America were to ignore, for utilitarian purposes, that small part of its land area which is still wilderness, if America were to consider it there just to be enjoyed for what it is and not for what it could be remodeled into, then the Nation would still survive handsomely—perhaps even more so. Just pretend it isn't there, the theory runs, and carry on business as usual around it; you won't regret it. There isn't too much heresy

in the concept. Successful corporations call it a reserve. A successfully civilized nation ought to be able to set aside a reserve, not of money for a rainy day, but of wilderness for a rainy century—and enjoy it as wilderness until the rains come or even beyond that.

Early conferences cast about for some way to achieve this. Surely there must be a role for at least two branches of the government of a nation if something as irreplaceable as wilderness was at stake on the nation's land. The executive branch could designate and guard it, but the legislative branch should at least recognize it and grant wilderness an automatic stay of execution, whoever might wish to cancel it out. Out of all this the wilderness bill emerged. And out of the extended consideration the various versions of the bill received, the meaning of wilderness in the whole context of national resources became clearer. Perhaps what follows is a fair sketch of the relationship that has been seen to exist.

It has been the custom to look at natural resources as of two kinds—renewable, such as foods and fibers; and nonrenewable, such as metals, minerals, and fossil fuels. It is now of major importance to look anew, to consider not how renewable a resource is, but whether we have prospects of finding a substitute for it.

This is so for two reasons:

1. Our rate of depletion of the "nonrenewables" is accelerating in spite of our knowledge of the following fact, succinctly put by Sir Charles Darwin: "During the whole of man's history there has been a great deal of mineral extracted from the earth, gold, copper, iron, coal, and so on. More than half the grand total of these metals and minerals has been taken out of the ground since 1920" (from the Rede lecture, 1958, Cambridge).
2. Our renewables depend entirely upon the earth's thin skin of soil, and we are wasting these, at a rapidly increasing rate, through erosion by water and bulldozer; through burial, inundation and poisoning; and through eradication of species of unknown value to man's own future.

We know from the U.S. Geological Survey that the prospects are good of finding substitutes for the nonrenewables—through vastly improved technology in the processing of sea water and common rocks, aided by the almost unlimited store of energy from the atom and the sun that we are learning to control.

We have no assurance that we can find substitutes for the myriad, and for all we know, indispensable forms of life—in the soil, on the land, and in the air—upon which the entire chain of life depends.

Wilderness

The most important source of the vital organic forms constituting the chain of life is the gene bank that exists in wilderness, where the life force has gone on since the beginning uninterrupted by man and his techonology. For this reason alone, it is important that the remnants of wilderness which we still have on our public lands be preserved by the best methods our form of government can find. The proposed national wilderness preservation system (now before the Congress) provides an excellent route to that goal, and especially dynamic leadership in the Congress and the administration will be required during the next decade to really achieve the goal of wilderness preservation which the system would make possible. There will be important subsidiary benefits to recreation, to watershed protection, and to a continuation of the beauty of the native American scene.

A growing economy will have availed us nothing if it extinguishes our all-important wilderness. A gross misunderstanding of wilderness, in which it is evaluated according to the number of hikers who get into it, has been fostered for the past several years, to the great detriment of all the future. There must be no more needless, careless losses. There is no substitute for wilderness. What we now have is all that we shall ever have.

Other resource problems are of secondary importance, but still far more important than one would assume from a regular perusal of the Nation's financial pages, or from most public speeches.

Forestry

The Government badly needs a program that will bring to forestry a full realization that forests mean far more than timber and pulp. On many forests other uses should be given precedence, but rarely are. The overwhelming emphasis in the training of forest-land managers, and in the decisions they

SRP02695

make, is on timber production. Reforestation, watershed protection, recreation, wildlife restoration, and wilderness preservation are suffering severely as a result.

Water

Reliance upon the reimbursable dollar as the primary criterion for water development can bring about bad projects and prevent good ones as long as there is no satisfactory means of assessing the perpetual dollar value of natural land and streams. The Nation needs to proceed without delay to a classification of streams that will present to future generations a countryside with optimum water development and wild-stream preservation. Some of the streams should be primitive, some semiprimitive, some partly developed, and some fully developed. We have waited too long already to develop a national water plan based upon this simple and clearly necessary foundation. The interim delay in the effort to clean up open sewers cannot be continued.

Parks

Little time remains in which to rough out the undedicated areas having high scenic, wilderness, and wildlife values which should be added to the national park system. The only error we can make now is to preserve too little. It has been much too long since a major scenic reservation was made in the United States proper, either by a creation of new national parks by Congress or national monuments by proclamation. There has been too much "Let Roosevelt do it"—Teddy or Franklin. There is far too much parochialism evident now that the effort to round out the parks is getting belatedly into motion. Some 180 million acres were set aside as national forests in a bold, sweeping motion more than half a century ago. Within these areas are some of the finest potential parks, and a transfer of a small fraction of the national forest total could greatly enrich the national park system without appreciable impoverishment of our national forests—especially when the Nation has some 50 million acres of forest land that was allowed to become impoverished and is critically in need of reforestation.

Wildlife

We need an expanded program of habitat improvement on developed lands and a fuller understanding of the importance, to many species, of preserving a natural regimen, in wildlife refuges and game ranges as well as in wilderness. Of primary importance is a still more intensive program of research in methods of control of herbicides and pesticides so as to reduce peril to wildlife and to man.

Roads and highways

Construction of roads has proceeded so rapidly that there has not been time to evaluate properly their cost to the Nation in terms of impairment of the economic feasibility of efficient mass transportation, or in terms of the cholesterol laid down in the cities' arteries, or in terms of soil, beauty, and wilderness lost. It is now time to reappraise the high priority given to roads in the expenditure of public funds in view of the lagging programs in many critical fields, such as education, world health, redevelopment, and preservation.

We have lately been playing a game of strip poker with the American earth. A relatively few people have been winning the early hands—people interested in quick profits from the sale of conveniences—and all but guaranteeing that our children will lose as the game goes on, not just conveniences, but necessities as well.

We need wider realization that milk does not come from a bottle, nor water from a tap, nor gasoline from a throttle. These are all part of our natural resources, wealth put by nature on the only world we are ever likely to live on comfortably. The Nation needs men who can match its mountain depleters, who will realize that man must never again deplete, at the rate he has been depleting since World War I, resources of the earth for which there are no known substitutes, including the tiny vestige which constitutes all the remaining wilderness on the earth.

Perhaps this would have been thought an extreme appraisal and not a fair one, a few years ago. But not any longer. For there is a rapidly growing readiness to scrutinize these issues, and not to dismiss them merely because they may not accord with the conventional wisdom. These are issues to be faced honestly in man's own interest, if survival interests him. Other species—and wilderness too—will then also survive as a happy coincidence.

DAVID BROWER, *Executive Director, Sierra Club.*

BERKELEY, CALIF., *April 28, 1960.*

SRP02696

FOR FUTURE REFERENCE

Mr. BROWER. In the near future we shall forward for the committee file the proceedings of our seventh biennial wilderness conference, to be held in San Francisco April 7 and 8, about 5 weeks from now. It has been 2 years in the planning. Its theme is "The American Heritage of Wilderness."

I think it germane here to mention the topics of the four general sessions and to indicate the broad spectrum of interests and skills that the speakers will bring to bear. Taken together, these suggest how far reaching the importance of wilderness is—how infinitely much more it is than the pretty outdoor gymnasium some adversaries have misconstrued it to be.

The first session is about "Wilderness and the Molding of American Character." Justice Douglas, Author Sigurd Olson, Scientific American Publisher Gerard Piel, Librarian Lawrence Powell (grandson of the Colorado River explorer), Historian John Walton Caughey, and Rev. David Forbes will address that session.

The next session is "Wilderness and the Arts," with Chicago Art Institute Curator Hans Huth, Photographer Ansel Adams, Critic Joseph Wood Krutch, Art Professor Glenn Wessels, and university Vice Chancellor Everett Carter evaluating wilderness in relation to arts and letters.

The third session is entitled "The Face of America." In it the meaning of wilderness to urban and broad-scale planning will be considered by Outdoor Recreation Resources Review Commissioner Joseph Penfold, City Planner Catherine Bauer Wurster, Delaware Geographer Edward Higbee, California State Senator Fred Farr, and Bay Area Author Harold Gilliam.

The fourth session, "Wilderness Resource—Vanishing or Perpetual," will be discussed by Political Scientist Grant McConnell, Zoologist Robert Stebbins, and Editor Howard Zahniser.

Congressman John P. Saylor will also speak on the practical politics of wilderness preservation, and the banquet speaker, Secretary of the Interior Stewart Udall, on the relation of wilderness to the New Frontier. Paul Sears, past president of the American Association for the Advancement of Science, will summarize the conference, and Dr. John B. deC. M. Saunders, provost of the University of California Medical School in San Francisco, is the general chairman.

Dr. Saunders came to this country many years ago from South Africa, where he was born. At his suggestion our eighth wilderness conference, in 1963, is to have as its theme "Wilderness in the Emergent Nations." We hope that this conference will bring together the evidence that the preservation of wilderness is, in the last analysis, the hallmark of an adequate civilization.

In summary, I hope that these remarks have helped show, by implication at least, how much the concern for wilderness has spread through the public as a whole, especially to people in the West, where most of the wilderness is. I hope further to have indicated how wilderness is engaging the attention of leaders in American thought. The new American attitude toward wilderness, firmly founded on the precepts espoused by Thoreau, Emerson, Muir, Johnson, McFarland, the Olmsteds, Mather, Leopold, and Marshall, is likely to be one

SRP02697

of the best examples America has set for the world to live by. What we do to save wilderness may win us more respect than what we do to pave it.

THE WILDERNESS BILL AND ORRRC

Before concluding I should like to comment on one question which has been repeated at frequent intervals in antiwilderness circles: "Why not hold up the wilderness bill," they ask, "until the Outdoor Recreation Resources Review Commission has made its report?"

I think this is a search for time and not for information.

The Sierra Club has a special interest in the purposes of both programs—the wilderness bill and the recreation resource review. The wilderness bill idea was first made public at our first wilderness conference by Howard Zahniser, whose leadership in this important field fully deserves a secure niche in conservation history.

Further, we launched the scenic resources review idea in 1955 and presented it to audiences all over the country in the ensuing year, publishing upon it at length. Its California counterpart has now been completed, and we have great admiration for the energy and skill the Izaak Walton League brought to bear in helping make a reality of the idea.

We know that the commission is no substitute for a wilderness bill, nor is a report on outdoor recreation intended to be a substitute for a preservation system.

The wilderness bill is the house we need now, the kind of structure that will keep the house standing in the storm of conflict that lies ahead. The Commission's report may well deal in part with the question whether the house needs to be enlarged or reduced, but only in small part with that question. The report can be presumed to be primarily concerned about what goes on outside the house and only incidentally about who may someday be sheltered within it. The analogy is a little cloudy. Maybe I can be clearer simply by stating that a man builds his house before winter comes, and before he knows exactly how many children there will be to rear in it.

We need the wilderness bill now as a protective device for those wilderness lands we have already set aside. We know their preservation is necessary. We know it in our conscience. And we know their preservation has not deprived the Nation; quite the contrary.

If the ORRRC report should somehow prove that there is too much wilderness in the national wilderness preservation system, the wilderness bill provides all the necessary keys and passageways by which wilderness can be removed, and shrinks the house to hold what is left. If the report proves that more wilderness should be set aside, the wilderness bill will be the house to keep it in. Congress will have a key to the door, whether wilderness is to come in or go out. Since most exploitative uses of wilderness are irreversible, we think it equitable that it should be harder to take wilderness out than to put it in. We hope that one day there will be strong enough public support for that position to enable it to prevail. We suspect that there is such support now. But that is not at issue now. The door swings both ways equally well.

SRP02698

TOP PRIORITY—WILDERNESS PROTECTION NOW

The most considerate thing we can do now is to make sure that there is a well-built house in which to shelter wilderness, and to see that it includes those extraordinary or ordinary natural, beautiful, and scarce places that we now think deserve the best protection man can devise. We should heed the admonition of William H. Whyte, Jr., to practice retroactive planning—to set aside and protect immediately what we think we'll need and rationalize at leisure whether or not we were right, secure in the knowledge that we can always release wilderness, but can never create it.

A mere 2 percent of the Nation's land resource is little enough to preserve as wilderness, to be of perpetual value for mankind's intangible needs. The other 98 percent should certainly provide enough of all the tangible things a reasonable society could ask for.

We thank the committee for this opportunity to assure a wilderness resource for the future—for putting the wilderness bill in a form that is ready for action. We hope that action will come very soon.

I wonder if I might just add two or three little comments: First, it has been suggested to me back home that on the bill and the reference in the bill to hearings to be held and advertising in local newspapers there was a suggestion that it might be well if the advertisement of proposed change could also appear in the Federal Register.

Second, we have heard quite a bit during the day about the matter of use and how you compute who is using wilderness and who is not.

I don't have a formula, and I don't think one has been quite developed yet; for a simple-minded analysis I don't think we would compute the use of this room simply by the number of footprints on the floor.

We use the walls, too, and the ceiling, even though we don't walk on either the walls or the ceiling most of the time.

I think the Nation's Capitol, the building itself, would not be quite the building it is if the ceiling were cut off at 8 feet. It would still hold the people and serve its functions. People, except the painters, are not walking over the Capitol dome, but I use that out in Berkeley.

Some of the questions that seem to be worrying a great many of the opponents of the bill seem predicated on the supposition that we are going to take our wilderness and ship it overseas, perhaps in exchange for our vanishing gold, and lose it forever.

The wilderness bill does not move an acre an inch. It leaves everything where it is and gives someone else later on a chance to decide whether it shall remain wilderness or be used for its resource value such as it may be.

I have heard the term used that it will become a "holy cow." I don't think you can fool all the people all the time about the "holy cow" values of wilderness if they are not real.

If they are false values, it will become a "profane cow" and will be lost.

Finally, I think that if we are all going to take telescopes and try to see how far ahead we can look, let us add 1 more year to any figure anyone has yet used today. Let us say 101 years. I think that we have seen proof in the last two or three decades that mankind has

SRP02699

the ability to produce enough of his kind to use up any resources you name, whether it is timber, or water, or minerals.

It is just a matter of how many years you project our present expansion in use. One of our main pleas, and perhaps we give it to the point of monotony, is that we pretend we have reached the ultimate use and can no longer extend the annual increase—that we pretend we do this just a little before the last 1 percent or the last 2 percent is gone.

Maybe that last 2 percent will serve far better as wilderness, as unspoiled country, as the last bit of the example of the world as the good Lord made it than it will serve us for the small amount in percentage points that it might add to our economy.

I am encouraged in what we do. As I state in my statement here, the Sierra Club, which is one of the older organizations in the country, founded in 1892, has been growing quite well. We have 17,000 members now all over the country, and half those members—half of them—8,500 have joined since we first testified on the wilderness bill in 1957.

That is an annual rate of growth that would probably please even economists.

One of my little points I make here is that we are hopeful that if the conservationist growth—I might interpolate that I think this growth has come from our clear and rather loud espousal of wilderness preservation—if the conservationist growth can continue to exceed the overall economic growth rate, then our growing economy can grow around and not over our last islands of wilderness.

Thank you very much for the opportunity to testify and our thanks to the committee for extraordinary patience.

It has been a long hard day.

The CHAIRMAN. I will have to say, Mr. Brower, that I particularly appreciate the fact that in your statement you pay tribute again to Aldo Leopold, who deserves that because of his great wilderness leadership.

Thank you for putting that in.

Mr. BROWER. Thank you.

The CHAIRMAN. Thank you very much.

A number of statements have been submitted to the committee on S. 174. There are also several hundred letters and telegrams.

Without objection the staff will go through them and include in the record those that should appear.

There will be included the telegram submitted by Senator Dworshak earlier and the letter from Governor McNichols of Colorado offered by Senators Carroll and Allott.

(Thereupon, at 6:30 p.m., the hearing was concluded.)

APPENDIX

(The following statements and communications were received before, during, and after the hearings. They were ordered printed in the hearing records.)

BOISE, IDAHO, *February 22, 1961.*

Hon. HENRY C. DWORSHAK,
U.S. Senator,
Senate Building, Washington, D.C.:

We regret that we will not be able to be present at the hearing on the wilderness bill, S. 174. If we could be present we would appear against the bill as you know we produce defense materials that are only obtainable in foreign countries. Through our many years of continuous search for these materials we find they are available in areas as outlined in the wilderness bill. Therefore, we feel that for the betterment of the Nation and defense of our country the bill should be defeated and we hope you will act accordingly.

PORTER BROS. CORP.,
R. P. PORTER.

THE STATE OF COLORADO,
Denver, Colo., February 24, 1961.

Hon. CLINTON ANDERSON,
U.S. Senator from New Mexico,
Senate Office Building, Washington, D.C.

DEAR SENATOR ANDERSON: I have reviewed S. 174 which you have sponsored to establish a national wilderness preservation system, and we find this proposed legislation less objectionable to the interests of Colorado than was S. 1123, introduced in the 86th Congress. I should like to suggest that some provisions of the amendments (in the nature of a substitute) to S. 1123 be included in S. 174.

By enactment of S. 174, the Congress will establish the principal portion of the wilderness system, namely, the wilderness, wild and canoe areas now in the national forests. The Congress, by specific legislation, should authorize the inclusion of those primitive areas, or portions thereof, that are found to be suitable for identification as a part of the wilderness system, rather than by Presidential designation and congressional approval. Section 3(h) provides for congressional authorization by law of any additions to any area or elimination of areas from the wilderness system which are not provided for in this act. I sincerely believe it far preferable to have all new wilderness areas and additions to or eliminations from the wilderness system, authorized by the Congress.

The provisions of S. 174 are good in requiring the Secretary of Agriculture and Secretary of the Interior to study and report on areas considered suitable for inclusion in the wilderness system. In addition, however, I sincerely believe that no wild or primitive areas should be designated within the boundaries of any sovereign State or States without the prior and express review and approval of the Governor or Governors of the State or States involved.

Similarly, recommendations contained in the report should be submitted for comment to the interested Federal agencies not within the jurisdiction or responsibility of either the Secretaries of Interior or Agriculture. Such agencies would include, but not be restricted to, the Federal Power Commission, Rural Electrification Administration, Federal Communications Commission, and the Interstate Commerce Commission. These Federal agencies would make a determination of any projected conflict of use or restriction upon their proposed projects or programs. Following such review by both the States and interested Federal agencies, then the Congress would have a complete set of reports with full recommendations on which to base their appropriate action.

SRP02701

Provisions for public hearings, as provided in the bill, are inadequate. Before any wild or primitive areas, or portions thereof, are recommended for inclusion in the wilderness system, the findings of public hearings on such proposals should be incorporated in the report of the Secretary or the independent Federal agency having jurisdiction. Public hearings should also be held before any recommendations are made by any modification of the boundaries of an existing wilderness area. The records of these hearings also should be submitted to the Governor or Governors of the State or States involved for their guidance.

Where States, for the benefit of their counties, have been receiving revenues from existing wilderness, wild and primitive areas in the national forests, the continuance of these revenues should be guaranteed. The loss of such revenues could be of serious consequence to many mountainous counties that have limited sources of revenue.

To the special uses which the President may authorize, per section 6(c)(2), I recommended the following uses be added: the construction of powerlines, communication lines, and pipelines for the transmission of fuels.

The bill implies that hunting and fishing will be permitted in wilderness areas. For the proper management of wildlife and fish resources, I urge that specific authorization for hunting and fishing be provided in those areas where such recreational activities are now permitted.

Should your committee desire further expansion or clarification of the recommendations I have set forth, I trust you will not hesitate to call on me.

Sincerely,

STEVE MCNICHOLS, *Governor.*

COUNCIL OF CONSERVATIONISTS, INC.,
Short Hills, N.J., February 24, 1961.

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

MY DEAR SENATOR ANDERSON: The struggle of the past few years to preserve a reasonable amount of unspoiled wilderness has produced a certain amount of confusion among the many thousands of people across the country who are interested in this matter. We have seen a variety of wilderness bills, or at least a variety of versions of a wilderness bill. Each version has had its proponents and opponents; and while each version may have seemed to differ only slightly, we know that such alterations may make all the difference in the practicability of establishing a workable wilderness preservation project.

Now we are in a position where those who opposed one version may or may not realize that subsequent versions have eliminated any cause for concern on their part, with the result that today a multitude of people may oppose your wilderness bill without even having read it; they will only recall that "the wilderness bill" gores their ox. Your bill, S. 174, is the end product of all our experience. It will produce the maximum in protection with a minimum of damage to the interests of most of those who have opposed earlier versions. Our hope now is to see that its potential supporters throughout the Nation understand your bill, and that the old opposition is not continued by default.

It is important to establish in the public mind two points:

(1) Your bill, S. 174, is a new bill developed in cooperation with conservationists, and in consultation with others whose interests are concerned in area preservation, taking into consideration virtually all of the legitimate complaints lodged against earlier bills.

(2) This bill has the approval of all the major conservation groups who have been leading the fight for wilderness preservation—and several organizations that, for one reason or another, were unenthusiastic about earlier versions.

It is the intention of the Council of Conservationists to give the widest possible distribution of information about S. 174, and thus help reduce some of the confusion that may remain in the minds of people throughout the country—people whose wholehearted support is necessary if your bill is to be enacted by Congress and make wilderness an American tradition. In this we shall seek cooperation, as we have in the past, from the Citizens Committee on Natural Resources, the Trustees for Conservation, and all other interested groups.

We are encouraged to note that already leaders of national conservation organizations have commended S. 174. For example, Donald B. Stough, execu-

tive director of the Nature Conservancy, speaking for that group, says: "The wilderness bill now pending in the Senate should be enacted for scientific reasons, as well as for other purposes, as Senator Anderson emphasized when he introduced it. In addition to their many contributions to sound living and spiritual strength for man, wilderness areas also preserve plant and animal species which once lost can never be recovered for human study. I have just read an article which lists more than 100 scientific discoveries from intensive study of plant communities."

Howard Zahniser, executive secretary of the Wilderness Society and editor of the Living Wilderness, says: "Senator Anderson's wilderness bill and his leadership for seeing this measure through the Senate give us an outstanding conservation opportunity that we should be prompt to realize. We should spare no efforts to give Senator Anderson our support and help see the bill enacted."

C. R. Gutermuth, vice president of the Wildlife Management Institute, reminds us that: "Legislative accomplishment results from public support. This holds true in 1961 for the proposal to establish a national wilderness system. Attainment of this outstanding goal in the 87th Congress, which is being championed by Senator Clinton P. Anderson, chairman of the key Committee on Interior and Insular Affairs, depends largely on vigorous backing from the Nation's conservationists."

Joseph W. Penfold, of the Izaak Walton League, points out that his group has already appealed to its membership to support S. 174. A recent communication to members says: "The Anderson bill, S. 174, adequately meets the wilderness policies and objectives of the league as established over past decades in national convention, and should receive the solid support of league membership coast to coast."

Some time ago, Carl W. Buchheister, president of the National Audubon Society, wrote you a letter in which he said: "As we interpret your bill, Senator Anderson, it would accomplish the objective of wilderness preservation for public use, through the following steps and provisions:

"1. It would establish as the policy of Congress 'to secure for the American people of present and future generations the benefit of an enduring resource of wilderness.'

"2. It would define wilderness and wilderness areas in understandable language to insure that standards and policy will remain reasonably consistent through the years.

"3. It would provide statutory protection for the parts of national forests now designated (by administrative rule) as 'wilderness,' 'wild,' 'primitive,' or 'canoe,' areas. The areas now designated 'primitive' would be subject to review and reclassification as wilderness within 15 years with Congress given another look at each such reclassified area. Sizable natural areas, sans roads and buildings, in the national parks and suitable areas in the national wildlife refuges also would become part of the wilderness system.

"4. It would protect existing private rights in areas included in the wilderness system.

"5. It would set up an orderly procedure for additions, deletions, or changes in the wilderness system or in any particular area with provisions for due notice, public hearings, and review by Congress. Thus it would not 'lock up for all time' the material resources of the wilderness areas—the timber, minerals, and water—as opponents have argued. The President, if a national emergency dictated it, could by specific authorization in your bill open a wilderness area to mining, mineral development, or reservoir construction, if the President deemed such development more important in the national interest than preservation of the area in a wilderness condition. Congress itself could change any area or open it to commercial uses at any time."

Thomas L. Kimball, executive director of the National Wildlife Federation, speaking for his groups, says: "The National Wildlife Federation has endorsed in principle both the multiple-use concept of management for public lands and the proposed establishment of a wilderness preservation system. * * * It is the belief of the National Wildlife Federation that the optimum use of appropriate areas of unique scenic, esthetic, and educational value is as wilderness, preserved and protected by procedures approved by the Congress."

Our own group, the Council of Conservationists, is completely satisfied with S. 174, and urges its passage.

Other groups, including the Sierra Club, the Federation of Western Outdoor Clubs, and hundreds of smaller organizations, we are happy to report, are enthusiastic about S. 174.

SRP02703

Several organizations will testify at the hearings in favor of S. 174. Subsequently, these organizations will permit us to distribute their testimony in support of this bill to hundreds of thousands of people throughout the country who are known to have a special interest in conservation matters. These conservation groups, whose primary interests spread across a wide variety of fields, do not always find a common meeting ground in proposed conservation legislation; nor do they always agree on priorities. In this case, however, it is safe to say that all the groups, no matter where their special interests lie, are in complete agreement that the enactment of a practical wilderness preservation bill at this time is essential, and should have the highest priority.

The continuing loss of open space and recreation areas is accelerating, and this is a tragedy; but when a lost open area happens to be one of our few remaining unspoiled wildernesses, then it is catastrophic. The years can recreate a forest, but a wilderness once gone is gone for good and all. Time has no patience in this matter. We must act now, or soon there will be nothing to act about.

There is little doubt but this is what President Kennedy had in mind only last week when he stated: "To protect our remaining wilderness areas, I urge the Congress to enact a wilderness protection bill along the general lines of S. 174."

Yours very truly,

FRED SMITH, *Director.*

STATEMENT OF THE GENERAL FEDERATION OF WOMEN'S CLUBS MRS. E. LEE OZBIRN, PRESIDENT

The General Federation of Women's Clubs has always worked for the conservation of our natural resources. As early as 1906 the general federation passed a resolution setting out its policy of full support of the "efforts of the Forest Service in development and administration of the timber, range, water, wildlife, recreation, and other resources of the national forests."

The general federation has consistently supported legislation which is designed to "insure permanent preservation of the scenic, scientific, and historical features they contain." Likewise the federation urges that appropriations sufficient for the maintenance and development of national forests be continued.

It appears to be a fact that S. 174 (87th Cong.) is a bill that would further this policy of preservation of our national resources.

The general federation is in full agreement that there should be established a national wilderness preservation system and urges the enactment of such legislation.

THE NEW MEXICO FEDERATION OF WOMEN'S CLUBS,
Hobbs, N. Mex., February 16, 1961.

Senator CLINTON P. ANDERSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: I was pleased to read that you have introduced a new wilderness bill and that hearings will be held the latter part of the month. Most important, I think you should know that the New Mexico Federation of Women's Clubs firmly supports you in this legislation and that this support has been approved by resolutions both in New Mexico and in the General Federation of Women's Clubs conventions.

We urge you to do all you can to see that Senate bill No. 174 is enacted into law without further delay.

The controversy on the wilderness bill has been going on now for several years and we in the women's clubs are glad you have developed a bill which will protect these areas for ourselves and our children. We are especially anxious that the Pecos Wilderness and the Gila Wilderness, as well as the lesser known wilderness areas in New Mexico be kept intact within the national forests so that our vital watersheds will be protected and all national forest resources conserved.

We shall very much appreciate your presenting this letter to the hearings.

With best personal wishes, I am

Sincerely yours,

Mrs. J. B. DAVIS, *President.*

STATEMENT OF THE UTAH MINING ASSOCIATION, MILES P. ROMNEY, MANAGER

The objective of multiple use of the public lands is strongly supported by the mining industry. The industry believes that wilderness-type recreation uses can continue to be adequately provided through powers now vested by the Congress in the several agencies having jurisdiction over public land use.

Over the past few years, the Congress has passed many measures strengthening and implementing the principle of multiple use of our Western State public lands.

Examples are:

Public Law 585, 83d Congress, making compatible the leasing act and the mining laws.

Public Law 167, 84th Congress, providing for the multiple use of the surface resources of mining claims.

Public Law 470, 85th Congress, established a National Outdoor Recreation Resources Review Commission to study recreational and other land uses. This Commission was instructed in the act that it "shall recognize that lands, waters, forest, 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."

The Commission was further instructed to report to the Congress by September 1961. Considering the time and money spent in the public interest, the Commission's report should be available for study before S. 174, or similar legislation, is considered.

Public Law 359, 84th Congress, opened power site withdrawals to locations under the mining laws.

Public Law 337, 85th Congress, prohibited military withdrawals from the public lands in excess of 5,000-acre tracts, without congressional approval.

The National Forest Act is a multiple-use law and that law now permits establishment of recreational areas in which commercial activities are controlled by regulations of the responsible Government agency.

Some 14 million acres are now designated as wilderness-type areas in the national forests under powers granted the Secretary of Agriculture in regulation 20 relating to primitive areas and regulation U-1 relating to wilderness areas. In actions taken in 1931 under regulation 20, Utah has 240,717 acres of primitive area in its national forests, or about 1 acre of primitive area for each 200 acres of Utah's total acreage. National parks, wildlife refuges, and game ranges can and are being established wherever deemed necessary with control of activities therein vested in administering agencies.

Actually, resource development often opens otherwise inaccessible areas for recreational use. Use by all who can drive and visit, in contrast to the exclusive wilderness system proposed which only those of relative wealth could visit and enjoy.

SPECIFIC OBJECTIONS TO S. 174

As national forest land is subject to multiple use through provisions of the Congress, we urge that the Congress retain control of basic provisions for the use of national forest lands.

(1) Under S. 174, all present "wilderness, wild, primitive, or canoe" areas would become part of the wilderness system; subject to review as to suitability by the Secretary of Agriculture within the subsequent 15 years. The land is thus locked up as to mining and to any other form of commercial enterprise during such review.

(2) Suitability of such lands for final inclusion in the proposed wilderness system is to be reported to the President, and the President may then delete lands from that recommendation or may add any "adjacent" lands which are considered to be "predominantly of wilderness value."

(3) The recommendations of the President on inclusion in the wilderness system shall stand unless vetoed by a "concurrent resolution" of the Congress.

The major portion of lands of the national forest presently in "wilderness, wild, primitive, or canoe" areas would be incorporated in the wilderness system proposed by S. 174, with neither Congress or the people of the several areas who are economically affected having any effective voice.

Congress would have a voice only in the "Addition or elimination (of lands) not provided for in this Act" as specified in section 3(h).

SRP02705

(4) There is provision in the bill, section 6(2)(a), for Presidential authorization "within a specific area" and under "such regulations as he may deem desirable," of prospecting, mining, reservoirs, water-conservation works, etc., in wilderness system lands. But only on the President's "determination that such use or uses in the specific area will better serve the interests of the United States and the people thereof than will its denial."

Inclusion of the present 14 million acres of "wilderness, wild, primitive, and canoe" areas of the national forests in the wilderness system without effective congressional consideration, coupled with the unlikelihood of obtaining Presidential authorization for commercial activity, serves to drastically eliminate multiple use from these, and other, selected wilderness system lands. Although our concern with, and our objection to, such provisions relate specifically to mining, we are not unaware of the threatened damage to all other natural resource industries and to the general economy of the West.

We urge the committee to disapprove S. 174 in its present form. If present authorities and jurisdictions for establishment and operation of wilderness-type lands are not in its judgment considered adequate, the committee is urged to provide for continued congressional responsibility in any further proposals.

PHOENIX, ARIZ., *February 27, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Interior Committee,
Washington, D.C.:

Will you kindly incorporate into the record of the hearings on S. 174 being held by your committee on February 27 and 28 this expression of opposition to the enactment of that bill. We protest against the enactment of this or any other so-called wilderness legislation at least until such time as a report and recommendations are received from the Outdoor Recreation Review Commission. There is no evidence at this time that any wilderness legislation is needed as there is ample authority under present laws for the creating of areas with similar intent and purpose. One does not have to look back very far to the time when most of the land areas of our Western States were in the wilderness classification but it was the exploration and development of these lands which built these States and created the resources so necessary to our national security. The present world situation is such that we must do nothing to threaten the self-sufficiency of basic resources of the country in the event of conflict. One cannot conceive of anyone advocating a threat to our national security in order that a relatively few hunters and fishermen may have large areas of lands set aside for their pleasure and recreation. Experience has shown that lands already set aside have attracted but few visitors. On behalf of the 3,000 members of the Arizona Small Mine Operators Association we protest against any destruction or limitation of the foundations upon which our western public land States have grown and prospered.

CHARLES F. WILLIS,
State Secretary, Arizona Small Mine Operators Association.

STATEMENT OF THE NATIONAL WOOL GROWERS ASSOCIATION, EDWIN E. MARSH, EXECUTIVE SECRETARY

This statement represents the official position of the National Wool Growers Association with regard to wilderness legislation. Our organization is composed of 17 affiliated State woolgrower associations located in the area where approximately 70 percent of the Nation's sheep, lambs, and wool are produced. In addition we have individual members in States outside this area. The National Wool Growers Association has been recognized as the spokesman for the sheep producers of the Nation for the past 96 years.

We oppose S. 174 for the following reasons:

1. The present multiple-use program on our public domain is a unifying principle in land management that meets the interests of all people of the Nation and permits development of all resources—soil and water, recreation, fish and wildlife, minerals, timber, and forage. In contrast, wilderness legislation is designed to set up vast areas of land for extremely limited use to the exclusion of all others.

2. Locking up the future development and use of these vital resources on the lands within the proposed wilderness system would have serious economic implications. From the standpoint of our industry, on the vast acreages which would be included in the wilderness system under this bill there is no assurance that grazing by domestic livestock would be permitted to continue. The Nation is going to need more, not less, food and fiber in the years ahead. Furthermore, the economy of many communities in our Western States is dependent on the livestock industry and use of the grazing resources on our public lands.

3. We maintain that many of the people residing in cities who sign petitions and write to Congress in behalf of wilderness legislation do not understand that such legislation would actually bar them from even some of their present opportunities for outdoor recreation. Prohibiting construction of permanent roads and barring use of automobiles in these areas would certainly not increase the recreational opportunities of the average American family relying on its car to get to these areas. In spite of the statement of policy in S. 174, this legislation would not establish a wilderness preservation system for the use and enjoyment of the American people but for only an extremely small segment of our population having ample leisure and money and also the ability to ride horseback or to canoe into these wilderness areas.

4. Finally, we feel action on wilderness legislation is premature. The Outdoor Recreation Resources Review Commission, now studying and making an inventory of the Nation's recreational resources, should certainly complete its report to the President before any wilderness legislation is considered. Then if a need can be proven for setting up a wilderness preservation system in addition to wilderness areas already established and contemplated in future years under existing statutes, certainly in the interests of all people and all of our public lands resources, any such legislation must contain safeguards as set forth in the amendments to S. 174 offered by Senator Allott.

STATEMENT OF THE UTAH STATE LAND BOARD, FRANK J. ALLEN, DIRECTOR

S. 174 provides for establishment of wilderness areas within national forests, parks, monuments, wildlife refuges, and game ranges. The procedure for imparting wilderness status to an area is essentially administrative, although Congress may frustrate an administrative effort to create wilderness if it acts by concurrent resolution in time.

While this wilderness bill is a less arrogant proposal than its predecessors, it still represents the point of view that large areas of the West should be subject to withdrawal from productive use at the caprice of some administrative official. The likelihood that Congress can be moved to oppose a particular withdrawal (practical politics being what it is) is somewhat remote.

If the authority granted by the bill were fully exercised, all of the West's undeveloped regions could be consigned to wilderness status purely on the basis of their being as yet untrammeled. It is only necessary that such regions first be declared to be game ranges or refuges. It would appear, from the language of section 3(d), that land, however barren, would be susceptible to inclusion within national forests, if it were only untrammeled.

We in Utah are only beginning to see the development of our vast mineral and recreational resources. We believe that development can benefit the entire Nation. Where there is real benefit to be derived from preserving the face of nature, we are confident that Congress can be prevailed upon to act. We believe it is unnecessary for Congress to make it easy for stagnation to be enforced upon Utah's public lands in order to provide wilderness for people who have taken and are taking revenue from their own public lands.

AMERICAN NATIONAL CATTLEMEN'S ASSOCIATION,
Denver, Colo., February 23, 1961.

Senator CLINTON P. ANDERSON,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.

DEAR SENATOR ANDERSON: The American National Cattlemen's Association is made up of individual cattlemen members in almost every State, statewide

SRP02707

cattlemen's organizations in 30 States, and more than 100 regional, local, and cattle breed associations.

The position of our association concerning wilderness legislation has been that this legislation is unnecessary because the present administrators of such areas have consistently maintained and properly managed over many years the wilderness areas under their jurisdiction, which in the case of the national forests alone amounts to some 14 million acres, more than 7 percent of the total Federal forest lands.

This position, we believe, has been strengthened by the passage in the last Congress of the multiple-use law which "directs that the national forests be managed under principles of multiple use." The act says that "the establishment and maintenance of areas of wilderness are consistent with the purpose and provisions of this Act," which virtually assures continuation of the wilderness system we already have.

We also urge that no action be taken on any wilderness legislation until the report of the Outdoor Recreation Resources Review Commission is made, which we understand is scheduled for September of this year.

Even though we feel that legislation to create a wilderness system is unnecessary and premature, we recognize that there are extreme pressures being placed upon the legislative branch of government for hasty passage of legislation. Cattlemen throughout the country certainly do not object to the concept of wilderness areas and conservation of our natural resources. Cattlemen recognize the absolute necessity of conservation of natural resources since they rely for their very livelihood upon wise use of the resources that Mother Nature has provided. In reality, then, cattlemen throughout the Nation are among those most concerned with conservation.

We believe it should be specifically spelled out in any legislation concerning wilderness that the present administrators should continue to administer the areas under their jurisdiction. These administrators have long had successful experience with the land, and their continued supervision of it would make unnecessary the creation of a new, costly and inexperienced government agency.

Just as important, we feel it is imperative that Congress first give affirmative approval to any wilderness areas that are being considered. In such examples as S. 174, the Congress by its very inaction would create additional wilderness areas or change the boundaries of the wilderness areas included in the system. We think it is essential that Congress be given the authority to consider and create wilderness areas through the legislative process, the democratic way. We think it should be specifically spelled out that the power of Congress will prevail, and that it would be through its affirmative action that such areas would be created.

We believe also that it would be a mistake to blanket into the wilderness system the primitive areas that are presently unclassified and under study. Such lands, which total an area of about 8 million acres, do not rightfully belong in the wilderness status, at least for the time being or until such time as they are specifically defined as such.

Grazing, where established, would be permitted under most wilderness proposals. However, we feel it desirable that the language be positive in nature and that, since grazing is permitted in the present wilderness areas, the language specifically spell out that grazing shall be permitted subject to regulations, rather than the use of the word "restrictions." Raising livestock, particularly cattle, is an operation that requires planning for a number of years ahead, and therefore it is essential that stability be assured.

Respectfully submitted.

C. W. McMillan,
Executive Vice President.

Maryland State Society,
Daughters of the American Revolution,
Conservation Committee,
Takoma Park, Md.

Senator Clinton P. Anderson,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.

Dear Senator: The Maryland State Society, Daughters of the American Revolution (membership 2,000) by unanimous vote at State conference expressed its concern for the preservation of the wilderness areas still in the public domain and for protection of them from exploitation of any kind.

To this end it urges prompt passage of your wilderness preservation bill, S. 174. The members feel that this bill is in the interests of all the people of the United States, present and to come.

A copy of the original resolution is enclosed. Though passed in 1959, it still is effective as the expression of the society.

DOROTHY K. E. SALISBURY
Mrs. Elon G. Salisbury,
Conservation Chairman, MSSDAR.

PRESERVATION OF WILDERNESS AREAS

Whereas the remaining wilderness areas of the United States are of infinite value to this country as historic relics of the original land, as scientific laboratories for the study of nature, and as a means of perpetuating wildlife threatened with extinction; and

Whereas areas now designated as wilderness can under certain conditions be opened up for various uses detrimental to the above mentioned functions: Now, therefore, be it

Resolved, That the Maryland State Society, Daughters of the American Revolution, urge passage of legislation which would prohibit the areas now labeled "wilderness" from being transferred to any other classification and which would keep them as true wilderness areas in perpetuity.

STATEMENT OF JAMES F. HENRIOT, REPRESENTING THE FEDERATION OF OUTDOOR CLUBS

My name is James F. Henriot and I reside in Washington, D.C. As a member of the Federation of Western Outdoor Clubs I have been asked to read a statement in support of S. 174 from Dr. William R. Halliday, of Seattle, Wash., vice president of said federation who unexpectedly was prevented from coming here to read his statement personally.

"The Federation of Western Outdoor Clubs is a federation of 35 conservation minded outdoor clubs in the States of Washington, Oregon, California, Utah, and Hawaii with a total membership of about 30,000. We have supported strongly the wilderness bill, S. 174, since its inception as have, we believe, the great majority of the informed citizens of our area. Most of us who live in the Pacific Northwest choose to support the wilderness bill because of the unsurpassed beauty and recreational opportunities of our wilderness areas and our desire to see such areas remain unimpaired.

"As your committee knows, extensive hearings have been held repeatedly on earlier versions of the wilderness bill, both in Washington State and in various western cities. At the Seattle hearing there was little doubt that the local popular sentiment was strongly in favor of the wilderness bill. As a result of suggestions made at these hearings there have been great modifications in the wilderness bill, which were largely designed to attempt to meet the objections of representatives of loggers, miners, cattlemen, sheepmen, and allied commercial interests. Its drafters have leaned far over backward to meet all valid objections. These extensive concessions have not satisfied the opposition to this bill even though the changes have been designed to meet all the legitimate objections they have raised. It would appear that the real purpose of the opposition to the wilderness bill, S. 174, stems from an intention to commercially exploit our present national parks and Forest Service dedicated areas which are the subject of this bill, S. 174.

The wilderness bill, S. 174, has bipartisan support. It has been endorsed by the Democratic administration and is sponsored by statesmen of both parties. In his natural resources message of last week, the President called upon the Congress for enactment of wilderness preservation legislation.

The passage of a wilderness bill is due—and overdue. The opponents of this bill plan great faith in their ability to kill it by amending it and stalling it forever—an ability in which they have shown considerable talent to date. On behalf of the members of the Federation of Western Outdoor Clubs, and of our outdoor loving Northwest in particular, I urge the immediate passage of this wilderness bill, S. 174.

SRP02709

CITY OF ELY,
Ely, Minn., February 20, 1961.

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

DEAR SENATOR ANDERSON: Your Senate bill, S. 174, has been brought to my attention only recently. While I am in accord with the principles of a wilderness area, I feel there is no need for the removal of resorts from that portion of the area which is not suitable for canoeing. It is my belief, based on years of observation and study, that the present boundaries of the Boundary Waters Canoe Area were not realistically established. Many hundreds of thousands of acres have been included which are not used by more than just a very small percentage of the canoeists. Yet, it is in this portion of the wilderness where the Government has spent a very substantial amount of money to buy up privately owned resorts and summer homes. It is in this same area where the Government is still trying to force out the remaining few private property owners.

Since the imposition of the flying ban and the acquisition program, Ely has lost 26 resorts, with more than 900 accommodations. The annual payroll loss resulting therefrom is in excess of one-half million dollars, and more than 2 million trade dollars have been lost to our community each year. You can imagine what such a loss means to a community of 6,000 people, I am sure.

The State of Minnesota, according to figures recently released, has increased the number of its resorts from 2,713 in 1954 to 3,493 in 1960, a 29 percent increase. During this same period, Ely has suffered the loss of 26 resorts, a 30 percent decrease. Without the restrictions imposed by the Government, Ely also certainly would have exceeded the State average, and would not now have to be considered a distressed area.

We have, within 12 miles of Ely, a substantial nickel-copper deposit of commercial grade. International Nickel requested from the Government a long-term lease for development. The Secretary of Interior refused to grant such a lease, however, because of the adverse effect this mining development might have on the wilderness area. Oddly enough, the properties in which they were interested lie almost wholly outside the boundaries of the canoe area. The development of this resource could mean the employment of upward of 2,000 men, which would substantially relieve the unemployment situation now plaguing the Iron Range.

I am deeply concerned about the economic future of this community, unless we can get some of the unfair and unrealistic restrictions removed. I can see no justification for setting aside hundreds of thousands of acres for the exclusive use of canoeists who cannot and will not use it. Perhaps there is an ulterior motive, or some other use is intended for the area. I cannot bring myself to believe that the "friends of the wilderness" are so selfish as to want to set aside areas that are not and never will be used to any appreciable extent by canoeists. The Canadians are making their portion of the Quetico-Superior area accessible to all—why should the United States deny access to all but a very few? The people of the United States who are not canoeists certainly are as entitled to enjoy the beauties and other benefits of the wilderness as are the relatively few canoeists.

With the ever-increasing use of recreational facilities and the demand for resort accommodations, we should be expanding our facilities. Instead, the Government is spending tax money to remove resort property from the tax rolls and creating more unemployment. Because of the threat of the boundaries of the canoe area being extended in the future, as has been done in the past, we cannot interest anyone in building new resorts to replace those bought by the Government. For the same reason, many of the resort owners will not invest additional capital to improve or increase the capacity of their resorts.

I suggest that legislation be delayed until such time as a committee can visit our area and see for themselves what the true situation is. The proponents of a wilderness area have spent millions of dollars for propaganda, much of which is not only distortion of the facts but actual misrepresentation. We have had no such money to counteract this "brainwashing." We can only ask, as we have in the past, that a group of Senators and Representatives come to Ely and give us an opportunity to show them the tremendous area involved and what little use is made of much of it. If such a visitation is possible, I will be glad to make the necessary arrangements here upon receiving word from you.

I would like to add that I am opposed to any wilderness legislation that includes condemnation, either in a wilderness bill or as a part of any appropriation. In fact, I am opposed to any further acquisition of private property until the extent of utilization of the area has been clearly defined and the boundaries of a true canoe country realistically reestablished. The people of this community will support a wilderness bill that is fair and equitable. They will continue to object to any legislation that is unfair, discriminatory, and detrimental to our economy.

Sincerely yours,

J. P. GRAHEK, M.D., *Mayor.*

SALT RIVER PROJECT,
Phoenix, Ariz., February 28, 1961.

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

DEAR SENATOR ANDERSON: I deeply regret the fact I am unable to appear personally before the Senate Committee on Interior and Insular Affairs in this matter; however, I believe my letter will adequately express the strong feeling of the Salt River Valley Water Users' Association in regard to the proposed legislation (S. 174) now under consideration.

As you may know, the SRVWUA represents 250,000 acres and more than 110,000 landowners as well as acting as agent of the U.S. Bureau of Reclamation in the operation of the Salt River project.

Although the Salt River project has a very definite interest in the economy of the entire State of Arizona which could be affected by the imposition of wilderness areas on our public lands, we are directly and particularly concerned in preventing the establishment of wilderness areas in the 13,000 square miles which constitute the watershed of the Salt River project. We are firm in our belief that the public lands of this State should be managed on the multiple-use principle under which the economic life of the West has progressed for so many years. We are further convinced that multiple-use of public lands is conducive to optimum water production so vital to the welfare and economy of central Arizona.

Within the memory of a few people still living, this valley in which we live was a barren desert, flooded occasionally by huge spring torrents from the mountainous country which drains into the Salt and Verde Rivers. The flow of the rivers was so unpredictable that a stable economy was an impossibility; but, with the passage of the Federal Reclamation Act and the construction of Theodore Roosevelt Dam to control the floods and provide a stable, dependable water supply, this valley began to prosper.

With the construction of Theodore Roosevelt Dam, the Federal Government withdrew from entry thousands of acres of forest lands to assure the people that there would be no interference with the flow of water into the Salt River project reservoir system. It is particularly in connection with these public lands that the Salt River project, on behalf of the people who reside in this area, strongly objects to the installation of wilderness areas.

Over a half million people and 500,000 acres of agricultural lands, both within and without the boundaries of the Salt River project, are directly dependent upon the flow of the Salt and Verde Rivers into this valley area. It is my firm belief, based upon present experiments and the opinion of experts, that the imposition of wilderness areas on this watershed would further diminish the already short water supply for central Arizona.

In summary, we believe this legislation should be defeated for the following reasons:

1. It is contrary to the multiple-use principle so long followed in the operation of public lands throughout the West and the public lands comprising the watershed of the Salt River project.
2. It prevents the maximum use of forest areas for recreational purposes and limits such wilderness areas to a small minority.
3. It would be detrimental to the State of Arizona by interfering with the lumber industry, the cattle industry, the mining industry, the agriculture industry, and, last but not least, the domestic water supply of the city of Phoenix and other valley towns.

The so-called Phoenix area of our State is completely dependent upon the water supply of the Salt River watershed. Rather than attempt to provide you

SRP02711

with all the statistics showing the importance of water to our area and the detrimental effects of any interference with our water supply, I have taken the privilege of attaching to this letter as an exhibit a recently published booklet entitled "The Phoenix Story: An Adventure in Reclamation." By way of prose, pictures, and graphs, this booklet will more clearly illustrate the importance of water in this desert valley and the unwillingness of our people to approve legislation which would in any way interfere with the management of our watershed.

Sincerely,

VICTOR I. CORBELL, *President.*

FEDERATION OF WESTERN OUTDOOR CLUBS,
West Covina, Calif., February 25, 1961.

Senator CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR ANDERSON: The Federation of Western Outdoor Clubs, in behalf of their 30,000-plus members, expresses their appreciation to you for introducing the wilderness bill, S. 174. Your keen interest in the wise management of our nation's resources is truly demonstrated by this farsighted legislation. The federation supports you in your sincere efforts to create a wilderness preservation system.

The Federation is gratified to note from the geographical distribution of your cosponsors that the desire to create a wilderness system is nationwide.

At our 1960 convention at Camp Parsons, Wash., the Federation unanimously passed the following resolution:

RESOLUTION 1—REAFFIRMATION OF POLICY

Wilderness bill: The Federation reaffirms the principles underlying its Resolution 1 of 1959, holding that dedicated wilderness areas need the security of legislative protection and therefore recommends that a bill embodying the essence of S. 1123 of the 86th Congress for the purpose of establishing a national wilderness preservation system be reintroduced in the next session of Congress and, furthermore, that early favorable action on it be urged.

We request that this be made a part of the record.

Respectfully yours,

ARTHUR B. JOHNSON, *President.*

STATEMENT OF THE PUBLIC LANDS COMMITTEE, WESTERN OIL & GAS ASSOCIATION, HENRY W. WRIGHT, SECRETARY

We are opposed to enactment of S. 174, or any other wilderness legislation, prior to public review of the National Outdoor Recreation Resources Review Commission's final report. It is our understanding that the report scheduled for release early in 1962 will include an objective appraisal of the place of wilderness and wild areas in the national pattern of outdoor recreation in the United States.

Laurance S. Rockefeller, Commission Chairman, testifying before the House Appropriations Committee on January 21, 1960, emphasized the importance of the Commission's investigations with respect to the national controversy over the Nation's wilderness needs by stating:

"The longstanding controversy over the extent and kind of national wilderness supply needed to satisfy the needs of this and future generations highlights the need for a careful and objective study by the Commission of the problems and issues involved.

"The study planned should assist in reaching understanding and decision on such basic problems as (1) appropriate standards for measuring the character and quality of wilderness lands; (2) the type and amount of use compatible with wilderness statutes; (3) the competitive ranking of alternative uses, both recreation and other; and (4) the quantity of wilderness land required."

The progress report of the Outdoor Recreation Resources Review Commission, dated January 1961, pages 27 through 29, refers to the study of wilderness being made in part as follows:

"This study is intended to provide the Commission with an objective appraisal of the place of wilderness and wild areas in the national pattern of outdoor recreation in the United States. The study has been in progress for several months under a contract with the Wildland Research Center at the University of California. It is scheduled for completion in the spring of 1961."

* * * * * * *

"Problems of wilderness preservation are so diverse in nature, extent, and complexity that it has been necessary to formulate the questions aimed at eliciting pertinent information. This information is now being assembled from Federal and State agencies, from qualified authorities in fields of natural resource management, and from library research. The data will be analyzed and reported in a series of special reports, prepared by recognized experts on such topics as fire control, ecological succession, wildlife management problems, timber utilization, mining and mineral claims, insect epidemics, grazing, water impoundments, and the effects of increasing recreation use of wilderness areas.

"The important task remaining is to assemble, integrate, interpret, and analyze the large amount of data being collected and to incorporate the pertinent findings into a useful report for the Commission."

Two and one-half million dollars were appropriated by Public Law 85–470 to finance the Commission's 3-year investigation. In addition, the National Park Service and the Forest Service have spent more than $3 million in 1960–61 to finance similar investigations. In the last 2 years, $6,400,000 in Federal money has been spent for recreation planning including wilderness needs. This does not include expenditures by other Federal agencies such as the Corps of Engineers and the Bureau of Reclamation.

These costly investigations should be concluded prior to the adoption of any wilderness legislation. Commonsense and fiscal policy demand that the public be given an opportunity to review the findings, which could well show a need for less wilderness in America than is called for in S. 174.

The National Outdoor Recreation Resources Review Commission has asked for additional time in which to make its final report and recommendations. This country's present wilderness assets will not be destroyed in the ensuing 9- to 12-month period required by the Commission to complete its task. The Federal agencies now administering the more than 13 million acres of Federal wild and wilderness lands, can be counted on to protect their present status during this short period despite fears of wilderness proponents to the contrary.

If as a result of the investigations above referred to it appears necessary to enact some form of wilderness legislation, we would suggest that certain basic provisions be changed from those set forth in S. 174. Congress should determine what lands are to be classified as wilderness rather than being required to disapprove executive department nominations by joint resolution, as is the case in S. 174. We believe that former Senator Joseph O'Mahoney was correct when he urged Congress to assume its proper responsibility for administration of the public lands. He believed that Congress, in exercising veto power only over executive department recommendations as to those lands to be included in a national wilderness system, was disregarding and delegating away the powers granted to it by article I of the Constitution. Senator O'Mahoney feared that Congress would be "* * * giving a power to unknown officials in the departments to denominate as wilderness, lands that might be necessary for the economic fate or the defense fate of the United States." The Senator was right. Congress has the continuity of representation which is lacking in a majority of the executive departments. We regard Members of the Senate and House as our representatives and look to them, rather than to a bureaucracy, for responsible administration of our public lands and their resources.

We believe that Senator O'Mahoney's description of S. 1123 in the 86th Congress applies equally to S. 174. You will recall his statement that S. 1123 "* * * is one of those bills using the device of wonderful words, standing for some generally accepted idea—motherhood, patriotism, conservation—but lacking any definition of what is meant."

We do not deny that there may prove to be a need for statutory preservation of certain areas as wilderness. But let us wait until the highly competent investigations now underway are concluded so that we can properly determine our needs. Then, if necessary, let us seek legislation which recognizes the many beneficial uses of the lands which otherwise might be unnecessarily locked up should S. 174 be enacted at this time.

We urge you to postpone consideration of this bill.

SRP02713

NORTHWEST MINING ASSOCIATION,
Spokane, Wash., February 23, 1961.

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

DEAR SENATOR ANDERSON: You have invited statements with reference to the wilderness bill, S. 174.

The Northwest Mining Association is strenuously opposed to this bill, which is an unfair attempt to set aside huge areas of land for the benefit of only a few hundred people.

The bill would, including national parks and monuments, freeze nearly 57 million acres, or more than 88,000 square miles, for recreation purposes for the very few who have the physical stamina or the wealth to take advantage of it.

Would you be willing to set aside 57 million acres for the tennis players of America? Yet, there must be many more of these than there are persons capable of penetrating a wilderness.

Would you be wiling to set aside 57 million acres as an exclusive area to be enjoyed by the trapshooters of America? Yet, even in this relatively limited field of interest, there must be more persons interested than there are in exploring the wilderness.

As a matter of fact, the wilderness bill is one of the most selfish, grasping, special-interest bills that has ever been presented to the Congress.

Hundreds of thousands of people will be deprived of the use of the public domain for recreational purposes if this bill is passed. The young, the aged, those of only moderate health will not be able to penetrate the wilderness.

And, after all the gaseous idealism of the preamble, how can the operation of motorboats in a selected area in Minnesota be justified? We repeat: this is a selfish, special-interest bill.

In your public remarks on this bill, you have made the following arguments:

1. You agree that benchmarks should be preserved. Are 57 million acres necessary for the preservation of natural benchmarks?

2. You argue that the wilderness is for the whole people. Have you any way of determining how many people would use the wilderness? It is commonsense that most people would not use the wilderness: (1) Families would hardly be likely to use it; (2) the aged would hardly be likely to use it; (3) any person who is subject to the slightest infirmity or disease would hardly be likely to use it; (4) the wage earner could not afford to use it.

A few people could, perhaps, use the wilderness:

(*a*) A few hardy adventurers;
(*b*) A few exuberant natural scientists;
(*c*) The very rich sportsmen.

It can be categorically denied that the wilderness will be "For the whole people."

3. You argue that the wilderness is necessary to promote the physical fitness of the American public. How many weeks a year could the vast majority of the American people spend annually in the wilderness, even assuming they wanted to? Two weeks? Three weeks? Would it not be better to encourage moderate, year-round exercise? And to afford recreational facilities which would be available to all instead of the few?

4. You argue that the wilderness would take up only a relatively small part of our land. Are 57 million acres of such insignificance? This area is larger than any State in the Union except eight of the largest States. Would you be willing to dedicate the area of an entire State to the recreational use of one sport?

You say the wilderness would take only one-fiftieth of our lands. Would you be willing to dedicate one-fiftieth of the gross national product as a Federal subsidy for football or baseball?

Of course, this association is interested in the mining industry. This, however, does not detract from the general considerations above. In addition, I want to point out that this bill is exceedingly unfair to the Western States. This land grab is proposed only for areas west of the Mississippi. It means that 57 million acres of potential wealth in the West will be frozen. The West, to this extent, would be turned into a huge and unproductive museum. This would constitute a tremendous obstacle to economic progress in the Western States. No prospecting, no development of mineral resources could feasibly be carried on in this huge domain. At a time when the United States is engaged in a life and death struggle to prevent domination of the world, this bill would play into the hands of our foreign enemies by discouraging discovery and pro-

duction of metals necessary to national defense and necessary to a strong economy. This is no time for esoteric dilettantism; we must progress economically, or perish.

The national domain should be available to all the people, not just to a privileged few who, through extraordinary health or wealth, can take advantage of it.

Very truly yours,

E. K. BAINES, *President.*

STATEMENT OF NORTH IDAHO FORESTRY ASSOCIATION, GEORGE W. BEARDMORE, SECRETARY

This statement is presented on behalf of the North Idaho Forestry Association, and is in opposition to wilderness system legislation. We request it be made a part of the record of this hearing.

The North Idaho Forestry Association is a conservation group in northern Idaho. It has actively supported and worked for sound natural resource development and use since its organization on October 10, 1908.

Our association presented a detailed statement on November 12, 1958, in opposition to the then, S. 4028, at a hearing of the Senate Committee on Wilderness Legislation in Salt Lake City, Utah. Our statement filed at that hearing contains the detailed reasons for our opposition to wilderness legislation. We do not desire to take up valuable time and space to detail our position at this hearing. We feel a summary is adequate. Our opposition to wilderness legislation and our position briefly, is as follows:

1. Our association is in accord with the policy of preserving a reasonable amount of wilderness area consistent with the actual need for such areas. We feel that S. 174, establishing a wilderness system and blanketing some 7 million acres of national forest primitive area into that system would have a damaging effect on the intelligent management of natural resources within, and adjacent to, the areas classified as wilderness. This would have long-range detrimental effects upon the economic well-being of our Western States in general, and our local communities in particular.

2. Surveys by the U.S. Forest Service and other agencies demonstrate that intelligent farsighted management of commercial forest land is essential to supply the future wood and fiber requirements of our Nation. Many hundreds of thousands of acres of commercial forest lands are now within the boundaries of present primitive areas, notably the Selway-Bitterroot primitive area in northern Idaho and western Montana. That area is composed of approximately 1,875,000 acres of which approximately 50 percent is commercial forest area containing a present stand of merchantable saw timber volume of 7 billion board feet. If the forest resource economy of northern Idaho is to be maintained, it is necessary that all commercial forest stands be available to sustain present operations.

3. We are opposed to single use dedication of lands to be administered by a group biased or directed by legislative fiat designed to maintain that dedication. Federal lands within the jurisdiction of the U.S. Forest Service are now being administered on the principle of multiple use with the highest beneficial use receiving preference. We believe this to be in the best interest of all the people.

4. This is not recreation legislation. It would restrict the availability of these primitive and wilderness areas to a small group of devout wilderness worshippers who have the money, time, and desire to prowl the wilderness. The family recreationalist of modest means desires access by motor conveyance.

5. A wilderness preservation system is unnecessary to protect present wilderness areas. Both the Forest Service and the National Park Service have enviable records in the management of the lands within their jurisdicition, including the preservation of wilderness, primitive, and wild land areas. To place restrictive legislation on these administrative agencies is a disservice to the American public and an expression of lack of confidence in these agencies.

6. The present system of administering wilderness areas should be continued until the study by the National Outdoor Recreation Review Commission is completed. This study should specifically include a comprehensive inventory of present and potential multiple-use values of existing and proposed wilderness-type areas so a criterion will be available for weighing the multiple-use value against the single-use value as wilderness. This information would make possible a more intelligent, nonemotional determination of the amount, kind, and location of desirable wilderness areas.

SRP02715

PACIFIC LOGGING CONGRESS,
Portland, Oreg., February 21, 1961.

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

DEAR SENATOR ANDERSON: The Pacific Logging Congress wishes to reconfirm its previously stated opposition to hasty enactment of wilderness legislation before the study and recommendations of the Outdoor Recreation Resources Review Commission has been completed.

Proponents of the several bills before this and previous sessions of Congress have stated that immediate enactment of wilderness legislation would assist the Commission in its work.

This attitude is totally incomprehensible to us. The Commission is charged with the responsibility "* * * to inventory and evaluate the outdoor recreation resources of the Nation and to determine the types and location of such resources and opportunities which will be required by present and future generations * * *." It is additionally charged "* * * to make comprehensive information and recommendations leading to these goals available * * *."

We have knowledge that the Commission is intensively studying the problem of wilderness preservation, and that its reports will contain recommendations relating specifically to this subject.

It seems utterly inconceivable that enactment of wilderness legislation can be justified before the Government body specifically charged with the responsibility for making recommendations on this and other matters pertaining to natural resources is permitted to make its report to Congress.

Enactment of wilderness legislation at this time would not help the Commission. It would only nullify the time, money, and effort already spent on wilderness research, and effectively preclude action on any recommendations the Commission might make.

We also wish to reaffirm our opposition to any wilderness legislation which establishes a national wilderness preservation system. The objective of wilderness legislation should be to preserve wilderness, not to establish a new Federal system of lands. The phraseology used in the current and previous bills is an open invitation to future Congresses to further compartmentalize our public lands, and would be entirely contradictory to the concepts of resource management set forth in the multiple-use bill enacted during the last session of Congress.

We also note that S. 174, among others, authorizes the President to adjust the boundaries of primitive areas before they officially become part of the proposed system rather than the Secretary of Agriculture, as in Committee Print No. 2 of S. 1123. We urge that this necessary discretionary authortiy be returned to the Secretary of Agriculture.

We also note that some wilderness bills now before Congress include Indian lands. This is an unconscionable invasion of the rights of private citizens. Indian lands are not public lands; they are private lands held in trust by the Government for their legal owners.

We wish to make it abundantly clear that the Pacific Logging Congress favors wilderness preservation. We do, however, feel that the presently proposed legislation is poorly conceived and premature. The report of the Outdoor Recreation Resources Review Commission will provide us with authoritative research findings on the subject. We believe that it would be extremely unwise to enact wilderness legislation before these findings are available for guidance.

Very truly yours,

CARWIN A. WOOLLEY, *Secretary.*

WESTERN PINE ASSOCIATION,
Portland, Oreg., February 24, 1961.

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

DEAR SENATOR ANDERSON: As president of the Western Pine Association I wish to submit an expression regarding S. 174, the wilderness system bill. Our association represents approximately 400 member companies operating some 450 lumber manufacturing mills in 12 Western States, and employing about 70,000

workmen. This industry is heavily dependent on Government timber for the reason that about 70 percent of all commercial forest land in our region is Government held. We purchase at Government auction about $75 million of timber a year, and we harvest as the Government directs, strictly to sustained-yield specifications. Hundreds of forest-borne communities in our 12 States and, in fact, a substantial segment of the whole western economy, are dependent on continuous availability of Government stumpage as raw material for our industry. We recognize that none of this raw material need come, has come, or should ever come from forested wilderness-type lands, but rather from commercial-type lands which are best suited to the growing, harvesting, and regrowing of forest crops. Our views on the wilderness system bill are prompted therefore by economic concern as well as general observations as American citizens interested in good government.

Our board of directors, elected by district vote and representative of member opinion, has affirmed and reaffirmed clearly its viewpoints on wilderness preference. At a 1959 hearing on a predecessor wilderness bill, I presented our industry's position to this same committee as then constituted. My statement appears in the proceedings of that hearing. The same statement could apply today, with modifications to meet new provisions written into the new bill.

Fundamentally, the lumber industry favors wilderness preservation. Any differences between us and proponents of this bill are differences of degree only. We would like to see substantial tracts of wilderness-caliber lands set aside for strictly wilderness use. We go even further. We favor inclusion of some representative tracts of commercial timberlands even though we realize the timber cannot be preserved beyond its allotted lifespan.

However, these land withdrawals should be determined by land-use experts in an orderly manner on the basis of on-the-ground surveys and studies. Logic and reason should rule in all decisions. We should be careful not to cripple economic opportunities of western people by withdrawing more lands than needed for adequate wilderness reserves.

Senate bill 174 does withdraw lands not needed and not best suited to wilderness use. As an example, I point to the Selway-Bitterroot primitive area, now in the process of being reclassified for a wilderness area set-aside. The lands are in Idaho and Montana.

In 1936, under the U.S. Department of Agriculture's regulation L-20, the Forest Service "froze" 1,875,000 acres there pending deliberate land-use studies to determine proper boundaries for a large Selway-Bitterroot wilderness area. Boundaries for the primitive area, as it was called, were set by rough map reference because information on the area was incomplete. The Forest Service wanted to make sure there was enough.

Now, after 25 years, the Forest Service has accumulated needed information about these extensive hinterlands. On the basis of a symposium of studies, a plan has been put forward for a wilderness area of great extent and high attraction, comprising 1,163,000 acres.

But under S. 174 the Selway-Bitterroot wilderness area would take in all the original 1,875,000 acres of the primitive area, because the bill automatically places all so-called primitive areas in the wilderness system at the outset, regardless of Forest Service information and planning. Thus, in this instance alone, more than 500,000 acres deemed by Government land-use specialists to be of nonwilderness caliber or better suited to multiple-use management would be barred by statute from development.

This is but one example of illogical and unreasonable withdrawal of Federal lands under this bill. Altogether S. 174 would earmark at the outset for wilderness status, without regard to what is in them or on them, about 7½ million acres of currently unclassified primitive area lands. Your attention is called to this new provision in the wilderness bill. It should also be noted that this little understood provision deals with only a fraction of total Federal lands destined for inclusion under the bill.

Our association's opposition to the wilderness system bill is based also on a belief that the legislation is unneeded and untimely. We know of no threat whatever to wilderness. A large and adequate wilderness establishment is certain under present administrative policies, and would be safer and surer for having been properly planned. And would it not be sensible to await the report of the Outdoor Recreation Resources Review Commission before making legislative moves on this matter? Surely the Congress intended this study to provide guidance for legislation, not a postlude thereto.

SRP02717

Again, let me reiterate our industry's position in favor of the wilderness concept but opposing this bill. I regret exceedingly that I am unable to testify in person at the hearing on S. 174, and respectfully ask that this statement be incorporated in the hearing record.

Sincerely yours,

J. D. BRONSON, *President.*

THE WESTERN STATES LAND COMMISSIONERS ASSOCIATION,
Olympia, Wash., February 17, 1961.

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

DEAR SENATOR ANDERSON: I am aware that Senate bill 174, concerning the establishment of a national wilderness system, is being considered in Congress.

I firmly believe that S. 174 and similar legislation should be held in abeyance until the report of the Outdoor Recreation Resources Review Commission has been completed.

I want to reiterate that my position remains as stated by the Western States Land Commissioners who, in annual convention at Denver, Colo., in June 1959, adopted Resolution B attached.

Sincerely yours,

BERT L. COLE,
Secretary, Legislative Chairman.

RESOLUTION B

Whereas it has come to the attention of the Western States Land Commissioners Association that there has been introduced in the current session of Congress, S. 1123, H.R. 5523, and numerous other bills for the permanent creation of "wilderness areas"; and

Whereas the National Outdoor Recreation Resources Review Commission, established to study recreational needs throughout the United States, has only recently been constituted and appointed, and has not yet had an opportunity to study or to report upon the needs for wilderness areas; and

Whereas the present administration of wilderness areas by existing agencies is wholly adequate and satisfactory, and the creation of additional organizations for this purpose would entail unnecessary duplication, confusion and expense; and

Whereas the locking up of vast quantities of the natural resources of the Western States without first having made a complete study thereof would have an adverse economic impact upon the overall economy of said States: Now, therefore, be it

Resolved, That the Western States Land Commissioners Association in convention in Denver, Colo., on June 11, 1959, hereby declares it to be to the best interest of the 18 Western member States to oppose the passage of said "wilderness" bills; and be it further

Resolved, That the Secretary of the Western States Land Commissioners Association be and is hereby directed to transmit copies of this resolution to the respective member States' delegations in Congress, and such congressional committees as may hold hearings on said bills.

IDAHO WILDLIFE FEDERATION,
Boise, Idaho, February 16, 1961.

Hon. CLINTON P. ANDERSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: I am writing to you on behalf of the Idaho Wildlife Federation of which I am at present the State president. The federation is composed of approximately 20,000 members in the State of Idaho who are vitally concerned with conservation, and with the enjoyment of outdoor recreation such as camping, hunting, fishing, photography, and hiking.

For the past several years our organization has strongly supported legislation which would give legislative recognition and protection to wilderness areas.

SRP02718

At the hearings before the Committee on Interior and Insular Affairs of the 85th Congress, 2d session, on S. 4028, we appeared in San Francisco November 10, 1958. My testimony is found on page 507 in part 2 of that transcript.

At our State convention in Boise, Idaho, December 9, 10, and 11, the State federation passed unanimously a resolution supporting a wilderness bill similar to the old S. 4028.

We are most grateful to you for S. 174 in the present Congress. Your recognition of this need to preserve a small portion of our country as a wilderness for our use and the use of generations to come is certainly indicative of the highest regard for your responsibility to the principles of good legislation. Adherence to the lofty ideals of the late Aldo Leopold will make this country a much richer place for our children. Certainly a part of their heritage should include a small portion of our country in as nearly an unsullied condition of natural beauty as received it. This is the least we can do.

And our present generation needs a retreat from the pressures and cares of a jet age civilization. Someone once said of our wilderness areas, "Surely, we are not so poor that we need to destroy them nor so rich that we can afford to lose them."

The Idaho Wildlife Federation would like our position to be included in the record of the hearings February 27 and 28. Please notify me how this can be done and keep me on your mailing list relative to future wilderness and conservation legislation.

Respectfully,

ERNEST E. DAY, *President.*

FRIENDS OF THE WILDERNESS,
Duluth, Minn., February 21, 1961.

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

DEAR SENATOR ANDERSON: Friends of the Wilderness wishes respectfully to express its complete, emphatic, and most urgent support of the proposed Wilderness Act, S. 174, which is now before your committee.

Friends of the Wilderness is a voluntary organization of many thousands of members residing in all States of the Union. It was organized in 1949 to come to the support of the wilderness canoe country in the Superior National Forest of northeastern Minnesota. We have continued in existence because of the crises which have never ceased. Our supporters come from all walks of life. Contrary to statements you are sure to hear at this hearing, the great majority of our supporters are not of the well-to-do and leisure class. They are mostly the so-called little people, and most of them are young. The bulk of our contributions are in the individual memberships which amount to a dollar each. We have no salaries and no office expense. I write as executive secretary which office I have held from the beginning, and for which I have never received 1 cent of pay.

Friends of the Wilderness has studied the new wilderness bill thoroughly, and we wish to emphasize as strongly as we can the very great immediate need for this kind of legislation.

We say this because of our bitter experience in trying to protect and preserve the unique Minnesota wilderness canoe country—a bitter experience extending over 35 years of constant struggle. This canoe country, besides being one of the choicest wilderness regions in the Nation, and absolutely unlike any other in character, is also the closest by far to the center of our population. Thus, the successful rewards of potential exploitation are very great. The area has been under intermittent attack, by people seeking to circumvent or overthrow the U.S. Forest Service's wilderness regulations, since, at least, 1926, when the first roadless area restrictions were set up. Congress has intervened directly to protect and preserve and consolidate this wilderness canoe country several times, first, and fundamentally, back in 1930 when it prevented, with the Shipstead-Nolan-Newton Act, piratical wholesale flooding of hundreds of miles of public shoreline by timber companies and pulpmill operators under the guise of waterpower development.

Without this direct intervention of Congress more than a generation ago, this matchless natural area—which is also uniquely rich in historical associations dating back to before the French and Indian wars, would have been destroyed, for completely superficial reasons, long ago. But this one act was not enough

SRP02719

to discourage other exploiters who have seen in this very choice public land manifold opportunities for getting rich quick. They have been biting at it every since, with roads, airplanes, air-service resorts, court actions, legislative campaigns, and fait accompli. Only constant vigilance and struggle on the part of dedicated men, both lay and in the forest service, and conservation associations, women's groups, garden clubs and many others, including the Minnesota State Legislature, and further intervention by the Congress, and the executive branch, have kept the canoe country from succumbing.

I mention this history of the Superior National Forest canoe country because every other choice wilderness area that is reasonably accessible is going to come under the same tremendous pressure for exploitation, sooner or later. Some, besides the Superior, have already begun to experience them.

Our population is increasing at a rate that was considered fantastic 20 years ago. Our mobility and leisure are increasing even faster. The pressures that have besieged our unique canoe country for almost 40 years, are just around the corner for other choice wilderness areas throughout the United States.

The story of the struggle to preserve the Superior canoe country is a case history of what increasingly will confront all wilderness regions, without exception, in a matter of time. Because of its importance for the protection of the rest of our wilderness system, I will come back to this history in a moment, since only the barest outline has been told. But first let us answer a question: Why have we of Friends of the Wilderness, and others like us, felt it was so important to fight to preserve the Superior National Forest canoe country over so many years?

Members of the organization are not residents of the region itself entirely, though we have a large number of supporters here. But almost all of us have been in the canoe country many times, and all are acquainted with some wilderness, or wildernesses. To fully understand the value of a wilderness, gentlemen, you must have been there, and spent some time there, not much necessarily, but enough to gain some readjustment from the accustomed environment you have left, and this one that is as old as man himself.

It does not take long, for most. After all, these were man's surroundings during most of his history. As late as a century ago, or less, they were usually a part of the daily environment of our forebears. But now we are entering the space age. What are the values of such a wilderness today?

The values are both tangible and intangible. The tangible values are self-evident to most of us, alone transcending, in the scale of the welfare of all the people, the limited commercial values. The canoe country, as one example, is a superlative experience for young people particularly—although all ages receive dividends of much the same kind. For young people it has rewards of body-building, character building, and self-reliance training, and an unequaled opportunity to get close to and gain some understanding of nature. It has unusual ethical and spiritual values. It has citizenship values; it tends to provide an important link with our country's past, and a perception of it, that otherwise might be much slower in developing. Most of us know this from our own youthful experiences in this region. And we also know that there is usually an unconscious awareness that is something like this: The country that knows enough, and cares enough, to set aside and preserve an exceptional wilderness like this, and gives me the opportunity to adventure in it, at really very little cost, that is within the reach of almost everyone—I am proud that this is my country, and that I have the privilege of being a citizen of it.

There are also the intangible values. We have touched on some of the intangible values, above, since they tend to join inevitably with the tangible values. As we said before, to understand these intangible values of a wilderness such as the canoe country, one must experience the canoe country himself. As modern man drifts further and further away from his old roots in the earth, he needs more and more a few places where the natural environment survives. In an indefinable way, these are a sort of spiritual reference point between the individual's earthbound past, and a future that is increasingly distant from it.

Today, we unquestionably need such reference points, and we will need them more in the future. Our wilderness that remains actually is limited, and we cannot expand it. Most of it is distant, and not easy to reach, and when it's gone, it's gone forever.

We badly need a national wilderness policy that states in effect it is the considered policy of Congress that the highest purpose of our remaining wilderness is that it be preserved in its natural state.

This would have preserved the wilderness canoe country without the travail of the last 35 years, and it would stop the current cynical attacks. In 1949 an Executive order of the President of the United States was needed to halt the dense airplane invasion of the area, that was in outright defiance of the intent of the Forest Service regulations, but against which the Forest Service was helpless. The Forest Service's right to halt road access to interior resort properties originally air-serviced was frequently challenged, until a Federal circuit court of appeals decision. The exploiters regularly return to the Minnesota State Legislature for support despite the fact that the body has invariably upheld the integrity of the canoe country over the years.

As long as the possibility of gaining, in one way or another, the use of this choice public land, represented by our wilderness areas, exists, so long will heavy, and unprincipled, pressures be directed against it. Only an overall Wilderness Act by Congress, such as this one, can stop the kind of attacks that have menaced the Superior canoe country for over 35 years. The law is needed now. Pass it out of committee to the floor of the Senate, where we know it will be speedily enacted into law in this session of the Congress.

May the wilderness canoe country live unspoiled forever and forever.

Sincerely,

WILLIAM H. MAGIE, *Executive Secretary.*

RESOUTION OF THE SHERIDAN COUNTY (WYO.) SPORTSMEN'S ASSOCIATION

Whereas there has been introduced in the 1st session of the 87th Congress, a bill proposing the establishment of a national wilderness system, for the permanent good of the whole people, which represents many years of extensive hearings, voluminous testimony, and constructive revisions made to satisfy the objections of various groups; and

Whereas the passage of this wilderness preservation bill will greatly strengthen the Multiple-Use Act, Public Law 86–517, June 12, 1960; and

Whereas within Wyoming, there are 8 areas involving some 2,300,000 acres, which have been managed by the Forest Service as primitive, wild, or wilderness under the multiple-use philosophy and with the approval of the public; and

Whereas S.174 introduced by Senator Clinton Anderson, has been drafted to meet major objections to previous wilderness preservation bills which were endorsed by at least 22 National and 55 State and other organizations; Now, therefore, be it

Resolved, That the Sheridan County Sportsmen's Association, at its regular meeting at Sheridan, Wyo., February 21, 1961, does support and urge the passage of S. 174 to establish a national wilderness system, and that copies of this resolution be sent to the chairman of the Senate Committee on Interior and Insular Affairs and to members of the Wyoming congressional delegation.

CURTIS H. WARNER, *President.*

THE PEOPLE-TO-PEOPLE PROGRAM,
SUBCOMMITTEE ON FUNGI,
Portsmouth, Ohio, February 22, 1961.

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

DEAR SENATOR ANDERSON: I am writing you in support of the wilderness bill. All the obvious reasons for my support need not be listed here. Suffice it to say that I am a hillbilly naturalist and as such head up one of the nature committees for the great people-to-people program.

The committee issues a newsletter and in the February issue I requested our members to support your bill by writing their Senators. I hope that this is some help to you.

If I can be of any help to you in the future, please let me know. I will help this worthy cause in any manner possible.

With best wishes for your continued success, I am,

Very sincerely yours,

HARRY S. KNIGHTON, *Chairman, Fungi Committee.*

SRP02721

STATE OF WASHINGTON,
DEPARTMENT OF NATURAL RESOURCES,
Olympia, Wash., February 24, 1961.

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

DEAR SENATOR ANDERSON: With reference to hearings on the wilderness system bill (S. 174), I regret that due to demands of our current Washington State legislative session, I will be unable to appear before your committee on February 27 and 28.

I do wish, however, to include in the record of your hearings, my statement of opposition to the enactment of S. 174 or any similar wilderness proposals prior to a complete analysis and report of our recreational needs by the Outdoor Recreation Resources Review Commission. Furthermore, the land managers and professional technicians within existing Federal agencies are adequately prepared and have available legal machinery to assess area demands on land use and to determine such use for the greatest good for the greatest number of people.

Due to the tremendous adverse economic implications in the establishment of oversize wilderness areas in Washington State, I cannot urge too strongly the need to refrain from any premature legislation on this matter. It appears entirely unwise and illogical to rush action on S. 174 while the Resource Review Commission is studying the circumstances involved.

As a matter of record, I wish to point out that in the State of Washington, the following groups have voiced opposition to the enactment of wilderness system legislation:

Washington State Grange.
Washington State Cattlemen's Association.
West Coast Mineral Asociation.
Northwest Mining Association.
Society of American Foresters.
State game department.
State Department of Commerce and Economic Development.
Chambers of commerce.
Western Washington Resources Council.
State department of natural resources.
Public power groups.
Various forest products associations.
County commissioners.
Washington State School Directors' Association.
Various sportsmen's clubs.
Western States Land Commissioners' Association.
Railway companies.

Further, I wish to call your attention to Senate Joint Memorial No. 17, a copy of which is attached. This memorial is now under consideration in the regular session of the Washington State Legislature.

Yours very truly,

BERT L. COLE,
Commissioner of Public Lands.

PROPOSED WASHINGTON SENATE JOINT MEMORIAL NO. 17

To the Honorable John F. Kennedy, President of the United States, the President of the Senate, and Speaker of the House of Representatives, and to the Senate and the House of Representatives of the United States, in Congress assembled:

We, your memorialists, the Senate and House of Representatives of the State of Washington, in legislative session assembled, most respectfully represent and petition as follows:

Whereas the Federal Government owns approxmately 3 out of every 10 acres of land in the State of Washington; and

Whereas forestry, agriculture, mining, water developing, and all types of recreation are the basic industries of our State; and

Whereas Federal lands are especially important to our forest industry for a significant proportion of its raw materials; and

SRP02722

Whereas Federal lands are an important source of water for our agriculture, industry, and domestic use; and

Whereas Federal lands provide countless opportunities for outdoor recreation; and

Whereas Federal lands are important present and potential sources of minerals; and

Whereas S. 174 and other bills now pending in the 87th Congress would establish a national wilderness preservation system which would require single purpose use for 50 million acres of western Federal lands which would preclude forestry, mining, grazing, water development, motorized recreation, and other resource development, use and management: Now, therefore,

Your memorialists petition to the Congress of the United States not to enact S. 174 or any other bill which establishes a blanket policy and single use for our Federal lands which tend to lessen the State of Washington's resource base and to preclude creation for the multitudes; and be it

Resolved, That the secretary of State send copies of this memorial to the Honorable John F. Kennedy, President of the United States, to the U.S. Senate, the Speaker of the House of Representatives, and to each Member of Congress from the State of Washington.

FLORIDA FEDERATION OF GARDEN CLUBS, INC.,
Pompano Beach, February 24, 1961.

Hon. CLINTON P. ANDERSON,
Senator from New Mexico,
Senate Office Building, Washington, D.C.

MY DEAR SENATOR ANDERSON: We wish to endorse wilderness bill, S. 174. Please make our request a part of the hearing record on the wilderness bill.

As president of the Florida Federation of Garden Clubs, Inc., I represent more than 30,200 members.

Yours very truly,

Mrs. C. R. Mayes, Jr.
FAY M. MAYES, *President.*

THE GARDEN CLUB OF NEW JERSEY,
Essex Fells, N.J., March 2, 1961.

Hon. CLINTON P. ANDERSON,
The U.S. Senate,
Washington, D.C.

DEAR SENATOR ANDERSON: The Garden Club of New Jersey endorses bill S. 174 authorizing the establishment of a national wilderness preservation system.

We would like this endorsement to be made a part of the hearing record on the wilderness bill.

Respectfully yours,

ANNE R. SAYRE
Mrs. Austin B. Sayre,
President.

DEPARTMENT OF BOTANY,
UNIVERSITY OF WISCONSIN,
Madison, Wis., February 24, 1961.

Senator CLINTON P. ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.

DEAR SENATOR ANDERSON: Just today we were informed of the hearing to be held on February 27 and 28 for the wilderness bill, S. 174. The enclosed petition has been passed about during the afternoon, and, in our opinion, it has received great support. It is especially encouraging that nearly all the professors that were contacted have given their approval of the bill. In addition, 43 teaching assistants, research assistants, and fellows have signed the petition.

We think that the afternoon's activity has resulted in a more intense interest in the bill, and we hope that this will be influential in getting it passed.

SRP02723

If we can be of any help in the future, please let us know. We would like to be informed of any new developments and would appreciate a copy of the hearings if they are available.

Sincerely yours,

ROBERT REAM,
Teaching Assistant in Botany.
DENNIS H. KNIGHT,
Research Assistant in Botany.

(The original petition is in the committee files.)

ROAMER HIKING CLUB, INC.,
Los Angeles, Calif., February 27, 1961.

Senator CLINTON P. ANDERSON,
Senate Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.

DEAR SIR: The Roamer Hiking Club of Los Angeles wishes to proclaim its support of the wilderness bill, S. 174. We wish same to be made part of the record.

Thank you.

BLYTHE EDWARDS,
Conservation Chairman.

LOS ANGELES, CALIF., *March 3, 1961.*

Senator CLINTON P. ANDERSON,
Senate Office Building, Washington, D.C.:

In lieu of our being able to testify in person on the wilderness bill, S. 174, we ask that you accept this statement and enter in the record. The Los Angeles Audubon Society strongly supports the wilderness bill as sound national policy.

FRANK LITTLE, *Conservation Chairman.*

PHILADELPHIA, PA., *February 27, 1961.*

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

The Pennsylvania SPCA urgently requests passage of bill, S. 174.

LEROY J. ELLIS, *Manager.*

EUGENE, OREG., *February 25, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.:

Urgent that action on S. 174 be deferred until report of President's Outdoor Recreation Survey Committee, which makes recommendations September 1961. Land use designations should be made on basis of this 2-year study.

ALBERT ARNST, *Portland, Oreg.*

DISTRICT NO. 1,
IDAHO WILDLIFE FEDERATION,
February 22, 1961.

Hon. FRANK CHURCH,
Senator from Idaho,
Senate Office Building, Washington, D.C.

HONORABLE MR. CHURCH: As president of district No. 1, Idaho Wildlife Federation, I would like to make the following statement in regard to the wilderness bill, S. 174. I am unable to attend the hearing due to the distance but would like to have this statement incorporated into the hearing and made a part of the record.

We are aware of the few areas left in the United States that will qualify as wilderness areas. We are also aware of the need to keep these areas. We

SRP02724

realize the true beauty of a wilderness area can be had only in its present state of being—without roads, etc. It offers as a source of recreation a quiet peace of mind, its unspoiled beauty, hunting and fishing, and untold rivers and streams all void of roads. We who are fortunate enough to live near these areas want to keep them as wilderness areas.

We would further like to keep them as wilderness areas that future generations may see the beauty of America as our forefathers did when they discovered America. Let us remember that once our wilderness areas are gone they are gone forever and none of us want this.

In view of the above statements, district No. 1, Idaho Wildlife Federation, finds it a pleasure to endorse S. 174. We favor this bill and would like to see it become law that all of us might benefit from it in the future.

Sincerely yours,

BILL DUFF, *President.*

TEXAS ORNITHOLOGICAL SOCIETY.
Austin, Tex., February 26, 1961.

Hon. CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.

GENTLEMEN: The Texas Ornithological Society urges that you report favorably S. 174 to establish a national wilderness system. This society wishes to present the following points in favor of such action:

1. Certain species of native plants and animals must have wilderness conditions in order to survive.
2. Wilderness areas are as much a part of our American heritage as the various documents carefully preserved in national archives. The remnants of wilderness should receive careful preservation also.
3. A growing segment of the population is interested in the study of natural areas and their flora and fauna. These people travel to see areas of wilderness type not to find new swimming pools, fancy lodges, or even paved roads. Our society, as part of this group, urges that you preserve something for us and those who come after us to see.

Respectfully submitted.

MARGARET LOUISE HILL,
Chairman, Conservation Committee.

TEXAS ORNITHOLOGICAL SOCIETY NATURE CONSERVATION PLATFORM

We approve:

1. Creation of more public parks which include areas left in their natural condition.
2. Protection of all wildlife in accordance with the findings and recommendations of professional wildlife biologists.
3. Addition to the list of protected species those which can be shown to be beneficial to the area in which they live.
4. More effective enforcement of Federal and State wildlife protection laws and regulations through (1) more law enforcement officers and (2) more vigorous arrest, prosecution, and penalty of violators.
5. Increased enforcement of those laws forbidding the pulling of wildflowers on public lands.
6. Preservation of all possible native vegetation through more careful planning of the utilization of both urban and rural lands.
7. Open, well-advertised meetings of all State and local boards which control public parks, historical monuments, wildlife regulation and protection, soil conservation, and water regulation.
8. The preservation of all geologically unique and pedagogically useful rock outcrops and other geological sites.

We oppose:

9. Removal of park restrictions from any publicly owned land without a well-advertised public hearing.
10. Removal of any animal from a list of those protected.
11. The destruction of wildflowers on public rights-of-way by mowing or burning before they have completed their growing season and perpetuated their kind by seeding; or the scraping of such area at any time.

SRP02725

12. Granting grazing permits or mineral rights in any public land areas without a well-advertised public hearing.

13. The placing on a local and uncontested calendar by the legislature of any bill which in any way affects any natural resource of the State, especially the wildlife of any part thereof.

As conservation chairman of the Pathfinders' Club, one of the oldest members of the Texas Federation of Women's Clubs, I am authorized to request that the name of that organization, also, be added to the list of those urging passage of S. 174 for these same reasons.

Respectfully,

MARGARET LOUISE HILL,
Chairman, Conservation Committee,
Pathfinders' Club, Texas Federation of Women's Clubs.

WILLOUGHBY, OHIO, *February 27, 1961.*

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

Three hundred members of Burroughs Nature Club in northeastern Ohio deeply concerned for conservation of wilderness areas. Strongly urge passage of S. 174.

HUGH PALLISTER,
Vice President, Burroughs Nature Club.

MOUNT DIAMOND ASSOCIATION,
Eugene, Oreg., February 26, 1961.

Senator CLINTON ANDERSON,
Chairman of the Senate Committee on Interior and Insular Affairs, Senate Office Building, Washington, D.C.:

Our group, formed this week, tentatively named Mount Diamond Association, urgently requests Congress not at this time enact wilderness preservation system as proposed by S. 174. Bill would prevent future reclassification of Diamond Peak Wild Area lying south of Willamette Highway 58, 6 miles from Odell Lake in Klamath County, Deschutes National Forest. Diamond Mountain Association on March 2, sponsoring meeting in Eugene to explore feasibility of requesting Secretary of Agriculture to restudy Diamond area for reclassification to permit year-round use meeting all recreational needs including skiing. Diamond Wild Area created in 1957 by Secretary without comprehensive study of nationally significant recreational values. Reclassification was achieved primarily because Three Sisters Wilderness Area to north was reduced in acreage to permit future logging. Many wilderness enthusiasts prior to and since reclassification stated Diamond not true wilderness-type area. We believe it urgent and of utmost importance to study Diamond in light of current and future needs of all our citizens. Diamond at 8,750 elevation offers one of Nation's greatest year-round recreational development potentials. Support of our association goal is gathering significant support.

DONALD G. BROWN,
ROBERT WILMSEN,
Acting Cochairmen of Mount Diamond Association.

WASHINGTON FOREST PROTECTION ASSOCIATION,
Seattle, Wash., February 28, 1961.

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

DEAR SIR: This association has consistently opposed creation of a national wilderness preservation system. S. 174, now before the Senate Committee on Interior and Insular Affairs, is the latest of a series of bills to create such a system and we oppose that bill also.

SRP02726

We have numerous reasons for believing that this type of legislation is unwise, and have expressed them in the hearings on similar bills preceding this. I will enumerate only three of them.

In the U.S. Forest Service we have hired a technical staff to manage and protect these areas for all their values, and the last Congress gave them their instructions in the multiple-use bill. We believe that S. 174 unduly hampers the administering agencies in protection of the values on these and neighboring areas. One of the obvious examples is cited. While noting that the Secretary of Agriculture may control fire, insect, and disease attacks, the bill would deny any commercial activity. From bitter experience with natural disasters we know that the only prevention tool to safeguard the area in some insect and fire situations is the removal of damaged trees from the distress area. The costs involved make this prohibitive without some financial return on the salvage wood. It then becomes a commercial activity, which is prohibited.

This bill establishes one class of recreationist as the exclusive user of vast areas of our public lands, even though he number some 1 percent of the recreationists on the national forests. If this special system is set up for this minority, we should establish preservation systems for the majority class of recreationist also. We should also establish exclusive preservation systems for the grazer, the miner, the logging operator, and anyone else with an interest in use of these public lands. Obviously this would finish wrecking the multiple-use concept on the national forests.

Recreation is but one segment of the many uses of these lands and wilderness recreation is but a small minority segment of that. We believe that the Outdoor Recreation Resource Review Commission should determine the proper balance of recreational uses. We also believe that no congressional action should be taken until release of that study.

We again urge you to oppose this national wilderness preservation system legislation. We believe that forest protection and land use allocation should be handled by the administering agencies within the multiple-use directive enacted by Congress. We also believe that they have demonstrated the ability to do the job.

Yours very truly,

GARRETT EDDY, *President.*

ST. REGIS PAPER CO.,
WOODLANDS DIVISION,
Jacksonville, Fla., March 1, 1961.

Hon. RICHARD B. RUSSELL,
U.S. Senate, Senate Office Building,
Washington, D.C.

DEAR SENATOR: I understand that final hearings on Senate bill 174 were held February 27 and 28. I believe this legislation should be delayed pending the receipt of the Outdoor Recreation Resources Review Commission report on wilderness, which I understand should be available March 1962. As you know, this committee was appointed to study the whole matter of outdoor recreation.

I have written and discussed with you many times, Federal legislation that has to do with conservation needs of all kinds, principally forestry; and you know from my 32 years of public service that I am not anti-Federal in any sense of the word. However, in this case, I believe that Congress should have the benefit of the committee's report, which would place this whole matter of wilderness in its proper perspective, before legislation is enacted.

Basically, I am opposed to single purpose use land management. It seems to me that with the rapidly expanding population and the steady decrease in available forest land that the Nation can ill-afford to set aside large areas of land, for single purpose use, that could serve a number of purposes, including wilderness and other outdoor recreation. I also believe the withdrawal of large areas of commercial national forest land for parks or wilderness would have an adverse effect on the wood-using industries. This affects the West primarily, but the Southeast is affected indirectly. In the West, industry is largely dependent upon public holdings for a raw material supply to supplement their own.

There are, of course, many millions of acres now in wilderness areas that are under the jurisdiction of the Departments of the Interior and Agriculture. These areas are certainly in safe hands and changes in the overall Federal structure concerning these lands could be delayed until Congress has had a better opportunity to view the situation in its entirety.

SRP02727

I have no quarrel with the wilderness people nor with the outdoor recreationists of any category. The forest industries are making their lands available to the public for recreation of all kinds, as has been brought out by the survey and report of the American Forest Products Industries.

I would appreciate it very much if you could give this matter due consideration at the time it comes to your attention. My best personal wishes.

Very sincerely yours,

FRANK A. ALBERT,
Manager, Lands and Forests.

OLYMPIC PARK ASSOCIATES, INC.,
Seattle, Wash., February 24, 1961.

Senator HENRY M. JACKSON,
Senate Office Building, Washington, D.C.

DEAR SENATOR JACKSON: I have just counted 2,213 pages in 4 volumes of wilderness bill testimony before the Committee on Interior and Insular Affairs; since June of 1957, 1,149 letters, wires, and statements were received by the committee at the Bend, San Francisco, Salt Lake, and Albuquerque hearings in overwhelming numbers in favor of the wilderness bill. Over 400 communications were received at Seattle during the hearings held there. We feel that the record is clearly a mandate to get S. 174 out of committee and secure its passage in the Congress.

This legislation, after 4 years of revising and amending, has been approved by the Departments of the Interior and Agriculture. Further amending would be crippling.

Paid expense accounts will guarantee a strong industrial opposition in attendance at the hearings in Washington, D.C., Tuesday. Most of the popular support will be unable to attend because of jobs we must do and the lack of funds which would be required.

I want to remind you again that the 50 million acres of wilderness now contemplated in the bill is already dedicated as wilderness preserves in our national parks, national forests and wildlife refuges, within which timber cutting is not now permitted. This bill is not withdrawing additional millions of acres of land. It s already withdrawn.

There are other and better alternatives available to provide natural resources for our economic base suggested from the statistics contained in the "Timber Resources for America's Future," which indicate that on the private and public forest lands of the United States: 114 million acres, one-fourth of our forest lands, are poorly stocked or nonstocked; one-quarter of the national timber cut is not utilized; insects, disease, and fire annually consume, some 44 billion board feet of growth (by comparison, this amounts to nearly the annual total saw timber cut in all the States including Southeast Alaska, some 49 billion board feet); 52 million acres urgently need replanting.

This report published by the U.S. Forest Service in 1958 says, "The degree of forestry intensification needed is much larger and far greater than the general public or most experts are believed to have visualized."

The full potential growth on our forest lands certainly has not been realized. Though progress has been accomplished, there is much more to be done. We believe, as we have stated for many years, that there is room for a flourishing industry and the public benefits that will accrue from a wilderness preservation system in our country.

Yours very truly,

JOHN OSSEWARD, *President.*

BALTIMORE, MD., *March 2, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.:

National Council of State Garden Clubs, Inc., regrets nonattendance at recent hearings on S. 174 to establish a national wilderness preservation system. We had no knowledge of the date. Kindly list our organization of approximately half a million members as staunch supporters of the bill.

MRS. GIDEON N. STIEFF,
Chairman of Legislation, National Council.

SRP02728

CALDWELL, IDAHO, *February 25, 1961.*

Senator CLINTON ANDERSON,
Senate Office Building, Washington, D.C.

DEAR SIR: The wilderness bill which is now being considered is, I feel, another example of the continuous fight of the past 100 years for a thoughtful and balanced use of resources. Its passage seems as logical as the concern for population pressure, water supply, and soil conservation. A wilderness system is definitely something to maintain in a truly comprehensive multiple use plan.

Senator Anderson, it seems certain, that there is much deep feeling (but not always vocal) and concern in Idaho for the passage and signing of the wilderness bill. Certainly this small percent of our public land can be made to yield some money if exploited commercially, but the point of the wilderness bill is more closely allied to that of the national parks and wildlife refuges—the spiritual and recreational use.

Those of us, here, in Idaho, who favor the wilderness bill, feel that its passage will be another example of the stewardship so wonderfully championed by Theodore Roosevelt, Gifford Pinchot, and the host of workers who have fought not for the America of the moment but for the America that our children will live in and love.

Sincerely,

LYLE M. STANFORD,
Chair, Biology, College of Idaho.

THE COMSTOCK SOCIETY,
Philadelphia, Pa., February 27, 1961.

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

DEAR SENATOR ANDERSON: The Comstock Society wishes to record its unanimous endorsement of the Wilderness Act, bill S. 174.

It is our belief that the passage of bill S. 174 is of paramount importance to safeguard and preserve wilderness areas. In these times of continually expanding population and the relocation of industries to the suburbs, bill S. 174 is vitally needed to conserve those wilderness areas that remain.

Sincerely yours,

ROBERT G. HUDSON,
Chairman, Emergency Conservation Committee.

TEXAS CONSERVATION COUNCIL, INC.,
Houston, Tex., February 25, 1961.

Subject: Endorsement of S. 174.

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

GENTLEMEN: America is indeed fortunate that the Wilderness Act, S. 174, is receiving the direct support of so many Members of the U.S. Senate as cosponsors. It is evident that the urgency of setting up a wilderness system in permanent form for the benefit of future generations has permeated the Congress and all America. We are happy indeed to support S. 174 and urge the Senate and Congress to approve this bill as presently written without further amendments or delays.

If there is regret it is only that of having waited so many years to have the bill progress to its present culminate state and to have seen so many compromises made to satisfy rapacious private interests. Be that as it may, let us all close ranks in support of S. 174 and have this bill become law as soon as possible.

We particularly wish to commend the efforts of the late Senator Richard Neuberger, of Oregon and Senator Hubert H. Humphrey, of Minnesota for their outstanding work in previous congressional sessions in bringing about an awareness to the need for such legislation. We feel sure history will give them their just reward.

The Texas Conservation Council is an organization of key people throughout the State interested in conserving our natural resources. Members of the board of directors of our organization include leaders and directors from many Texas conservation groups including garden clubs and womens organizations, State and local sportsmens clubs, nature clubs, Audubon societies and other civic groups,

SRP02729

The council was the principal organizer of the drive to secure support for a national seashore on Padre Island. We obtained the support of 12,000 Texans that signed our petitions and through organizations the support of 15,000 other citizens. This support came to us from over 355 Texas cities and towns. We believe the council represents a good cross section of public sentiment on conservation matters.

Yours,

ARMAND YRAMATEGUI, *President.*

DUPAGE AUDUBON SOCIETY,
Wheaton, Ill., February 23, 1961.

Senator CLINTON P. ANDERSON,
Senate Office Building

DEAR SENATOR ANDERSON: Our club is very much in favor the wilderness bill, S. 174, and as founder and president of this branch of the National Audubon I would like to express my personal interest in this bill also.

Sincerely,

LEROY TUNSTALL, *President.*

SEATTLE, WASH., *February 24, 1961.*

Hon. CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR ANDERSON: Many of us have watched, listened, and spoken in the last 5 years on behalf of wilderness preservation in our Federal lands.

Those of us who have enjoyed and known wilderness areas are deeply appreciative of the opportunity that has been given us for this privilege. We are thankful to the Forest Service who in the past years had the foresight and courage to set aside these primitive lands. We in turn want those following us to have this same privilege.

The educational, ecological, and esthetic values have proven and will prove beyond our comprehension the need they will fill in future years. Tomorrow may bring, with a growing population, a purpose vastly superior to that of today and only preservation of these areas can fill it.

Temporary commercial gain may destroy forever something that can never be replaced. Science has proved time and again that new methods and means can be used to supplant changes that must be made in man's living without the sacrifice of irreplaceable areas.

The young people of yesterday who have had the opportunity to participate and enjoy an atmosphere of wilderness contributed a finer perception of human values in their relationships with all mankind. We the adults of this generation should not deny this opportunity to those who will follow:

May this last plea for wilderness preservation be given a favorable response by your honorable and representative committee by making 1961 the historic year of wilderness bill action.

Sincerely,

MRS. NEIL HAIG, *Conservationist.*

SEATTLE, WASH., *February 24, 1961.*

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

DEAR SENATOR ANDERSON: We are extremely appreciative that you introduced S. 174, the wilderness bill, and feel very deeply that it must be enacted. We would like to have this expression in support of the bill entered into the record of the hearings February 27 and 28, 1961.

Realizing that you are well aware of the need for this legislation, we shall not go into any details of why it should give legal sanction to wilderness. You know that fully. However, we believe the following quote is indicative of how fast we have moved through our natural resources and how precious the little wilderness now remaining is. This is taken from the book, "The Triumph of the Tree," by John Stewart Collis, published as one of a series of Explorer Books in the field of science.

"At the moment that U.S. civilization is still holding up large portions of Europe as well as itself, let us see just what it has to stand upon now. In 1630 the land offered 820 million acres of forest, 600 million acres of grassland, and 430 million acres of open woodland. Today it is calculated that not more than one-tenth of the forest remains and that the annual loss exceeds the annual growth by over 50 percent; and it is calculated with regard to the soil that one-half of the fertility of the continent has been dissipated. That is to say that though there has been great loss of soil there is still a great acreage remaining. For we must recognize that a continent of that size whose soil has been built up through millennia cannot be utterly destroyed for some time, however enlightened and progressively mechanical the attackers may be. Nevertheless, what has happened is sufficiently impressive.

"The first thing, as we have seen, was the attack on the trees. They came down. They were very valuable when alive and standing, for, again as I have shown in proper place, they were grips, they were stakes, they were sponges—the twigs, leaves, rotting logs, pebbles, and stones at their feet serving as a filter and retarder of floods. They were mowed down and the ground was plowed—that is loosened—where they had stood. Then the tiny trees came down. I mean the grasses, for in relation to the soil they might be called little trees, as they also keep it in place by their root grips and wind-cushioning stems. They also were attacked, mowed down, and ripped up by speedy mechanical means, and prairie fires were lit that rivaled the conflagrations of the woods. Those were the two main movements in the subduing of the wilderness."

Later Mr. Collis also writes: "Once more, think of the inheritance of the new people in the New World. They came to 2 billion acres, half in forest; 40 percent in strong grasses; only 2 percent in desert. From the Atlantic to well beyond the Mississippi stretched unbroken primeval forest. That was the wealth they took over, the deposit they found in the earthly bank. They broke into the chest and rifled its contents, calling their action 'sturdy individualism' or 'ameliorative improvements,' or simply 'the enterprise of capitalism.' What is the opposite to that kind of capitalism? It is not socialism. It is not communism. It is conservatism. The opposite to capitalism is conservatism. But up till this century the idea of conserving anything never entered the American mind. The fantastic towers of the speediest growth in history rested upon the swift plundering of Nature's hoarded wealth. That was the foundation upon which they built their house. Was it built on sand? And is it writ in water?"

Later, Mr. Collis seems to feel that there may be hope of repairing some of the damage to the American Continent. But we have some of the American Continent still undamaged, still its wilderness self. Surely it is not asking Congress too much to leave this small inheritance to America of the future.

Sincerely yours,

POLLY DYER.
JOHN A. DYER.

DEPARTMENT OF COMMERCE AND ECONOMIC DEVELOPMENT,
Olympia, Wash., February 24, 1961.

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

DEAR SENATOR ANDERSON: Due to the urgency of the current session of the Washington State Legislature, it will not be possible for me to appear before your committee February 27 and 28.

This department wishes to go on record in opposition to S. 174 or similar wilderness proposals at this time. The U.S. Forest Service has been doing an excellent job of making the maximum and highest use of land under its jurisdiction. Their program is satisfactorily filling present needs. It seems injudicious and, even, capricious to make commitments for the future until the Outdoor Recreation Resources Review Commission has had an opportunity to prepare and present its findings and recommendations.

There is substantial public opposition to S. 174. Some of those opposing this and similar wilderness proposals are:

Washington State Grange.
Washington State Cattlemen's Association.
West Coast Mineral Association.
Northwest Mining Association.

SRP02731

Society of American Foresters.
State Game Department.
State Department of Natural Resources.
Chambers of commerce.
Western Washington Resources Council.
Public Power Groups.
Various Forest Products Associations.
County Commissioners.
Washington State School Directors' Association.
Various sportsmen's clubs.
Western States Land Commissioners' Association.
Railway companies.

Much of this opposition comes from the seriously adverse effects of superabundant wilderness areas on the economy of the State.

The Washington State Legislature is presently considering Senate Joint Memorial 17, a copy of which is attached. (See resolution previously included, pp. 376–377.)

I urge you to consider these factors before reaching a decision on S. 174 or any similar wilderness proposals.

Sincerely,

SAM BODDY, Jr., *Acting Director.*

STATE OF ALASKA,
DEPARTMENT OF NATURAL RESOURCES,
DIVISION OF MINES AND MINERALS,
Juneau, February 24, 1961.

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

DEAR SENATOR ANDERSON: The pending measure is contrary to the expressed intent of Congress in a number of acts passed in recent years for the multiple use of public lands wherever possible. Mineral production need not destroy wilderness values, and will not under proper safeguards. Even though the proposed act may specify that the circumstances under which an area to be included will not be interfered with, we have found through actual experience that governmental restrictions have destroyed the multiple use concept and will continue to do so under the administration of measures such as the proposal.

In Alaska, where we are particularly desperate for the establishment of industry to support an economy which Federal defense spending has largely created and is now apparently leaving, we stand to lose much by such legislation. Over 80 million acres are presently withdrawn or highly restricted to the development of mineral resources in our State already. This legislation would tighten the restrictions in these areas and add more areas to the same category, not even allowing for prior evaluation of the areas to learn if mineral possibilities exist. It is not in the public interest to close off areas for a single use before an effort is made to determine what uses might be most beneficial and compatible. I have personally worked in one mining camp in a wild area that contributed large amounts of copper to the World War II effort, and that camp did not affect the wilderness values of the surrounding country.

For the good of the Nation and of the State of Alaska, we urge that this bill be not enacted or else amended to provide for true multiple use after a study of each area by all interested persons or a representative commission or other body established for that purpose.

Sincerely,

JAMES A. WILLIAMS, *Director.*

SRP02732

SMOKY MOUNTAINS HIKING CLUB,
Knoxville, Tenn., February 25, 1961.

Hon. CLINTON P. ANDERSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: We welcome the opportunity to make a statement in support of S. 174 (the Wilderness Act) and of the principles of wilderness use and protection which it embodies.

The Smoky Mountains Hiking Club (Knoxville, Tenn.) is a voluntary, nonprofit organization, composed of men and women who enjoy outdoor recreation, principally in the form of hiking and camping in the mountains of the southeastern United States, and who believe in the human values to our Nation and to the individual of our forests and other wild lands. The club was founded in October 1924 and has 225 dues-paying members. In addition to hiking and camping, an important part of the club's program is directed to informing itself on questions involving conservation of natural resources and public land use and to supporting what we conceive to be the public interest in such matters.

We have long advocated the passage of such legislation as that embodied in S. 174. We believe it essential that some portion of our national land be preserved in its natural condition, untouched by the works of man. The Forest Service has done excellent work under its regulations U-1 and U-2 in setting aside areas of national forest land to be retained in their primeval state. Likewise, within the boundaries of our national parks are contained areas of essentially unviolated wilderness. But the Forest Service wilderness designations can be upset simply by action of the bureau itself; and in the case of wilderness areas within the national parks there does not appear to be any effective legal provision to restrict the Park Service from developing any wilderness by constructing highways, buildings, etc., therein. Phrased another way, we have no national wilderness policy as law to protect what wilderness we have succeeded in saving to date. A fundamental value of S. 174 is that it gives legal recognition to the fact that times have changed and that it is in the national interest to conserve as unaltered wilderness the primeval land and shore areas remaining to us.

May we offer one criticism of S. 174 as now drafted. Only national forest lands, lands under jurisdiction of the National Park Service, and national wildlife refuges and game ranges are covered by the provisions of S. 174. Section 2(h), addition or elimination not provided for in this act, specifically states that no other Federal lands may be added to the wilderness system except by separate, new legislation. We strongly recommend that section 2(h) be redrafted to permit the inclusion within the wilderness system of any federally owned lands or shoreline (whether controlled by the Bureau of Land Management, Department of Defense, Bureau of Reclamation, independent agency, etc.), on the initiative of the chief administrator of the controlling department or agency and in accordance with the procedures provided in section 2 (e) and (f), modification of boundaries. S. 174 declares a wilderness use and preservation policy. Let us allow admission into the wilderness system of any Federal lands which are found to qualify under the terms of the bill's executive review and congressional resolution procedures.

Thank you for this opportunity to express our support of S. 174 (the Wilderness Act) and to urge its enactment into law.

Very truly yours,

MISS JESSIE DEMPSTER, *President.*

SRP02733

ADVANCE IDAHO MEMBERS,
Lewiston, Idaho, February 23, 1961.

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

DEAR SENATOR ANDERSON: As members of Advance Idaho, our aim is to promote Idaho industrially, economically, historically, and as a vacation land. We are particularly interested in the five north central counties, namely, Nez Perce, Clearwater, Latah, Lewis, and Idaho.

It is because much of the public domain, included in Senate bill 174 for withdrawal, lies within the confines of this area that we write you to register our protest. It is our opinion that to withdraw this area from multiple use would be in direct violation of everything we stand for and work toward.

Therefore, we stand opposed to Senate bill 174, and in support of the multiple-use concept as presented by the Inland Empire Multiple Use Committee.

It is our desire that our protest be made a part of the official hearing.

Thank you.

Very truly yours,

VERNON E. ARBOGAST,
Chairman, Multiple Use Committee.

CALIFORNIA STATE CHAMBER OF COMMERCE,
San Francisco, February 27, 1961.

SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Senate Office Building, Washington, D.C.

GENTLEMEN: We understand that S. 174 will be heard by your committee on February 27 and 28, and respectfully request that our opposition to this proposal for a Wilderness Act be made part of the hearing record.

The California State Chamber of Commerce has long supported the establishment of wilderness areas in national forests and parks and their administration under the present policies and management directive. Testimony to this effect has been presented in earlier hearings on similar wilderness bills.

We feel enactment of S. 174 to be undesirable for at least several reasons:

1. The bill would give immediate classified wilderness status to some 1,190,491 additional acres of national forest land in California, where we already have 458,173 acres so classified. These lands, now under custodial management as "primitive" areas, are under study for their potential highest use. Many of the boundaries were arbitrarily established in the 1930's without detailed study and on the basis of inadequate maps. A number of these "primitive" areas that were set aside at that time for review and further classification contain large acreages of private holdings. While we favor the gradual acquisition of those in-holdings by the U.S. Forest Service where private management is not feasible, we are of the opinion that S. 174 would eliminate present flexibility in such acquisitions or land exchanges and in needed boundary adjustments.

Until studies to evaluate all the resources involved, including mass recreation, are completed, blanket inclusion of these more than 1 million acres in California into the proposed wilderness preservation system is certainly premature and unjustified.

2. Since Congress authorized the Outdoor Recreation Resources Review to obtain long-range planning data as an aid in determining future recreational needs, premature action on any wilderness bill prior to the report of the Commission early next year would be inadvisable.

3. The bill proposes a single national wilderness system from lands now administered by three different Federal agencies with different management objectives, and would certainly encourage the creation of another Federal bureau at a time when we should be concerned with economy and efficiency in government.

SRP02734

In California we are faced with many recreational demands and conflicts, particularly on existing wilderness areas. Pilot studies which will have national application are being carried out on at least one of our national forests (Sierra National Forest) in determining management tools and regulations to minimize the effect on the wilderness areas of large, concentrated numbers of wilderness recreation seekers. We believe results of these studies should be available before detailed wilderness area policy is adopted.

We have long supported the multiple use of our national forests and wildlands, and feel that such progressive steps as the Multiple Use Act of 1960, which included wilderness areas as a responsibility of the Forest Service, and implementation of the long-range program for the national forests will, in time, resolve the question of further legislation dealing with wilderness areas.

Sincerely,

JAMES MUSSATTI, *General Manager.*

THE FAYETTE REVIEW,
Fayette, Ohio, February 24, 1961.

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

SIR: It is my understanding that you have introduced a bill into the U.S. Senate concerning wilderness preservation. Since I am greatly interested in wilderness preservation, may I express my thoughts on the matter. I would like to have this letter made part of the record of the Senate Committee on Interior and Insular Affairs, if this is possible.

Wilderness preservation is of utmost importance and concern to the United States. This Nation's population has increased steadily since the country's birth. The future holds further increases. This will mean an accelerated and ever increasing dwindling of our national resources. It also means that, with more people, the problems, pressures, and complexity of our society will increase. Where will man turn for a rebirth of spiritual and creative energy if wilderness areas no longer exist? For this one reason, in my opinion, wilderness areas (as many as possible) should be assured of perpetual safety.

Wilderness preservation is important, also, as these areas serve as laboratories for the study of nature as it once was and as it would have developed without man's presence.

The wilderness is part of mankind's total culture. It should be preserved to provide for future generations.

Respectively,

GAYLORD YOST.

QUINTON, VA., *February 25, 1961.*

Senator CLINTON P. ANDERSON,
Chairman of the Senate Committee on Interior and Insular Affairs, Washington, D.C.

DEAR MR. ANDERSON: I would like to express my views on bill S. 174, to establish a national wilderness preservation system. With our growing population and mechanization we need, more than ever, to preserve remnants of our beautiful wilderness. In a setting of natural beauty, free from the things of civilization, you feel closer to God. These values cannot be measured in dollars or cents. Since we have been on this earth we have created much material wealth. But there is one thing man cannot make, peace and solitude that is found in wilderness. We owe it to ourselves and generations to come to safeguard our wilderness.

I am 17 years old and have a deep abiding love for nature. Thank you.

Sincerely yours,

JERRY ELLYSON.

SRP02735

NATIONAL LEAGUE OF AMERICAN PEN WOMEN,
Seattle, Wash., April 22, 1961.

Senator CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Washington, D.C.

DEAR SIR: Speaking as the daughter of pioneer families of the State of Washington, as well as president of Seattle branch of the above-named organization, I wish to voice strong support of the wilderness bill (S. 174).

People in the lowland areas of western Washington are right now suffering great property and health damage due in part to the policies which have resulted in the denuding of our mountainsides and thus turning loose the torrents of water which should be retained by the trees and wilderness reservoirs provided by nature.

But aside from this consideration, it seems to me that we owe it to our future generations to preserve as much of the natural wilderness with all it provides in the way of enjoyment, study, and benefits as it is possible. There are few spots in any man's land that can surpass the beauty of the areas covered by this bill. I urgently request that it be given fair and careful consideration.

Very truly yours,

MARGARET COPLEN MATTOCKS.

AUGUSTA NATURE CLUB,
Augusta, Maine, February 22, 1961.

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

DEAR SENATOR ANDERSON: It is good to know that you have already introduced in the Senate the wilderness bill, S. 174, and that you had many cosponsors from both political parties.

Now that previous discussion of a similar bill has apparently worked out satisfactory answers to questions raised in the past, we greatly hope that S. 174 will be speedily adopted by the Senate. It is high time that the United States should preserve an adequate sampling of different types of wilderness areas for their scientific, educational, and esthetic values.

Will you kindly include this letter of support in the record of the hearing on S. 174 to be held on February 27 and 28? Thank you.

Sincerely yours,

DOROTHEA MARSTON,
Chairman, Conservation Committee.

MANSFIELD, OHIO, *February 24, 1961.*

Senator CLINTON ANDERSON,
Chairman, Senate Interior Committee, Washington, D.C.

DEAR SENATOR ANDERSON: As conservation chairman of our local Audubon Society. I am writing to inform you that our chapter endorses your wilderness bill S. 174 and sincerely hope it passes.

Sincerely,

Mrs. LLOYD S. BARR.

NAMPA, IDAHO, *February 23, 1961.*

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

DEAR SENATOR ANDERSON: As members of Boise Valley Natural History Society and as individuals, we, the undersigned, wish to express our gratitude to you for introducing S. 174, the new wilderness bill, in this session of Congress.

We wish to express our approval of the measure and urge members of your committee to do what they can toward getting it out of committee and to support it on the floor of the Senate.

SRP02736

We believe that all thoughtful and unselfish Americans share the feeling that some areas must be set aside in their natural state while time still remains.

Sincerely yours,

CHARLES F. BAPTIST.

(Letter contained 25 signatures. They are on file with the committee.)

CAMP DENALI, INC.,
MCKINLEY PARK, ALASKA,
February 24, 1961.

SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Senate Office Building, Washington, D.C.

DEAR SIRS: We would like to go on record of approving S. 174, the bill introduced by Clinton P. Anderson to create a National Wilderness Preservation System.

Those of us who have made our homes in Alaska because the wide, open, spaces have for the most part disappeared in the rest of the States, hope that permanent status, not subject to administrative decree, can be given to some of the wild areas still left in national forests, parks, and wildlife ranges.

Many areas which conservationists now seek to make into national parks to protect their wilderness values, might better be left in national forests or wildlife ranges if they had the assurance of the protection a wilderness bill could give.

Our wilderness areas in the time to come of expanding populations may turn out to be the most valuable resource we as a Nation will have. They can never be created once they have gone.

Sincerely,

VIRGINIA HILL WOOD.
MORTON S. WOOD.
CELIA M. HUNTER.
WILLIAM O. PRUITT, Jr.

THE COLORADO MOUNTAIN CLUB,
Denver, Colo., February 24, 1961.

Hon. CLINTON P. ANDERSON,
U.S. Senator,
Washington, D.C.

DEAR SENATOR ANDERSON: The Colorado Mountain Club would like to state our support of the wilderness bill (S. 174), at these hearings.

The citizens of Colorado, as well as thousands of visitors to Colorado, have an unusual opportunity to enjoy nature's handiwork unspoiled by civilization in almost a dozen wilderness areas in Colorado. The Colorado Mountain Club, with groups in all part of the State, continually penetrates these areas, and fully appreciates the matchless beauty of the wilderness environment.

We greatly appreciate your support to have this bill (S. 174) passed during the present session of Congress.

Very sincerely yours,

FLORIAN A. CAJORI,
President, Colorado Mountain Club.

FEBRUARY 10, 1961.

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

MY DEAR SENATOR ANDERSON: The Skagit Alpine Club wishes to commend you for your interest in and introduction of the new wilderness bill, S. 174, upon which hearings will be held February 27–28. We urge you and your cosponsors to exert all possible influence toward early passage of this bill.

The Skagit Alpine Club has a membership of approximately 100 adults representing Skagit and Island Counties which are situated immediately adjacent to the State of Washington's magnificent North Cascade Mountain Range.

SRP02737

We are fully aware that strong measures must be pursued and constant vigil kept to insure the preservation of wilderness areas for present and future generations, not only in our own State of Washington but throughout the Nation, and we feel that Senate bill 174 is a right step in that direction.

We respectfully request that the views of our organization be made a matter of record in the hearings on Senate bill 174.

Respectfully yours,

LOIS W. ENGLEBRIGHT,
Mrs. E. G. Englebright
Chairman, Conservation Committee,
Skagit Alpine Club, Anacortes, Wash.

DESOMOUNT CLUB,
Los Angeles, Calif., February 22, 1961.

Senator THOMAS H. KUCHEL,
Senate Office Building, Washington, D.C.

DEAR SENATOR KUCHEL: The wilderness bill is an outstanding social need.

Vote for it.

There is no warrant for depriving society of this precious resource.

Posterity will bless you for it.

Respectfully yours,

HERLEY GAYMAN, *President.*

WEST COVINA, CALIF., *February 25, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Washington, D.C.

DEAR SENATOR ANDERSON: I live in a semiarid area from which the last vestige of wildlands has disappeared. Their disappearance has brought about changes that we call civilization. However, those changes in themselves force an appreciation for the value to civilization of wilderness.

In my opinion, the wilderness bill, S. 174, is necessary to prevent other areas in the country, arid or not, from becoming devoid of that element so necessary to civilization. I respectfully request that your committee act favorably on this legislation.

Respectfully yours,

MRS. MARY JOHNSON.

BOISE, IDAHO, *February 23, 1961.*

Hon. CLINTON P. ANDERSON,
Chairman, Hearing on Wilderness Bill,
Senate Office Building, Washington, D.C.

DEAR SENATOR ANDERSON: We of the Idaho Wilderness Committe wish to commend you for your introduction of S. 174. We agree that preservation of our wilderness by congressional action is most desirable.

With our multiplying population our nonwilderness land is more and more losing what unspoiled character it has had. This makes continuous protection of what wilderness now remains, all the more imperative. We favor multiple use of the public domain but firmly believe that multiple use of the whole does not preclude the use of some parts for activities best suited and most desired for each small part.

Any proposed legislation which would limit or reduce present wild, primitive or wilderness areas before including them in a wilderness preservation system would be breaking faith with the future of our children as well as doing an extreme injustice to our, too often harried, present generation.

We urge the passage of S. 174 as soon as possible.

Sincerely,

ERNEST E. DAY,
Chairman, Idaho Wilderness Committee.

SRP02738

BATONA HIKING CLUB OF PHILADELPHIA,
Camden, N.J., February 25, 1961.

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

DEAR SENATOR ANDERSON: We are advised that bill S. 174, known as the wilderness preservation system, is in preliminary hearings preparatory to going to Congress. I wish to express my strongest support for this bill. This is based on the desirability as well as the obvious need for such a measure. The destruction plus the exploitation of the forests and wildlife, the mountains and streams of this Nation has reached a point of danger and may soon become disastrous.

Preservation of our wilderness as well as our natural resources must, and I repeat, must be assured by Federal law. Conservation must be more than a figure of speech. It must be implemented by more than halfway measures and token gestures as heretofore.

The Batona Hiking Club of Philadelphia and its 1,000-odd members are only one facet of the American public which calls for renewal and effective legislation on conservation's behalf.

Therefore, on behalf of the organization which I represent, I call on our legislators to do all in their power to put bill S. 174 before the Congress and implement its adoption into law.

I wish further to state that I would like to have this letter entered into the record of the hearings; and also advise that this letter may be used in any manner that will further the objectives expressed herein.

Respectfully yours,

MORRIS BARDOCK, *President.*

EDMONDS, WASH., *February 22, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Washington, D.C.

SIRS: Although I am only a boy of 14 I enjoy the great out of doors as much as the expert climber or experienced forest ranger. I believe that in order to have successful national forests, national parks, and State parks, you must have unspoiled wilderness. I sincerely hope you will vote for wilderness bill S. 174.

Yours truly,

JIM SELLERS.

STATEMENT OF CARMELITA LOWRY, ST. LOUIS, MO.

The recreational values of wilderness areas are, in themselves, ample justification for legislation which would protect these areas. But since the opponents to such legislation like to label inexpensive and popular outdoor recreation as "the selfish interest of a privileged few" perhaps more emphasis should be placed on the practical and scientific importance of wilderness preservation.

In spite of many technological advances man knows pitifully little about his environment. Although he has often been able to improve on Mother Nature he has been guilty of gigantic blunders when he has tried to outwit her. This is eloquently stated in the U.S. Department of Agriculture's 1958 Yearbook:

"So the fathers conquered a continent and learned much about land and themselves. And the sons? The sons, for quick profits and, heedless of sons to come, cut over and let burn many forests. Logging at an end, towns died. They let the streams be polluted. Silt from denuded watersheds choked reservoirs, led to floods and wasted water, which was becoming more and more precious. People plowed land that should be grassland and saw how duststorms could despoil the prairies. They overgrazed and uncovered the slopes and paid the price in erosion, in the forced sales of homes and farms, and poverty."

To say that the sons have learned their lesson and become wondrous wise is the grossest form of naivete. And although they may learn much from experiments in timber cutting, watershed management, insect control, etc., etc., they can do so only if they preserve some basis of comparison, some "baseline" with which to interpret the results of these experiments.

The only satisfactory "baseline" is wilderness and there is precious little left.

SRP02739

RAVALLI COUNTY FISH & WILDLIFE ASSOCIATION,
Hamilton, Mont., February 23, 1961.

Senator CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs,
Senate Office Building, Washington, D.C.

DEAR MR. ANDERSON: The Ravalli County Fish & Wildlife Association as well as individual members of this organization have over the years repeatedly endorsed enactment of a wilderness bill. We have so advised members of the Interior and Insular Affairs Committee as well as all members of Montana's congressional delegation.

We hope that this is the last appeal that the Ravalli County Fish & Wildlife Association is required to make to secure a favorable report from your committee on this urgent and important legislation.

Very sincerely yours.

TOM FORD, *Chairman, Wilderness Committee.*

SUSQUEHANNA VALLEY AUDUBON SOCIETY,
Sayre, Pa., February 24, 1961.

Senator CLINTON P. ANDERSON.

DEAR SENATOR: As a branch of the National Audubon Society we do heartily endorse the wilderness bill, S. 174, and request that we be made a part of the hearing record on this bill, February 27–28.

Very best wishes.

Sincerely,

GENEVIEVE W. GORE
Mrs. M. Louis Gore,
Corresponding Secretary.

MINNESOTA DIVISION,
IZAAK WALTON LEAGUE OF AMERICA, INC.,
Minneapolis, Minn., February 25, 1961.

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

DEAR SENATON ANDERSON: The Minnesota division of the Izaak Walton League was pleased to hear that you are sponsoring the revised wilderness bill, S. 174.

Inasmuch as we in Minnesota are vitally interested in our Boundary Waters Canoe Area on the Superior National Forest, and since we strongly support the principles embodied in your bill, we urge that everything possible be done to obtain immediate passage of this important legislation.

Time is running out, and the need for preserving wilderness areas is becoming daily more urgent. The present bill has been adequately revised to take care of legitimate objections and there is no need for further delay.

We would like to have this statement made a part of the legislative record.

Your efforts are greatly appreciated.

Respectfully yours,

ADOLPH T. ANDERSON,
Chairman, Wilderness Committee.

HANOVER GARDEN CLUB,
Hanover, N.H., February 24, 1961.

Senator CLINTON P. ANDERSON.
Chairman, Senate Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.

DEAR SIR: By unanimous vote the 100-member Hanover Garden Club has asked me to express its concern for the preservation of our country's wilderness areas and to urge enactment of bill S. 174.

Will you please include this letter in the record of the hearing of this bill on February 27 and 28?

Sincerely,

CAROLYN C. TENNEY,
Conservation Committee Chairman.

SRP02740

DIBOLL, TEX., *February 27, 1961.*

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

GENTLEMEN: A copy of a statement by Louis S. Clapper, chief, division of conservation education, National Wildlife Federation, delivered before the Senate Committee on Interior and Insular Affairs of the 87th Congress on February 27–28 of this year has come to my attention. I am opposed to the extension of the wilderness preservation system to include lands not actually under this system at the present time. Whereas I feel that a reasonable amount of wilderness area should be maintained, I know that a very few can participate in the pleasures provided. To my notion the wilderness area set aside is the most selfish action that can be taken by a few as contrasted with the enjoyment by millions of the large forested areas that are being operated presently under multiple use.

I am a vice president of Sportsmen's Clubs of Texas and I would like to make it known that Mr. Clapper does not speak for the "2 million individual sportsmen-conservationists."

Yours truly,

ARTHUR TEMPLE.

EUGENE, OREG., *March 4, 1961.*

Senator ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.:

The Oregon Farm Bureau Federation urges that Senate bill S. 174 be not further considered until the Outdoor Recreation Resources Review Commission report has been received and studied.

This organization is not opposed to wilderness but opposes this bill as lacking economic justification or the urgency to require its enactment before completion of that study.

Note that support for the bill has been preponderantly to the emotional concept of wilderness with little regard for economic effects. Almost without exception professional conservationists and State and local agencies with economic responsibilities have opposed previous drafts and no substantial change appears in this bill.

At this time of concern over economic distress, serious consideration should be given to the advice of those skilled in the field of conservation and those with responsibility for providing employment in the utilization of the national resources.

GERALD W. DETERING,
President, Oregon Farm Bureau Federation, Salem, Oreg.

BELAIR, MD., *March 2, 1961.*

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

Unfortunately was not aware wilderness bill S. 174 was to come to committee in February. Am so very much in favor of it, starting letter campaign to Maryland Representatives urging them to get it on the floor and back it. Also getting friends in five other States to do likewise. Living Wilderness magazine doing excellent job. Good luck.

Sincerely,

JEAN HOLFELDT.

SIMMS, MONT., *February 26, 1961.*

Senator CLINTON ANDERSON,
Senate Interior and Insular Affairs Committee,
Washington, D.C.:

Please give wilderness bill S. 174 all your support.

RAY WAGNER,
Manager, Hamilton Ranch.

SRP02741

SIMMS, MONT., *February 26, 1961.*

Senator CLINTON ANDERSON,
Senate Interior and Insular Affairs Committee,
Washington, D.C.:

Please give wilderness bill S. 174 all your support.

A. D. MCGILLIS,
Rancher, Choteau, Mont.

RIVERSIDE, CALIF., *February 26, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.:
Re wilderness bill S. 174.

This bill has been prompted by the Federation of Western Outdoor Clubs and other conservation groups. Our natural recreational areas have been despoiled especially during the last 30 years for the temporary benefit of a few. Here is a chance to preserve for a while some remaining recreational areas. I urge you and your colleagues to push for passage of this bill during hearing your committee is about to hold.

DAVID L. SHATTO.

SAN BERNARDINO, CALIF., *February 26, 1961.*

Senator CLINTON P. ANDERSON,
New Senate Office Building, Washington, D.C.:

We of the San Bernardino Valley Audubon Society have petitioned our representatives again and again for strong wilderness bill. For posterity's sake, let us not modify or delay it further.

MRS. ANN E. WISSLER, *President.*

DENVER, COLO, *February 27, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.:

Please accept the following testimony for the record. I am for the wilderness bill. All around me I see the scars and activities of mankind. They are of a commercial interest for monetary values. If unchecked every acre of our public lands will be exploited. The present and future generations of Americans should have a place of rest and solitude from our everyday hectic lives. We must have wilderness preservation to protect the watersheds, wildlife, forest, unspoiled natural and scenic areas that are presently left in these United States.

CHARLES H. NELSON,
Lakewood, Colo.

EUGENE, OREG., *February 27, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs,
Senate Office Building, Washington, D.C.:

Oregon Logging Conference membership in excess of 1,700 in meeting on February 24, 1961, at Eugene, Oreg., passed unanimously the following resolution:

"RESOLUTION NO. 5, WILDERNESS BILL

"The Oregon Logging Conference at its 23d annual session resolves to reaffirm its previous position against a blanket wilderness system, and specifically S. 174, as being outright detrimental to the economy of the Pacific Northwest. Such legislation is not desirous before the report of the Outdoor Recreation Resources Review Commission. Wilderness is part of the Forest Service Multiple Use Act of 1960. The Forest Service is continuing to review the old 'set aside' primitive areas. A change in classification of 7½ million acres of primitive area to wilderness area is a definite departure from the accepted forest management practice of multiple use."

OREGON LOGGING CONFERENCE,
ROBERT CROSS, *Secretary-Manager.*

BOISE, IDAHO, *February 27, 1961.*

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
U.S. Senate, Washington, D.C.:

For many years various special-interest groups have strived to define the remote and primitive areas of our country as wilderness areas. Although most of these groups have never traveled the regions of their proposals, they adopt the idealistic concept and resent any use of man in such areas except by foot, horseback, or canoe, contrary to the popular primitive area concept of encouraging the people to use and enjoy as much as possible. With a minimum of development the wilderness sponsors would reserve such areas for only those who have the time, finances, and physical capabilities to traverse mountain regions by foot, horse, or oar. Idaho areas have continued to be remote and primitive, with conservation practices in behalf of our resources administered by utilitarian adaption of aircraft small landing fields strategically located for forest firefighting, managing big game and fish, control of insects, game harvest, etc., have not detracted from a primitive concept. Please accept this wire as a plea for your unfavorable consideration of S. 174 before your committee this date.

CHET MOULTON,
Director, Idaho Department of Aeronautics.

LONG BEACH, CALIF., *February 27, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.:

Let us get the wilderness bill into action before too late.

ELIZABETH BYRKIT,
President, Agassiz Nature Club.

MILWAUKEE, WIS., *February 27, 1961.*

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

DEAR SENATOR ANDERSON: In reference to Senate bill 174, known as the wilderness, our organization emphatically endorses this bill and asks that it be favorably recommended for passage by your committee. We ask that your committee extend every effort to hasten endorsement so that the House of Representatives may pass this bill as soon as possible.

Wilderness is, we believe, a part of our American way of life—that part of us which remains to prove before the whole world that we are not an entirely materialistic people. As Galen Pike expressed it, "Wilderness is like religion. No man would care to live or do business in a community without churches. Though he might never attend a church or donate a single cent to its maintenance he would benefit by its moral and spiritual effect upon the town: so too does wilderness cast its effect upon the Nation." We believe in this way Mr. Pike expressed the feelings of all of us. Wilderness is an infinite part of American spiritual life.

We sincerely urge passage of S. 174.

CITIZENS NATURAL RESOURCES ASSOCIATION,
MRS. MAX J. SOHMITT, *President.*

PORTLAND, OREG., *February 26, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate Building, Washington, D.C.:

Mazamas, Portland 67-year-old mountaineering club of 1,100 members, urges adoption of wilderness bill, S. 174, now. Congressional recognition needed to insure preservation of irreplaceable national heritage.

NEIL BALDWIN,
President of Mazamas.

SRP02743

IDAHO COUNTY CONSERVATION ALLIANCE,
Milwaukee, Wis.

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

DEAR SENATOR ANDERSON: We have just learned that you have scheduled hearings on February 27 and 28 on your wilderness bill S. 174.

I am writing on behalf of the Milwaukee County Conservation Alliance Inc. This alliance represents 47 member organizations of sportsmen's clubs, civic clubs, and professional organizations. We represent over 60,000 members in these 47 clubs.

We wish to extend to you our sincere thanks for introducing Senate bill 174 and for the prompt manner in which you have scheduled hearings on the bill. We feel the bill is a vital step toward the preservation of wilderness on a reasonable basis in the United States. We would like very much to be present at the hearings so that we could express our feelings to your entire committee, but this is impossible. We would like the committee to know, however, that we strongly support the bill.

We would be appreciative if you would make this letter a part of the hearing record.

Very truly yours,

JAMES W. HOLE,
Chairman on Legislation.

THE CONSERVATION LEAGUE,
New York, N.Y., February 26, 1961.

Hon. CLINTON P. ANDERSON,
U.S. Senate, Washington, D.C.

SIR: We wish to extend our sincere thanks to you and the cosponsers of S. 174 for introducing a new wilderness bill, carrying forward the efforts of your predecessor, the previous chairman of the Interior and Insular Affairs Committee, Senator James E. Murray, and the many other advocates of wilderness legislation to bring this concept to fruition.

It is hoped the revised bill and the early hearings of your committee on February 27 and 28 may give further prospect and impetus for favorable congressional action in the 87th Congress.

In following the many changes that have reshaped the original bill S. 1176 of the 85th Congress into its present form, it is not our belief that all changes were merely compromises, retreats, and losses. Rather the development of the proposed legislation represents a refinement of goal and objective by democratic process.

We believe many conservationists have learned much in the continuing refinement of the proposal; probably most noteworthy—that others have values—at times, perhaps conflicting but nonetheless values, rights and needs, just as important and fundamental as those we in conservation espouse. It is also hoped in return, the opponents of wilderness legislation have found many citizens across our Nation deeply interested and concerned about values other than those of a mere material or monetary character.

Few great nations have had the same opportunity of giving reflective consideration to setting aside portions of their land as wilderness areas before they were cut, developed, or populated. Had they this opportunity now, it is certain they would, as it is hoped our Nation in this special privilege shall do.

We are a new Nation, a young Nation and wilderness with its meaning is not that remote in our history, but that it has special meaning to us; and its meaning, its spirit should not be lost where its concept and value remain a vital force in the national image.

There is little question we shall need to lock up some of our natural resources, but we citizens of New York City have locked up some of the most valuable real estate in the world in Central Park. We are grateful for this and many of us would no longer remain in the city's bounds were it not so. If the citizens of our city can afford Central Park, we believe our Nation can afford wilderness areas.

Those who cry out against locking up some national resources must realize that while some may be, other natural resources, such as watershed and watercover resource values will be protected. Game and wildlife habitat shall also be

protected while the recreational resource value of these areas shall increase in use and character in the future.

Unprotected development and indiscriminate use of these areas which may eventually be set aside in wilderness status would not provide these assets of natural resources for the distant future, but perhaps rather than an objective view to future natural resources, they are predominately concerned with natural resources of singular value to themselves.

We indeed wish to congratulate the U.S. Forest Service in its excellent administration of the areas which may possibly be designated as wilderness areas, but recognize the salutary purpose of wilderness legislation as relieving the service from the many pressures for opening these areas for use which could readily damage their water resource, game habitat, recreational or aggregate wilderness value.

With some 29 million farm acres presently retired in the conservation reserve soil bank program and an increase to 60 million acres in retirement desirable to decrease overproduction of farm products, we are not short of land. We are short of intelligent programs directing the intelligent use and management of land.

We can therefore spare the land for wilderness areas and we bid the advocates and opponents of wilderness legislation to give greater attention and consideration to possible programs for the intelligent management and use of our surplus farm land. We cut down the forests and plowed under the wilderness to gain these now surplus acres; let's put them to intelligent conservation use and cease contemplating how to maneuver our way in the new wilderness areas to create more surplus farm acreage.

Very truly yours,

LEONARD R. GRAYDON, *Chairman.*

MENLO PARK, CALIF., *February 9, 1961.*

Hon. CLAIR ENGLE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR: I hope that you may have opportunity to glance over the February Atlantic, for the articles on our urgent wilderness needs. They express thoroughly my viewpoint on national parks, wilderness, and beaches preservation. Will you please register my support of the wilderness bill, if at all possible, at the forthcoming hearing before the Senate Interior Committee. The Palo Alto Times reports the hearing to be held on February 27–28.

Let's get going on this wilderness preservation now. Nobody knows what the almighty dollar will be worth in 20 years, but there can be no doubt of the value of our natural heritage. Wilderness first, dollars second, is my motto. Let's not sell it out for the quick buck.

Respectfully,

KENNETH R. BROWN.

LAW OFFICES
GEORGE W. NILSSON,
Los Angeles, Calif., February 24, 1961.

Hon. CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ANDERSON: According to reports, you are going to have a hearing on next Monday and Tuesday concerning a new bill providing for a national wilderness preservation system.

Under date of November 7, 1958, the Mining Association of Southern California filed with your committee its opposition to such a wilderness bill. Two copies of that protest are enclosed, as it states our position now as it did 2 years ago.

It seems to me that such a wholesale withdrawal is unnecessary. However, from the miners' standpoint, the bill is improper in that it excludes prospecting and mining in such withdrawn areas.

As you know, during recent years the principle of multiple use has been extensively developed, and there is no reason why mining should not be permitted under proper regulations.

SRP02745

For years those interested in proper defense of the United States have tried to have developed a long range minerals policy. I understand this is again before the Congress. As minerals are absolutely essential to national defense, and during a war the shipments of minerals from other countries would be cut off to a very large extent, we all know it is very necessary that new sources of minerals be discovered. Because of this vital need, it is wrong to lock up millions of acres of land just for the benefit of a relatively few sportsmen.

Finally, as will be seen from the pamphlet prepared by the American Mining Congress, the mining industry has, as a byproduct, opened up many outdoor recreation opportunities for a great many people.

Very sincerely,

GEORGE W. NILSSON, *President.*

CORVALLIS, OREG., *February 28, 1961.*

Senator CLINTON P. ANDERSON,
Senate Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR ANDERSON: We urge the Senate Interior and Insular Affairs Committee to approve the wilderness bill (S. 174) and recommend its passage by the Senate as being in the interest of public welfare. Letter follows.

William F. Unsoeld and Jolene Unsoeld, Lewis J. Krakauer, and Carol Krakauer, Alan Berg and Verna Berg, James L. Overholser, William F. Meyer, Frank Beer and Hesta Beer, Robert Wayne Smith and Elizabeth R. Smith, Ruth Pugsley, Clarence Pugsley, C. W. Hovland, Donald Kelts and Laura Kelts.

WEST COVINA, CALIF., *February 25, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR ANDERSON: Our headlong plunging pace of exploitation of our natural resources will soon come to a screeching halt—the screeching halt of their sudden exhaustion.

That dire prediction will come about sooner that most realize unless well thoughtout planning takes place. The scientist and the engineer have long discarded the once prevalent concept that unlimited and inexhaustible resources exist. They both warn that the day has arrived for beginning wise planning of what remains of our natural resources. All such plans must call for the wisest possible utilization of what remains.

Wisdom also dictates that a certain portion must be held in reserve. A reserve that can conceivably spell the existence or collapse of our country or even our civilization. The wilderness bill, S. 174, is gravely needed to assure the reservoir of wilderness against that fateful day. The wilderness reservoir that will contain timber, grass, water resources, wildlife, and most important, areas large enough to protect the ecological balances so necessary for life itself.

The Interior and Insular Affairs Committee is hereby petitioned by an engineer to report favorably on the wilderness bill to allow our country to proceed with the thoughtful planning of the future.

Respectfully yours,

ARTHUR B. JOHNSON.

PRESCOTT SPORTSMEN'S CLUB,
Prescott, Ariz.

Hon. CLINTON ANDERSON,
Chairman, the Interior Committee,
Senate Building, Washington, D.C.

DEAR MR. ANDERSON: The Prescott Sportsmen's Club in meeting of its executive committee heard discussion on the wilderness bill, S. 174, and since we have always worked for the passage of this bill even in its amended forms, wish to reaffirm our support and hope that work on it will expedite its passage in this session of the U.S. Congress. We are informed that in its present form it is

SRP02746

more acceptable and urge and request that our letter be placed in the record of the hearing as it takes place.

Trusting that you will do all in your power for the passage of this bill we are

Very truly,

M. J. McNARIE,
President.
CLARA MACFARLAND
Mrs. H. E. MacFarland,
Secretary.

IZAAK WALTON LEAGUE OF AMERICA, INC.,
BIG HORN CHAPTER,
SHERIDAN, WYO., *February 25, 1961.*

Senator CLINTON ANDERSON,
Chairman, Senate Committee Interior and Insular Affairs,
Washington, D.C.

MR. CHAIRMAN: I would like to go on record as favoring the immediate passage of the wilderness preservation bill, S. 174.

There is very little more that could be added to the already voluminous testimony and letters of the past 4 years, except to reaffirm the position that it is imperative that the wilderness bill be enacted to strengthen the Multiple Use Act, Public Law 86–517.

A very good example to demonstrate this need is a memorial passed by the 1961 session of Wyoming Legislature which "opposes the creation or extension of wilderness areas within the State of Wyoming" (a copy of this document, H.J.M. No. 7, is included for the record). It is very unfortunate that this memorial was passed by both houses and signed by Governor Gage. It is unfortunate because the document contained some inaccuracies, ignored the Multiple Use Act, and showed a general lack of knowledge of wilderness preservation bills and most important, showed how a single-use minority group can accomplish their aims. Also, lines 4, 5, 6, 7, 8 of page 2 ignored the facts that 11 Southern States are planning 50 wilderness areas, with 17 of these already in effect.

Again, I urge you and the committee to recommend that S. 174 be enacted into law. Wilderness is a natural resource of the United States and the management of it as a resource is well within the philosophy of multiple use.

Sincerely,

WILBUR N. JACKSON,
Vice President, Wyoming Division, and President, Big Horn Chapter.

WYOMING HOUSE JOINT MEMORIAL NO. 7

A JOINT MEMORIAL memorializing the Congress of the United States concerning wilderness legislation and opposing the creation or extension of wilderness areas within the State of Wyoming

Be It Resolved by the Legislature of the State of Wyoming:

Whereas, bills have been introduced in the last two sessions of the United States Congress to establish a national wilderness preservation system; and

Whereas, these bills would create wilderness areas in Wyoming; and

Whereas, the creation of such wilderness areas would interfere with the development of the State's water resources, and would jeopardize the multiple-use concept of the areas for the projection of water, forage, timber, minerals and recreational opportunities, which multiple-use concept policy has been in effect for over fifty years, and has shaped the economy of the West; and

Whereas, the welfare and interest of the citizens of Wyoming demand that there shall not be any further extension of wilderness areas in Wyoming;

Now, therefore, be it resolved, by the House of the Thirty-Sixth Legislature of the State of Wyoming, the Senate of such Legislature concurring, that the President and Congress of the United States of America be and they are hereby memorialized to consider fairly and diligently the welfare and interest of the people of the State of Wyoming, who oppose the creation or extension of wilderness areas in Wyoming; that, furthermore, if such wilderness areas are necessary and desired in other states, that areas adjacent to centers of population be purchased and returned to the wilderness state, believing that such a program would make wilderness areas available to more people of the country than the creation of such areas in the West.

SRP02747

Be it further resolved, that certified copies hereof be promptly transmitted to the President and Vice-President of the United States, the Speaker of the House of Representatives of said Congress, United States Senator Gale McGee, United States Senator J. J. Hickey, and Representative in Congress William Henry Harrison.

NEW YORK, *February 26, 1961.*

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

SIR: May I express my strong approval of the wilderness bill, S. 174, as an important step in the fight for conservation of our few remaining natural areas? As the preservation of every acre of wilderness which remains is one of the most urgent and crucial necessities for the future of this Nation and its people, I urge concerted effort by you, your committee, and the cosponsors of the bill to effect passage as speedily as possible. In the past private power, lumber, and other interests have opposed such a bill; if some effective measure is not passed soon, there will be no wilderness left to preserve.

Kindly include this message in the record of the hearing on February 27 and 28.

Yours very truly,

ELISE S. UNTERMYER.

STANDARD MILLING CO.
Kansas City, Mo., February 24, 1961.

Hon. CLINTON P. ANDERSON,
Senator of New Mexico,
Washington, D.C.

DEAR SENATOR ANDERSON: Would you please incorporate this letter in the hearings as being very much in favor of the wilderness bill, which you have so generously offered for adoption.

This is a once in a lifetime chance and once these areas are gone, they will never return.

You have the support of a great many people for this bill and I hope it goes through.

Best personal regards from my father and me.

Sincerely yours,

R. HUGH UHLMANN, *Executive Vice President.*

WASHINGTON STATE FORESTRY CONFERENCE,
Seattle, Wash., February 21, 1961.

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

DEAR SIR: The Washington State Forestry Conference has provided a forum for discussion of the problems and programs of the forests of our State since 1922. Our members and participants represent all facets of governmental and private forest interests.

We are strongly opposed to the national wilderness system type of legislation because of the restricted use philosophy that it advocates. We no longer have enough forest land for each segment of our population to have private domains for its exclusive use, and this problem becomes more critical each year.

At our 38th annual conference, a publicly employed forester itemized projected withdrawals from the publicly owned segment of our forest land base over the next 15 years that averaged 48½ square miles per year. These forested areas would be diverted to use as reservoirs, powerline rights-of-way, roads, single-use recreation, and miscellaneous. The privately owned segment of our forest land base would be diminished even more. One private company has lost 2 square miles of forest land to public purposes during each of the last 4 years. This is in addition to all of our urban growth.

At our 39th annual conference in 1960, the following resolution was unanimously adopted: "The Washington State Forestry Conference reaffirms its

strong opposition to national wilderness legislation as introduced into the recent sessions of Congress which would place areas that are under the administration of different Federal agencies together in a national wilderness preservation system. Such legislation jeopardizes the forest land base supporting our State economy, and restricts the ability of forest land managers to protect and manage forest resources for the greatest good of all the people. We are opposed to any transfer of responsibility from existing land management agencies presently administering forest land areas."

We urge you to oppose S. 174.

Yours very truly,

WILLIAM H. LARSON, *Secretary-Treasurer.*

LORAIN COUNTY ELY WALTONETTES, CHAPTER OF IZAAK WALTON LEAGUE OF AMERICA,
Sheffield Lake, Ohio, February 25, 1961.

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

DEAR SENATOR ANDERSON: The Ely Waltonettes Chapter of the Izaak Walton League of America are pleased to inform you of their memberships support of the Senate wilderness bill 174 which is scheduled for February 27 and 28 before the committee.

If there are any future bills to be presented before the committee meetings in the fields of conservation or natural resources we would like to be notified so that we may present the bills to our membership for their approval and support.

Sincerely,

MRS. ROBERT J. TEAMAN, Secretary.

PICO RIVERA, CALIF., *February 25, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee,
Senate Office Building,
Washington, D.C.

DEAR SIR: It has just been brought to my attention that the wilderness bill, S. 174, is up for a hearing within the next few days.

The great importance of the wilderness bill inheres, we believe, in that this measure attempts to set aside and protect the last remnants of our great American heritage—the vast wilderness of a whole continent. These last remnants—for the most part in high altitudes of the Far West—should by all means be set aside and preserved in their native wilderness, untouched by man so far as possible, so that future generations of Americans may have some areas—some parcels as it were—that remain in the wild, primitive condition as left by the hand of Nature.

Much of the sterling character of this America that we all revere—has been forged and molded in the vast wilderness of our continent; and we deem it most important that the present and future generations should have preserved for them these remnants which the wilderness bill, S. 174, seeks to set aside and preserve. Now is the time before it is too late. We speak not only as a patriotic American but as a student of the out of doors who has given much of his life to scientific studies in the field, in professional service in behalf of the wilderness and the wildlife which it contains, both as professor of zoology in some of our well-known institutions of learning, and also in service in wildlife preservation with the former U.S. Biological Survey. We speak also as a longtime member of many organizations supporting the wilderness bill—such as: the A.A.A.S., the National Parks Association, the Wilderness Society, the American Forestry Association, the Museum of Natural History, the California Academy of Sciences, the Federation of Western Outdoor Clubs, the Sierra Club, and others.

May we request that this communication be written into the record.

Now let us all pull together to preserve the wilderness—what remains of it—for today and tomorrow—a great American soul-inspiring heritage.

Thanking you greatly for your attention. I am, sir,

Sincerely yours,

RALPH BENTON,
Profesor of Zoology (Emeritus).

SRP02749

WAUWATOSA, WIS., *February 25, 1961.*

Senator CLINTON ANDERSON,
Congress of the United States.

DEAR SENATOR ANDERSON: We of the Milwaukee Audubon Society wish to express our support of your wilderness bill. Each year the danger to the survival of wilderness, and even more important, the philosophy which will tolerate a hands-off policy regarding wild land, becomes greater. Everywhere we must fight the pragmatic, utility only idea—I call it the "Soviet mentality," a philosophy that refuses to concede that there are intangibles.

The cause of wilderness preservation is one that transcends the ages. It is a cause that can and should unite all men of good will. For in the wilderness bill is the argument, stated or not, that man needs some living space, some privacy, some breathing space, before the individuality of every man is crushed by too much togetherness. The honest lands of the wild remind us of what we had; of what we were. To the hedonistic socialists and other materialists who speak of better tomorrows, our wilderness areas are reminders of better yesterdays—we must never let young Americans forget it.

Wilderness to those of us who cherish it, is a place to get away from a world sick of its own sicknesses—a place we can go, as did Robert Marshall and Henry Thoreau, to recharge the batteries of hope. The out-of-doors is full of truth. It is full of realism. It is full of things our daily world (drugged dead by the opinion shapers) no longer seems to recognize. A wild animal that is careless pays dearly. So does a man. This is as it should be. This is a lesson offered by the wilderness alone. Nowhere else can it be offered in such a valid setting.

For over a decade there have been deep stirrings in the scientific community—profound and eloquent misgivings, too numerous to quote, that show that all is not well when man loses the natural and comfortable fixtures of his habitat.

To conclude this support of bill 174 (the wilderness bill) I request that this letter be made a part of the official proceedings and be included in the record.

Sincerely,

DAVID TILLOTSON,
President, Milwaukee Audubon Society.

ARIZONA GAME PROTECTIVE ASSOCIATION,
Phoenix, Ariz., February 27, 1961.

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

SENATOR ANDERSON AND COMMITTEE MEMBERS: Repetition is the source of both emphasis and futility. Nonetheless, in hopeful search for the former of the two I will reaffirm my earnest support for the mutation currently before the committee—the latest reissue of the wilderness bill. I know I am joined by thousands of other like-minded citizens in my belief that the natural resource defined as wilderness should be enduringly preserved by act of Congress.

I realize that legislation must be refined in the interest of accuracy of intent, particulars of jurisdiction, mechanics of implementation and enforcement, and as a safeguard against harmful oversight, but gentlemen, remove enough of the base metal from any high-grade ore and you end up eventually with slag—a sterile refuse. I for one request that you insist that such a fate doesn't settle on the wilderness bill and what's left of America's remnant wilderness. The wilderness bill has been refined enough. Now pass it. Now is the time (overdue as it is); now is the time for the Congress to pass this bill.

Even the untrained, unfamiliar eye can take a steady look at the resource this bill concerns and assay its immense worth. As the great worth of wilderness is easily seen, it is likewise a worth just as easily destroyed. Wilderness is a delicately fragile circumstance. Alteration is its nemesis. Progress—development, improvement, exploitation—any category of change allowed in the midst of wilderness and it is no longer wilderness. This is a fact.

If this resource is to be preserved, it must be declared off limits—off limits that is to those champions of progress who would in any way change it and simultaneously destroy it. I believe this necessity for the preservation of wilderness is a duty incumbent on the conscience of the committee and the Congress. Pass this bill. Put it out where the representatives of the people can prove whether or not they listen to the loudly stated wishes of their constituents on the sub-

SRP02750

ject of wilderness preservation. I remind you, in due respect, that a citizen is a constituent and a corporation or a business is a lobby.

I am a conservationist, not a hoarder. I endorse scientifically predicated multiple-use conservation practices in the management and disposition of this Nation's natural resources. I do not believe, however, that multiple use necessarily need draw the uniform, arbitrary conclusion these several uses must of necessity always overlap each other. I do not agree that the implementation of multiple uses must always insist on two or more of these uses being superimposed one on another. I do not believe that coincidental uses in a particular locale always represents the best conservation practice, or reflects the public interest to best advantage. Many exponents of so-called multiple use seem to believe that if it is possible to impose numerous uses on a particular locale it is always obligatory to do so. I do not.

I believe that multiple use means several separate and distinct recognized divisions of resource uses. I believe that these uses may or may not be conservationally compatible.

I consider wilderness to be a circumstance which in itself constitutes a basic natural resource. I believe that the proper use of the wilderness resource—plainly and simply stated—is the right to enter a wilderness circumstance for any such purpose as might seem appropriate so long as the user is prescribed from any action which might effect any material alteration of the wilderness circumstance or its component elements.

I believe that the use of wilderness as I have described it is just one of the several multiple uses, and deserves equal consideration and equal status.

I believe that wilderness should be perpetuated. I believe the right to use wilderness should be preserved. Realizing that wilderness is wilderness only so long as it is unaltered, I believe that two or more of the multiple uses would be conservationally uncompatible if allowed in a locale recognized as wilderness.

Wilderness—if it is to remain wilderness—cannot be in itself a multiple-use unit. If it is to remain wilderness, it must be a single-use unit. Singular use of this particular resource is, however, consistent with multiple-use conservation in its broadest sense as it is the means of perpetuating the wilderness resource and its use.

I personally accept the following description of multiple-use conservation: "The greatest good, for the greatest number, for the longest possible period." And I also accept the following definition of the overall subject of conservation: "Wise use."

To conclude, I do believe it would be wise to preserve a large portion of America's remaining wilderness so the people may always put it to use.

Sincerely yours,

STANLEY T. CALHOUN,
Vice President, Arizona Sportsmasters-AGPA.

PAINESVILLE, OHIO, *February 28, 1961.*

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

DEAR SIR: Your efforts in drafting and presenting the new wilderness bill, S. 174 are much appreciated by the many people in this area who are aware of the need to do something now to insure some wilderness areas in this country for our generation and those to come. I speak for myself and for the 800 members of Cleveland Audubon Society when I wish you the success of an early adoption of this bill by both Houses of Congress.

Mrs. Robert V. D. Booth,
KAY F. BOOTH
President, Cleveland Audubon Society.

MAPLE VALLEY, WASH., *February 22, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Washington, D.C.

DEAR SENATOR: I read about the wilderness bill S. 174 in the paper and the coming hearings in this matter. I am highly in favor of this bill and hope that Congress will pass it during this session.

SRP02751

The way our cities are growing and taking over the surrounding countryside spreading out in an increasing tempo into areas that were a generation ago unspoiled retreats of nature, makes one wonder how long this can continue before the last tree is cut down and the last brook despoiled. Nothing is safe from this trend, especially with commercial interests reaching out long before into distant areas building roads, cutting and destroying all woods, leaving everything in shambles. One only needs to go into a few of the Cascade areas to see the scenes of desolation that this system has left.

If we do not do all we can right now, it will be impossible to save this last retreat of nature from final destruction.

I hope this bill will get passed. It has the support of all men who have the welfare of future generations in mind.

Sincerely yours,

HANS W. SMITH.

TACOMA, WASH., *February 22, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee,
Washington, D.C.

DEAR SENATOR ANDERSON: The present and future interests and welfare of our country will be served by adoption of wilderness bill (S. 174) and by the perpetuation of large wilderness areas, intact, and in their natural state.

Their aesthetic, educational, health, recreational, and tourist values are good and sufficient reasons for setting aside large wilderness areas. But many people fail to consider the more prosaic, down-to-earth, but also vital, benefits accruing from wilderness areas holding back snow and ground water for our summer's supply for homes, irrigation, and power; their preventing erosion from rapidly denuding our mountain slopes of soil, to finally leave the mountains bare skeletons of rock; and, by avoiding the rapid runoff, preventing the washing out of highways and the disastrous flooding of rich valley lands.

For these reasons alone, it would probably be wise to set aside all our mountain tops above, say, 3,000 feet for wilderness areas. Then they would remain useful, and beautiful, forever.

Sincerely,

R. B. KIZER.

FULLERTON, CALIF., *February 28, 1961.*

Senator ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs, Senate Office Building, Washington, D.C.:

Please accept my congratulations on your interest in the wilderness bill S. 174. Our family has a deep appreciation of our wilderness area. They certainly should be kept available for generations of Americans to come.

DONALD F. BAUMAN, M.D.

SALEM, OREG., *February 28, 1961.*

Senator CLINTON P. ANDERSON,
Senate Office Building, Washington, D.C.:

Urge enactment Senate wilderness bill S. 174.

RECTOR W. JOHNSON.

SALT LAKE CITY, UTAH, *February 28, 1961.*

Hon. CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee, Senate Office Building, Washington, D.C.:

We wish to strongly object to bill S. 174. Need for this legislation has not been demonstrated, and any action on a wilderness bill should await the report of the Outdoor Recreation Resource Review Commission.

CHIEF CONSOLIDATED MINING CO.,
CECIL FITCH, Jr., *President.*

ELLENSBURG, WASH., *February 28, 1961.*

Senator CLINTON P. ANDERSON,
Senate Office Building, Washington, D.C.:

We urge that you withhold action on all wilderness legislation until report of Recreation Resources Review Commission has been studied.

DAVE FOSTER,
Secretary, Washington Cattlemen's Association.

SACRAMENTO, CALIF., *February 28, 1961.*

Senator CLINTON P. ANDERSON,
U.S. Senate, Chairman, Senate Interior Committee, Washington, D.C.:

We urge no action be taken on S. 174 until Outdoor Recreational Committee survey completed and studied. S. 174 serves a special group and should be tabled until positive that lands considered will not be more valuable to more people under different type management.

J. T. RUSTON,
General Manager, Winton Lumber Co., Martell, Calif.

RICHLAND, WASH., *February 28, 1961.*

Hon. CLINTON P. ANDERSON,
Senate Committee on Interior and Insular Affairs, Senate Office Building, Washington, D.C.:

Strongly urge favorable action on wilderness bill S. 174 as necessary step toward insuring true long-range multple use of one of our most valuable natural resources.

U. L. UPSON,
Federations of Western Outdoor Clubs.
Founder Intermountain Alpine Club.

PHILADELPHIA, PA., *February 28, 1961.*

Senator CLINTON P. ANDERSON,
Senate Office Building, Washington, D.C.:

Deeply interested in wilderness bill, urge passage this session Congress.

ABBIE H. EVANS.

HOUSTON, TEX., *February 28, 1961.*

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

For the committee record, wilderness bill hearing S. 174, February 27, 1961.

The Outdoor Nature Club of Houston with an active membership exceeding 400 from various parts of southeast Texas endorses S. 174 the wilderness bill as presently written.

Looking ahead to public need in the years to come conservationists everywhere have encouraged passage of this vital legislation that sets up wilderness preservation as a national objective.

We urge your committee to pass this bill without further delays or amendments.

I. K. SHEFFIELD, *President.*

SRP02753

PUYALLUP, WASH., *February 28, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs, Senate Office Building, Washington, D.C.:

As a professional forester I oppose passage of S. 174 at this time.

ROBERT P. MATTHEWS.

HOUSTON, TEX., *February 28, 1961.*

Hon. Senator CLINTON P. ANDERSON,
Chairman of Senate Committee on Interior and Insular Affairs, Senate Office Building, Washington, D.C.:

We urge that bill S. 174 which proposes to preserve wilderness areas for future generations and which is before your committee be passed.

Mr. and Mrs. J. R. CRAVENS.

OLYMPIA, WASH., *February 28, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs, New Senate Office Building, Washington, D.C.:

The Olympia Audubon Society wishes to go on record as approving S. 174, the wilderness bill.

MARGARET MCKINNEY, *President.*

TACOMA, WASH., *February 28, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee, Senate Office Building, Washington, D.C.:

S. 174 (wilderness bill) passed now would be ill advised. Urge committee take no action. Nation's timber resources (including recreational areas) are in good hands. Passage of wilderness bill would be severe blow to national prestige of U.S. Forest Service.

Respectfully,

RAY A. E. JOHNSON, *Professional Forester.*

EVERETT, WASH., *February 28, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Committee on Interior and Insular Affairs, Washington, D.C.:

As a professional forester I wish to register my objection to the passage of Senate bill 174, and urge your committee to await final report of ORRRC to give Members of Congress an opportunity to acquaint themselves regarding the wilderness question. Request this wire be made part of your hearing.

K. WALIN.

AUBURN, CALIF., *February 27, 1961.*

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

DEAR SENATOR: The Minerals Association of Northern California (formerly California Hydraulic Mining Asosciation) endorses the testimony of the spokesmen for the American Mining Congress in its opposition to the passage of Senate bill 174. The association continues to support the principle of multiple use of the public domain which is not a part of the national park system.

Respectfully,

FLOYD T. WILMOTH, *Secretary.*

SRP02754

EVERETT, WASH., *February 27, 1961.*

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

DEAR SENATOR: We, the undersigned protest passage of S. 174 or any blanket legislation pertaining to wilderness. We feel that you and your committee in particular should not endorse any wilderness legislation until the entire Congress has had the opportunity to make a thorough unbiased study of the Outdoor Recreation Resources Review Commission report. We also request that this letter be made part of the record in the hearing now being conducted on S. 174.

Ed Stuchell, Harry Stuchell, Lawrence Johnson, Dorothy Arnevik, Bill Carpenter, Ted Goodson, Richard Lumsden, Frank Patterson, Florence Weyhing, Clyde Nordgren, Earl Condit, Fred Landsverk, Dwight Butterfield, George Terry, Bob McCartrey, Martin Berglund, Ralph Olson, Ben Kalanquin.

SPOKANE, WASH., *February 27, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee, Senate Office Building, Washington, D.C.:

Our chamber extremely concerned with broad expansion of federally designated wilderness areas and are fearful of the blanketing wilderness area provisions of S. 174. We have testified against such legislation in the past and wish to record our opposition to S. 174.

JAMES BRENNAN, *President, Spokane Chamber of Commerce.*

EVERETT, WASH., *February 27, 1961.*

Hon. CLINTON P. ANDERSON,
Committee on Interior and Insular Affairs, Washington, D.C.:

DEAR SENATOR: We the undersigned protest the passage of Senate bill 174. Please have the protest made part of the hearing record.

Ernest Purnell, P. G. Ames, R. A. Miller, J. H. Hambridge, C. H. Wood, Ivor Ronning, Elroy Strid, Mrs. Raymond Moore, Mrs. H. W. McCullough, Mrs. Carey Raymond, John Lind, Clifford Tungate, Mrs. Charles Gilke, Bill Moody, Bruce Miller, W. M. Roal, M. L. Thomas, George Wilson, Eino Usitalo, E. F. Forrester, Ray Willard, W. M. Pearson, John Dickson, Stan Crowell, Wally Burt, M. P. Beach, George Johnson, P. A. Almgren, Henry Sanders.

TACOMA, WASH., *February 27, 1961.*

Hon. CLINTON P. ANDERSON,
U.S. Senate, Senate Building, Washington, D.C.

DEAR SIR: As a professional forester strongly oppose the enactment of legislation known as S. 174, Wilderness Act. Such a bill premature in view of distressed economic conditions and pending studies of wilderness areas. Earnestly urge your consideration in opposing the passage of S. 174 at this time.

Very sincerely yours,

DONALD W. MORGAN,
West Tacoma Newsprint Co.

SALT LAKE CITY, UTAH., *February 27, 1961.*

Hon. CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee of the Senate, Senate Office Building, Washington, D.C.:

Statement of our position on S. 174 being airmailed tomorrow and trust it will be accepted for record of hearings. We support recreational use of wilderness areas but under basic congressional control as has governed the selection and control of some 14 million acres of national forest land for such purposes to present time. We feel S. 174, particularly in removing congressional control

over such areas, is not consistent with the many measures passed by Congress in past few years to establish and implement multiple use of our Western State public lands.

Sincerely,

MILES P. ROMNEY.

CONCORD, CALIF., *February 27, 1961.*

Senator CLINTON P. ANDERSON,
Senate Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.:

Please record my full support for S. 174 the wilderness bill. The protection of wilderness areas for scientific and recreational needs of the present and future is imperative now while there is yet time to reserve them. The importance of this legislation compares favorably with the National Parks Act of 1916 which all the public approves. Please make this part of the hearing record.

RICHARD L. BOWER,
Pleasant Hill, Calif.

OROFINO, IDAHO, *February 27, 1961.*

Hon. CLINTON P. ANDERSON,
Senate, Washington, D.C.:

We urge that the wilderness bill S. 174 be passed. Please enter our wishes on the record.

CARL and NATASHA BOYD.

PORTLAND, OREG., *February 27, 1961.*

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

I am a forest industry employee, a strong free enterpriser, and a conservative Republican who strongly urges favorable consideration and passage of S. 174. A national wilderness system will strengthen the West and the Nation economically, morally, and spiritually. Further delay or compromise on this measure is wasteful and unnecessary.

ROBERT BEATTY,
LAKE OSWEGO, OREG.

OLYMPIA, WASH., *February 28, 1961.*

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

Very urgent that Senate bill 174 be passed this session. It is imperative that the small wilderness areas involved be set aside and protected for the growing demands of the people of the United States. This is must legislation.

THURSTON COUNTY POGGIE CLUB,
By J. M. PETERSON, *Secretary.*

KLAMATH FALLS, OREG., *February 27, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs, Senate Office Building, Washington, D.C.:

Strongly urge that you delay all action on Senate bill No. 174 (wilderness system bill) until the Outdoor Recreation Resources Review Commission reports its findings in this field in February 1962. It would seem only good business for the Congress of the United States to defer action on this important matter until its own study group has time to report. Up to this point at least the need for such legislation as proposed by Senate bill No. 174 has not been demonstrated. This bill carries only slight revisions from earlier bills. Anyone conversant with this problem would have to admit there is no great urgency here inasmuch as the status of the lands involved certainly is not going to change between now

SRP02756

and February 1962, when the Outdoor Recreation Resources Review Commission's report is expected. This seeming concern for hasty and early action cannot be justified. On behalf of the people I represent I urge you to wait.

VINCENT W. BOUSQUET,
President, Klamath Forest Protection Association.

BELLINGHAM, WASH., *February 27, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, U.S. Senate Committee on Interior and Insular Affairs, Senate Office Building, Washington, D.C.:

We urge you to postpone any action on S. 174, creating a National Wilderness Preservation System, until you have the benefit of your own Outdoor Recreation Resources Review Commission report. At that time, it is possible you will be better prepared to determine wilderness opportunities, needs, uses, and administration and we are sure that any legislation based upon such diligent study will be for the greatest good for the greatest number in the long run.

REYNOLD DICKHAUS.

(The telegram contained 81 additional signatures. They are on file with the committee.)

PUYALLUP, WASH., *February 28, 1961.*

Senator CLINTON P. ANDERSON,
Chairman of Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.:

Imperative that action on wilderness system bill S. 174 be delayed pending completion of study by Outdoor Recreation Committee.

E. S. SEDLACEK, *Sumner, Wash.*

DENVER, COLO., *February 28, 1961.*

Senator CLINTON ANDERSON,
Senate Office Building, Washington, D.C.:

I emphatically request that my communication be part of the record of the February 27 and 28 wilderness hearing to vote this bill on to the floor.

MARGARET B. MCLISTER.

SPOKANE, WASH., *February 28, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Senate Office Building,
Washington, D.C.

Individually and as a group the Spokane Mountaineers are in favor of the proposed wilderness bill. The club founded in 1915 has always been in favor of setting aside land to be used in the public interest and for future generations to enjoy. Many areas worthy of protection for their scenic value are constantly being threatened. The wilderness bill has been tossed around by Congress for a number of years and is long overdue. We would like our statement be made a part of the record.

JOSEPH COLLINS,
Conservation Chairman.

ROUNDUP, MONT., *February 27, 9161.*

U.S. Senator CLINTON P. ANDERSON,
Washington, D.C.:

You are to be highly commended for your efforts to preserve for all future generations our great wilderness. Let all know that we are in favor of the wilderness act S. 174.

FRANK OSET,
President, Montana Wildlife Federation, District 5.

SRP02757

PORTLAND, OREG., *February 26, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate Building, Washington, D.C.:

Federation of Western Outdoor Clubs of Oregon from Portland, Astoria, Salem, Eugene, Hood River, and Corvallis recommend favorable action on wilderness bill S. 174. Accelerating exploitation of national scenic and recreational resources must be stopped.

W. H. OBERTEUFFER,
Oregon Vice President.

SCHENECTADY, N.Y., *February 26, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.:

I respectfully urge favorable consideration and early passage of wilderness act S. 174, which furnishes a long range policy for wilderness preservation and management desperately needed for both present and future public interest and welfare. Alternative is continued erosion of irreplaceable wilderness by economic interest which will deny our children opportunity to experience its spirtual value always available to humanity heretofore. The values and need for wilderness increase in proportion to increase in population and remoteness of nature from our lives.

DAVID L. NEWHOUSE.

TOPSFIELD, MASS., *February 26, 1961.*

Senator CLINTON P. ANDERSON,
Chairman of Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.:

We heartily endorse the wilderness bill. Expanding population and mechanization make its passage urgent. Our community, comprising towns of Boxford, Topsfield, Middleton, North Andover, Andover, and Ipswich, functioning locally as the Essex County Green Belt Association, is particularly concerned in preserving wild land both here and nationwide. Please include this in the record of your hearings.

ETEEDCK, M.D.
President, Essex County Green Belt Association.
CHARLOTTE L. MADDOCK, M.D.

BILLINGS, MONT., *February 25, 1961.*

CLINTON P. ANDERSON,
U.S. Senator, Washington, D.C.:

All sportsmen in this area of Montana are behind you 100 percent in your efforts to establish the wilderness bill, S. 174. Please add our voice to yours in this fight for our great heritage.

JAMES H. DELANO,
President, Billings Rod and Gun Club.

KELSO, WASH., *February 26, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate Building, Washington, D.C.:

The Mount St. Helens Club favors wilderness bill, S. 174.

MYRTLE PRYON,
Conservation Chairman.

SRP02758

ENGLEWOOD, N.J., *February 25, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.:

The country desperately needs a wilderness bill to make wilderness preservation a national policy. The Garden Club of Englewood, N.J., requests that this statement be included in the record of the hearings.

MRS. B. K. SEELEY, *Chairman.*

BOULDER, COLO., *February 27, 1961.*

Senator CLINTON P. ANDERSON,
Chairman of Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.:

Like the great majority of Coloradans anxious to preserve the wild integrity of our public lands from commercial and bureaucratic exploitation, I vigorously support the wilderness bill in the interest of biological science.

H. ROBERT KREAR,
Department of Biology, University of Colorado.

DEFENDERS OF WILDLIFE,
Washington, D.C., February 26, 1961.

Subject: Wilderness preservation system (S. 174, Anderson).

SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Senate Office Building, Washington, D.C.

GENTLEMEN: This organization asks to be placed on record in support of the above bill.

The Senate Select Committee on Water Resources has sounded the warning that water shortages are just around the corner for America. Wilderness and water table research are intimately connected and interdependent.

Those who travel the air routes across the country should be alarmed at the denuded land, once covered by trees, now supporting an agriculture that poisons the fence rows and cuts and burns every growing plant except crops, while the streams and rivers run yellow with the topsoil to the sea. This is a loss to the Nation beyond estimate which is aggravated by the failure to sufficiently conserve the forest cover of the land.

The wilderness provisions of this bill are urgently needed. Wilderness areas set aside by the Forest Service are not a substitute. Such areas are "whimsy wilderness," quite possibly trees today but board feet tomorrow.

We are also greatly interested in the relationship of wilderness and wildlife and stress the words of William Vogt: "The value of wild creatures in maintaining a balanced, healthy ecology in which man can thrive is unquestionably far greater than any figure which has been assigned to their direct exploitation."

President Kennedy's message to Congress of recent date has stressed the need for action now. Tomorrow we may be in serious trouble.

Sincerely,

HENRY M. WEBER, M.D.,
Executive Director.

SOUTHWEST DISTRICT NO. 2,
OF THE MONTANA WILDLIFE FEDERATION,
Livingston, Mont., February 22, 1961.

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

DEAR SENATOR: The many sportsmen's clubs and the many hundreds of members of these clubs interested in wildlife urgently request that you support S. 174.

This wilderness preservation system is badly needed and long overdue. The ever-increasing population demands that something be done about recreation and many other related problems.

Again we want to urge you to do everything within your power to make S. 174 a reality.

Sincerely,

G. F. REDISKE, *President.*

SRP02759

PARK COUNTY ROD AND GUN CLUB,
Livingston, Mont., February 22, 1961.

Senator CLINTON P. ANDERSON,
Senate Building, Washington, D.C.

DEAR SENATOR ANDERSON: We urge that you do everything within your power to support S. 174, the wilderness bill.

Wilderness areas as well as recreation areas are fast disappearing and something must be done to preserve what we now have for the future.

There is no need to go into any lengthy discussion in regard to the bill. We feel it is a good bill and every effort should be made to see that it becomes the law. Again we ask that you help the many people interested in this bill and work for its passage.

Yours truly,

HAROLD SHAMSTROM, *Secretary.*

ORADELL, N.J., *February 24, 1961.*

Hon. WILLIAM B. WIDNALL,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN: As individuals, members of the Hackensack Audubon Society fully endorse the present version of S. 174, of the wilderness bill, and strongly urge its passage during this session of Congress. A similar letter has been sent to Senator Clinton P. Anderson, requesting that it be made a part of the hearings record on this bill.

Respectfully yours,

HENRY S. FISHER,
Chairman, Conservation Committee,
Hackensack Audubon Society.

NAMPA, IDAHO, *February 8, 1961.*

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

DEAR SENATOR ANDERSON: First, I would like to express my gratitude to you for introducing S. 174, the new wilderness bill, in this session of the Congress. I believe all thoughtful and unselfish Americans share my feeling that it is well worthwhile to preserve some small parts of our land in their natural state, and that their value will increase tremendously with the passing of time.

Second, I would like to request that this letter in support of the wilderness bill be made a part of the record of the hearing on it to be held later this month.

Third, and finally, I would like to mention a point that, so far, I have not heard in discussions of the wilderness bill: All of the land that might possibly be included is considerably less than half as much as the Government gave the railroads during the period from 1850 to 1871. Surely, if we could afford to give away 128 million acres of the public domain then, we can afford to keep some 55 million acres of it now. The need for transportation 100 years ago was obvious, but the need for peace, for quiet, for solitude, for a spot in which to refresh the mind and rekindle the spirit is as obvious now—and it is a need that can only become more urgent as the pressures of an ever increasing population grow.

Sincerely yours,

TED TRUEBLOOD.

SEATTLE, WASH., *February 23, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Washington, D.C.

DEAR SENATOR: It is my understanding that the wilderness bill (S. 174) hearings are scheduled for February 27 and 28. I am writing to you to urge support of this bill. I have visited many of the areas that are affected by this bill. Year by year it becomes more apparent that we must do everything that we can to save the few remaining wilderness areas in this country from the encroachment of the machine age with its mechanization, chemicals, and pollution. Where, but in our wilderness areas will the scientist of the future be

able to study the true cycle of nature? In other areas, the land is torn up by machines; insects and plants are killed by chemicals; and the air and water are polluted by industrial waste. Even today, we are affected by the greed and mismanagement of the past generations, because they plundered, burned, and laid to waste so much of our beautiful country. We must take steps to preserve the remaining wilderness areas and tighten all the loopholes in our laws that might give the wrong individual the opportunity to enter these areas for commercial purposes. It is imperative that these areas are protected, otherwise it will be impossible in a few short years, to visualize what they were before civilization destroyed them. It makes one very sad to see some of the areas we have already lost to commerce. Their only concern is to strip the area of its last valuable item, and then leave it in shambles. The land they laid to waste remains for years as if some blight had killed all the vegetation, except the weeds. I have seen even the birds and animals leave areas that have been logged.

Buildings must also be limited and regulated in these areas, otherwise, some hideous structure is erected that is incongrous with its surroundings.

I hope you will encourage support of this bill. Thank you.

Respectfully yours,

MARGARET B. BATTLES.

TACOMA, WASH., *February 25, 1961.*

SENATOR CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Washington, D.C.

DEAR SENATOR ANDERSON: Lumber interests place a price on a tree in relation to the profit it will bring them. They have already tied up huge blocks of land for this purpose and are still not satisfied. Yet it is known that when the lumberman enters an area, the wilderness there is destroyed forever. Thus the question is merely one of values. Can we afford to let our few remaining wilderness areas be destroyed? It is said that man cannot live by bread alone. What shall it profit a man if his pockets are full, but he has no joy in living? I believe that our scenic wilderness areas should be guarded more carefully than all the gold in Fort Knox, since they are a God-given treasure of far greater value. As a step in the right direction I support S. 174.

Very truly yours,

ROBERT W. KLOSTER.

WALLACE, IDAHO, *February 21, 1961.*

Hon. HENRY C. DWORSHAK,
U.S. Senate, Washington, D.C.:

We sincerely urge you to oppose S. 174, commonly known as the wilderness bill.

This bill would largely prohibit commercial enterprises of any kind within the so-called wilderness system, which includes an area in the Western States of more than 50,000 square miles. No timber may be harvested, no grazing permitted except under special conditions, no reservoirs or other conservation works constructed except with Presidential approval, no permanent roads may be built and no prospecting or mining except under special conditions requiring explicit Presidential permission and regulation.

Since permanent roads into the wilderness area are prohibited and since use of motor vehicles or motorboats is forbidden except in the boundary water area of Superior national forests, Minnesota, the area is actually set aside for the enjoyment of a relatively small percentage of our people who can afford to employ guides and pack animals to carry them into remote areas.

Our public lands should be maintained for the good of the general public and not be reserved for a single-purpose wilderness use. Development in the State of Idaho and other States is dependent upon development of the natural resources for each State.

The National Outdoor Recreation Resources Review Commission will report on this issue in September and their report should be available and studied before legislation with respect to S. 174 is considered.

I urge you to accept the views contained herein.

L. J. RANDALL,
President Idaho Mining Association.

SRP02761

CAMP FIRE GIRLS,
Spokane, Wash., February 23, 1961.

Senator CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Washington, D.C.

DEAR SIR: As a lover of the unspoiled beauty of this land, I urge you to support the wilderness bill, S. 174. Too much of our country has already been irrevocably ruined in deference to commercial interests. I am appalled to see the waste and desolation left behind by these who have cut great swaths in Northwest forests. It is evident that much of the destruction of our great forests has been done in haste—haste prompted by the need to satisfy immediate demands, demands seemingly so pressing that a long look into a rather bleak future could not be taken.

Those of us who want our wilderness areas preserved through this bill are quite aware of the role played by our natural resources in the national economy, and do not seek to deny the country proper use of those resources. We do want these people who have the power to preserve—or destroy—to use great caution and care in their decisions. We want those people to resist immediate demands by commercial groups, and take the long view—the view which affects not only ourselves, but more especially future generations of Americans. Will they be able to see and know the beauty and peace of mountain, lake, and stream? Or will they be forced to resort to picture books to know the glory that once was ours?

Sincerely,

ANN COMAN CRAWFORD, *Camp Director.*

FALLON, NEV., *February 21, 1961.*

Senate Committee on Interior and Insular Affairs,
Senate Office Building,
Washington, D.C.:

(Attention: Clinton P. Anderson).

At the official record of the hearing on legislative bill S. 174, please include our vote opposing it.

CHURCHILL COUNTY CHAMBER OF COMMERCE BOARD OF DIRECTORS.

WALLACE, IDAHO.

Hon. CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Senate Office Building,
Washington, D.C.:

We sincerely urge you to oppose S. 174, commonly known as the wilderness bill.

This bill would largely prohibit commercial enterprises of any kind within the so-called wilderness system, which includes an area in the Western States of more than 50,000 square miles. No timber may be harvested, no grazing permitted except under special conditions, no reservoirs or other conservation works constructed except with Presidential approval, no permanent roads may be built and no prospecting or mining except under special conditions requiring explicit Presidential permission and regulation.

Since permanent roads into the wilderness area are prohibited and since use of motor vehicles or motorboats is forbidden except in the boundary water area of Superior National Forests, Minn., the area is actually set aside for the enjoyment of a relatively small percentage of our people who can afford to employ guides and pack animals to carry them into remote areas.

Our public lands should be maintained for the good of the general public and not be reserved for a single-purpose wilderness use. Development in the State of Idaho and other States is dependent upon development of the natural resources for each State.

The National Outdoor Recreation Resources Review Commission will report on this issue in September and their report should be available and studied before legislation with respect to S. 174 is considered.

I urge you to accept the views contained herein.

L. J. RANDALL,
President, Hecla Mining Co. and Idaho Mining Association.

SRP02762

HAINING LUMBER CO., INC.,
Williams, Ariz., February 17, 1961.

Hon. CLINTON P. ANDERSON,
Chairman of Committee on Interior and Insular Affairs,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ANDERSON: I wish to congratulate you on Senate bill 174 to establish a national wilderness preservation system for the permanent good of the whole people and for other purposes.

I am very much in favor of this Wilderness Act bill and will give it my wholehearted support. I ask you, Senator, to continue your support of this bill in order that we may establish a national wilderness preservation system for present and future generations.

Very truly yours,

H. E. CRAIN.

THE GARDEN CLUB OF GEORGIA, INC.,
Augusta, Ga., February 22, 1961.

Hon. CLINTON P. ANDERSON,
Senator of New Mexico, Washington, D.C.

DEAR SENATOR ANDERSON: As president of the Garden Club of Georgia, and representing over 22,000 women, I wish to endorse the wilderness bill S. 174.

It is most important that our great wilderness areas be preserved, and I would like for it to go on record, as Georgia is conservation-minded, that this bill has our hearty endorsement.

Very truly yours,

Mrs.. EDWIN D. FULCHER, *President.*

ILLINOIS AUDUBON SOCIETY,
CHICAGO NATURAL HISTORY MUSEUM,
Chicago, Ill., February 21, 1961.

Senator CLINTON ANDERSON,
Senate Office Building, Washington, D.C.

SIR: We should like the following statement inserted in the hearings on the National Wilderness Preservation Act:

"The Illinois Audubon Society has displayed an interest in the enactment of legislation to establish a national wilderness preservation system for many years. We can only deplore the many delays over this badly needed legislation.

"We feel that establishment of wilderness by law is the only sure means of preserving it. We have been fortunate that many Federal administrators have been in sympathy with the concept of wilderness. This may not always be the case. Wilderness at present hangs by the mere thread of bureaucratic favor. We do not look upon this situation with comfort.

"It should be the declared policy of the U.S. Congress, acting for the people of the United States of America, that wilderness is desirable. We have little enough of original America left. Every day sees more of it disappear under the relentless power of the bulldozer. The term "population explosion" has become commonplace, and it becomes increasingly obvious that unless this Congress acts to preserve some of our lovely heritage, we shall have none to show to future generations. America, the beautiful, must be more than a phrase."

We would appreciate this statement to be placed in the official hearings.

Very truly,

RAYMOND MOSTEK, *Vice President.*

BAKERSFIELD, CALIF., *February 24, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee, Senate Office Building,
Washington, D.C.:

Please give the pending wilderness bill your wholehearted support as we, the directors of the Kern County (Calif.) Fish & Game Protective Associations are doing.

C. O. TODAHL, *President.*

SRP02763

BAKERSFIELD, CALIF., *February 24, 1961.*

Senator CLINTON P. ANDERSON,
Interior and Insular Affairs Committee, Senate Office Building, Washington, D.C.:

The Sportsmen Council of Central California supports the wilderness bill, S. 174, which comes up for hearing. It is vital to our Nation's future in propagating, protecting and conserving our wildlife and national resources. We urge your support. Preservation of scenic and recreational areas are important to future generations.

HOMER HARRISON, *President.*

SAN FRANCISCO, CALIF., *February 24, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee, Senate Office Building, Washington, D.C.:

The 10,000 members of the Associated Sportsmen of California favor the wilderness bill 100 percent. We urge its enactment.

JOHN VAN ASSEN, *President.*

VANCOUVER, WASH., *February 24, 1961.*

Senator CLINTON P. ANDERSON,
Senate Interior and Insular Affairs Committee, Washington, D.C.:

We of the Oregon Cascade Conservation Council stand firmly behind you in your support of wilderness bill, S. 174.

RECTOR JOHNSON, *President.*
GUIDO RAHR, *Vice President.*

IZAAK WALTON LEAGUE OF AMERICA, INC.,
Kent, Ohio, February 23, 1961.

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

DEAR SIR: It is my understanding that your committee is meeting on February 27 and 28, at which time Senate bill 174, wilderness bill, will be considered.

My convictions are that all our marginal lands (marginal with respect to the renewable resources) be acquired and allowed to revert to their natural characteristics for the enjoyment and use of posterity. Such lands not to be exploited for any use other than their recreational use, or to prevent the waste of a renewable resource, except where a positive need of our own people is incontrovertibly proved. Such areas to be put into such condition as to facilitate reversion to its wilderness characteristics in the shortest period of time after the compulsory need has passed.

As a large step forward in this direction, I favor the passage of Senate bill 174.

Sincerely yours,

LESLIE SKUTLE, *Secretary.*

BRONX, N.Y., *February 23, 1961.*

Hon. Senator ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs, Senate Office Building, Washington, D.C.

DEAR SIR: Speaking as an individual, I am sincerely for the passing of the wilderness bill. I believe that the American public is basically for the preservation of its natural resources. The wilderness bill is so set up, that it will provide adequate protection for the conservation of wildlife and wilderness areas, without intervention from spoilers. The areas concerned with, actually represent a very small percentage of wild areas in our country. Mining, oil

SRP02764

interests, cattle grazing, and some lumber concerns are against this bill, purely through selfish reasons. There are many areas for them to make use of, without destroying any remaining wilderness areas. It is our heritage and duty as Americans to preserve the scenic wonders, monuments, reservations, and pure wilderness areas from further depredation. Without adequate protection, these areas would slowly fall prey to the selfish interests of business concerns, whereas the American people will suffer the loss. There is no reason for this, since there are already tremendous land areas open to mining, lumber practices, and so forth. The wilderness areas covered in the bill all have their own specific values as natural areas and definitely should not be exploited in any way. If our wild areas are broken into, in any way, little by little, they will disappear from the face of the earth. Once these areas are gone, their natural and spiritual values will be gone forever. These areas should remain as they always have been, without artificial attractions or commercial enterprises.

Conservation of our wild areas and our natural resources, is of the utmost importance. There must be no loopholes in these conservation programs, no openings for the greedy to exploit. Man is just beginning to learn the importance of his environment. He has learned through his mistakes in the past, the importance of conserving the life and land about him, in order that he himself may survive. In the past, man has upset the balance of nature and has lived to regret it. We all know too well the story of the Dust Bowl that was created through poor land management. To quote John Steinbeck: "All the day the dust sifted down from the sky, and the next day it sifted down. An even blanket covered the earth. It settled on the corn, piled up on the tops of fence posts, piled up on the wires; it settled on roofs, blanketed the weeds and trees." The people starved themselves and their offspring due to selfish depredation of the soil. How we lost many birds and great fur-bearing animals through senseless killing and slaughter, and how through proper control, certain fur-bearing animals, such as seals, have added greatly to our country's income and economy.

At one time America was the cornucopia, the horn of plenty. It was thought that its resources would never be depleted, but after much was lost, we discovered that this wasn't true. That our resources could and would be lost if not adequately protected and conserved.

It is only just that the remaining areas of wilderness, and so forth should be fully protected. As reminders of our past, our heritage, they should be preserved.

In this hectic age, one can find relaxation in the pure delights of nature, unspoiled by man. He may find lost spiritual values and pure beauty in the wilderness. To lose these wilderness areas gradually by the depredation of business would be a sin. For when a country loses the spirit of nature, it loses its soul. Without a soul a country has nothing. It decays and eventually dies out. It is not for man to wantonly destroy and selfishly upset the balance of nature, as he sees fit. For he is part of nature, another living thing, and in destroying nature he destroys himself. In order for man to survive and to live with a clear conscience, he must see to it that the life around him also survives. It is man's moral obligation to preserve these wilderness areas. After all, they are but a token of our land area.

Many people feel that without the peace and solitude of nature, without its beauty, its wonders, and its awe-inspiring values, life would be a worthless vacuum. One would live his days as a mole, walking upon the earth, blinded by his own selfishness. It is our duty to future generations, to conserve these areas as they are and as they always have been.

I would like to quote William Beebe as saying, "The beauty and genius of a work of art may be reconceived, though its first material expression be destroyed; a vanished harmony may yet again inspire the composer; but when the last individual of a race of living things breathes no more, another heaven and another earth must pass before such a one can be again."

I request that this letter be included in the record of the hearing on the wilderness bill. For although it is but the voice of one person, I firmly believe it is what we all believe, in the depth of our hearts. I thank you.

Very truly yours,

RAYMOND K. LONG, JR.

SRP02765

PHOENIX, ARIZ., *February 17, 1961.*

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

DEAR SENATOR ANDERSON: I have noticed in the press that you and a group of other Senators have introduced S. 174, a wilderness bill, in the Senate and that the committee of which you are chairman will hold hearings on it the latter part of this month.

I have read the bill. In addition, I have studied similar bills which have previously been introduced in both Houses of Congress, and attended a hearing here in Phoenix which was held a couple of years ago on this matter. My conclusion is, and has been, that this legislation would not be for the benefit of the country as a whole.

All of my life, I have been devoted to the outdoors and have enjoyed many happy hours on a fishing stream. I have even, on a few occasions, ventured into areas which were inaccessible except by horseback or on foot. I am very well aware of the pleasures to be derived from these excursions. However, as I read your bill, it seems to me that these pleasures will be available only to those few persons who have the time, vigor, and resources to make trips other than by automobile or other similar transportation into the areas. While the express purpose seems to be to preserve vast areas of the public domain "for the use and enjoyment of the American people," I cannot conclude otherwise than that your bill would, in effect, make these areas inaccessible to all but a very small group of the American people.

Personally, I favor a policy which looks toward the multiple use of our public domain. To me, it seems perfectly feasible that the forest lands, water, minerals, and other natural resources of our Nation can be developed and used for the general welfare and benefit of all the people, and at the same time the use of such land can be made available as recreational areas for all the people. Your bill would not accomplish this.

I hope that you and the members of your committee will give most serious consideration to the use of the public domain, not only for the benefit of a few outdoor enthusiasts, but for the common good of all persons, by permitting the exploitation and development of natural resources side by side with the use of the public domain for recreational and other purposes.

Very truly yours,

ROBINETTE & LADENDORFF,
By: G. H. LADENDORFF.

AUDUBON NATURALIST SOCIETY
OF THE CENTRAL ATLANTIC STATES, INC.,
Washington, D.C., February 21, 1961.

Re S. 174, national wilderness preservation.

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

DEAR SENATOR ANDERSON: As senior vice president for conservation of the the Audubon Naturalist Society, I wish to tell you that our members overwhelmingly endorse this bill.

We also wish to express our admiration for the clear and cogent statement which you made in presenting the bill; as quoted in the Congressional Record for January 6, 1961. Your statement might well be a creed for all citizens seeking to preserve our natural resources and to promote our physical and spiritual well-being.

You and your cosponsors are performing a great public service.

Yours sincerely,

NEILL PHILLIPS.

SALT LAKE CITY, UTAH, *February 17, 1961.*

Hon. CLINTON P. ANDERSON,
Senate Interior and Insular Affairs Committee,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ANDERSON: I am writing in opposition to S. 174 because I believe this bill provides for a system of "locking up" lands, resources, and opportunities in a way which will probably prove to be harmful to the develop-

SRP02766

ment and best interests of people in the Western States, and in the long run, to people throughout the country.

It is my opinion that present laws provide for the administration of public lands for the benefit of all potential users. I see no cultural, economic, esthetic, political, or sociological advantage in limiting vast areas of public lands to a single purpose or use, particularly when the limitations likely to be associated with that designation can well result in actual deterioration of those lands as a result of lack of access, wildlife imbalance, flooding, fires, infection by pests, or other causes.

I am associated with a company which has participated in the development of the uranium industry in Utah. From the standpoint of national defense, it would have been foolhardy to preclude the development of the Big Indian Mining District near Moab, Utah, yet this might be the typical kind of desolate, superficially nonproductive area which might be set aside and made unavailable or uneconomic for mineral prospecting.

The construction of the Uranium Reduction Co. mill at Moab on lands which were in part owned by the Federal Government, might have been prevented by future developments under the proposed bill. To me, it is a thrilling sight to come upon this modern plant situated on the edge of the desert along the Colorado River at the foot of a long dry canyon on the outskirts of Moab. I see nothing incongruous or harmful to the basic scenic beauty of this region in the location of this mill.

I recently had occasion to visit the Thiokol chemical plant north and west of Brigham City in an area which is remote, wild, sparsely inhabited, possibly unattractive to many people; nevertheless, here is a facility which is significant to Utah and to the whole country because of its importance to the missile program. To preclude or circumscribe developments of this kind by arbitrary one use designation is unsound legislation in my opinion.

I believe in the principle of multiple use and development of public lands, and therefore urge your opposition to S. 174.

Sincerely yours,

JOHN W. LOSSE, Jr.

INSPIRATION CONSOLIDATED COPPER CO.,
Inspiration, Ariz., February 21, 1961.

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

DEAR SENATOR ANDERSON: It has been called to my attention that you and a group of other Senators have introduced S. 174, a wilderness bill, and that the Committee, of which you are chairman, will hold hearings on it the latter part of this month.

Since I appeared at the public hearing on April 2, 1959, in Phoenix, Ariz., as a representative of this company and opposed to this legislation, I have been asked to again express our opposition.

We believe that the mining companies in their search for new deposits of minerals or ores should have access to what remains of the public domain. It is becoming increasingly difficult to find new mineral deposits and we believe that this wilderness bill would be an added hazard. Mining companies do not destroy the wilderness, but leave it as they find it if there are no mineral deposits which can be developed.

Wilderness areas are enjoyed by a very small portion of the public. Most of the people never venture far beyond the places they can reach with their cars. It would appear that there are sufficient wilderness areas in the national parks as they exist at present.

Sincerely,

E. F. REED, *Chief Geologist.*

MOAB, UTAH, *February 17, 1961.*

Re S. 174, wilderness bill.

Senator CLINTON P. ANDERSON,
Washington, D.C.

DEAR SENATOR: I hope you will give serious consideration to rejection of this bill.

The commercial demonstration of land value is being sacrificed for the benefit of one use—recreation.

SRP02767

How can our Nation remain strong under such conditions? Almost anyone will acknowledge that the strength of our country basically depends on raw material development, so why hamper our future by withdrawal of more lands from further development?

I think that the eager wilderness or wildlife people are proposing what will be a stranglehold on full land use and will retard our growth and reduce our strength.

Please don't take time to answer this plea.

Yours truly,

PHILIP LINDSTROM.

WYOMING STOCK GROWERS ASSOCIATION,
Cheyenne, Wyo., February 20, 1961.

Hon. CLINTON P. ANDERSON,
U.S. Senate, Washington, D.C.

MY DEAR SENATOR ANDERSON: We are informed that there will be a hearing on the wilderness bill, S. 174, on February 27 and 28.

The Wyoming Stock Growers Association has been on record as opposing any wilderness bill under such time as the report of the Outdoor Recreation Resources Review Commission is received, which we understand will be about February 1, 1962. Until such time as this report is received, we feel that no wilderness system legislation should be passed.

Any consideration you can give our request will certainly be appreciated.

Sincerely yours,

ROBERT D. HANESWORTH, *Secretary.*

PUBLISHERS' PAPER CO.,
Oregon City, Oreg., February 22, 1961.

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

DEAR SENATOR ANDERSON: This letter is being forwarded to you as a statement on Senate bill 174 (a wilderness system bill).

Publishers' Paper Co. manufactures some 145,000 tons annually of pulp and paper, the majority of this production being in sulfite newsprint paper. Approximately one-fourth of the timber supply of the company is obtained from U.S. Government lands. The company owns timberlands which will eventually be capable of sustaining the majority of the wood fiber needs of current mill production.

We object to set-aside programs for the use of one specific group whether they be timber operators, recreationists, wilderness advocates, watershed promotors, grazing interests, game interests, or others; rather, we would advocate multiple use of Government lands to provide the greatest good for the greatest number.

The legislation for a wilderness system advocates a single use of Government property without due consideration of maximum utilization of a natural resource of the country. Some years ago, the legislative bodies realized a need for wilderness, and, accordingly, authorized and established a Commission to review outdoor recreation with a request for a report of recommendation.

To date, this report has not been received and yet legislation is being proposed without the benefit of such a review of the study by that Commission. It would appear that legislators should have the advantage of the study of this Commission.

Currently, the Forest Service and the Park Service have some recreational facilities including wilderness areas in their programs and rather than set up additional agencies to handle the same program, the thoroughness of the programs of the agencies now set up should be evaluated before changes are made.

We urgently request that a wilderness system not be enacted until the report of this Outdoor Recreation Resources Review Commission is completed and then only with due consideration for the multiple use of Government lands.

Very truly yours,

HENRY E. BALDRIDGE.

SRP02768

THE EVANGELICAL UNITED BRETHREN CHURCH,
WISCONSIN CONFERENCE,
February 21, 1961.

SENATOR CLINTON P. ANDERSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: This letter is written to urge the passing of bill S. 174. Certainly we must be thinking about the preservation of wilderness areas unless we want to deprive our children and children's children of the wonders which it has been our privilege to enjoy. Therefore, I wish that this statement be made a part of the hearing record on the wilderness bill.

Respectfully yours,

HOWARD L. ORIANS.

KENNECOTT COPPER CORP.,
CHINO MINES DIVISION,
Hurley, N. Mex., February 21, 1961.

Hon. CLINTON P. ANDERSON,
U.S. Senate, Washington, D.C.

SIR: I understand that a public hearing will be held by the Committee on Interior and Insular Affairs on the new proposed "wilderness legislation," as evidenced by S. 174.

I am again writing to emphasize the need and desirability of such amendments to S. 174 that will prohibit freezing natural mineral reserves by the establishment of wilderness areas.

Basically and fundamentally all public domain should be placed to the highest possible use, and minerals and nonmetallics necessary to our national welfare, economic progress, and the welfare of States and local communities should remain available. This, of course, calls for the application of the basic principles of multiple use.

It is my contention that no area should be set aside as a wilderness area until it has been surveyed by interested Government agencies which would indicate that the area could be placed in no higher use than that of preservation for posterity. Machinery should be provided whereby areas once designated as wilderness areas could be, upon a proper showing by regular procedure, opened for such industry as would provide employment and taxes to both State and National levels. Furthermore, due to the inherent difficulty of establishing. the mineral value of our land resources in wilderness areas, prospecting, exploration, and mineral development activities (including gas and oil) should be excluded from the operation of the proposed law.

In my opinion, the bill as introduced is not designated for the general welfare of the Nation, but is designed basically to meet the demands of a very small minority. I trust that you will be able to find your way clear to consider these proposals.

Very truly yours,

E. A. SLOVER, *General Manager.*

CLEVELAND, OHIO, *February 21, 1961.*

Re S. 174, wilderness bill.

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

DEAR SENATOR: Good luck with this bill. I have a copy and have read it carefully. It may be a bit broader and contain fewer restrictions on the uses of wilderness areas than one could have hoped, but as you say, it is the culmination of your years of experience with previous bills; it is designed to meet the objections which caused those bills to die in committee and still attain the goal of a good wilderness bill, namely to preserve wilderness. So here's hoping.

This is written both as a private citizen and as president of the local Izaak Walton League. I intend to inform other parties and outdoors groups in Cleveland of the merits of this bill.

Congratulations on your excellent authorship and best wishes for the success of your efforts.

Very truly yours,

J. E. BUSH.

SRP02769

SOUTH SALT LAKE CHAMBER OF COMMERCE,
South Salt Lake, Utah, February 21, 1961.

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

DEAR SIR: We, as business people and as residents in an area affected by the provisions of S. 174, are deeply troubled over the restrictions its passage would impose.

While we agree with the basic idea of preserving the natural beauty of the West, we cannot in full accord, see wisdom in any move that would limit the viewing of this beauty to the intrepid few. It should ever be remembered that relatively few of our tourists, or for that matter our local people, have the facilities, the survival knowledge or the stamina required to explore areas remote from avenues of regular travel.

We believe that in the prudent application of a multiple-use policy the natural wonders of the West and the development of its resources can both be achieved.

All the wealth of the West has not yet been uncovered, nor can the extent of its treasure be yet determined. While we ponder this point, it would be well to note that had the provisions of S. 174 been in effect a few short years ago, there would be no Aneth oilfields or uranium mines in our own San Juan County. These fields and mines are vital to America's economy and security.

We earnestly request that you and your committee defer any positive recommendation on this legislation until the report of the President's National Recreation Resources Review Commission is available and that this letter be read into official record of the hearing on February 27–28, 1961.

Yours truly,

S. A. ANDERSEN, *Executive Secretary.*

MINING AND RESOURCES ASSOCIATION, INC.,
Culdesac, Idaho, February 20, 1961.

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

DEAR SENATOR ANDERSON: The Mining and Resources Association, Inc., propose the following request regarding the pending wilderness bill, S. 174, Senate hearing, February 27 and 28, 1961.

We feel that a reconnaissance geology survey should be made of all natural resources before entering into this proposed legislation.

With this thought in mind, our association directed a letter to Dr. E. F. Cook, director of the Idaho Bureau of Mines. The answer to our request is contained in the enclosed copy. Please note, Dr. Cook requests a sum of $15,000 to cover the costs of a survey and also believes that the survey could be expedited with very little lost time as he states, "qualified people are available."

We have requested that the Idaho State Legislature grant $15,000 to make this study. Our request is now under consideration.

In view of the size of this proposed withdrawal, and the scant information regarding the mineral therein that has been submitted to your committee, we wholeheartedly support the opinion as expressed in Dr. Cook's letter.

We hereby respectfully request that the proposed Selway-Bitterroot Wilderness Area be postponed until a proper mineral survey can be conducted.

Respectfully yours,

ERNEST BUTLER, *President.*

FEBRUARY 16, 1961.

Mr. ERNEST BUTLER,
President, Mining and Resources Association,
Culdesac, Idaho

DEAR MR. BUTLER: It will not be possible for this Bureau to undertake a mineral resource investigation of the Selway-Bitterroot area within the next 2 years unless we get the funds to do so from some source other than our regular appropriation. The appropriation that we have requested for the 1961–63 biennium will be fully committed to existing projects.

On the other hand, a mineral resource survey of the Selway-Bitterroot area should be made before such investigation is rendered impossible by inclusion of

SRP02770

that area within a national wilderness system. A minimum survey to determine the mineral resource potential of that area would take 4 months in the field and 2 or 3 months of laboratory work; it would cost about $15,000. We could do the job next summer if we had the money, by hiring qualified people that I know would be available.

Sincerely yours,

IDAHO BUREAU OF MINES & GEOLOGY,
E. F. COOK, *Director.*

MISSOULA, MONT., *February 24, 1961.*

Hon. CLINTON P. ANDERSON,
U.S. Senate, Washington, D.C.:

Our association supports S. 174, the wilderness bill, and urges your favorable consideration for its passage.

DON ALDRICH,
President, Western Montana Fish & Game Association.

SALT LAKE CITY, *February 22, 1961.*

Senator CLINTON P. ANDERSON,
Chairman, Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.:

At convention the 35 affiliated clubs of this federation voted unanimously to endorse the wilderness bill. Respectfully request you consider this when bill is up for hearing.

JACK ALLSHOUSE,
President, Utah Wild Life Federation.

GUST, ROSENFELD & DIVELBESS,
Phoenix, Ariz., February 14, 1961.

Senator CLINTON P. ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate Building, Washington, D.C.

DEAR SENATOR ANDERSON: It is my understanding that your committee will consider the revised wilderness bill on February 27 and 28. I have followed the progress of this bill through the past several years with considerable interest and lately with some despair since it has been so long delayed. During this period of time the bill has been amended time and time again to try to meet the objections of commercial users of public lands. I believe that many of these amendments should not have been made and that the bill has been emasculated. Nevertheless, it is still my hope that the Congress will pass the wilderness bill as amended and save a little of America for our children's children.

Sincerely yours,

DEVENS GUST.

BOSTON, MASS., *February 17, 1961.*

Senator ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.

DEAR SIR: I wish to urge sincerely the passage of the so-called wilderness bill for which I believe hearings are scheduled February 27 and 28.

I also wish to express to you my hope that mission 66 of the National Park Service will not be permitted to further damage even small segments of our national parks as seems likely from an article in the current Atlantic Monthly.

Sincerely yours,

ROBERT W. BUCK, M.D.

SRP02771

EDENTON CHAMBER OF COMMERCE, INC.,
Edenton, N.C., February 20, 1961.

HON. CLINTON P. ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.

DEAR SENATOR: I should like to go on record as representing the sentiments of the entire membership of the Edenton Chamber of Commerce as opposing any action on S. 174 until the President's National Outdoor Recreation Resources Review Commission has furnished your committee their report and recommendation.

The present agencies of Government now managing their appropriate areas of our public lands have well provided comprehensive protection of wilderness values and we feel these agencies should be entrusted to continue under their authorized laws and policies until the above-mentioned President's Review Commission recommends any change. We feel it would be a serious mistake to impose restricted-use management policies before a thorough investigation by qualified personnel.

Respectfully yours,

BRUCE T. JONES, Jr., *President.*

DES MOINES, IOWA, *February 23, 1961.*

HON. CLINTON P. ANDERSON,
U.S. Senate Building, Washington, D.C.:

American Camping Association representing thousands of youth leaders and millions of campers strongly endorses the wilderness bill (S. 174).

We urge that the remaining wilderness in America be protected and preserve as an invaluable part of the American heritage which should be enjoyed by present and future generations. If we do not now protect this unique natural resource it will be lost. Once lost it cannot be restored. Favorable action on this bill is of vital importance to us and to those we represent. May we respectfully refer you to the letter of February 19, 1961, from Reynold E. Carlson, director of conservation in camping project, American Camping Association, and request this be made a part of the hearing.

STANLEY J. MICHAELS,
President, American Camping Association.

SIMPSON TIMBER CO.,
Seattle, Wash., February 17, 1961.

CHAIRMAN,
Senate Interior Committee,
Senate Office Building,
Washington, D.C.

DEAR SIR: In response to notification that your committee will hold hearings on S. 174 on February 27 and 28, 1961, we wish to have our position in opposition to enactment of this legislation placed in the record.

We oppose S. 174 in the belief that wilderness system legislation should not be considered until Congress and the people have received and studied the findings and recommendations of the Outdoor Recreation Resources Review Commission.

We believe the authors and supporters of S. 174 sincerely want to include in a permanent wilderness system only those areas which can be classified as primarily suitable to that purpose.

To do otherwise would impair the full and rightful development of natural resources in the spirit of "greatest good for the greatest number."

Until we know the facts about recreation needs of all kinds in this country, an assignment the Rockefeller Commission was set up to serve, we will not be in a position to factually appraise wilderness needs.

This report will be available shortly. No proposed wilderness areas are in danger of being altered, invaded, or damaged in this period. Delay for the good reason of learning all the facts will not be unfair to any group.

Sincerely,

DAVE JAMES,
Director of Public Relations.

SRP02772

THE MICHIGAN PARKS ASSOCIATION,
Ann Arbor, Mich., February 20, 1961.

Senator CLINTON P. ANDERSON,
The Capitol, Washington, D.C.

MY DEAR SENATOR ANDERSON: It is not going to be possible for me to come to Washington about the hearing of your bill 174, commonly called the wilderness bill. I am terribly sorry for I would truly like to be there.

Please make it a matter of the record of the hearing, if you can, that I am one of its ardent supporters. Being a founder in our State of the natural areas movement, now progressing very rapidly, I feel all of our country should be likewise making such progress on a broad front.

Wishing you the best of success, I am

Sincerely,

Miss E. GENEVIEVE GILLETTE,
President, Michigan Parks Association, Natural Areas Council.

CHAMBER OF COMMERCE,
Ely, Minn., February 13, 1961.

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

DEAR SENATOR ANDERSON: Thank you for the copies of Senate bill S. 147 received last week. We are happy to note that some of the objectionable features of previous bills have been excluded. Your bill recognizes the need for full utilization of such a large recreational area as the Superior National Forest canoe country area.

Our main objection to prior bills was to the "nonutilization" restrictions, whereby all private property owners were to be forced out of the wilderness area, and only canoeists were to be permitted access to and usage of the area. Since this group represents less than 1 percent of the touring public, we felt it was discriminatory and, quite possibly, unconstitutional.

While endorsing your bill as one much more acceptable than previous bills, we wish to point out two especially objectionable features, one by inclusion in S. 174 and one by exclusion therefrom.

We object to section 3(f), which provides that changes to the law can be made by the failure of Congress to take action in opposition to proposed changes in the law. I am sure you are well aware of the difficulties involved in getting both Houses of Congress to concurrently resolve to oppose any legislation. This proviso, incidentally, could be as detrimental to the interests of the proponents of a wilderness area as to those interests of its opponents.

We believe that Congress should not permit itself to be a party to the practice of enacting legislation by failure to take positive action. This certainly would not be in accord with the democratic processes established by our Constitution. By permitting proposals made by the executive branch to become law through failure by Congress to oppose such proposals, Congress would be permitting the executive branch of our Government to usurp the powers, duties, and rights of the legislative branch.

Enactment of legislation by omission of action is not only an evasion of a Congressman's responsibilities but a denial of his privilege to be heard and to vote on all legislation.

The second objection is to section 4, which does not specify how the properties may be acquired. We do not object to acquisition by gift or negotiation, provided no undue pressure is applied against the property owner. We do feel, however, that the bill should specifically exclude acquisition by condemnation. We ask that section 4 be so amended as to specifically state that no properties shall be acquired by condemnation.

We further request that section 6(c)(5) by specific reference also exclude the use of any part of any appropriation, either authorized or proposed, for acquisition by condemnation of any property within the present or future boundaries of the boundary waters canoe area.

While we are in accord with the provisions of section 6(c)(4) we would prefer that the wording be changed from "may be performed" to "shall be permitted to be performed" or "shall be authorized and permitted." May I ask whether we are correct in interpreting this section to mean that such facilities and services shall be maintained and performed within the boundary waters canoe

SRP02773

area as are necessary to properly house and service those who seek recreation within the boundaries of this area? If so, does this refer to privately owned facilities?

May we suggest that section 3(b)(1) include a statement as to what constitutes the four classifications, i.e., wilderness, wild, primitive, and canoe, in addition to what intended uses are to be made of each area?

Section 3(e) should be clarified as to what shall be considered "sufficient demand" for a hearing, or that particular clause be eliminated completely. We also feel that, in addition to the required public notice, the local governing body also should be given 90-day notification, in writing.

In closing, I would like to emphasize again that we are in favor of a wilderness area, but not if its use is to be restricted to a favored few. We are appreciative of your recognition, in bill S. 174, of the need for and advisability of multiple-use of the boundary waters canoe area. Composed of some 1½ million acres, this area is large enough for both groups, a fact seemingly ignored in the past by proponents of a wilderness area. Portions of our area are especially suited to canoeing; about half of it is not. Because of these facts, we always have been and always will be opposed to blanket legislation which will not provide for specific and practical utilization.

Sincerely yours,

HAROLD W. GRIFFIN, *President.*

THE AMERICAN ALPINE CLUB,
Exeter, N.H., February 16, 1961.

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

DEAR SENATOR ANDERSON: At the meeting this February of the council and board of directors of the American Alpine Club, the wilderness bill, S. 174, was discussed; and I was asked to convey to you the strong approval of the American Alpine Club for this bill, because of the protection it will give to mountain areas and the approaches thereof. The members of the American Alpine Club, a national organization, are concerned about the climbing areas of the future. S. 174 especially appeals to us because it makes provision for the very high mountain country and its approaches, areas with which we are deeply concerned.

Respectfully,

ROBERT H. BATES, *President.*

PORTLAND, OREG., *February 7, 1961.*

Hon. MAURINE B. NEUBERGER,
Senate Office Building,
Washington, D.C.

DEAR SENATOR: I am writing this from the position of a conservationist in the extreme. I take this position deliberately because I do not think that questions of the pros and cons of the establishment of wilderness areas can be approached or solved by logical or bargaining means. Wilderness is an emotional experience. Its truth consists of the sense of awe and peace associated with being in an area of this earth's crust totally uninfluenced by man's bungling efforts to "improve" things.

I think it is time that some courageous but unpopular people begin screaming loudly and long for the establishment of natural sanctuaries from which man's quest for gold is completely excluded and in which man can mingle with nature only in the most primitive ways possible, that is on his own two feet and taking with him for his use only that which he can carry on his back.

From this position I have reviewed the Wilderness Act (S. 174), which on the whole is an excellent start in the right direction. I find, however, there are several inclusions and some omissions which to me are essential. The statement of policy, section 2(a), is an excellent statement, but the remainder of the act is not completely consistent with the statement. The policy says, for example, that certain areas of our land shall be under protection for the "preservation of their wilderness character." The very next paragraph, section 2(b), reads in part "* * * (1) *generally* appears to have been affected primarily by the forces of nature with the imprint of man's works *substantially* unnoticeable." [Italic is mine.] This is too loose. This means meddling can take place just

SRP02774

so it's not apparent. This means mines can operate just so the public can't see them.

I further quarrel with several of the "special provisions" contained in section 6(c). Paragraph I says in part, "In addition such measures may be taken as may be necessary in the control of fire, insects, and diseases subject to such conditions as the Secretary of Agriculture deems desirable." This means that man may meddle with fire, insects, and disease, which, if done, would unquestionably disturb the balance of nature. Again, a pure wilderness is not guaranteed. The next paragraph (2) allows for prospecting, mining, establishment of reservoirs and other water conservation works, construction of roads and maintenance necessary to them, and grazing of livestock. Does this sound like wilderness? Section 6, paragraph 4, authorizes "commercial services" within the wilderness system.

These special provisions are no guarantee whatsover that a strictly wilderness type reserve will be maintained. The Secretary of Agriculture will continue to be subject to the pressures of special commercial interest groups in the name of "interests of the people." In my opinion this bill does not effectively and truly preserve any area within the United States as a pure wilderness so long as it provides for discretion on the part of the Secretary of Agriculture or the President of the United States, both of whom are only human. I think this country needs regions set aside in this untouched category.

Both the Park Service and the Forest Service have done marvelous jobs with the financing made available to them in the opening of large regions of our country to outdoor living, but the present and proposed legal structure and administrative organization of these departments still leaves open the possibility that what are intended to be preserved now as natural areas can be opened to commercial activities if the pressure gets great enough, particularly for mining. It is with this in mind that I would strongly urge that efforts be made to delete from the national wilderness bill the following:

1. Section 2b, item (1), beginning with "* * * generally appears to have been affected primarily by the forces of nature with the imprint of man's work substantially unnoticeable.''

2. The paragraph under "Special provisions" mentioned above; namely, section 6c, paragraphs (1), (2), (4).

I further recommend that a provision be added superseding all previous mining laws with the effect of excluding all prospecting and mining within these designated areas. Lastly, there should be a provision for the purchase of any existing mining claims either by the Federal Government or by private contributions and gifts to the wilderness system.

Very sincerely yours,

DONALD MCKINLEY, M.D.

CALIFORNIA WOOL GROWERS ASSOCIATION,
San Francisco, February 15, 1961.

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

DEAR SENATOR ANDERSON: Our association desires to register our strong opposition to the wilderness system bill (S. 174), hearings for which are set for February 27–28, 1961.

Our association at its 100th annual convention held in San Francisco, August 11–12, 1960, passed the following resolution:

"*Resolved*, There is already sufficient wilderness legislation, therefore no new legislation is necessary, or would be in order. If Congress does pass any such legislation it must contain the safeguards in the O'Mahoney-Allott substitute bill."

The objectionable features of S. 174 among others are:

The need for such legislation has not been shown.

Any action should await the report of the Outdoor Recreation Resources Review Commission, due about February 1, 1962.

A huge wilderness system is contemplated—taking lands from several Federal agencies.

National forest multiple-use policy is doing a good job—rights and use of all considered.

SRP02775

Our association will be further represented at the hearing by the National Wool Growers Association of which we are members.

Best wishes.

Sincerely,

W. P. WING, *Secretary.*

NATIONAL TRAPPERS ASSOCIATION OF AMERICA,
Urbana, Iowa, February 6, 1961.

Senator CLINTON ANDERSON,
Committee on Interior and Insular Affairs,
Washington, D.C.

Mr. CHAIRMAN AND MEMBERS OF THE COMMITTEE: We have carefully studied S. 174, a bill to establish a national wilderness preservation system for the permanent good of the whole people, and for other purposes.

In my capacity as conservation director of the National Trappers Association, I have received many letters from trappers in all parts of our land relating experiences similar to my own.

Here in the Midwest, I have seen bulldozers and chain saws at work clearing thousands of acres for the purpose of growing more farm surpluses. In a very short period the land will not produce crops because the topsoil has eroded and then it will not produce trees. As a result of this, the land will not support wildlife. It will not retain moisture, thus the streams are filled with silt and have less water except in floods that would not be as severe if the land had been left natural.

We as humans consider ourselves as having superior intelligence to all other mammals yet, not even all wild animals combined would do such damage to the very land on which they are dependent for survival. Our mental institutions are full because of civilization and too little recreation. Some will say that this is exaggeration but it is a fact that many people are afraid to admit publicly.

S. 174 appears to take care of previous objections to such a system and we therefore urge that it be given high priority and favorable consideration.

Thank you,

ALFRED L. COOK, *Conservation Director.*

SANDIA MOUNTAIN CHAPTER,
IZAAK WALTON LEAGUE OF AMERICA, INC.,
Albuquerque, N. Mex., February 24, 1961.

Hon. Senator CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
New Senate Office Building, Washington, D.C.:

In regards to Wilderness Act, S. 174, introduced by yourself, I wish to submit the following statement to be included in the record of testimony.

In the present age of nuclear power and space exploration we should digress and consider also what we can do to sustain the natural resources which we inherited from our predecessors. These heritages cannot be replaced once debased and abused by the inadequate protection the laws provide at the present time.

I am sure with the legislative action which S. 174 provides we will be able to keep safe the vast areas which nature provided.

We the members of the Sandia Mountain Chapter, Izaak Walton League of America, Inc., do fully endorse S. 174, as a worthwhile and outstanding piece of legislation.

We will do all in our power to maintain and enrich the areas so declared in our vast Southwest territory.

Sincerely yours,

MATHIAS J. MADLENER, Jr., *President.*

SRP02776

ALASKA CONSERVATION SOCIETY,
College, Alaska, February 18, 1961.

Senator CLINTON P. ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate Building, Washington, D.C.

DEAR SENATOR ANDERSON: The Alaska Conservation Society wishes to give its complete support to the wilderness bill (S. 174). We hope that the measure will be given immediate and favorable consideration.

In Alaska, where much of the land is under control of various Federal agencies and where large areas are still in their wilderness state, it is especially important that some system be initiated immediately to guarantee that some of these areas will remain as wilderness in the future. We feel that the wilderness bill will adequately serve this purpose.

Sincerely yours,

LESLIE A. VIERECK, *President.*

TUCSON, ARIZ., *February 19, 1961.*

Re wilderness bill, S. 174.

Senator CLINTON P. ANDERSON,
Chairman,
Senate Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR: So that all of the American people may continue to enjoy national economic growth and a secure position of national strength, both based to a significant extent on a strong domestic mineral position, subject bill must be rejected as impractical.

The stated objectives of this bill are almost exactly the same as that of our national park system. These can and should be accomplished within the framework of that system, leaving the Congress, the most direct voice of the people, in control of expansion or adjustments of the national park system. The Congress should not grant a "blank check" against our public lands to an army of public servants. Devoted as this army may be to their tasks, it cannot sense the interests of all the people as can the Congress.

Our domestic strength on the mineral raw material front is largely based on the right to freely prospect the public lands. Mineral reserves are being increased annually by multimillions of dollars. Modern prospecting involves large exploration staffs competing in the highly confidential game of new geologic concepts. Provisions in the wilderness bill to allow the prospector to request opening of withdrawn lands to prospecting are highly impractical. The process would undoubtedly involve revealing of areas of interest on the part of the prospector or exploration organization, and thus the process would simply kill exploration incentive within the withdrawn areas. In effect then, potential mineral hunting ground is withdrawn forever. Experience has shown, incidentally, that it is dangerous for any geologist to attempt to define what is mineral hunting ground. Geologic concepts and the geologic exploration art (a specialty) are changing too fast to allow such definition on an intelligent basis.

Very truly yours,

THOMAS W. MITCHAM.

NEW PARK MINING CO.,
Keetley, Utah, February 20, 1961.

Hon. CLINTON P. ANDERSON,
Chairman,
Senate Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR ANDERSON: We are of the firm conviction that the S. 174 wilderness bill, if passed in the Congress, would certainly hamper and prevent economic growth in the West.

We strongly support full and multiuse of public lands for maximum development of the resources and recreational facilities of such lands. How-

SRP02777

ever, we continue to oppose the granting of broad powers as proposed in the S. 174 bill to establish another system to appropriate extensive areas of public lands for single purpose use. It is quite apparent that there now exists adequate powers in the present Government agencies to administer public lands for all use, including recreation.

The natural resources of the West and the Nation are our only true source of new wealth, and as population increases demand for resources increase. The East certainly has a stake in the resources of the West as a source of raw materials and an outlet for its factory products, such as operating machinery and equipment used in development and conservation of these resources.

The political atmosphere in foreign countries today demonstrates the near end of cheap exploitation of the foreigners' natural resources. Now is the time to fully develop and protect, through means of use and conservation, our own resources and not let these vast acreages go to waste as a playground of so-called recreation.

Trusting in your honorable western American heritage, experience, and judgment not to add any additional acreage to the some 14 million acres of national forest land now in such wilderness type areas.

Very truly yours,

GALE A. HANSEN,
General Superintendent, Mines.

MILWAUKEE, WIS.

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

DEAR SENATOR ANDERSON: Thank you for the wilderness bill, S. 174. It is so much later than we think. I am convinced we "fiddle while Rome burns." We are destroying everything just as fast as we can in America for the dollar sign. Even the health of our people is being destroyed with food additives and poison sprays. Our national parks are gradually being eaten away by hotels, parking stations, trailer camps, concessions, and even boating. I think Russia grows strong while we grow weaker.

May your bill save some of America for those millions that come after us. We are even destroying our wildlife with poison sprays while crop surpluses grow. It doesn't make sense to most of us. Does it to you? We can save America only by saving her natural resources from which our great wealth came and by keeping our citizens strong, healthy, and willing to work.

Thank you for your courage and I mean to help the bill along all I can.

Sincerely,

DIXIE LARKINS, *a Conservationist.*

CULDESAC, IDAHO, *February 20, 1961.*

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

DEAR SENATOR ANDERSON: In considering your position as sponsor of wilderness bill, S. 174, I must take the posision of opposing this bill for numerous reasons.

I am familiar with many of the areas which would be affected, much of these areas contain valuable natural resources, which if tied up with a bill of this type, I believe some day it would become a national threat to our economy. I would choose the multiple use concept, rather than tie up forever many millions of acres for single purpose use.

I firmly believe that the natural resources could be harvested and still leave room for the recreationist and enthusiasts to enjoy the same area. Therefore, I feel it is very urgent and necessary to have a thorough examination and reconnaissance geological survey made to determine the possibilities for mining lumbering, grazing, and other natural resources, before it is set aside for wilderness. Studies should be made by State and local groups, both public and private.

Idaho would be economically ruined if this bill goes through. Our State is small and sparsely populated with over half of the land in public domain. There is a great need to use and develop all of our natural resources in the United States, including Idaho, to sustain us economically. The Federal lands can produce vast quantities of needed basic materials for industry.

SRP02778

Cutting ripe timber would encourage now growth, thereby keeping our forests in a productive capacity for future perpetual use. This conservation practice to control timber cutting has improved the forests, reduced disease, insects, and fire hazards, and benefitted recreation.

This act would tie up vast areas of mineral land which is one of Idaho's chief sources of revenue. We should not have to depend on foreign imports for basic materials for industry and defense production.

Grazing would be eliminated; we need food and fiber for the expanding population. This would also be another loss of revenue to our government—local, State, and Federal.

Recreation would be limited to only a few. The areas now accessible would be closed. People financially and physically unable would never have the chance to enjoy the wilderness.

Because we have a great need for a source of raw material, I object to the undefined limits of withdrawal for areas to be added to the wilderness.

There will be no exploitation in forest areas as long as the present successful administration continues. There should be no changes in the multiple-use practice now being managed because it meets all of the demands of our changing times.

Sincerely,

ERNEST BUTLER.

GREAT FALLS, MONT., *February 19, 1961.*

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

DEAR SIR: I wish to register my approval of S. 174, the bill to establish a national wilderness system, and urge that the measure be given prompt and favorable consideration by the Senate Interior and Insular Affairs Committee.

You and the cosponsors of S. 174 deserve much praise and commendation. As we in Montana watch the special interests grasping at the wilderness areas and shutting the public out, we understand the urgency of your action, now.

Yours very truly,

A. J. (JACK) RICHARDSON.

SENATE CHAMBER,
STATE OF UTAH,
Salt Lake City, February 19, 1961.

Mr. CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Washington, D.C.

DEAR SIR: The Associated Civic Clubs of southern and eastern Utah, representing 18 counties have read S. 174, now in the 87th Congress, which would establish a national wilderness preservation system and we wish to go on record as being strongly against the bill.

Our economy in southern Utah is at a low ebb due to several factors, and during the past decade most of the 18 counties in our club have lost population. We depend to quite a large extent on the Federal lands to help support our economy. If the full multiple use of our forests and public lands is removed it will undoubtedly result in more requests for Federal help. If we may keep the multiple use of our public lands, our grazing, mine development, lumber, and other uses, coupled with the self-reliance and determination of our people, will go a long way in keeping our freedom and making our people self-supporting.

Yours truly,

JAMES N. STACEY,
President Associated Civic Clubs of Southern and Eastern Utah,
State Senator, District 17, Utah.

CHACO CANYON NATIONAL MONUMENT,
Bloomfield, N. Mex., February 12, 1961.

DEAR SIR: Want to express my interest and recommendation for approval of the wilderness bill now under consideration.

Why sympathize with individuals interested in personal gain rather than in the future citizens of our country? As we understand it, lands in question are

SRP02779

real wilderness, not areas already exploited and populated with beer cans and Kodak containers.

The important object is: if action is not taken, and soon, there will be no wilderness left for following generations.

Good luck and may our grandchildren and great-grandchildren have the privilege of just a slice of primitive America.

Sincerely,

ILA BROMBERG.

BINGAMAN & SNYDER,
Silver City, N. Mex., February 21, 1961.

HON. CLINTON P. ANDERSON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR: I wish to congratulate you on the fine statement made when you presented the wilderness preservation bill, S. 174, on the Senate floor.

There are many reasons for the United States to have a permanent policy governing the wilderness areas of this country, such as scientific, recreational, protection of watersheds, etc., but I feel the greatest of all reasons is surely this country is wealthy enough to set aside certain lands to keep for all posterities as they have always been and will remain for all times to come as wilderness type country.

Respectfully yours,

CHANCIE L. SNYDER.

RAVENA, N.Y., *March 1, 1961.*

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

DEAR SENATOR: Although we just got off a freighter from Puerto Rico, and could not make ourselves heard at the hearings we want to register our unalterable vote to save and protect the wilderness of America and to back you up in any way we can. Right now our own Adirondack forest preserve is in critical danger. They are trying to cut it to one-third its size and bringing out all the big guns for a 2-year campaign against the people and their heritage. Nobody seems to realize that in face of the population explosion we need not less, but more life-giving wilderness to which we can retreat to get away from congestion and strain.

We cannot spare a square mile of what we have left.

Our blessings on you and your work. If only the people can be informed—if only the forces for public good had one-third the money to spend on propaganda as do the interests who want to cut away our wilderness, there would be no doubt of the outcome; our wilderness would be protected. Godspeed.

MRS. ROBERT RIENOW.

THE CAMP FIRE CLUB OF AMERICA,
New York, N.Y., March 1, 1961.

Senator CLINTON P. ANDERSON,
Senate Building, Washington, D.C.

DEAR MR. ANDERSON: For several years, this committee has been interested in the wilderness bill, but has felt the bills introduced in the past were unworkable. We now feel that the present bill, introduced by yourself, is a workable one and wish to add our support in having it passed.

Sincerely yours,

JOHN E. HAMMETT, M.D.

NORTHWEST PUBLIC POWER ASSOCIATION,
Vancouver, Wash., March 1, 1961.

HON. CLINTON P. ANDERSON,
Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.

DEAR SENATOR ANDERSON: As recently as November 18, 1960, the board of trustees of the Northwest Public Power Association adopted a resolution favoring:

SRP02780

"Amendment of the wilderness bill to insure that the construction of multiple-purpose water resources projects is not prohibited in wilderness areas."

We would appreciate having this comment on the wilderness legislation included in the hearing record.

The legislative conflict between scenic, wildlife, and recreation values on the one hand and the multiple-purpose benefits of hydro projects on the other hand has historically been both real and unfortunate, but is basically not necessary.

This conflict stems from the carelessness of pioneer developers and absence of Government standards. Early dams were built for economy and "to hell" with the appearance. Government agencies such as the Corps of Engineers and Bureau of Reclamation left many ugly construction scars.

The turning point came with TVA's careful planning, excellent dam architecture, and landscaping. This pattern can be a national pattern.

Public Law 369, 66th Congress, approved June 10, 1920, prohibits FPC licensing of dams within national parks and monuments.

We fear that this same policy will be applied to the so-called wilderness areas if this point is not clarified.

In my observation, the National Park Service is not keeping up the appearance of our national parks and monuments at as high a standard as TVA achieves at many of its power dams.

With good planning, we can achieve both beauty and utility. We can improve on nature also.

One of the basic purposes of the act of June 4, 1897, relative to national forests, was securing favorable conditions of waterflows.

Recently the Senate Select Committee on National Water Resources reported its findings that the Nation requires a large increase in water storage for control and better use of our rivers for all uses. Such storage generally must be in the national forests at the headwaters of our rivers.

It is the purpose of our resolution to urge that the opportunity not be foreclosed of achieving upstream water storage, and the recreation, scenic, and wildlife benefits from such storage.

Sincerely,

GUS NORWOOD,
Executive Secretary.

ALFRED A. KNOPF, INC.,
New York, March 3, 1961.

Hon. CLINTON P. ANDERSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: I write to applaud your sponsorship of the wilderness bill and hope the Congress will pass it with as little delay as possible. And I hope that this letter will be included in the record of the hearing if it doesn't reach you too late.

Yours faithfully,

ALFRED A. KNOPF.

DENVER, COLO., *March 7, 1961.*

Hon. CLINTON ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
Senate Office Building, Washington, D.C.:

Restrictive provisions on mining activity contained in S. 174 place our mineral policy in jeopardy in comparison with the report of your committee memorandum on Russian exploration, research, self-sufficiency and other activities in the minerals field. Recommend careful consideration of amendments permitting mining industry access to and activity in proposed wilderness areas.

Cordially,

COLORADO MINING ASSOCIATION,
ROBERT S. PALMER, *Executive Director.*

BELLINGHAM, WASH.

Senator HENRY M. JACKSON,
Senate Office Building, Washington, D.C.:

Respectfully request the following telegram sent to you February 27 be made part of the hearing record on S. 174: I understand you are again sponsoring wilderness legislation, presently S. 174, now in committee hearing. Such reservation of the recreational and economic resources of our State and the

SRP02781

entire West would be an injustice to the large majority of our citizens. S. 174 favors a very small minority of our outdoor recreationists, mainly the extremist wilderness enthusiasts. The vast majority of our country's outdoor recreationists—the ordinary family—will be deprived of enjoying the millions of acres proposed in this wilderness legislation because roads are not allowed, and the ordinary citizen does not have the time nor money to think or hire pack horses and guides.

CARL V. SAHLIN.

GOLDEN, COLO., *February 24, 1960.*

The Honorable Senator CARROLL,
Senate Office Building, Washington, D.C.

DEAR SENATOR CARROLL: We have repeatedly written expressing our fervent endorsement of the wilderness bill. The new wilderness bill certainly meets many of the previous objections of vested interest groups. To further change the bill would seriously hamper its basic purpose. We hope that you will do everything to get this bill out of committee for a vote this session.

We shall herein request that this letter be part of the February 27–28 wilderness hearings.

Thank you.

Very truly yours,

Mr. and Mrs. CHARLES WORTH.

BOULDER, COLO., *February 22, 1961.*

Senator JOHN CARROLL,
Senate Office Building, Washington, D.C.

DEAR SENATOR CARROLL: Have been informed that a new wilderness bill is up before Congress and that the Senate Interior and Insular Affairs Committee will have a hearing February 27–28 and would like this letter to be part of the record for the passing of this bill.

Also, Senator Carroll, would like to state my opposition to this bill for Federal spending, such as public housing (cards Nos. 7 and 17) compulsory social security medical aid for the aging (card No. 15) or any Federal aid to education bills (cards Nos. 1 and 11).

Let's give private enterprise a chance again. Get the unions and taxes off of their backs instead of turning us into a socialistic state and bankrupting the country.

Sincerely,

MRS. ELIZABETH B. DOHERTY.

DENVER, COLO., *February 22, 1961.*

Senator JOHN A. CARROLL,
U.S. Senate Office Building, Washington, D.C.

DEAR SENATOR CARROLL: It is my understanding that some of the previously objectionable features have been eliminated from the new wilderness bill now in Congress. I strongly urge favorable action at the Senate Interior and Insular Affairs Committee hearing February 27 and 28 and request this letter be made a part of the record.

I have personally visited, with great pleasure, several of the proposed wilderness areas. It would be a tremendous and everlasting mistake not to set aside this small portion of the country for the scientific, educational, and recreational benefit of the people and of future generations.

Sincerely,

ARTHUR W. KIDDER.

EVERETT, WASH., *February 23, 1961.*

Hon. Senator HENRY M. JACKSON,
Senate Office Building, Washington, D.C.

DEAR SENATOR: I'd like to take this opportunity to thank you for your cosponsorship of S. 174. While many parts of it fall far short of what I feel is needed, your efforts in face of the stubborn opposition of certain mercenary groups is deeply appreciated.

SRP02782

I have a copy of the bill and feel this is essential for any intelligent commentary on it. However, being a millworker (plywood) and not a Philadelphia lawyer find some difficulty in trying to visualize how the different parts will be interpreted.

At this point, Senator, I'd like to call your attention to a paragraph from the Everett Herald for February 6, 1961.

It states the President would have the power to allow logging, mining, etc., in these areas. If this is true I feel it is essential that this be dropped from the bill so as to prohibit these activities in our wilderness areas. Would appreciate further information and comment on this.

Frankly, I'm worried about several sections of this bill. For instance on page 4, lines 20 to 25 inclusive. Isn't there a possibility of this being a loophole for logging, mining, etc.

Then on page 5, couldn't we delete the following line 3, "subject to the provisions of and at the time provided in this section".

Then starting on page 5, in line 7 with the beginning of the sentence "Within ten years after the" to and including page 6, line 16, "or monument in its natural condition." I believe all the wording in between and including these quotes should be excluded.

I believe we have enough roads and too much lodging within our national parks, monuments, etc. This field should be left to private enterprise, just outside the parks, monuments, wilderness areas. If we continue to lodge and entertain by development and commercialism, ski lifts, etc., within the boundaries of these areas we shall within the foreseeable future overrun these beautiful areas to the point where natural conditions no longer exist.

Also page 12, lines 8 through 19, would like to see these dropped.

I know it's impossible to satisfy everyone but have great confidence you will do everything humanly possible to do the best with this bill and above all to get it passed in this session.

Please excuse the longhand as I'm writing this in my hospital bed.

Thank you.

Sincerely,

HENRY J. KRAL.

STATEMENT OF THE NATIONAL ASSOCIATION OF SOIL CONSERVATION DISTRICTS, W. A. WILLIAMS, JR., NATIONAL VICE PRESIDENT

The National Association of Soil Conservation Districts has a continuing, active interest in the Nation's public lands. The conservation programs of hundreds of districts, particularly in the West, are affected in some degree by the management, use, and disposition of these public lands.

As a general principle, we support the multiple-use policy of public land management.

We favor the treatment of public lands, acre by acre, in accordance with their needs for conservation and development. We favor the use of these lands, within their capabilities, for the greatest good of the greatest number of people for the longest time.

With water supplies prevailingly scarce over large portions of the West, we regard with great concern any proposed change in the land management system which would accentuate the existing water shortage, or which would serve as a barrier to the potential development and enlarged use of available water supplies.

We fear and believe the progressive inclusion of very substantial tracts of public lands into the wilderness system, without adequate safeguards against excessive inclusions and against excessively limited use, would have these damaging effects.

We are concerned lest provision of new wilderness benefits for some of the people may be authorized to the disadvantage of western communities and even larger numbers of our citizens.

In our opinion, S. 174 represents a major improvement over the wilderness bills introduced in recent years. The possibilities for open-end expansion of the wilderness system, which were implicit in the earlier proposals, have now been reduced.

The present bill recognizes—although still inadequately, in our judgment—the potential need for "establishment and maintenance of reservoirs, water-conservation works, and other facilities needed in the public interest, including

SRP02783

the road construction and maintenance essential to development and use thereof * * *."

It is encouraging to note, also, that in S. 174 there is an acknowledgment of the probable need for measures to control fire, insects, and disease in the proposed wilderness areas.

The National Association of Soil Conservation Districts urgently recommends that the committee make four revisions in S. 174—all of which in our judgment would remove grave deficiencies in the bill and make the proposed legislation more practical and constructive, not only for wilderness enthusiasts but for the economy of the West and the public at large.

1. It is of the utmost importance that section 3(f) be amended to provide that additions to the wilderness system be authorized only as a result of affirmative action by the Congress.

We strongly oppose the procedure set forth in the present section 3(f) for adding to wilderness areas. We do not believe it assures the certain review and deliberate consideration of all the essential factors and viewpoints that should precede wilderness decisions.

2. In order to assure the careful and thorough appraisal of all the values involved in the assignment of lands to the wilderness system, we urgently recommend that the second sentence of section 3(b)(1) be amended to read as follows:

"Following enactment of this Act, the Secretary of Agriculture shall, within fifteen years, (A) make a complete inventory of all the resources within each primitive area in the national forests, (B) list the essential uses of these resources, (C) evaluate the importance of such uses in serving present and potential interests of the United States and the people thereof, and (D) proceed with such additional review, in accordance with paragraph C, section 251.20, of the Code of Federal Regulations, title 36, effective January 1, 1959, as will indicate the suitability or lack of suitability of each primitive area in the national forests for preservation as wilderness. He shall publish his findings and report them to the President."

It is our considered judgment that the inventory of resources within possible wilderness areas, and the uses of these resources, are the very substance on which wilderness decisions should be made. They should be specifically and deliberately required and the findings should be available to the public and to the Congress for a period of at least 6 months prior to the beginning of hearings by the appropriate committees of Congress on proposals to include additional areas in the wilderness system.

3. We strongly recommend that the last sentence of section 6(c)(1) be changed from a permissive to an affirmative authorization. We urge that this sentence be revised to read: "In addition, such measures shall be taken as are necessary in the control of fire, insects, and diseases, subject to such conditions as the Secretary of Agriculture deems desirable."

In our opinion such control measures are not only prudent and necessary for the preservation of the wilderness areas themselves, but for the protection of adjoining and related lands affected by the condition of wilderness areas.

4. We recommend the addition of a sentence to section 6(c)(1) as follows: "Further, upon the determination by the Secretary that manipulation of the high watershed forest cover in a specific wilderness area would contribute substantially to water production and better serve the interests of the United States and the people thereof, he shall direct such manipulation and provide for the establishment and maintenance of such reservoirs, and such water-conservation and water-production measures, as he deems beneficial."

Experience has demonstrated the value of high altitude water storage in preserving the quality of water and minimizing evaporation losses. Storage high on the watershed can make water available for a greater diversity of uses than downstream storage. Manipulated forest cover, in contrast with stagnated forest cover, can add appreciably to water production and to the reduction of water waste.

The National Association of Soil Conservation Districts is not opposed to the designation of carefully selected areas of public land as wilderness. For several years we have addressed ourselves to the thorough consideration of this matter. Our position on wilderness and other land-withdrawal legislation was restated at the annual meeting of the association, February 5–9, 1961, in Memphis, Tenn. It reads as follows:

"The NASCD, in view of the rapidly expanding population of the Nation, recognizes the need for allocating areas of public lands to parks, defense, rec-

SRP02784

reational, wilderness, and other noncommercial purposes. At the same time, we take the position that each and every allocation of public land to such specialized single-purpose use be made only after thorough study and justification; that any allocation of public lands transferred from multiple to restricted use be made only after a complete inventory of all the resources of the area involved—which sets forth their essential uses; that these uses be cataloged in accordance with the present and potential needs; and further, we oppose vigorously all indiscriminate, unselective, and excessive allocations beyond the demonstrated, justified needs for the purposes indicated. Moreover, we strongly urge adequate provision for access road, fire protection, watershed protection, and water production on all lands retired from multiple to restricted use."

We shall appreciate the consideration of these views by the committee.

IZAAK WALTON LEAGUE OF AMERICA, INC.,
Albuquerque, N. Mex., February 24, 1961.

Hon. Senator CLINTON P. ANDERSON,
Chairman, Senate Interior and Insular Affairs Committee,
New Senate Office Building, Washington, D.C.:

In regard to Wilderness Act S. 174, introduced by yourself, I wish to submit the following statement to be included in the record of testimony:

In the present age of nuclear power and space exploration we should digress and consider also what we can do to sustain the natural resources which we inherited from our predecessors. These heritages cannot be replaced once debased and abused by the inadequate protection the laws provide at the present time.

I am sure with the legislative action which S. 174 provides we will be able to keep safe the vast areas which nature provided.

We the members of the Sandia Mountain Chapter, Izaak Walton League of America, Inc., do fully endorse S. 174 as a worthwhile and outstanding piece of legislation.

We will do all in our power to maintain and enrich the areas so declared in our vast southwest territory.

Sincerely yours,

MATHIAS J. MADLENER, JR.,
President, Sandia Mountain Chapter.

NEW MEXICO MACHINIST'S NON-PARTISAN POLITICAL LEAGUE,
Albuquerque, N. Mex., March 6, 1961.

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

DEAR SENATOR ANDERSON: The Bernalillo County Machinists Non-Partisan Political League has gone on record as supporting the wilderness bill recently introduced by the junior Senator from New Mexico.

My statement of November 14, 1958, in Albuquerque, which appears on pages 962 and 963 of the hearings before the Interior and Insular Affairs Committee of the U.S. Senate is still appropriate.

Respectfully,

JAMES J. WEBER, *Chairman,*
Bernalillo County MNPL.

O