

THE NORTHERN ROCKIES ECOSYSTEM PROTECTION ACT OF 1993

HEARING

BEFORE THE

SUBCOMMITTEE ON NATIONAL PARKS, FORESTS
AND PUBLIC LANDS

OF THE

COMMITTEE ON NATURAL RESOURCES
HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

SECOND SESSION

ON

H.R. 2638

A BILL TO DESIGNATE CERTAIN PUBLIC LANDS IN THE STATES OF IDAHO, MONTANA, OREGON, WASHINGTON, AND WYOMING AS WILDERNESS, WILD AND SCENIC RIVERS, NATIONAL PARK AND PRESERVE STUDY AREAS, WILD LAND RECOVERY AREAS, AND BIOLOGICAL CONNECTING CORRIDORS, AND FOR OTHER PURPOSES

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H.R. 2638 TO DESIGNATE CERTAIN PUBLIC LANDS IN THE STATES OF IDAHO, MONTANA, OREGON, WASHINGTON, AND WYOMING AS WILDERNESS, WILD AND SCENIC RIVERS, NATIONAL PARK AND PRESERVE STUDY AREAS, WILD LAND RECOVERY AREAS, AND BIOLOGICAL CONNECTING CORRIDORS, AND FOR OTHER PURPOSES

TUESDAY, APRIL 12, 1994

**HOUSE OF REPRESENTATIVES,
COMMITTEE ON NATURAL RESOURCES,
SUBCOMMITTEE ON NATIONAL PARKS, FORESTS
AND PUBLIC LANDS,
*Washington, DC.***

The subcommittee met at 10:05 a.m. in Room 1324 of the Longworth House Office Building, the Honorable Bruce Vento, chairman of the subcommittee, presiding.

STATEMENT OF HON. BRUCE F. VENTO, A U.S. REPRESENTATIVE FROM MINNESOTA, AND CHAIRMAN, SUBCOMMITTEE ON PARKS, FORESTS AND PUBLIC LANDS

Mr. VENTO. The Subcommittee on Parks, Forests and Public Lands will be in order.

We're meeting today to take testimony on H.R. 2630, the Northern Rockies Ecosystem Protection Act of 1993, introduced by our friend and colleague of New York, Congresswoman Maloney.

This bill has been long anticipated in terms of hearing, although this has been touched on at other hearings on various individual state and forest wilderness proposals.

The bill itself covers five states. Idaho, Montana, Oregon, Washington, and Wyoming. It would designate over 16 million acres of wilderness over almost 15 hundred miles of wild and scenic rivers and millions of additional acres in different categories of protection.

Nearly 25 million acres of land in these states is classified, reclassified, and extended in a new policy under the provisions of Congresswoman Maloney's measure with a wide coalition of conservation and environmentalist and 57 cosponsors in the House of Representatives.

It's an important initiative.

The Northern Rockies ecosystem truly is a national treasure. It includes the largest block of wilderness lands outside of Alaska,

spectacular mountain scenery and an abundance of wildlife and fish.

Clearly, we need to do all we can to provide for the sustained function of this ecosystem under the constraint of what is politically feasible and administratively practical.

Of course this is the third hearing we've held in this Congress on legislation that would address the management of its roadless lands. And of course we have had in the past, and in this session again, hearings on the management of wilderness research, wilderness management techniques, all of which impact the policies with regard to lands such as we are discussing in this measure.

Congressman Williams of course introduced the important bill, H.R. 2473, the Montana Wilderness Act, which was marked up in Committee just this year.

And the Idaho Wilderness measure also of course was introduced and heard this year. It's an important measure that deals with his Congressional District, which was introduced of course by Congressman Larry LaRocco.

At both of these considerations, and in the past, as I said, the Coalition for the Rockies Wild Lands have testified and presented views concerning the broad measure of concept presented in the Northern Rockies Ecosystem Act.

Frankly, I find much to agree with in the testimony and concepts presented, but note the specifics of the legislation and proposed policy are open to question to deliver as promised.

In my view, the science and goals espoused are not necessarily well-served by the wilderness land classification, or the casual guidance provided in the measure before the Committee.

I admire certainly the optimism and encourage my colleague and friend from New York, Congresswoman Maloney, a new member who is fearlessly pursuing this policy, but I must suggest that a positive, caring spirit must be wedded and welded to a sound policy and pragmatic reality.

And therefore, of course, I will look through the legislation.

I might add that I've written a part of this statement myself. I might add that as the staff notes, in terms of concepts presented, but many of the ideas in terms of connecting corridors, the issue of ecosystem, which is espoused in this, and many other concepts, we'd note in the legislative process, there are no copyright laws, and many of these ideas put forth by the Wild Rockies Coalition have worked their way into the cutting edge of land use policy and classification and the whole concept of land class.

So I think in a very real sense the work that has been done by the coalition has been utilized and reflects, as I said, today's base of where we're going.

The question is whether we can do five states at once or not is another matter, and that's what possibly is being examined today in terms of what we do.

So I don't think the ideas, while dramatic in totality, have on a piecemeal basis been put to a lot of good use in terms of issues like the Pacific Northwest or other areas where we're doing land classification.

So, in any case, I do look forward to this hearing. I think we're going to hopefully enjoy it and learn something from it, and have

the benefit of the testimony and hearing as we move forward on important land classification bills.

My colleagues probably are stunned to silence by my opening statement, and couldn't add much to it, but we'll give them the opportunity in any case.

[H.R. 2473 appears at the end of the hearing.]

Mr. VENTO. Congressman Thomas?

**STATEMENT OF HON. CRAIG THOMAS, A U.S.
REPRESENTATIVE FROM WYOMING**

Mr. THOMAS. I have to say I find less to be enamored with apparently than you do with the bill. I'm a little interested in these bills that come before us.

We just marked up one that cost the Forest a billion and a half dollars in land acquisition when the backlog is already over a billion and the budget is \$64 million.

So it seems to me that we ought to attend more to the kinds of things that we're seeking to do, such as the Montana Wilderness and the Idaho Wilderness and deal with the kinds of things that have some practicality, but I suppose it's fun to play with these kinds of ideas.

This bill, as I understand it, is opposed by every member from Oregon and Washington and Idaho and Montana and Wyoming, the states that it most directly affects, which is all right. Certainly anyone has an opinion, they're entitled to it. But it doesn't deal with the realities of what we've done over time.

Every state, other than Montana and Idaho, have passed wilderness bills and they've done it in a thoughtful way, and put aside substantial amounts and released the others for multiple use.

Here we deal with a bill that talks about 15 million acres and deals with it from a distance. The costs are open-ended. The reserve water right question is dealt with differently than the painful process that's been gone through before and sort of ignored.

I understand that if you're not accustomed to dealing with states' water rights, I suspect it makes a great deal of difference. I don't know that we need to take a lot of time on it. I'm a little bit surprised that we see all these issues, Mr. Chairman, when we have so many other things to do. But nevertheless it's useful and I look forward to the testimony.

Mr. VENTO. The gentleman from Pennsylvania, Mr. Murphy.

Mr. MURPHY. Thank you, Mr. Chairman.

As you stated, you said it all. I am here to learn from those western experts. The lady, are you from Westchester County. I'm here to hear the testimony and learn of the necessity of placing these lands and rivers into our national treasures.

Thank you, Mr. Chairman.

Mr. VENTO. Congressman Williams?

**STATEMENT OF HON. PAT WILLIAMS, A U.S. REPRESENTATIVE
FROM MONTANA**

Congressman WILLIAMS. Thank you, Mr. Chairman.

Carolyn, welcome. I'm glad to have you before the Committee. As the Chairman can tell you, I've asked both him and the Full Committee chairman to hear this bill, and I'm pleased with your leader-

ship on what is a major far-reaching piece of environmental legislation.

As you know, I'm not in full agreement with everything that you're trying to do, nor is any member of any of the delegations in those states in which you're trying to do it. But nonetheless, it's a big country and the lands belong to all of us, and I appreciate your willingness to take the time and step forward and dedicate an effort to this.

Even though, after 16 years of working with it, I can assure you that you are dead wrong, and I say that who joins you in environmental concerns and has proven it, vote after vote here in the Congress.

But I do commend you and commend those who have worked on this legislation because they have brought, it seems to me, the Congress and perhaps are beginning to bring the country to a new level of recognition of the importance of the remaining wild places in the Northern Rocky Mountains.

Under the leadership of the Northern Rockies Alliance folks, we have crossed a threshold, and we probably will never go back. And the threshold that we've crossed has brought us to a place where we are beginning to have an understanding that in order to properly legislate and manage the lands, we have to consider them as a system, often called an ecosystem.

Put another way, I think the Alliance is correct that America has to set aside the political boundaries, the lines which divide states and counties, and consider management of the land by giving full recognition, not to the political boundaries, but to which way the water flows, which way the animals migrate, where is their habitat.

That is the great benefit of what the Northern Rockies consideration brings to the United States.

I'm particularly pleased today, and I want to encourage my colleagues to listen to a leading expert who is here to talk on behalf of this legislation, legislation which is wrong, but to talk about the protection of the Grizzly in the lower 48 states.

I want my colleagues to pay particular attention because Mr. Craighead is and comes from a family of the nation's experts, in my judgment, on the appropriate way to preserve this important species.

I'm often asked by people what's the difference between the Alliance proposal and the legislation which this subcommittee and the full Committee has voted on in the past, and my legislation.

And I guess the simplest way to put it is that my bill is the product of 16 years of discussion, consideration, amendment, and is good policy.

This bill is a political talking point, a wish list. And if it were enacted, it would create bad policy. It's easy for all of us to speculate on what the world ought to be if there weren't a lot of various kinds of considerations. And this bill, it seems to me, is speculative to that degree.

I want to summarize by making two—let me make three critical points.

First, I'm a friend of the environment. I resented the full page ad that appeared in the New York Times indicating that my bill would create a chainsaw massacre in the Montana Rockies.

That's simply not so. And the supporters of this bill are going to have to do something other than rely on bad facts and conspiracy.

I'm a supporter of the environment. My bill does no such thing as that very expensive ad in the New York Times indicated.

Second, I do not condemn the sponsor or the cosponsor of this bill for being concerned about land in other places than where they live. I'm concerned about federal land where many of you live. I voted on federal land where many of you live. I have voted differently than some of the members of Congress wanted on federal land in their district, so I have no great difficulty with that.

It's just that people from other places who haven't sat for the 16 years and tried to work out how to best protect, in our instance, the best of the last best place, it's just that folks that haven't sat and worked with it make mistakes and end up with wrong legislation.

And that's true in this instance.

Thank you, Mr. Chairman.

Mr. VENTO. I thank the gentleman. Without objection, his written statement and his own written statement, as the Chairman said, and all of the statements will be made part of the record. I appreciate the gentleman's work.

I might add he has been very effective in working and advocating from a position I might say that is more difficult than that which some of us face. I greatly respect him for his work and his results.

Mr. LaRocco?

**STATEMENT OF HON. LARRY LaROCCO, A U.S.
REPRESENTATIVE FROM IDAHO**

Mr. LaROCCO. Thank you, Mr. Chairman. I approach today's hearing with an overwhelming ambivalence.

I am ambivalent because this Committee is so productive on actual resource issues. It considers serious legislative proposals of many shapes and sizes; it gives them a fair hearing.

However, this bill belies the very tradition of Committee where every attempt is made to recognize the legitimate efforts of members whose states and districts are impacted by proposed legislation.

But here we are.

Last week, I participated in a conference celebrating the public service of that great Idahoan, Senator Frank Church, one of the principal authors of the National Wilderness Act and the National Wild and Scenic Rivers Act.

These organic acts have been the foundation for some of the greatest protections given our nation's natural resources, including much of Idaho. In fact, the largest wilderness in the lower 48, some 2.2 million acres is in Idaho and is named for him. The Frank Church wilderness.

Frank Church was indeed a great and serious legislator for natural resource issues. As my mentor and former boss, I have tried to follow his lead.

If he were alive today, I believe he would consider this legislation ill-conceived and counterproductive to the serious matter of protecting our nation's environment. It should be obvious that anyone can draft a bill, but to accomplish a serious purpose requires serious legislation.

For example, my colleague from Montana, Pat Williams, has been working for many years to resolve Montana's roadless areas, and he is about to succeed with the passage, in the House, of a Montana Wilderness Bill. It will be a great legislative achievement.

I, myself, have drafted legislation entitled the "Wilderness Equity Act of 1994," which would declare the 14th Congressional District of New York, including Central Park, as wilderness.

The New York Post had kind of a funny diagram of this legislation. I'm particularly interested in the Republican precincts in Carol Maloney districts where it has the elephant here and a little moose down there in central park.

I spoke to Frank Church's son the other day, who is the minister at all-souls unitarian church. He was concerned—

Mr. VENTO. This elephant's a little out of its range, isn't it?

Mr. LAROCO. But this is not serious legislation, Mr. Chairman, but I drafted it to make a point to my colleagues, to Congress, to people back home. The point is that I've been working on a wilderness bill for Idaho my entire second term in Congress.

I've held literally scores of town meetings and several hearings where thousands of Idahoans have testified. As a result, I've introduced the Idaho Wilderness Sustainable Forest and Communities Act of 1994, which would add some 1.2 million acres of wilderness to my district alone, with a possibility of a similar amount being added in the second district, all of this in a state which is nearly two-thirds owned and managed by the federal government.

So, Mr. Chairman, we Idahoans do not look kindly on outsiders carving up our state, especially when we are the in process of working out a delegating balance between wilderness protection and sustainability of ecosystems and communities and the new adaptive management policies.

For these reasons, I have a number of questions I propose to ask the bill's chief sponsor, Representative Maloney.

I will also have written questions which I will submit for the record.

In closing, I would just like to make the point. I wasn't the subject of the New York Times I had recently, but I been the subject of many barbs by the Alliance for the Wild Rockies which are not very much appreciated by this member, calling my wilderness legislation destruction legislation.

It's deceitful, it's intemperate, it's not right, it's not accurate.

Declaring that members in our region are loyal to corporate interests and their PAC money, not the land, is not fair to Pat Williams and me and my other colleagues from the area. So we should have this hearing and we should get on with our serious business. I'm capable of doing unserious stuff just like I believe is embodied in H.R. 2638.

Thank you.

Mr. VENTO. Mr. Farr, do you have any opening words of wisdom for us this morning?

We're pleased to see you back, and regret that you were ill for a time, but it looks like you're doing well and looking well today.

**STATEMENT OF HON. SAM FARR, A U.S. REPRESENTATIVE
FROM CALIFORNIA**

Mr. FARR. Thank you very much, Mr. Chairman. I'm not a member of this subcommittee. I'm sitting in and I appreciate the ability just to say a few things.

I've become a cosponsor of this bill respecting the concerns of legislators from respective states. But I just want to tell you one little story.

When I first got into politics, my honorary chair of my campaign was Ansel Adams. Ansel told me a story about coming to Congress and showing the pictures that he did so well. Showing the King's Canyon area and some other areas that this House and the Senate made into national parks.

It was interesting and reflected upon his view that these things are always controversial, and you must, as this Committee so often does, really push the envelope on the issues.

And I think the reason that I'm interested in this is that many of the aspects of this bill, except for the fact that it covers five states, I'm very interested in. I have wilderness areas in my district, but I think putting together wilderness areas by logical connecting corridors, wild and scenic river designations, cultural resource protection, Native American uses, water and other surveys.

Essentially what you're talking about is the sustainability of economics of a region that is so important to this country and to the world.

What we are, I think, teaching the world is how we can, with good planning and good management, sustain, over a long period of time, an economic base for our industry.

That's why I'm here today. Because I think this bill, one would ask why a Congresswoman from New York would introduce a bill affecting the West, the states of Idaho, Montana, Oregon, Washington and Wyoming. And why a California would join as cosponsor.

I think it's because there's an opportunity with the leadership to really pull together a sound management plan that will allow planning and balancing of various interests for the time to come.

And I appreciate the efforts of this Committee to help create this legislation.

Mr. VENTO. Without objection, the gentleman will be allowed to participate. There's no objection.

With that all said, we're pleased to welcome the witnesses.

By previous request, all the statements in their entirety will be made part of the record, so that you can summarize or read the relevant portions of your statement and/or add to it. We'd like to try to keep that within a certain amount of time so that we can move through the list today, as we have business on the floor in a couple of hours with some measures that are being considered from the subcommittee.

We are pleased to welcome the gentlewoman and friend from New York, Carolyn Maloney from the Fourteenth District.

Carolyn, your statement, as I said, has been made part of the record.

You may proceed.

**STATEMENT OF HON. CAROLYN B. MALONEY, A U.S.
REPRESENTATIVE FROM NEW YORK**

Mrs. MALONEY. Thank you, Mr. Chairman, and members of the Committee for holding this hearing. I'm very, very appreciative.

The Northern Rockies Ecosystem Protection Act now has 57 co-sponsors from 21 different states. It is supported by the Sierra Club and a former president, and has deep support from the affected areas.

This year, New York will celebrate the 100th anniversary of the creation of the Adirondack State Park, the largest state park in the nation and the country's second largest park, after Yellowstone.

The park is protected by an article in the state constitution declaring that the Adirondacks should be preserved, and I quote, "forever wild."

As you can imagine, 5.9 million acres of protected wilderness is not without controversy. In 1976, there was a strong movement in the state constitutional convention to remove the forever wild section from the state constitution. No one knew for sure whether the new amendment would pass until one delegate from Brooklyn got up to speak, Dolly Robinson.

She said that she'd never been to the Adirondacks or heard or a loon or seen a lake and that she felt that it was imperative that the state continue to protect the park for all those people who had never seen the rarest beauties of the Forest Preserve for them and their children.

In large part because of that speech, the amendment was ultimately defeated and one of the nation's greatest ecosystems was saved for another generation.

Quite honestly, when I first heard about her speech, there were millions more acres of untouched national forest lands than there are today.

That rapid depletion of forest disturbs me and it frightens me. For example, some of the incredible forests that I saw outside of Yellowstone many years ago are not there today for my children to see.

Before anyone gets their dander up, let me say that I recognize and appreciate that some of these forests had to be cut. America needs labor and there are many jobs that depend upon industry like timber and mining, but far fewer than in past years.

But it is woefully simplistic to think of wilderness protection as jobs versus trees. We all recognize and agree that as far as logging on federal lands goes, it only provides jobs because the government and the taxpayers provide millions of dollars of subsidy to the timber industry. And the forest covered in this legislation, according to the Congressional Budget Office, federal expenditures exceed receipts by a three-to-one ratio.

Even when federal road-building is excluded, these forests are money losers. Hundreds of millions of dollars in deficit spending might not, in and of itself, be a reason to protect these lands, but it does cause me to reject the notion that Congressional debate on forest management is somehow government interference with the independence of local residents.

It is, after all, only on the sufferance of all American taxpayers that logging can continue in these particular federal forests.

The question that the subsidy really raises is this. Should all American taxpayers be subsidizing the destruction of those forests? At what point do we say that the remaining untouched wilderness is too valuable to allow Japan to turn it into plywood?

Many scientists argue that further logging of these wilderness lands will result in irreparable damage to our remaining populations of indigenous mammals, fish, and birds or to our pristine rivers and streams and to our unique old world forests.

Mr. Chairman, I tend to agree with that overwhelming independent scientific opinion. I believe that our management policies should be guided by the need for preservation rather than by the small possibility that all of these scientists may be wrong.

It was for these underlying reasons that I introduced HR 2638.

The great American writer, Nathaniel Hawthorne, said, and I quote, "that the biggest obstacle to becoming heroic is the doubt that you may instead prove yourself to be a fool."

I have to admit that I thought a lot about Hawthorne's comments as I found myself in the center of a firestorm of controversy over the introduction of the NREPA bill and the tremendous controversy surrounding it.

But we're not here just to go along with the status quo. Sometimes it's important to challenge conventional wisdom, be the one that says the emperor has no clothes, or more appropriately that pretty soon our forests will have no trees.

Let me briefly discuss some of the things that NREPA would and wouldn't do if it were enacted.

First and foremost, the bill does not change the status of a single acre of private or state-owned land. It only deals with forest land, which is held in trust by the government for the benefit of all Americans.

NREPA would not designate lands that are currently open to timber and mining. Now since the legislation was introduced last July, some of the exact boundaries of the wilderness areas may have changed slightly, and when this bill does go to mark-up, I'm confident that appropriate adjustments will be made to reflect any reduction in the amount of roadless lands.

In fact, timber receipts from all the federal forests in all of the states in the Rocky Mountain region account for only $\frac{1}{16}$ of total federal timber revenues according to the Congressional Budget Office.

So since this bill only deals with a small percentage of the total number of western forests, we are truly speaking about a negligible percentage of U.S. timber harvests.

But though we are discussing only a small percentage of U.S. timber production, I do not mean to diminish the scope of the legislation. NREPA will designate over 16 million acres of new wilderness, but most of the land is not suitable for timber harvest or mining. In fact, according to Dr. Thomas Powell, the Chairman of the Department of Economics at the University of Montana, only 20 percent of the land designated in NREPA is suitable for timber harvest.

But here are some of the things that NREPA will do.

It will protect the habitat of the only woodland caribou herd in the continental United States. The woodland caribou has been called, by some scientists, the most endangered mammal in the United States. There are only 50 left.

NREPA will protect the rivers and streams that are the last habitat for many of America's wild trout stocks. NREPA will establish a program to help rehabilitate the Snake River which has been called by many as one of the most environmentally threatened rivers in America.

And most importantly, NREPA attempts to emphasize that all of these places, all of these forests are linked together in the most vital of ways.

The best scientific minds in the nation increasingly tell us that you can't realistically try and protect these unique lands and everything that lives within them without thinking of the entire ecosystem.

In order to make wilderness protection make, we need to protect enough land to sustain the animals and plants that live within them. And sometimes those biological boundaries cross the political boundaries that we've established.

It would be wonderful if an eagle in Montana could look at a tree in Idaho and say, well, I'm not going to fly over there. But what it does is look at the natural habitat of plant life and animals.

So this legislation seeks to accomplish the goal of protecting enough land to sustain the plant and animal populations.

Some critics question whether a representative from New York City could possibly know enough to propose wilderness designations in western states. Quite frankly, I categorically reject the idea that just because someone is from an eastern state, they shouldn't have ideas about federal policies that cost all American taxpayers hundreds of millions of dollars every year.

And I'm proud to follow in the tradition of New Yorkers like Theodore Roosevelt who gave American the National Forest System. And I'm proud to follow in the tradition of Congressmen like Mo Udall, who lived as far as away from the Alaska wilderness his legislation protected as I do from the public lands designated in HR 2638.

I know that this bill contains many controversial aspects. I truly hope that by having this hearing, and the others scheduled for later this spring, we'll be able to provide members of the public with a wise and considered debate on the merits of these issues. If nothing else, the American people should take comfort in the fact that we are debating how much land to protect instead of whether to protect land at all.

As two supporters of NREPA who live in Manhattan, Manhattan, Montana, that is, wrote me. "We feel there is a little ray of hope for the incredible but dwindling wild lands we are so lucky to live near and love."

We all have a responsibility to sustain that hope.

Thank you very much.

Mr. VENTO. Thank you, Carolyn, for your testimony.

We've been joined by our distinguished chairman. I'll be happy to yield to the Chairman at this time.

[No response.]

Mr. VENTO. As I said in my opening comments, Carolyn, I do think that in looking specifically, and I read last night again the relevant parts of the legislation that you've introduced, that is, the substantive parts of it. So I have some questions, but I'm going to save those for those that follow you and of those that are the advocates and have some background on these issues.

But I do agree with you in terms of putting forth the ideas, as I said. I think that we're dealing with five states. Usually we break this down into further pieces. When we deal with it, we deal with wild and scenic rivers, park designations, wilderness designations. And one of the things that does happen here in the legislation is that you advance some concepts because you believe that wilderness is the only way that we can achieve the proper management.

But given the fact that the Forest Service, at least in the fact that there's a new Forest Service chief that was a principal scientist and so forth, there is obviously the direction of some policy changes that are taking place and that ought to be factored into the consideration of questions before us.

Wouldn't you agree?

Mrs. MALONEY. Yes.

Mr. VENTO. Well, let me just reserve my right. We'll invite you to sit with the panel when members have concluded questioning.

Mrs. MALONEY. Thank you, Mr. Chairman, very much.

Mr. VENTO. But you'll have to have a few questions from the members.

Congressman Thomas, did you have any questions?

Mr. THOMAS. Very briefly.

Would you help me understand how do you define an ecosystem?

Mrs. MALONEY. This bill was written by scientists and biologists from the Rockies, from the Northern Rockies, and they drew natural boundaries, not political boundaries.

Mr. THOMAS. Watersheds, what are they?

Mrs. MALONEY. Watersheds, natural habitat of the animals where they migrate, where they live. A bird in one state doesn't say I can't fly to the other state where they naturally live and maintain their life support system. It's a natural boundary as opposed to a political or artificial boundary.

Again, these lines were drawn by scientists and biologists.

Mr. THOMAS. I just asked you to define it.

Mrs. MALONEY. Natural boundaries.

Mr. THOMAS. Bird flows, then.

Mrs. MALONEY. That support the habitat and natural life of animals and plant life in the region.

Mr. THOMAS. How would you handle the reserve water right question.

Mrs. MALONEY. The reserve water right question?

Water rights for each state?

Mr. THOMAS. Yes.

Mrs. MALONEY. I would have the scientists explain that to you later.

Mr. THOMAS. Thank you.

Mr. VENTO. Mr. Murphy?

Mr. MURPHY. I have no questions. Thank you, Mrs. Maloney, for your testimony. We appreciate it.

Mrs. MALONEY. Thank you, Mr. Murphy.

Mr. VENTO. Mr. Williams?

Mr. WILLIAMS. Carolyn, thank you. Welcome again.

Mrs. MALONEY. Thank you, Pat.

Mr. WILLIAMS. I fully recognize the effort that you're making to provide leadership, although it sometimes makes my life a little complicated. I commend you for wanting to assure that federal land is appropriately protected.

We all love the Adirondacks. The Adirondacks are a mess. If you want to take care of something, take care of it at home. Ask the conservationists in this room, Carolyn. The state is not taking care of the Adirondacks. There's too much timber harvesting going on. Species are disappearing.

We're all elected to worry about a lot of things, including federal land, but I would encourage you, if you really want to focus on something close to home and take care of something, take care of the Adirondacks, they're a damn mess.

Now in my legislation, where your interest is, and I'm glad to have it, you placed thousands of patented mining claims in wilderness. I guess the taxpayers union is here today because they're supporting this bill.

Do you have any idea how many hundreds of millions of dollars that's going to cost the taxpayer to take those claims?

You confiscate the claims, Carolyn, you condemn the property. We're going to get our shoes sued off by these mining companies. And Carolyn, they're going to win. It's going to cost hundreds of millions of dollars.

Carolyn, take care of the Adirondacks; leave the taxpayer alone.

In our part of the country, Carolyn, you and I have a little difference in an area called Quigg Peak. You want to place the whole thing in wilderness; I want to place all of it in wilderness except a small portion because the Forest Service plans to plant mountain sheep and environmentalists in Montana want that done. Hunters in Montana want that done. People that go out and look through binoculars want it done, and we ought to do it.

The rest of the place, yes, it ought to be wilderness, but we have reason to put the sheep back where they once were. You can't do it if you make it wilderness.

Carolyn, pay attention to the Adirondacks. We want to put sheep in this area. We're right to put sheep in this area. Your bill would stop us from doing that. Sportsmen and environmentalists in Montana don't want that. They want to be able to plant sheep in this area.

There's a world famous snowmobile trail, Carolyn, that runs outside of Yellowstone Park. Every single elected official that has to deal with this bill want to continue to allow people to snowmobile in this area because they do no damage. They get to see some of the great scenic areas in America. They do no damage. There's no damage proposed to be done in this area. It's not going to be timber harvesting, it's not going to be mining. It's just that in the winter, Americans, including folks, bless their hearts, from Manhattan, can come down there and can snowmobile.

You take that snowmobile trail away. There's no reason to take it away. I preserve all the land around it. There's nothing that's

going to happen when those people snowmobile. Americans have the right to get on a snowmobile and go up there. And every single person that's looked at it says yes, that it shouldn't be wilderness.

Carolyn, take care of the Adirondacks. You know more about it. And besides, the Adirondacks are a mess. Our area out our way is doing okay. We've been fairly good stewards of these lands we're talking about in this bill. Some other of the lands out there we haven't been quite so good at.

Finally, I've got a list of 25 things, but I sense I'm being a little harsher than I want to appear toward you personally.

As you know, Carolyn, as you and I share a concern about protecting the rights of America's first people, the Native Americans, there is a wonderful renowned tribe. We have quite a number. We have seven reservations in Montana, but there is a wonderful and world renowned tribe called the Blackfeet in Montana in an area not far from Glacier Park.

The Blackfeet have undeniable treaty rights over an area called the Badger-Two Medicine. It's a great area just south of Yellowstone.

The Blackfeet have asked me not to take the arrogant action of declaring that wilderness. They want their tribe, they have asked me to find some unique legislative way to allow their tribe some jurisdiction over the area because they have treaty rights in it.

And so I found the way to do that. It will stand constitutional muster. The Blackfeet people are pleased with it. The tribe supports what I'm doing. I protect the Badger Two Medicine and create a commission made up of both people from the federal government and the tribe to come back to you and to me, Carolyn, and to recommend to us what this area ought to be.

I personally believe it should be wilderness, but above all, we should protect the treaty rights of these Blackfeet people and not be so arrogant as to have the Congress of the United States stamp wilderness over the top and create one more arrogant white man's action over the Native American people.

Your bill declares it wilderness over their objection.

Carolyn, take care of the Adirondacks.

Mrs. MALONEY. Thank you, Pat, for your questions.

First of all, our bill protects all Native American claims and rights, and we have some Native Americans here to testify today.

Second, the Wilderness Act of 1964 would grandfather all protected mining claims. The bill does not affect any mining claims.

Third, many members of Congress from the affected states have criticized me for having introduced this bill, as you just did, ridiculed me for having introduced this bill.

Mr. WILLIAMS. Not for having introduced it, Carolyn. I'm ridiculing the bill, not you. I've commended you for your leadership.

Mrs. MALONEY. But when many residents from the affected areas came to see me and said that they had a bill that they thought was important, that scientists and biologists from the region had worked many years to develop, and at the very least an ecosystem bill should be discussed before the United States Congress.

Now I think all of you agree that ideas deserve to be discussed and this bill begins debate. As I said before, there is a great deal of support from the area. It's important that the feelings of the

residents in these areas that their point of view is likewise discussed and debated.

And I felt it was important that ideas should come before Congress and not be bullied out of existence.

Mr. WILLIAMS. I don't disagree with that, Carolyn, and again, I think everyone understands this, and I'm sure you do too. I commend you for your leadership in sponsoring this bill and in seeking and getting cosponsors.

I take no umbrage about that. It's your land and my land. Montanans land and New York is land. I understand that. I'm just saying the bill is bad, and it really is. But thanks for being here.

Mr. VENTO. Mr. LaRocco?

Mr. LAROCOCO. Thank you, Mr. Chairman.

Mrs. Maloney and I serve on the Banking Committee so we have lots to agree on.

I want to read from a headline from a fax alert from the Alliance for the Wild Rockies. It alleges seven million acres of wilderness set to be destroyed by House of Representatives before Easter.

Mrs. Maloney, do you think that Pat Williams and I would actually propose legislation that would destroy our own districts?

Mrs. MALONEY. We're not here to discuss your legislation; we're here to discuss this particular bill.

Mr. LAROCOCO. I would disagree with that because I've worked hard in my district to listen to those residents, the handful that made their way to your office. Just like you, I have half a million constituents. I have people that are trying to work out the woodland caribou habitat up in, I'm sure you know what county it is, Boundary County.

Mrs. MALONEY. That's encouraging.

Mr. LAROCOCO. Glad I could give you some encouragement.

In the same fax alert I mentioned earlier, the Alliance asserts once again, politicians hooked on federal timber pork are preparing to sacrifice the Northern Rockies in exchange for minimal forest protection on the northwest coast.

Do you think that adequately describes Congressman Williams and me in terms of our approach to our districts?

Mrs. MALONEY. I learned a long time ago not to answer or speak for any other group. I'm not here to speak for any other group or any advertisement or any item that you're referring to.

I'm sure that you have done what you think is best. I'm here about the ecosystem bill. That's why I'm here today.

Mr. LAROCOCO. Then you don't support these statements by the Alliance for the Wild Rockies and their attacks?

Mrs. MALONEY. I'm not here to speak for or answer for another group. They are here. They are totally capable of speaking for themselves.

One of their representatives will follow me and you can discuss your questions.

Mr. LAROCOCO. On an every member basis, I think it's important, as we work through this process, you made a statement that NREPA would not designate lands that are currently open to timber and mining. There are 220 timber sales that are planned in wilderness areas in Idaho.

Can you address that?

You said in your statement that NREPA would not designate lands that are currently open to timber and mining, and there are about 200 timber sales that are moving through the process right now.

Mrs. MALONEY. The bill has shifted and changed since it was first introduced. There have been various changes. This specific area I'm not aware with. Maybe it's changed since the bill was introduced.

When it was first introduced, it did not affect them and—

Mr. LAROCO. I think that's wrong. It's not an area, it's a state.

Mrs. MALONEY. The designation in the bills were made on the best available information from the Forest Service at the time the bill was introduced last July, so if there are problems with these designations, perhaps you should take them up with the representative from the Forest Service. He's here to testify.

Second, bogging down in an acre by acre discussion of the bill is sort of missing the forest for the trees, if you'll forgive the pun. The fact that these boundaries are shrinking as fast as you state is all the more reason why we need to move swiftly to protect these public lands.

Mr. LAROCO. Will grazing and timber harvest and hunting be allowed in the Hell's Canyon National Recreation Area, if your bill were to pass and put it into park study status?

Mrs. MALONEY. A representative from the Forest Service is here to answer very specific items for a specific area, specific actions in each particular area.

Mr. LAROCO. What will be the impact, do you think, of your bill on the forest planning process as they go through the plan revisions?

Do you support those revisions and the process and overlaying this wilderness on it right now?

Do you think that's a problem as we try and get the citizens of the country to comment on revisions and the forest plans as the Forest Service moves towards ecosystem management and adaptive management, just from a philosophical standpoint, you know.

I have five national forests in my district, as you know. They're all going through revisions right now. If passed, your legislation would stop most of that. Do you think that's a good idea or should we move forward?

Mrs. MALONEY. It would be helpful to the revisions. As you know, legislation and actions in this country are happening every day, and it's all part of our process; it doesn't end another process, it contributes to it.

Mr. LAROCO. The problem I've had with the Hell's Canyon National Recreation Park, I can't find even a handful of people in my district that support that. Frank Church I thought did a good job creating the National Recreation area and that was a major piece of legislation and very thoughtful back in 1976.

We've had actually an oversight hearing on the way they're managing that and that's the way I've approached it. There's a difference in approach here because I really want to make sure that the National recreation areas are being managed properly under the intent of the law.

So I have resisted park study status because a park would not allow Idahoans or Oregonians and citizens of the United States to hunt in a park. So that's a basic problem. There could be a cultural difference between New York and Idaho. We like to hunt out in Idaho I know.

Mrs. MALONEY. You know, Larry, every piece of legislation begins a debate; it's not cast in stone. Everything is open to negotiation and you work through. It's the basic idea of protecting an ecosystem, not any state line or political boundary, but a natural boundary.

And likewise, the idea that Federal funds are being used to subsidize the destruction of forests that never would be destroyed without the federal subsidy.

Mr. LAROCO. Well, somebody came to me the other day and said, why don't you seek out the seat that Mike Kopetski holds on Ways and Means. And that sounds like a good deal because there's never been an Idahoan that served on the Ways and Means Committee, and I said I don't want to do that. I want to stay right here on this Committee and work on the issues that are critical to my district day in and day out, as long as the good people of the First District want to send me back to the House of Representatives.

I want to work on the timber receipts issues, I want to work on deficit timber sales, I want to work on mining law reform and on raising reform. I want to work on ecosystem management. I want to move into those wilderness study areas that are down in the canyon lands and the deserts that are not even touched by your legislation and considered.

I want to just keep working and working and working to achieve balance in my district. That's why I don't want to go on Ways and Means because this Committee is a major Committee for me and my constituents and the work gets done in this Committee. That's why I want to stay here, because I like this work. I like working on natural resource issues, and it's a tough balance. I would think, you know, if I were just asleep at the switch and had my elbow on the no button, and was in denial about the federal nature of these lands, that I would feel differently about it.

But I'm very involved in this. Town meetings in Cameot, Bonners Ferry, St. Mary's.

All over my district, people have rigs and go to work everyday and produce, and I admit that there have been problems in the past in terms of, you know, these pictures that you've got. Maybe you haven't seen this, because you deny any association with the people that put out this stuff, but you know the pictures that are used to raise money and the statements that are used to raise money on the backs of Pat Williams' reputation and my reputation.

We admit that there have been abuses out our way and we're trying to correct those.

Thank you, Mr. Chairman.

Mr. VENTO. Thank you.

Mrs. MALONEY. I can see you feel very deeply, Larry, and I really respect your feelings and how deeply you care about Idaho and you care about the environment. Hunting and fishing would be allowed in the Hell's Canyon, so my staff has passed me a note saying.

I wanted to really say something because I can see how very angry you are that I introduced this bill, and I wanted to explain to you, not only for protecting the ecosystem why I introduced it.

A group of residents from the affected area came to my office, and went through a list of around 20 members of Congress that were going to introduce the bill. And then they were bullied and threatened until they withdrew their support or withdrew the fact that they would introduce the bill.

And I didn't come to Congress to go along, to get along, or to just be rubber stamped. And it seemed to me that if there was that much support, including the Sierra Club, the largest environmental organization in the United States, many leading scientists and biologists and leading residents from the affected areas, that at the very least, it deserved an audience.

And I thank the Chairman for allowing a hearing today and a discussion of how we treat and preserve the last remaining wilderness in the Rockies.

Mr. LAROCO. Let me just respond, Mr. Chairman, if I may.

All I want to say is that in 1990, I received the endorsement of the Sierra Club. In 1992, I received the endorsement of the Sierra Club. I may not in 1994. I don't know.

But the point is, and I'm not really angry, I feel in my bones that this is detrimental to the environmental movement in the United States that they take such a radical, unbalanced approach to this. Because never before, in my memory, has the Sierra Club joined with a group that will trample on the reputations of members who have been supportive of their overall agenda and goals like they have with Pat Williams and me.

That's what's troubling about it, if you just understand that.

Mr. WILLIAMS. Will the gentleman yield?

Mr. LAROCO. Of course.

Mr. WILLIAMS. If the gentleman would yield.

Carolyn, I want to take one minute to respond to the thing that I know that the Northern Rockies people said to you, and that is that others have been bullied not to sign a bill. They lied to you, Carolyn. Not an unusual episode from them. They lied to you.

Nobody's been bullied not to sign this bill. I get accused of that all the time by these people. I have never said to one single member that I won't sign the bill.

Mrs. MALONEY. Not to sign the bill. They said to introduce it.

Mr. WILLIAMS. I get accused of it all the time, Carolyn. I just want this to be on the record. I have never said to one single member of Congress, don't sponsor the bill or don't cosponsor the bill. I have never asked another member to go to a member of Congress and stop them. I've never been involved with a constituent in that member's district asking them to bully them.

These people actually accused me of doing that, Carolyn, and they're lying about it.

Mr. VENTO. I think that the gentleman's time from Idaho has expired.

I would just suggest that there's no shortage of controversy in this subcommittee or full Committee concerning most issues. We are pushing very hard and the stakes are very high in most of the

bills that come before us that are dealing with Montana, the Pacific Northwest, and so forth.

So it isn't a question of people sitting back and being comfortable in here, you know.

The Chairman and myself and others are in the business of regularly producing lots of anxiety. And obviously I think the question here is, if a measure is introduced, and I think the issue here is how in the judgment of some, where something comes to the point of being polarizing that is, in a sense, destructive. That's a concern.

Judgments will vary with regard to that, but I wanted to point out that we in fact regularly practice and that really is something that's been a hallmark of the Committee long before Chairman Miller and myself were associated with it, certainly with our mentors, Udall and Seiberling, and others, and Burton, that was a regular occurrence. But we do, and have been successful working on and eventually working out legislation.

The subjects touched by this bill are very much before the Committee. And I think that not necessarily all together in one package like this.

So these questions are constantly being pushed in the face of members who serve on the Committee, so Larry LaRocco is right when he says he's got to be here to work on it. In fact, he regularly gives me a pretty long agenda.

I think you should look carefully at what he's been doing in terms of the inland west and issues like forest health, as an example of I think some positive work.

Not that I agree with everything he's doing, but some of the positive work he's done, Carolyn, in those areas are very, very important.

Let me recognize the Chairman at this time of the Committee, Congressman Miller, who would be normally recognized in sequence now.

Chairman Miller?

Mr. Farr is not a member of the subcommittee so he would go last.

STATEMENT OF HON. GEORGE MILLER, A U.S. REPRESENTATIVE FROM CALIFORNIA, AND CHAIRMAN, COMMITTEE ON NATURAL RESOURCES

Mr. MILLER. Carolyn, we welcome you to the Committee. I sort of echo, I think, what Chairman Vento has said. That is that there is nothing that this Committee does that is not very concrete and mostly emotional, because we don't deal in the abstract. We move boundaries and tell people what they can and cannot do with their expectations on federal lands and, in some cases, even private lands.

Those are emotional issues.

Also, by definition, we legislate in one another's districts all of the time because in order to get a consensus in this Committee, or to get a bill passed even sometimes without a consensus, it requires that those of us from out of state or out of district legislate on behalf of those issues.

There's also been, as you pointed out, a long tradition in this Committee of members of the Congress raising issues within this

Committee from other areas. I think it's fair to say we were produced and pushed on the Tongass National Forest by one of your predecessors from New York, Mr. Mrazek, who raised that issue over and over again until finally we went in and I think did a rather remarkable job in helping to save much of the very valuable forest in Southeast Alaska, a long ways from New York.

And so I think that people should not shy away. I think in fact as Mr. Williams and Mr. LaRocco have said, that they don't deny anybody the right to introduce that legislation.

I would also say that on this issue, not just pertaining to Idaho or to Montana, but generally on the issue overall of how we handle the land classifications and land designation, that many of the individuals supporting the legislation that you're introducing have really broadened the debate by the introduction of that legislation.

And I think, as pointed out again by Mr. Williams and Mr. LaRocco, there are some very specific problems with that legislation, and also in terms of the feasibility of whether much of that will happen, but they have clearly broadened the debate. When early on they were talking about ecosystems, it was a long time before this Administration was talking about ecosystems.

When they asked us to respect and try to look at natural boundaries and watersheds and habitats and migration patterns, it was a long time before many were discussing that as popularly as it is discussed now.

To them we owe a debt of gratitude.

That, however, does not give them license to determine what is and is not bad public policy and the motives of everybody engaged in that public policy. But as you pointed out, you cannot associate yourself with all of the actions, or disassociate yourself from all of the actions, of those who support the legislation.

I think the introduction of this bill, the pushing of this bill and the continuation to seek cosponsors has helped to broaden the debate of both the Montana bill and the struggle Mr. LaRocco is having trying to come up with a bill in Idaho.

I don't know what's going to happen on the floor with either of these bills, but I do know that the public land issues are getting tougher and tougher and tougher in the Congress. And as much as it's distasteful to those who don't serve here, a pragmatic eye must be kept on what is in fact possible in terms of securing the protections of the lands necessary in both Montana and Idaho.

That's an important function of this Committee, and so I welcome you and I welcome the debate. It's not easy to step into that fire but it wasn't easy for me when the majority of the Congress voted for base closures in my district or we vote to protect the coast of Florida. It all comes back and forth. This is a national body of national interest, and we've got to make sure that in fact, certainly with respect to the public's lands, those owned by the taxpayers, the citizens of this country, that it remain a national debate, and that's a very, very important function of the introduction of this legislation, that people not be precluded from that debate.

So thank you very much.

Mrs. MALONEY. Thank you, Mr. Chairman, that was a very eloquent statement.

Mr. VENTO. Congressman Farr, without objection.

Mr. FARR. Mr. Chairman, I have no questions for the author. I saved them for Dr. Craighead later on.

Mr. VENTO. He will be testifying.

Carolyn, unless Congressman Thomas, who has sort of been waiting, did you have any further questions of the witness?

Mr. THOMAS. Not really.

I just wanted to mention that you mentioned, a couple of times, that this renews the debate and starts the debate. The people have been thinking about this very thoroughly for a very long time. And you mentioned 1964, for example, and so on.

So perhaps your interest is new. But it isn't a new debate, it isn't a new issue, and it's been thought about very thoroughly for a very long time.

So I guess I resent a little the idea that this is a brand new discussion. It is not.

Mrs. MALONEY. Not a new discussion. But it is the first ecosystem bill.

Mr. THOMAS. I don't think that's true either.

Mrs. MALONEY. In the Wild Rockies.

Mr. THOMAS. You talk about state lines always dividing. They don't. We deal with them that way, but look at the map. I mean, we join Montana and we put it together. It isn't a question of drawing state lines always making the difference, so I understand what you're saying, but I do want you to understand people have been working on it for a very long time.

Mr. VENTO. Most of the forests, if the gentleman would just indulge, some forests even cross over state lines already so it's not, you know, ecosystem, what is an ecosystem my colleague asked you.

Just to answer him, it's a cognitive construct. There's no problem, so it's already existed in terms of forests, in terms of how we managed forests from the inception really of their designation.

So the issue is really, I think, an important one. That is to say that the other issue that's different here, Carolyn, and I wanted to point out to you and I wanted to state it for the record because it hasn't been stated, and that is that very often we're on the third passage through Montana. I don't know how many times through Colorado, for instance. We had three or four different measures dealing with Forest Service wilderness, the forests.

Then there was of course the BLM managed lands which are now coming under the studies we're starting to hear before us. Very often in fact, we go well beyond, the Committee goes well beyond what the Forest Service and/or the BLM recommends as wilderness in these areas.

So it is not a matter of being limited and/or, as I said, it is time where there's a lot of consultation, a lot of initiative on the part of the members from these areas and from across the country in terms of dealing with these.

As good Pat Williams is or Larry LaRocco is, they don't get their way in Idaho without Craig Thomas and Bruce Vento and George Miller adding some effort and input into the process.

But they've worked very hard. We're at the point, I think, with some of these where we can act on Montana. We're not there in

Idaho yet, but we're working towards that goal. So we've got a ways to go.

For instance, Hell's Canyon NRA already which exists is in three states. The Congress did act on that.

When we did the work on Columbia Gorge, it's in two states. So we're certainly willing to do that.

But the way the studies have come through, we've often only dealt with one state but not without a concern or recognition that the other side of the river or the state line is important. That's for sure.

I invite you to sit with the subcommittee.

Mrs. MALONEY. Thank you, Mr. Chairman.

Mr. VENTO. We want to, and we're pleased to welcome Mark Reimers, the Deputy Chief of the Programs and Legislation of the U.S. Forest Service.

I think probably we should hear from Mr. James Stewart at this time, too, and then ask both of them questions rather than proceed separately, since one is testifying for the Forest Service and one for the Department of the Interior, the Park Service.

The statements have been made part of the record, Mr. Reimers. You can proceed to summarize your statement.

STATEMENT OF MARK REIMERS, DEPUTY CHIEF FOR PROGRAMS AND LEGISLATION, U.S. FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Mr. REIMERS. Good morning, Mr. Chairman, members of the Committee. It's a privilege to be here this morning.

I have worked with this Committee off and on over the last 20 years as we've looked at wilderness measures, wild and scenic measures and when we brought the whole RARE-2 inventory to this Committee, and so I look forward to being here today to help on this issue.

The Department of Agriculture recommends that H.R. 2638 not be enacted. My statement then has a number of paragraphs that highlight the provisions of the bill to point out its broad scope which has already been rather clearly discussed, so I won't read those.

H.R. 2638, I believe, represents a dramatic departure from the previous approach to wilderness and other special designations, and while it has been pointed out, we understand that the national forests are a national resource, we also understand that successful management relies upon strong support from the people who live near and often depend on the resources of the forest for their livelihood.

We do recognize the need not only to understand local needs, but also the national needs in the broad context. My statement then refers to the state by state approach that's been used for wilderness designation and the important work that's gone on both on state wilderness bills that have already been enacted for Wyoming, Oregon, and Washington, as well as all the effort in Montana and Idaho and the work that has gone on there over a long period of time, to look at the balancing of preservation with management.

We have a concern that H.R. 2638 appears to bypass the existing processes and law. This bill would set aside much that we've done

under the National Forest Management Act processes which strive to strike a balance between preservation and development.

This would mean that efforts to develop forest plans in consultation with the public would be set aside in favor of the approach taken by this bill. This bill does not seem to consider the hard work that has gone on at the state level with local people on these issues.

We of course share some of the concerns that have been discussed here. The whole concept of an ecosystem management approach that was mentioned by the Chairman and others, these concerns and our management experience have led us toward the ecosystem management approach being pursued by the Forest Service.

The Chief of the Forest Service has stated, before this Committee, that one of his primary goals is to quickly and effectively implement ecosystem management in the national forests.

As I'm sure you're aware, we have initiated several broad scale assessments as a means to strengthen the forest plans and have used this approach in developing the President's forest plan for the Pacific Northwest, and for addressing concerns for salmon in the West Coast river systems, commonly referred to as PACFISH.

We've also done a number of things to look at individual species in a number of the states involved here, so that we could bring to the consideration of forest plans the broad spectrum of individual species, groups of species, and water quality concerns across boundaries.

There is a lot of mention in the bill and discussion of biological connecting corridors and we, of course, have talked about this and utilized this concept within forests and between forests as we've looked at such things as the Greater Yellowstone area, the grizzly bear, the migratory birds. We advocate looking at this in a very specific way and the bill would raise questions as to the kind of corridors, the width of corridors and the purpose of corridors.

We don't believe there's the kind of crisis in the Northern Rockies that would be portrayed by this bill. We believe that we can move ahead with a broad ecosystem approach that recognizes key values between forests and across state boundaries and still maintain a national forest planning process, still work with this Committee on designations for wild and scenic rivers, for wilderness, and as may be needed, any modifications for the national recreation areas.

In summary, we find this bill seems to disregard previous legislation of the Congress. As such, it would circumvent the processes set in motion by existing law that address the complex issues of wilderness, ecosystem protection, biological diversity, and other management issues not easily resolved.

This bill would ignore the processes of forest planning, wild and scenic study designations, and research and its application to management issues.

While we are supporters of ecosystem management, we believe we can work through existing processes to look at the broad scale as well as the more specific national forest plans and specific designations within that.

Thank you.

I'll try to respond to your questions.

I would point out that we did not participate in any official capacity in putting together any maps for this legislation. Granted, the proponents of the bill could contact individual forests and get wilderness area inventories, but we have not prepared or been asked to prepare any maps of record in support of the legislation.

Thank you very much.

[Written statement of Mr. Reimers may be found at the end of the hearing.]

Mr. VENTO. Thank you.

Mr. Stewart, then we'll take questions of both of you after we hear from Mr. Stewart.

STATEMENT OF JAMES STEWART, ASSISTANT DIRECTOR FOR PLANNING, NATIONAL PARK SERVICE, U.S. DEPARTMENT OF THE INTERIOR

Mr. STEWART. Good morning, Mr. Chairman, members of the Committee, and other members of Congress that are here. It's a pleasure to be here and to provide the Department of the Interior views on the Northern Rockies ecosystem protection bill.

I would also like to mention that Mr. Keith Corrigan, who is the Chief, Branch of Wilderness, Bureau of Land Management, is also here from the Department of the Interior.

The Department recommends that H.R. 2638 not be enacted. Because this bill would affect primarily lands administered by the United States Forest Service, we generally defer to the Department of Agriculture views on this bill.

The areas identified in Section 6 for study as possible national parks and preserves [Hells Canyon/Chief Joseph National Park and Preserve and Flathead National Park and Preserve] undoubtedly contain natural and cultural resource values of great significance. However, I repeat, they are already administered for conservation purposes by the Forest Service.

The Wild and Scenic Rivers Act provides that the United States Forest Service is responsible for conduct of river studies on rivers flowing over national forest lands.

We therefore recommend continuation of this practice and recommend that in Section 8, the Secretary of Agriculture be responsible for conducting the studies on the Smith and the Middle Fork Judith Rivers and Rock Creek. The Yellowstone River study, which we support, would be a joint study by Interior and Agriculture, or should be.

That concludes my testimony.

I'll be happy to answer any questions.

[Written statement of Mr. Stewart may be found at the end of the hearing.]

Mr. VENTO. Thank you very much.

Mr. Stewart, before I leave, this bill designates wilderness and BLM lands, which are Department of the Interior. How well do these designations correlate with the wilderness recommendations of the BLM?

Mr. STEWART. May I ask Mr. Corrigan to answer that?

Mr. VENTO. Why don't you introduce your name, Mr. Corrigan.

Mr. CORRIGAN. Thank you, Mr. Chairman.

My name is Mr. Corrigan. I am the Chief of Wilderness Land Management for the Bureau of Land Management.

We have not had the opportunity to review the maps of this particular legislation in any great detail. I'm familiar with some of these areas and it does match some of our recommendations that were made in 1992.

We would be pleased to review the maps and submit a detailed list to the Committee and subcommittee of those areas that include BLM lands.

Mr. VENTO. I think you might want to look at it more closely. I don't know if the maps are going to give you that information. Mr. Stewart, the bill protects a lot of land adjacent to Glacier and Yellowstone National Parks, which I think is important.

What is the status of the ecosystem management plan for Greater Yellowstone, which was obviously subject to a lot of controversy before. Is that on track, or is it not?

[The additional text was supplied by Mr. Stewart following the hearing.]

To ensure continued coordination and effective management on a diverse array of issues in the Greater Yellowstone Ecosystem, the Greater Yellowstone Coordinating Committee meets regularly and officially on a semiannual basis and routinely has a working group or task force work in progress at almost any time. This committee, which consists of NPS and USFS line managers, is guided by a Memorandum of Understanding and *A Framework for Coordination of National Parks and National Forests in the Greater Yellowstone Area*. This guideline establishes basic communication and coordination actions for land and resource management issues between three parks and five national forests.

Mr. STEWART. Again, as far as the Park Service is concerned, a lot of good work was done on the early parts of that. The Forest Service had the lead for that study. We participated with them and had a joint team captain on it.

I think various elements are being worked on.

Mr. VENTO. Well, Mr. Reimers, do you want to respond to that?

Mr. REIMERS. Yes. As you'll recall, there was controversy over it. There was an overall vision for the Greater Yellowstone area. We continued to work on improving and strengthening the inventories. There's a very active committee that represents the line officers, not only from the Forest Service, but the Park Service.

In fact, they were meeting last week to look at coordination issues that need to be dealt with between the boundaries, and so it's an active, on-going activity of coordinating and looking at our management and those forest plans will, in fact, be subject to revision over the next few years.

Mr. VENTO. How many states are involved? There are three states, aren't there?

Mr. REIMERS. Right.

Mr. VENTO. So it is a demonstration that there is an initiative being prodded by this coalition and groups supporting the measure before us but also now internally by the Forest Service.

Mr. Reimers, the issue of cross boundary or trans-boundary management and implementation by multi-state, what generally have been the responses historically of the Forest Service, and is that changing?

Mr. REIMERS. I think it's changing. There is an historical perspective. Obviously, the overall roadless inventory of 1979 looked

at an entire inventory of roadless lands across all states and all national forest boundaries. That inventory still exists and we continue to look at that as part of the forest plans.

We have clearly coordinated our recommendations in forest plans in working with the delegations across state boundaries. Say, for instance, if you were looking at a forest like the Lolo Forest in Montana, it's clear they're in communication with the forests across the state line into Idaho as you look at joint boundaries.

If you're looking strictly at a roadless resource on a broader scale as we're doing now, and there's greater emphasis, is what you've seen occur in the President's plan for the Northwest and in the activities dealing with the Pacific salmon and approaches to the watersheds.

We're continuing to look at specific species and drawing together the best science and what I consider assessment in terms of the NEPA process. It would be best described as scoping, where you look at issues that cross all boundaries. And if there's a species, you would begin to identify any concerns.

If that broad assessment indicates that you need better guidelines, then we've developed guidelines in a broad context as we have done for the spotted owl or as we're now doing with regard to what this PACFISH we talk about, and then those guidelines are, in fact, incorporated in forest plans.

So that's the mechanism in terms of species.

If you looked at this area, you'd have to make a determination of which of a whole group of important ecosystems that you want to look at. If you look at vegetation, there'd be several major ecotypes.

On the other hand, if you look at species, wildlife species, you'll be looking at a different framework. So you have to bring each of those frameworks to bear.

Obviously, if you're dealing with the fishery resources, you're looking at hydrologic boundaries and quality of water in riparian areas.

Mr. VENTO. Would you say the forests, which of course often cross state boundaries, and there's no denying the notion that the forest boundaries, the ecosystems, the watersheds, how would they initially establish those boundaries? Pretty much in watershed areas?

What would you say?

Mr. REIMERS. If I characterized the existing national forests?

Mr. VENTO. Boundaries. If you'd characterize it today, how would you say they were established? On a hydrological basis?

Mr. REIMERS. I don't know if I can really generalize. I can visualize many forests that have quite a bit of integrity in terms of a hydrologic boundary. Others that have an integrity based on the geographic boundary. But of course, in certain cases, those two line up.

Again, thinking of the Montana-Idaho line, we have forests on the Montana side, but that's also the hydrologic divide.

Mr. VENTO. I would just point out, I think it's inevitable that however you begin to put down a construct in terms of where you want to build your lines or boundaries, you're inevitably going to have to make some delineation or some disjunctive boundary for air

or other activities in terms of many species. They range pretty widely.

So I thought very telling was the discussion in your testimony about the corridors in terms of their size and depending on what you're able to do.

So these are problematic questions, but I think that it's clear to me that it isn't just the Forest Service doing this on its own but it's because of suits, because of problems, because of the Endangered Species Act and many other factors that are entering into, in fact, pushing the envelope, so the laws are basically in place. It's a question of implementing them rather than superimposing yet another type of guidance here by Congress.

I mean, that's at least one point that I would make in review of this.

Mr. Thomas?

Mr. THOMAS. Thank you, Mr. Chairman.

Are you familiar, Mr. Reimers, with the biological connecting corridors? Are there private lands involved in those proposals?

Mr. REIMERS. No, I don't have maps with regard to this piece of legislation. I don't have the maps that would delineate that. I understand that many of them involve certainly national forest system lands and involve other roadless areas, but I couldn't characterize all of them if their intent was only federal lands, and if it was only roadless lands.

Mr. VENTO. If the gentleman would yield to me briefly?

Mr. THOMAS. Certainly.

Mr. VENTO. On page 31, I think they discuss roadless lands designated as wilderness. I think these are the corridors, both of these categories. There's two categories, so you have in one case, if I understand this correctly, you have areas that are basically roadless, and then you have others where you have highways running through them, so they are private lands in a sense that they may be state or other federal highway lands that sort of have to run the gauntlet, I guess.

Mr. THOMAS. I think those provisions which discomfort me a little is that the agencies take immediate steps to assure road densities reach, as nearly as possible, zero. Does that contemplate removing roads that are there? Do you know?

Mr. REIMERS. When I read it, and I had some difficulty knowing for sure, but I would envision that there were areas that if it would be enacted, we would in fact have to obliterate roads, and there are some exceptions for certain roads, so I presume there are some roads that would remain.

But, again, we didn't have available to us maps of each of these corridors. Normally, if we were to move ahead, we would have a map of each corridor.

Mr. THOMAS. You indicated in your statement that you didn't have any scientific evidence that these corridors that wilderness would move through these corridors or indeed that that was a successful way of putting together different areas of wildlife.

Mr. REIMERS. I think more accurately, if we were asked to designate corridors for a specific purpose, we would develop those out of the research, assessment and background and then we would

recommend a kind of corridor for a purpose, as opposed to broad corridors that were trying to accomplish all purposes.

In doing that, we had to look at the other things that were foregone. In some cases, we've been able to use corridors by restricting use during the key seasons and not all the time.

So our preference would be, as we're doing now, to come back with specific recommendations to accommodate specific species, as opposed to thinking that we could just designate a corridor system, you see.

Mr. THOMAS. Mr. Stewart, just a little off the subject, but perhaps you're familiar with it.

When would you imagine that the grizzly teamwork would conclude and that those would have reached the goal and perhaps be delisted in the Yellowstone area?

Mr. STEWART. I would have to get that information for you.

[The additional text was supplied by Mr. Stewart following the hearing.]

In order to most effectively manage, monitor trends and research the grizzly bear population in the northern Rocky Mountains, the Interagency Grizzly Bear Committee (IGBC) was established in 1983 by agreement between the Secretaries of Agriculture and Interior, and the Governors of Idaho, Montana, Wyoming and Washington. Membership has grown somewhat since that time and now includes executive-level membership from the National Park Service, Forest Service, Fish and Wildlife Service, BLM, the four above named States, plus several tribes and the Canadian Provinces of Alberta and British Columbia. The committee sets policy for grizzly bear recovery in the northern Rockies and Cascades and provides oversight for ongoing agency programs through semiannual executive meetings, and through the routine meetings of several topical subcommittees (e.g. Research, Information and Education) and ad hoc task groups (e.g. Outfitter policy, Landfill problems).

For the Greater Yellowstone Ecosystem (GYE), an entity was created in 1973 to perform the primary research functions and is called the Interagency Grizzly Bear Study Team. Historically, the IGBST was administratively attached to the National Park Service although funding was provided by the NPS, FWS, FS and the States. Recently funding and administrative support was transferred to the new National Biological Survey. The IGBST receive their program direction from the IGBC through specific instructions, and through documents such as the current revision of the Grizzly Bear Recovery Plan. This document specifies long term goals and objectives for the GYE and provides overall direction for research and monitoring efforts. The IGBST produces an annual report, publishes findings in appropriate scientific journals, and provides recommendations for the consideration by the IGBC.

Grizzly bear management under the purview of the IGBC is viewed as a long term effort focused on survival and recovery of the species as defined in the Endangered Species Act. Management and research currently focuses on understanding the population dynamics and trends of the species, minimizing human-caused mortality and bear-human conflicts, and maintenance of sufficient habitat. To ensure these objectives are achieved, it is crucial that monitoring and research continue in the foreseeable future.

Mr. THOMAS. Thank you, Mr. Chairman.

Mr. VENTO. I just wanted to point out, this issue on corridors, because some of the corridors are in fact private lands. If you look at page 32, and they make an exception for them, but it is a little confusing. Maybe we'll hear more from the advocates about that.

Mr. THOMAS. The question was raised and I think it's a valid one, and that is that there are existing rights there and you have a taking problem certainly. This whole thing, as far as I know, no one has spoken of the potential cost here.

Mr. VENTO. The proposed cooperative agreements with private state/corporate landholders and sovereign Indian Tribes and the

corridors within their membership would be managed in a similar fashion as prescribed by the federal lands.

Mr. THOMAS. They also say that they prohibit oil and gas exploration and other kinds and do not provide for existing rights.

Mr. VENTO. Those are I think all on the federal lands and they propose the same through cooperative agreement, but obviously those won't be willing agreements I wouldn't think.

Mr. THOMAS. They would be expensive agreements.

Mr. VENTO. Mr. Williams?

Mr. WILLIAMS. Thank you.

Mr. Reimers, do you see this ad?

Mr. REIMERS. No, I haven't, but I see it now.

Mr. WILLIAMS. I want you to take a look at it. It ran on April 7th. That's seven days late for that ad. April Fool's day would have been a little more appropriate.

I just want you to just get a sense of it. I need it back because I want to ask a couple of questions about it.

Mr. VENTO. Why don't you send it back now?

Mr. WILLIAMS. As you know, Mr. Reimers, the Forest Service has endorsed my legislation as I introduced it. It's changed a little. The Forest Service hasn't had an opportunity to testify on the changes, but I think they're supportive and you certainly were of the bill as introduced. And I'm very appreciative, because this is the first Administration that has been able to support officially a Montana Wilderness bill in this round.

Congresswoman Maloney refused to associate herself with this ad, and is sitting at that table in front of that microphone, she wouldn't defend it.

You're supporting my bill.

Here's what it says about you and the Forest Service.

That you are prepared to open a chainsaw blitz on the national forests. It says in effect that the Forest Service, by supporting my bill, is prepared to destroy the biological heart of the Northern Rockies, endanger and damage Yellowstone and Glacier National Parks, foul the streams with sediment and drive wildlife to extinction.

Do you support that, Mr. Reimers?

Or do you know if the Forest Service supports doing that to the land over which you are sworn to provide stewardship?

Mr. REIMERS. Certainly not.

We have in place the processes in the National Forest Management Act and in our compliance with the National Environmental Policy Act, to look at the consequences of any actions we take on those lands that are not designated in your bill.

You're correct. We basically support the Montana Wilderness Bill as reported by this subcommittee. We feel it's a reasonable compromise reached over a long period of time. There are lands that are roadless, that are not designated in that bill as everybody expected, and everybody on this Committee knows that those other lands are subject to careful management before we proceed and that the release of lands does not mean that they'll necessarily be used for timber harvests. It merely releases them from the consideration of wilderness for a period of time.

We still have to look at all the uses across all the lands. We have to document and work with the public in a full and open way what will or won't occur.

Mr. WILLIAMS. Mr. Chairman, you supported my bill and your subcommittee voted my bill out. I don't want to be so assumptive as to ask the Chairman questions here, but it would seem to me that it may defend his actions.

Mr. VENTO. If the gentleman would yield, I'm concerned about the statements made such as those on the work that we did on a measure that I understand. They come with a different intention, I think, than what the gentleman and I were perceiving in terms of the work we did.

Mr. WILLIAMS. Finally, Mr. Reimers, I had said to the sponsor of the legislation that it takes in thousands of patented mining claims, legal mining claims, which it does, and the legislation's sponsor replied that those claims would be protected. I don't know if the supporters of NREPA believe this, but the sponsor of the legislation then following that logic apparently means by protecting those claims and not taking them into wilderness that mining could continue inside of thousands and thousands and thousands of acres of wilderness because you either take the claims, or you allow mining to go ahead. You have one choice or the other under federal law.

Does the Forest Service, and I suspect the answer to this is no, but does the Forest Service have any data on what it would cost the taxpayers to pay for those mining properties, those thousands of mining properties that would be taken in under the NREPA bill.

Mr. REIMERS. No, we don't. I guess in all our work with this Committee, I'm not aware of any designation that didn't make it subject to existing rights. Maybe we had not read the bill carefully enough, but we did not envision legislation that would not make it subject to valid existing rights.

That doesn't mean at some future time this Committee might not encourage us to acquire private land or private rights. But those processes have been expensive. We have acquired properties within the boundaries of wilderness, and after we acquire them, they take on wilderness status. But until such times as they are federally-held, I think all of the bills have come out subject to valid existing rights. So we haven't gotten into that specific controversy, not that we might not like to acquire some.

Mr. WILLIAMS. One other point I want to make, Mr. Reimers, and I want to make this as gently as I can. I've worked closely with and I think had a good relationship with the Forest Service both here, but most particularly out in Region One. You have a great bunch of folks out there.

And for the most part, I could cite exceptions, but for the most part, they really are attempting to be very good stewards of the land.

By the way, the exceptions I would cite are almost all retired now. [Laughter.]

Mr. REIMERS. I did not take buyout so I'm still here.

Mr. WILLIAMS. One of the major proponents of the NREPA legislation testified before this Committee, subcommittee a couple of years ago to the effect that the major reason that they want to

place so much of this land in wilderness is because, quote, we don't trust the Forest Service.

It is, Mr. Reimers, a lack of trust on the part not just of the people supporting NREPA but of many Americans, the lack of trust in the Forest Service and the concern with out and out timber company greed which has brought America to this situation.

We have to find a way, and I know this Administration and I know both of you specifically are looking for the way to reestablish public trust in the Forest Service. It is not at an all time high, as you know.

So I really do believe that the people supporting the NREPA bill believe that you've got to get as much land as you can away from management by the Forest Service in order to protect it, protect it from the timber industry.

And that's what occasions, according to them, that's what occasions their legislation.

Do you want to speak for a minute?

I don't know if you agree with me, but I think you do, about the difficulty with public trust right now and how we might regain that.

Mr. REIMERS. I understand what you're saying and it is a difficult question. Clearly, people have turned to Congress for designation to give it a sense of permanency. We manage the National Wilderness System within the National Forest System lands, so there is credence in some of the areas.

The difficult part is where there is this severe competition for resource uses and there's a real difference of opinion, not only at the local level but at the national level, and a concern that the Forest Service has not been sensitive enough to the environmental needs.

So that is an area that we have to work with an ecosystem approach and a broad public approach and work with Congress to strengthen our credibility. I don't disagree. There isn't an easy answer. The answer is in the incremental decisions we make day by day.

Do they stand the test, as Jack would say: We're straightforward, we're honest and we obey the law.

Mr. WILLIAMS. I want to be on record as joining the concern of those who believe the Forest Service has not been sensitive enough to the protection of the land and water. I agree with those who say the Forest Service has not been sensitive enough, but there's nothing in the original Wilderness Bill that says you put land aside as wilderness as a political solution to a Forest Service problem.

That's nowhere in the criteria on how we designate wilderness in this country, but that is what drives, according to the NREPA people, the person who testified here, that's what drives them.

Thank you for the time.

Mr. VENTO. I was going to say that I agree with the gentleman's comment. Not only that, as a Committee and the gentleman as a supporter, along with Congressman LaRocco, supported bills that deal with wilderness management and wilderness training programs to in fact enhance the Forest Service's ability to in fact manage wilderness.

There's even no assurance in terms of budgetary assurance that once something is placed in wilderness that the Forest Service, as

such, will in fact effectively manage it. So it even goes beyond that, in other words.

If the basic problem is with the agency, or any agency, then the solution by reclassifying land doesn't work. In fact, we've had some instances of deterioration of wilderness I would say beyond the ability of land managers, but in some instances within the ability.

So the gentleman's point I think can be carried out and demonstrated, and we have taken a lead in terms of challenging the Forest Service to actually make sure the dollars get appropriated to the field in terms of being expended with or supposed to on wilderness.

I understand and accept the good intentions of those that are advocating this, but I have to look at what the results are in terms of what happens.

Mr. Farr, without objection, is recognized.

Mr. FARR. Thank you, Mr. Chairman. Thank you, members.

I just want to ask Mr. Stewart a question. It relates to last Wednesday and Thursday. I spent time with Secretary of Interior Babbitt out in California. He'd just come out of Yosemite National Park and came to my district on the Coast of California. And he reflected on his experiences in Yosemite. He said, you know, we can no longer just build fences around our environment and think that the environment is there and we are living in urban centers and those are more places we recreate.

Those days are over. Because while he was in Yosemite, he noticed that the trees were being affected by the air pollution out of the San Francisco Bay area in Santa Clara Valley that was swept east into the Sierras.

And he spoke of the Everglades being destroyed by water problems, not with the way the National Park Service ran the Everglades, but by systems a hundred miles away.

What I'm kind of surprised about with your testimony on this legislation is that it seems to me, for both you and Mr. Riemers, that what you have here is land that is all in public ownership, practically all of it. And agencies that have line-item responsibilities that are about seven different agencies as I look at it, or more, when you get to BLM and the national parks and the national monuments, the national recreation areas, the national forests, the Bureau of Reclamation, Fish and Wildlife and probably others I haven't even thought of, it seems to me what the Congresswoman has done is introduced an idea for how all of these agencies ought to be working cooperatively together to save ecosystems that are important to the economy of the coast that I represent.

Because the salmon fishing industry, commercial salmon fishing industry and sports fishing industry is dependent upon the quality of those river basins that are in Idaho and Colorado because those waters fall into the western oceans.

I'm kind of surprised that both of your departments aren't in here trying to help structure a management system through all of your sub-agencies that will indeed protect these ecosystems and maintain, as I indicated in my opening remarks, a sustainable economy, not only for those states but for the states that depend on the resources that affect our states.

So I would hope that perhaps the Department of the Interior and the Department of Agriculture would be in here trying to recommend how the maps should be drawn, how the management schemes should be envisioned. As the Chair said, we already have a lot of laws in place that allow you to do it. But I'm surprised that you aren't coming forward as more of an advocate of how do we get there, rather than an opponent.

Mr. STEWART. You are correct in your observations. And what Secretary Babbitt has said and how he feels about ecosystem management, all of the bureaus in Interior and I'm sure the Forest Service also, as Mr. Reimers has already said, is responding to that call for a broader look.

I know we are particularly involved with the Colorado Plateau as an ecosystem, for instance, and there is one other one.

We are under taking a general management plan for Glacier National Park right now. And our approach and planning will of course be in consultation with our neighbors and other land management agencies and the Native American Tribes that are up there.

It takes a lot of initiative and a lot of authority—I don't know if authority is the right word, but just to go in and assume that you're going to undertake planning for a broad area is a great assumption. It has to be done very carefully.

Mr. FARR. But it is all federal land, is it not?

Mr. STEWART. In the cases where it's all federal land, there's no question.

We are cooperating very closely at Grand Canyon where we have lots of problems. The Forest Service, in that case, and BLM will work with us in preparing our plans.

Mr. REIMERS. I'm very optimistic about the ability of the two departments to work together. There may be a national park that's adjacent to a national forest, but our ability to work together, and the national forest system lands have a broad charter that don't create barriers at all for us to work together.

We still have to arrive, though, at the management strategy that's to be recommended. I can think of few cases where you'd have to change the boundaries in any way to accomplish the objectives. The key is to identify those objectives and work together, and certainly the climate between the Secretary of Agriculture and the Secretary of Interior is one where they told us to cooperate and work together. These signals are very, very clear.

Mr. FARR. Mr. Chairman, if I may?

Doesn't that management plan, when you finish it, look something like this legislation?

Mr. REIMERS. Well, I would say not necessarily in that the tone of this legislation would appear to be more towards what I would describe as preserving and limiting uses. We would look at the normal management plan in a little broader characterization of uses and where this bill purposely avoids some parts of the national forest that are already developed and in use for other purposes, we would try to draw a composite that dealt not only with lands that might be protected and their uses limited.

We would also want to include in that composite those lands that are highly developed and we have that opportunity. Many of the

uses, recreation is the best example and, as an example, snowmobile use is one that could cross all kinds of lands. It's very compatible with lands that are highly developed. It's compatible, in some cases, with lands that are roadless. We haven't seen it as compatible with wilderness.

So you just have to work out these networks of what is the important use or combination of uses that you're going to make. I guess I view this legislation as a little bit more on the limitation of uses as opposed to a broad mosaic.

Mr. FARR. Well politics is the art of compromise, and perhaps with this legislation, you can begin some of those compromises with the author.

Mr. VENTO. I couldn't help but be struck by your comments about snowmobile use and whether or not it's compatible, because I'm sending you a little letter based on some work done by Dr. Davis in the School of Ecology at the University of Minnesota, whom I had the chance to visit with last week concerning snowmobile use in Wisconsin in the Sylvania National Forest, which I'm very concerned about. It's near the Sylvania wilderness, but it's in the forest, not in the wilderness. You obviously can't snowmobile in the wilderness.

Without objection, Congresswoman Maloney.

Mrs. MALONEY. Thank you, Mr. Chairman.

I would like to be associated with the comments of my colleague from California, likewise underscore that I would have hoped you would be supporting, instead of coming in and saying you were opposed to the legislation, had not seen the maps, had not studied it, had not looked at it. That you would come in with testimony that looked at the ecosystems, the regions, the areas that we're trying to protect plant and animal life, and had a report on that.

We worked very hard to preserve the ancient rites of Indian Tribes, the timber and mining rights that are already grandfathered, and we're looking at trying to preserve ecosystems.

Is it appropriate that I could respectfully request that you will go and come back, after having studied the map and the regions, with your comments on trying to preserve the ecosystem as opposed to I'm opposed to it. It's limiting, it's wrong, and by the way, I didn't even have the time to look at the maps and I didn't really study it.

I was hoping—this bill has been around a number of years—that you would have made more of a detailed analysis of the ecosystems and had more constructive environmental comments.

Mr. REIMERS. I apologize if that was your expectation. We don't have access to detailed maps of each of these corridors. We typically work with the Committee, and certainly we would honor your request or the Committee's request to develop the maps. It would be a very big undertaking.

In other words, to develop the kind of detailed maps that this Committee expects and ask us to identify existing uses and the network would not be a small undertaking.

We work with the Committee. Say, if you looked at the composite of maps for the Montana bill, they are large-scale maps. They identify the resources.

So it would be a very big undertaking. It could be done. It would be very comprehensive, and we would need to be fairly clear on the expectations, because if we were to look at a broad assessment of wildlife across all these boundaries would be a major undertaking.

As an example, we'd had discussions with Mr. Williams on the kinds of inventory information he'd like to see in Montana alone, and we haven't yet resolved all those questions.

It could be done. We would prefer, if it's done, to work in conjunction with the Committee so that we know the expectations, but we could work with you individually.

Mrs. MALONEY. With existing resources. You said you had a master plan that you've been working on. You could just look at your master plan and how this fits into it.

We are having another hearing, as I understand, Mr. Chairman, in May. I would prefer or certainly request a more detailed analysis of the ecosystems as opposed to just saying I'm opposed. And I would hope we can make available the maps, and I would hope to have more of a detailed testimony when you come back.

Oh, it's a joint hearing of the Agriculture and Merchant Marine Committees in May.

Mr. REIMERS. If your staff has available those maps, or makes them available, the broad maps, to the Committee.

Mrs. MALONEY. We'll have them for you by the end of the week.

Mr. REIMERS. Mr. Chairman, I would hope we could work with you.

Mrs. MALONEY. Actually, you can have them right now.

Mr. REIMERS. Work with you as to how we can best proceed on the kinds of information that you feel would be most useful working together. We have management plans for each national forest. The job of overlay maps—and Mr. Williams could help me out here—if he would think of the whole area and try to think through how we would best do this in order to have a reasonable discussion.

Mr. VENTO. I appreciate the uncomfortableness that the Deputy Chief has been put into with regard to the maps which apparently had not been forwarded, until this point, to the Forest Service.

Normally the detailed work analysis is one of the reasons, I guess, that when there are studies done that they're using the basic template. Irrespective of whether they agree with what we propose to be designated or not, that's the template of information, and whether or not these are compatible that has been produced for the purposes of this bill, the information produced privately should be converted into a public map reference and so forth is, I think, an open question.

Insofar as trying to respond as a reference point, it would be most appropriate I suppose in comparison to those maps. But I think generally we'd be guided by the work that has been done on the forest management plans and that which has been studied.

This is, the issue here is that you've got areas that are designated as wilderness that have never received any focus. You've got completely new classifications; for instance, corridors in which there is no classification in any land management agency in this nation.

Mr. WILLIAMS. Would the Chairman yield?

Mr. VENTO. I'll be happy to yield.

Just to finish up.

So how do you reference what you've done with something where there is no classification?

Mr. WILLIAMS. It is important that the public have a full understanding of this. I sometimes find my constituents in Montana or other citizens in the country who say, well, is NREPA getting a good hearing? Are you really considering it? Are you taking a look at it, or are you just rejecting it out of hand?

I say to those citizens today, it's been very difficult to take it terribly seriously and work with it when, until this point, there hasn't been a map available.

How serious an issue is this?

We've called Mrs. Maloney's office. She's tried to get maps. The subcommittee has called and tried to get maps. The full Committee has called, tried to get maps. Now suddenly, today, and I'm glad of it, maps are available. But if maps had been available before, they've been withheld from the people who have to make these decisions. And the public simply needs to know that, particularly the public that contributes money to this effort.

Mr. VENTO. The issue of maps is important I think in terms of saying how best, now that we do have maps, the Forest Service can respond. They need some guidance in terms of this.

I would just say, seven million acres in this are either A or B connecting corridors, which is a designation that does not necessarily reflect with the Forest Service's frame of reference. It's just not possible.

In a sense, you can sort of go through seven million acres of land and say, do you have these corridors, do we have that type of information base? How does that fit with the private lands that might be interspersed? There may be another million acres of private lands that are interspersed in Category B of these corridors from what I can read here.

Nobody's given me any information on that.

Maybe the witnesses who have come today can tell us how much land is in that Category B, that is, private or state land. We exempt a whole bunch of highways in there.

I know the author can't give me that, but that's sort of the problems they have in terms of trying to respond intelligently, because if they say something, they have to stand behind it and we expect them to, so we have all kinds of disagreements on the Committee.

We do rely upon the Forest Service and I've yet to find fault with the information that's been provided on the basis of map references with the Forest Service. And that's why they're being very careful, frankly, Carolyn, in terms of the comments that he's making in response to your question and looking to me for guidance on this.

I'm trying to be careful with regard to what I'm saying. The map issue, frankly, is always an issue before the Committee. But normally we start working on this. This is something that's done on a professional basis. It isn't done on the basis of a republican or democrat map or one that's basically come from private sources. They really do a good job for us on maps, and we need that type of service here because referencing the legislation is a very serious matter in terms of having appropriate response to the type of question that you're raising here. It has a lot of implications.

In any case, I hope that's the context that it has to be recognized in. They really want to do a credible job in terms of responding, but because of the broad sweep of this, it makes it difficult.

Well, I have many questions that could be asked about this matter. I think that most of the basic questions have been touched on. I would just point out that the Wild Land Recovery Corps is one project or one paragraph in this legislation. You're giving it a substantial responsibility.

You claim to have the scientific committee and the legislation, and yet it's one paragraph. And I've written some provisions like this when I was working on legislation for the Pacific Northwest. And I'll tell you, it goes into a lot more detail. This legislation is not as well put together, considering the fact that it's been before us for some time.

And I want to state that because I don't think that that is evident, at least in what has been stated so far. Just from the standpoint of a legislative tactician, I would tell you that and I think it's important I think that there isn't enough guidance in there for the substantial responsibilities that are charged to these particular constructs that are in the legislation.

Have we in fact, Mr. Stewart, already studied the areas around Hell's Canyon and Flathead?

Mr. STEWART. I didn't understand the question.

Mr. VENTO. Has the National Park Service conducted any analysis or study of the areas?

Mr. STEWART. Not in recent years, I don't think so.

Mr. VENTO. In recent years, you have not. For instance, even on the issue that was answered with regard to whether or not hunting or fishing or what would take place in these areas, it suggests the Forest Service would manage to Park Service standards.

Is there any instance, Mr. Riemers, where you manage to Park Service standards specifically as a reference in law?

Mr. REIMERS. Not that I'm aware of.

Mr. VENTO. I'm not aware of any either.

Mr. REIMERS. Cooperatively. We might have the same standards in some areas.

Mr. VENTO. For instance, one suggestion was that you could permit hunting in this area if you're managing to Park Service standards.

Mr. Stewart, do Park Service standards provide for hunting in a park?

Mr. STEWART. If Congress designates an area as a National Park, then there will not be hunting.

Mr. VENTO. The problem with this legislation is, it says that it's designated for study but it's to be managed to Park Service standards, and I'm paraphrasing, if the Park Service standards are what with regard to hunting? The Park Service standards are what with regard to hunting?

Mr. STEWART. It also says that there will be, it's a national park and preserve and I presume, out of that, that in the study process and in the legislative process, it would be decided what lands, if it got to that, which are being preserved, hunting or mining.

Mr. VENTO. I know the difference between preserve and park. I understand that. But it leaves this decision to the Forest Service

to make as to what the in term policy would be, and it's not answered in the legislation. It is not well-written.

If it's the intention that it be available, then it should be specific. This isn't exactly a small point with most members of the Committee in terms of this issue.

Now of course I understand, you know, there's a lot of controversy, especially over these particular provisions, but this just indicates to me a lack of clarity in the basic bill that's before us.

Well, I think it does point up a lot of need for work, but there are a lot of innovative ideas in the legislation too, as I said earlier.

Mr. Williams, did you have any more questions of these witnesses?

Mr. WILLIAMS. No.

Mr. VENTO. If not, I assume that you've concluded your testimony or questions of these witnesses.

Thank you very much, gentlemen, for your efforts to respond to this measure today.

The final panel today is of course the advocates of the bill. They include Chief Floyd Heavy Runner of the Blackfeet Crazy Dog Society of Heart Butte, Montana.

Ms. Carole King, Alliance for the Wild Rockies, from Stanley, Idaho.

Ms. Debbie Sease, the Sierra Club from Washington, D.C.

Ms. Louise Bruce, President of the Montana Wilderness Association of Dillon, Montana.

And Dr. Derek Craighead, President of Craighead Wildlands and Wildlife Institute, Missoula, Montana, a distinguished scientific effort led by his parent and uncle, I assume.

So it's very good to see you here. Thank you for your patience. I know that you have all wanted further hearings in consideration of the measure that is before us.

What I'd like you to do today is, your statements will be made part of the record. You might want to summarize them, and then to respond after we've concluded testimony from all the panel, we'll ask you then to respond to some questions.

We'll begin then with Chief Floyd Heavy Runner.

Chief, if you would, please proceed.

**STATEMENT OF CHIEF FLOYD HEAVY RUNNER, BLACKFEET
CRAZY DOG SOCIETY, HEART BUTTE, MT**

Chief HEAVY RUNNER. I want to thank Chairman Vento and the Committee members for inviting me to speak today. It is my honor and duty to endorse the Northern Rockies Ecosystem Protection Act.

This proposed statute finds common cause with the general philosophies of the Native Tribes and particularly the Blackfeet of the Badger-Two Medicine Rivers, with regard to establishing a wilderness study.

I appreciate NREPA's sponsors for adopting language respecting the Blackfeet speaking community and their ancient process of laws by which they may elect their own spokesman.

This is consistent with the United Nations' Universal Declaration of Human Rights protecting the political, civil, and cultural rights of ethnic minorities in this and other countries.

NREPA and its Badger-Two Medicine clause is also consistent with the reserved powers of the Blackfeet constitution and United States case law cited as Santa Clara Pueblo versus Martinez, recognizing the rights of the historical tribes to exercise their customary law.

There is no other bill before the House that respects my culture and my human right to exercise traditional laws in the choice of the person who will speak for me and my culture on the proposed study committee.

Because the supporters of NREPA were considerate enough to finally listen to my concerns as a cultural leader, and protect the human rights record of the United States, it is my desire that you pass into law the Northern Rockies Ecosystem Protection Act.

Mr. VENTO. Thank you very much. Your testimony is brief but to the point. Around Washington sometimes the importance of the testimony is sometimes recorded by the length but I've found that only to occur in Washington and no place else.

Chief HEAVY RUNNER. When I went to Geneva to speak to the Indigenous Peoples Working Group, I had to gain a little bit of respect for limiting time to allow other peoples that had other serious business to conduct.

Mr. VENTO. I appreciate that.

We're going to go through the other testimony and all of it looks as though it's to the point and appropriate. We're pleased to welcome Carole King who is a long time advocate and champion of the legislation and has worked very hard on it.

Welcome, Carole.

STATEMENT OF MS. CAROLE KING, ALLIANCE FOR THE WILD ROCKIES, STANLEY, ID

Ms. KING. Thank you, Mr. Chairman.

My name, as you said, is Carole King. I'm an entertainer. I've been a resident of Idaho since 1977. I'm a member of the Board of the Alliance for the Wild Rockies, a non-profit organization dedicated to preservation of ecosystems in the Northern Rockies.

I got involved in wilderness protection in the early eighties and I've worked with environmentalists, industry, news media, members of Congress, including your predecessors, in the effort to protect the wilderness; Mr. Udall, Mr. Seiberling, and Senator Church. I've worked with the Staff, I've worked with people in general. And after over ten years, I've become fairly knowledgeable.

This is a historic day. With 57 cosponsors, the Northern Rockies Ecosystem Protection Act, NREPA, is finally being taken seriously. And I'd like to join Congresswoman Maloney and everyone else that's come here today to thank you very much for affording us this hearing.

At this point, I would like to introduce, into the record, two photos that were taken in Montana within the last couple of years. The people who took them—it's credited on the back who took them—one of them shows the wilderness as it is, and one of them shows the effects of development. I think it's a good visual to see the contrast.

Mr. VENTO. Without objection, they will be included in the Committee files or record.

[Statement of Ms. King may be found at the end of the hearing.]

Ms. KING. NREPA was drafted by scientists and biologists from the region after years of lab and field work. The first ecosystem bill ever, it represents an entirely new approach to public lands legislation, an approach based on natural boundaries instead of the old state by state approach of wilderness as scattered islands in a sea of development.

Rivers don't recognize political boundaries and wolves don't screech to a halt at a state line. NREPA recognizes this and protects wilderness as required for the survival of all the native plant and animal species, any one of which could be vital to the survival of human beings, as the yew tree has been found in the treatment of ovarian cancer.

The areas designated as wilderness by NREPA are among the most pristine in America, and every area so designated meets the legal requirements for wilderness as prescribed by the Wilderness Act of 1964.

Biologically sound, NREPA is also economically sound. A study done by Dr. Thomas Power, Chair of the Economics Department at the University of Montana, shows why NREPA is good for the economic health of the region.

I would like to introduce at this time, I have only the Executive Summary but there's full report and I'd like to reserve the right to introduce it into the record.

Mr. VENTO. Yes, without objection.

Ms. KING. This is the Executive Summary. The full report will be available at another time.

Dr. Power could not be here today, but his associate, Michael Garrity, is here to answer questions about the economic impact of NREPA, and I do hope that such questions will be asked.

The Power Report shows how NREPA safeguards a multi-billion dollar tourist industry, preserving high quality jobs such as outfitters, guides, merchants, sellers of hunting, mountaineering, hiking and photography gear, saddlemakers, motel owners, craftspeople and mom and pop grocery stores, jobs held by many of my neighbors in Idaho.

NREPA will also create jobs in wildland recovery. The Power Report shows wilderness to be the best economic base for the region, ensuring a high quality of life and attracting new businesses generating even more economic opportunity for local citizens. In addition, NREPA will save taxpayers over \$185 million every year now allocated for logging roads.

Extractive industries have declined, not because of wilderness, but because of other factors, including automation, export of raw materials, overuse and mismanagement. Of the forests that once covered North America, only five percent remain intact. Of these, NREPA protects the largest viable ecosystem in the lower 48.

We know so much more about ecosystems now than we did ten years ago. NREPA's support is broad and diverse, ranging from fishing and hunting coalitions to the Humane Society.

The National Taxpayers Union supports the part of NREPA that stops the wasteful subsidies, while NREPA has the support of the Sierra Club and other environmental groups, and also former President Jimmy Carter. As for people in the region, I have here

for the record the results of the Forest Service's own survey of people in the region, showing that more than two-thirds of the people in the region surveyed want more wilderness and oppose any logging in roadless areas.

Ms. KING. The timber industry has run America's public lands policy far too long. I've worked on this issue for years, and I believe NREPA is right for the nation and for the region. So does Congresswoman Maloney. So do 57 cosponsors across party lines with more to come, I believe, as more members learn about the issues involved.

We believe NREPA will become law. It may take time, of which the ecosystem doesn't have a whole lot, but the scientific and economic evidence is there.

Anything personal that may be said or any problems with the bill do not take away from the fact, or any alleged problems with the bill do not take away from the fact that the scientific and economic evidence is there.

If you put politics aside and look at the merits, you'll see NREPA is the only way we can ensure the biological and economic survival of the Northern Rockies.

Thank you, Mr. Chairman.

Mr. VENTO. We'll proceed now to Ms. Debbie Sease, representing the Sierra Club.

Ms. Sease.

**STATEMENT OF MS. DEBBIE SEASE, SIERRA CLUB,
WASHINGTON, DC**

Ms. SEASE. Thank you, Mr. Chairman.

I will summarize my statement.

I am pleased to offer the Sierra Club's enthusiastic support for the Northern Rockies Ecosystem Protection Act. This bill represents a scientific and economic based ecosystem approach to land management, an approach that Congress must turn to, if we are to safeguard America's great natural heritage.

We welcome the subcommittee's interest in this legislation and your willingness to look at new and innovative ways of protecting whole ecosystems.

Since 1982, the Sierra Club has been at the forefront of efforts to establish new national parks, wilderness areas and other protected lands to preserve not only our wilds and wildlife, but the quality of our air, water, and public health. Yet a century of experience has taught us a powerful lesson. Our air, water and land are inextricably linked. Despite all our efforts, the biosphere itself, the web of life on which all of us depend, is in peril.

It is no longer enough to treat problems in isolation from one another. Our future survival demands a comprehensive integrated plan to save the global environment. Looking beyond political boundaries is imperative. It is in response to this imperative that Sierra Club launched our "Critical Ecoregion Program."

We have identified 21 critical ecoregions in the United States and Canada. Our goal is to restore these 21 ecoregions to health and beauty. It is not just in the Northern Rockies that we need to enact comprehensive protection strategies, but in the Mississippi

Basin, the Atlantic Coast, the Southwest Deserts, the Alaska Rainforest, and 16 other critical ecoregions as well.

I have brought with me a copy of the current issue of Sierra Magazine (March/April 1994) which outlines our Ecoregion Program.

Ms. SEASE. Our current wilderness, national park, and national refuge system is a testament to the vision of conservation leaders and the leadership of statesmen such as yourself and others before you, but it is not enough. Nature does not respect artificial boundaries and these lands are quickly becoming isolated islands in a sea of development. We must both expand the limits of these natural islands and begin to control the environmental impacts of development in the ecosystems surrounding the protected lands.

However, it would be a serious mistake to assume that our recognition that existing wilderness and park protection systems have not met the challenge of ensuring ecosystem viability, reflects a diminished respect for the role of wilderness, park, and other inviolate land protection measures or an abandonment of these programs.

That is not the case.

To the contrary, we believe that these systems are critical building blocks for ecosystem protection, and expanding these systems will remain the Sierra Club' highest priority for protecting ecosystems. Our remaining wild lands and our existing healthy watersheds are the linchpins that are holding our beleaguered ecosystems together. They provide the vital core which we must protect as we restore and heal the damage we have wrought in our forests and watersheds.

Wilderness is not an outdated concept, it is a vital component of any effort to achieve healthy functioning ecosystems.

One of the strengths of NREPA is that while it looks beyond the traditional political boundaries to the interrelated needs of the Northern Rockies ecosystem, it relies on a core of land protected under proven land and water protection systems.

The heart of NREPA is wilderness designation for most of the remaining national forest roadless lands in the Northern Rockies. This is the most important portion of the bill since, as I stated, the permanent, inviolate protection of the roadless lands as components of the National Wilderness Preservation System must be the centerpiece of any ecosystem protection effort in the Northern Rockies.

The loss and isolation of habitat is the number one threat to animal species in the Northern Rockies. For instance, grizzly bears are now limited to less than two percent of their former range. Wolves have been able to recolonize only a fraction of one percent of their former habitat. The remaining undeveloped areas in which these animals can find the solitude they seek must be protected.

NREPA contains protective management for biological connecting corridors. The scientific community has determined that maintaining viable corridors to allow wildlife and plant migrations and genetic interchange between core protected areas is also critical to a healthy ecosystem. The core areas are too isolated and too small to assure the perpetuation of native wildlife and native biological di-

versity on their own. NREPA, among other things, would protect these areas.

NREPA starts a pilot system of National Wildland Recovery Areas. This program calls for the rehabilitation of areas that have been abused through excessive logging, road building, and mining in the past. These are areas such as that portion of the Targhee National Forest where clearcuts delineate the western boundary of Yellowstone National Park. While these areas are now ailing, they once were thriving with a full range of fish and wildlife. Rehabilitation of these areas will be an important addition to the health of the Northern Rockies Ecosystem Protection Act.

We also have suggestions for additions to this legislation. I've noted them in my written statement. They are not an inclusive list but merely are illustrative of the kinds of improvements we would like to see as this moves forward.

Mr. VENTO. The Sierra Club is living up to its reputation of improving. We're very proud of you.

Ms. SEASE. We always have a touch or two we can add.

As has been discussed today, there are other pending wilderness bills in the Northern Rockies and while this hearing is not about them, I believe that the context for our support of NREPA, we need to take a brief minute looking at those, both in our 2473, the Montana Wilderness Bill, and H.R. 3732, the Idaho Wilderness Bill, would designate portions of the roadless lands covered by NREPA and as such might be viewed as viable incremental steps toward the more comprehensive protection goals of NREPA.

Unfortunately, while this is true of the Montana bill, the same cannot be said of the Idaho bill. The Sierra Club cannot support H.R. 3732, the Idaho Wilderness Bill.

The Idaho bill, in addition to leaving out many deserving areas, contains many serious flaws.

I will briefly note them.

Highly objectionable release language, water rights language that does not protect the water resources and sanctions logging in several inappropriate areas.

On the other hand, the Sierra Club has given its qualified support to the Montana Wilderness Bill, H.R. 2473, as it has been amended and reported out of the Natural Resources Committee.

This bill would provide protection to more than two million acres of the national forest roadless lands in Montana that are currently unprotected, including 1.7 million acres of wilderness and 400,000 acres of wilderness study areas. This bill does contain a version of release language, which we strongly believe is unnecessary and should be deleted on the floor.

While passage of the Montana bill would provide incremental progress by protecting critically important areas, alone it will not assure the viability of this ecosystem. Many other national forest roadless lands in Montana will continue to be subject to Forest Service developments.

While we give this bill our qualified support because it does protect a portion of what needs to be protected, this bill also makes the point for the need for additional Congressional action.

The Montana wilderness bill will not protect the entire roadless area resource of Montana much less the rest of the Northern Rock-

ies. Even if H.R. 2473 becomes law, it will be necessary to follow this bill with additional legislation such as NREPA.

The final area that I would like to touch on is the Eastside Ecosystem Management Process that the Forest Service noted this morning.

We were encouraged at the Administration's initiative to do a comprehensive scientific assessment of the Columbia River Watershed and conduct an ecosystem-based EIS process as part of the Eastside Ecosystem Management Process.

This is an important new approach that can complement additional wilderness designations proposed in NREPA. However, we have heard disturbing news that consideration is being given to limiting the EIS process in Idaho to merely evaluating the recent adoption of the interim PACFISH guidelines. This would be a terrible mistake and undermine the promise and potential of providing an ecosystem analysis and approach to protection and management of this vital part of the Northern Rockies' ecosystem.

In closing, I would again like to thank the subcommittee for holding this important hearing, and to reiterate the Sierra Club's strong support for the Northern Rockies' Ecosystem Protection Act. The Northern Rockies Ecosystem Protection Act can be a model for wildlife preservation and restoration. And on behalf of the Sierra Club, I urge the subcommittee to give it the serious and prompt consideration it deserves.

[The statement of Ms. Sease may be found at the end of the hearing.]

Mr. VENTO. Thank you for your testimony.

Next, we'll hear from Louise Bruce who represents the Montana Wilderness Association.

Ms. Bruce.

STATEMENT OF MS. LOUISE BRUCE, PRESIDENT, MONTANA WILDERNESS ASSOCIATION, DILLON, MT

Ms. BRUCE. Thank you, Mr. Chairman, members of the Committee. The Montana Wilderness Association appreciates the opportunity to testify today on H.R. 2638. We always look forward to the opportunity to recommend more wilderness areas for Montana.

MWA has been committed to the work of designating wilderness in Montana since its founding in 1958. Our members have been instrumental in securing the designation of the Lincoln/Scapegoat, the Absaroka-Beartooth, the Great Bear, the Lee Metcalf, the UL Bend, Welcome Creek, the Rattlesnake, and many other areas that are part of Montana's 3.4 million acres of designated wilderness.

Dozens of MWA volunteers and staff have testified before Congressional Committees over the last 36 years, and I'm happy to be here today as this Committee considers a new approach to wilderness designation and ecosystem protection.

I would also like to thank the 57 House sponsors of H.R. 2638 for taking an interest in Montana's wildlands and the wildlands of the rest of the Northern Rockies. We like the ideas that are embodied in H.R. 2638 and we're really a group that looks at the specifics. We look at what's on the ground and what's on the maps, and if that matches what's in legislation and matches what we think should be wilderness.

Over the last year, our state council, our chapters and our general members have been in the process, an on-going process of examining how H.R. 2638 affects each region of Montana. Our grassroots membership has poured through the maps, they've retraced old hikes to verify boundaries, and talked with other folks in their communities, including the Forest Service.

And we would like to underscore the need for the Committee to give close scrutiny to contain in the bill.

Our chapters have found, for example, biologically important roadless areas that MWA has proposed for wilderness that aren't included in H.R. 2638. We've found areas proposed for wilderness in the bill that have been developed or otherwise don't meet the minimum requirements for wilderness.

The chapters have raised questions about the location or management direction for the wildland recovery areas and biological corridors. They've also raised objections to some non-wilderness designations as they affect their local areas.

Now I'm going to go through some of those specifics for you.

Most of the boundaries in the bill are based on Forest Service RARE II maps rather than a grassroots constituency that knows the area. Much of the roadless lands inventoried in 1978 no longer are roadless and there are lands that have remained roadless that were never included the RARE II inventory.

MWA members have brought these inadequate roadless boundaries to the attention of the Forest Service. And in the Kootenai National Forest, they've actually expanded their roadless inventory.

In the most recent draft, the Kootenai roadless inventory nearly doubled from 400,000 acres to 755,000 acres.

While H.R. 2638 would designate as wilderness about 377,000 acres in the Kootenai, MWA seeks to protect the entire roadless base through designation as wilderness, natural areas or wildlife security areas.

MWA has identified proposed wilderness that doesn't meet the wilderness criteria in NREPA. Significant changes have taken place in numerous roadless areas in the last 15 years. Many of the areas in the bill haven't been updated to reflect these changes. One example would be that 900 acres of the Fred Burr roadless area in the Deerlodge National Forest was converted into a downhill ski area in 1990.

Another example is the Big Baldy proposed wilderness in the Lewis and Clark forest. It looks like it includes private inholdings and a gravel pit. And the Anaconda Hill proposed wilderness along the Continental Divide includes open roads, heavy mining activity within the last 20 years and areas that have been logged since RARE II.

I have here the most recent edition (dated April 12, 1994) of the Roadless Inventory compiled by the Montana Wilderness Association. Enclosed in that are a couple of GIS maps that have been produced for us that differ slightly from the map that the Alliance has.

Ms. BRUCE. We have proposed amendments to H.R. 2638 based on the boundaries that are in the inventory there. They are good boundaries.

I'd also like to highlight some of our proposals in light of NREPA. There are numerous areas where MWA seeks expanded boundaries, especially in lower elevations, to protect roadless lands that were excluded from the Forest Service inventory and aren't included in H.R. 2638.

Examples include: The Thompson Seton in the Flathead and Kootenai National Forests, Black Mountain, Blackfoot Meadows and the Elkhorns in the Helena National Forests, Cube Iron in the Lolo National Forest, and Garfield/Lima Peaks and Italian Peaks in the Beaverhead National Forest.

Moving on to the biological connecting corridors, MWA chapters have raised questions about the location of the biological corridors based on actual migration routes, existing land uses, and biological integrity. For example, the corridor between the Yaak and Greater Glacier ecosystems cuts through large areas of private land immediately south of Eureka, Montana. The corridor is permanently fragmented with hundreds of rural homesites, private, and county roads. A more logical corridor that includes little private land and already is used as a migration route by wolves, is about 20 miles south.

Management language in the bill would mandate road ripping and reseeded across one million acres of national forest heavily impacted by past management. In some places, such as the Skyland area, MWA chapters support this management goal.

In others, however, MWA seeks less draconian measures to restore the ecological integrity. For example, the bill would close hundreds of miles of roads in the South Fork of the Flathead, including the 55-mile road to Spotted Bear Ranger Station. For decades, Spotted Bear has been the gateway to the Bob Marshall Wilderness for tens of thousands of wilderness enthusiasts. MWA opposes the total elimination of this historic access to the Bob.

In some instances, MWA chapters disagree with the designation prescribed in H.R. 2638. For example, the Flathead Chapter objects to the designation of the Glacier View Ranger District of the Flathead forest as the Flathead National Park and Preserve Study area. A national park designation would attract far more visitors to this remote and wild area along the North Fork of the Flathead than it currently receives. This could ultimately have a dire impact on the area's bountiful wildlife and peaceful nature. MWA advocates an international agreement with Canada to protect this outstanding transboundary watershed.

In summary, MWA believes wilderness must form the core of any ecosystem protection strategy. Restoration of important biological areas, healthy watersheds and migration corridors are integral to maintaining a functional system. However, MWA believes management standards, implementation procedures, community and economic stability goals, and site specific plans for the non-wilderness designations in H.R. 2638 need to be better defined.

We hope that our testimony from MWA members and chapter leaders will help this Committee amend and improve the bill. We believe that protecting the ecological integrity, biological diversity, and wilderness character of the Northern Rockies would be achieved for Montana by accepting the amendments we've offered.

I've also been asked by the Idaho Conservation League to submit a statement on their behalf, so I'd like to go ahead and enter this into this record at this time and thank the Chairman.

Mr. VENTO. Yes, I appreciate that and we will put that into the record.

[The statement of the Idaho Conservation League may be found at the end of the hearing.]

Apparently, your evaluations are based on—you had the actual map references in order to do the work that you did. Is that correct?

So it is, I think, extremely useful to find that sort of in-depth analysis.

[The statement of Ms. Bruce may be found at the end of the hearing.]

Mr. VENTO. Finally, on this panel, we welcome Dr. Derek Craighead, President of Craighead Wildlands and Wildlife Institute.

**STATEMENT OF DR. DEREK CRAIGHEAD, PRESIDENT,
CRAIGHEAD WILDLANDS AND WILDLIFE INSTITUTE, MIS-
SOULA, MT**

Mr. CRAIGHEAD. Thank you, Congressman Vento.

I am Derek Craighead, a Montana resident, a husband, a father, an ecologist, and President of the Craighead Wildlife Wildlands Institute.

It is this Administration's stated policy to enact natural resource management actions based on sound scientific information. I applaud Congressman Vento in allowing a scientist to testify here today.

The proposed legislation before us offers solutions to serious and complex problems critical to our environmental future. For this reason, I strongly support the passage of H.R. 2638, the Northern Rockies Ecosystem Protection Act.

In the very short time available, I will discuss the grizzly bear and its associated wilderness species and how preservation of the grizzly relates to the larger problem of ecosystem preservation and extractive resource utilization.

I have been actively involved in grizzly bear research for over 20 years. We now know about this great monarch of the western plains and mountains to manage a viable population.

The grizzly bear is omnivorous, opportunistic, mobile, and a generalist in its niche selection. A population of grizzly bears are not vegetation specific in their habitat use, but are highly cosmopolitan, using all vegetation complexes of their wilderness environment to a greater or lesser degree.

The main point for management consideration is that habitat needs of our grizzly bear population are extensive, an entire ecosystem is essential.

Yellowstone National Park, with its more than three million acres, or the much larger Yellowstone ecosystem, are not in themselves large enough to support a viable population of bears into the foreseeable future.

The Northern Rockies Ecosystem Protection Act delineates an area that might be large enough to support a free-ranging grizzly bear population in perpetuity.

You might ask, so what? What is so important about the bear? My answer is that the grizzly bear is an umbrella species, an organism which requires habitat which supports a large number of other species. So in preserving the bear and its habitat needs, we preserve untold numbers of other species.

The grizzly bear is also an indicator species, an organism that because it is at the top of complex food chain, is a reliable indicator of the status of many other species.

Clearly, maintenance of biodiversity carries an explicit agreement to share space and resources. Ultimately, this limits growth of the human population. The regional crisis in biodiversity exists because humans are in direct and increasing competition with other species in the region for space and resources.

We must recognize that we are an uncommonly dominant and potentially destructive member of the fauna. It is both our responsibility and in our best interest to seek lifestyles and develop local economies that are sustainable in the sense that they do not exceed the regenerative capabilities of the ecosystems upon which they depend.

To do this, we must understand how to balance human activity within the complex equation of the regional ecology. We must develop a science of human ecology for the Northern Rocky Mountain region.

I believe that Section 12 of the Northern Rockies Ecosystem Protection Act sets the groundwork to do just that.

While doing this we must, at all costs, protect and, where still possible, enlarge our pristine wilderness areas. They are ecological benchmarks for future scientific enlightenment, and they are the gold reserves of our future economy.

We need wise, dedicated Congressional leadership to pave the way. The Congress and the American people have, in the past, shown great vision in creating our national parks, national forests, wildlife refuges and wilderness areas, as a means for protecting and preserving the non-extractive values that translate into the beauty, science, enjoyment philosophy lifestyle and for some religion. They are the heritage of all Americans.

I ask you to provide the leadership that has been the hallmark of our great natural conservation accomplishments of the past.

That concludes my testimony but if there are no objections, Mr. Chairman, I would like to introduce a letter authored by fifty senior scientists of the region and the country, and if there is time—I will not read this in its entirety, but I would like to read several sentences from it.

“We write with utmost urgency on an issue of critical national importance; the continuing destruction of the last complete ecological region in the U.S. We have collectively several hundred years of combined experience in the field of wildlife research and resource management.

It is our informed belief that the unique wildlife treasures of the Northern Rockies bioregion, animals such as the grey wolf, the grizzly bear, the caribou, and fishes such as the salmon and the

bull trout, are in great danger of being lost forever in the 48 states. Provisions must be made for ecosystem integrity. The connecting corridors of habitat that would link the core habitat blocks and allow for wildlife migrations and genetic interchange, which are vital to maintain the national resource.

At this point in our history, the goal of preserving dwindling native biodiversity is a major concern in the U.S. and worldwide.

Fortunately, legislation has been prepared to achieve these purposes. We, the authors, strongly support Representative Carolyn Maloney's Northern Rockies Ecosystem Protection Act. This bill has strong bipartisan support and it is based on sound biological principles.

Of particular interest is the widespread support this proposal enjoys in the conservation and science communities. More than 500 organizations and businesses are in support of NREPA.

Thank you.

Mr. VENTO. Thank you, Dr. Craighead.

Obviously, they look to this bill as being a response. It isn't the only way to deal with that, because based on what I'm reading here, I don't know how we get to from where we are now to where they want to proceed to.

I recently gave a talk to a group that was working on Cascadia which is of course a transboundary issue, much as I think that Ms. Bruce was talking about that's needed as a proper recognition in terms of the Flathead area. I think you're talking about the Flathead area in terms of not getting a lot of visitorship.

But in that book on Cascadia that I was reading, they pointed out that I think it was in the 1870's that somebody brought in 372 hides from grizzly bears into the Coleville area in I guess it was Washington, 372 grizzly bear hides were brought in in that one instance.

It just shows the tremendous impact that man has had, I guess, in terms of eliminating a top predator species, important species.

And so the population obviously of grizzly bears, really any time there's any contact with people, there's problems, isn't it? That's about the size of it, isn't it, Dr. Craighead?

Mr. CRAIGHEAD. Yes, that's true. From a scientific point, there's two important things to consider in grizzly bear ecology. One is fecundity and mortality. How many bears are being born in the population and how many die.

And I think since the grizzly bear contacted the white man, it's been a negative equation. I think it still is.

There are still more grizzly bears dying in the lower 48 states than are being born. The other aspect is that the bear's lost 95 percent of its available habitat and it's habitat continues to be changed and altered to the point where the bear can't use it.

Mr. VENTO. I just want to move quickly to a couple of comments, and then let my colleagues ask some questions. But one of the problems we always have is that we're sort of in a period of history in terms of scientific knowledge where there is new information almost yearly on various ecosystems or on various regions.

That certainly was illustrated pretty well with regard to the Pacific Northwest in Region Six of the Forest Service where we kept getting successive studies and kept having to reframe the plans al-

most on a yearly basis, because all of a sudden, the state of knowledge with regard to biodiversity and the interactions within the ecosystem and the limiting factors and all the other things that Dr. Craighead and other scientists work with on a broad basis, is at a point where we simply don't have a lot of information.

Obviously, there are a couple of bases that we can move on; air quality, water quality, various types of pollutants. One of the ways of course that we've best been able to deal with this is just to try to deal with landscapes, with designations of land.

So it sort of comes down to us to do a certain amount of that. But there is a point where the designations and the management can in fact not serve and be reflective of what the facts are with regard to science, as indicated by the efforts in Region Six.

How would you describe the amount of information we have on the ecosystem at hand, Dr. Craighead?

Is it complete?

Is it in an embryonic stage in terms of where we're at?

Mr. CRAIGHEAD. I think a colleague of mine, if I can use his quote, sums it up very succinctly.

Ecosystems are not only more complex than we know, but are more complex than we can think.

I don't know that we'll ever have enough information to totally understand how an ecosystem functions and operates. The science of ecosystems is fairly young. We're learning a great deal everyday.

I think one of the things that scares scientists is our lack of knowledge about these things, but there are a few things that we do know, and we've spent a lot of time studying what are the basic requirements of some of these low-density, wide-ranging wildlife species, and we can say fairly accurately what their biological requirements are.

From that, we can infer what type of management is required and how much land base is required. And I think for these species that have been mentioned, it's going to take a region that is as large and comprehensive as outlined by NREPA. Anything less than that will probably mean the demise of some of these species.

Mr. VENTO. But it does go to other issues in terms of contact by man because he is present in the wilderness areas as well, but obviously makes much less of an impact.

But the concern is, there are 2.5 million acres of land in the Class B corridors.

Does anyone on the panel here know how much private land is included, or in addition to that is also in the Class B corridors?

Anyone on the panel can answer that question.

Mr. CRAIGHEAD. I think when you think of and talk about wildlife corridors, you shouldn't only think in terms of land surface but a lot of these corridors that we speak of are above ground in the air and underground in the soil. A lot of the area of the corridors is private land.

All we're suggesting is that we look at these corridors and try to get cooperation in managing them so there can be an exchange of organisms throughout the entire bioregion.

Mr. VENTO. Isn't that already the mandate of the Endangered Species Act in terms of our responsibilities?

Mr. CRAIGHEAD. Yes, sir.

Mr. VENTO. So in other words, we're going to say the Endangered Species Act doesn't act? We have to designate the corridors? Don't we expect the Forest Service to already deal with this?

Mr. CRAIGHEAD. I think the Endangered Species Act is supposed to identify the necessary habitat to ensure the survival of these species.

Mr. VENTO. But, you know, when we were talking, I thought the Forest Service's comment about the size and designation we're designating here, the reason we're dealing with sort of the terrestrial is obviously and the aquatic, that's what we're dealing with in terms of the designations of the bill. So that's a concern.

Ms. SEASE, isn't it accurate that Congress has acted successfully in numerous instances in most western states successively designating more national forest service, wilderness and wild study areas such as Colorado, we've been through three or four times in forest designations in the 27 years of the Wilderness Act?

Ms. SEASE. You're asking me whether that's happened? Yes.

Mr. VENTO. How many bills have there been, for example, on Montana?

Ms. SEASE. I think at least three.

Mr. VENTO. Someone tells me, I have staff telling me two things. From five to ten different measures that have passed that designated wilderness in Montana since the passage of the law.

One of the problems that we have with this, and the reason for it is because as we're gaining more insights and part of it is information, part of it is convincing sponsors and members and the public to go along with the issue, so it's not just an information issue; it's a human factor in terms of education in getting the message out too.

But part of it is the growth of information and knowledge that, as I think Dr. Craighead said, they are more complex than we can think.

I think probably most of us that have been involved with it a little bit have had that feeling at times as policymakers and/or scientists.

The issue Ms. Bruce raised a number of issues that I think are very important. But are you convinced?

One of the questions that's here is, we've got a new Forest Service, we've got a new Chief. Are you concerned that the Forest Service might allow development on roadless lands today, even today in Montana?

What's the status in other words? Once they've gone through the entire administrative appeals, isn't there in fact some development? This is not legislated study areas. These are in fact judicial study areas which once they complete their process the Forest Service is in fact permitted to go forward with the implementation of its plan in Montana today.

So the delay here of any bill waiting for the right consensus would in fact and has in fact been detrimental to some Montana wildlands, has it not?

Ms. BRUCE. That's correct, yes.

Mr. VENTO. That's correct.

Ms. BRUCE. Yes, what you said.

Mr. VENTO. Well, isn't that a risk that might happen in the future unless something happens? Isn't the Williams Bill then really in a sense a major step forward in terms of protecting some areas that might otherwise be developed?

Ms. BRUCE. Yes.

Mr. VENTO. The Williams Bill, the Forest Service has recommended about 700,000 acres of wilderness in Montana. Is that correct?

Ms. BRUCE. Yes. So that's the numbers that we have, yes.

Mr. VENTO. Plus the Williams Bill keeps nearly 1.7 million acres as wilderness, then an additional 1.3 million as wilderness study. And some of that's a recapitulation of what existed and does exist now legislatively. But in other words, he is nearly a million acres above in terms of land that would be at risk if this bill does not pass, or at least substantially at risk.

Is that an accurate statement?

Ms. BRUCE. It is. It's an accurate statement.

Mr. VENTO. So the administrative appeals have been run out and they then would be open to development?

Ms. BRUCE. Do you want specific examples or just the general feeling?

Mr. VENTO. I wish there were time for specific examples. I know that you probably are familiar because of the in-depth on the ground knowledge. I don't think, I understand that you're here testifying for NREPA today. I understand that. And make no mistakes about it, I understand even the differences. But I'm just trying to establish what's at risk.

And the same phenomenon would occur or could occur in Idaho although that's not your area of focus, at least in terms of testimony.

Ms. SEASE, do you disagree with that, or do you have anything you wanted to add to this particular facet?

Ms. SEASE. Certainly the Sierra Club has long pursued wilderness bills, taking them where we can get them. We judge whether a particular bill is one that we can support, even if it's short of our ultimate goal based on a couple of factors.

One of those factors is does this protect unprotected lands.

A second factor is does this tie the hands of those who would pursue further protection or land managers in the future.

After that kind of analysis of the Williams bill as it moved out of this Committee, we've given our qualified support as it means something that is incremental progress toward our goal.

Mr. VENTO. And I think the fact is that there are other laws like the Endangered Species Act and the Forest Management Practices Act and others that can be brought to be if we do not completely immunize the application of those laws.

Of course, we have to pass the reauthorization of the Endangered Species Act and do some other things but with the new Forest Service Chief and the new direction, do you believe there's any basis to recognize that there has been a substantial shift in terms of what the focus will be on these non-designated lands?

Ms. SEASE. I believe there has been a shift at the top. How long that will last is of course a matter of politics and how deep it will go into the Forest Service is also a matter of politics. So I would

not want to put my entire collection of eggs in the basket of assuming that the Forest Service is going to become a born again environmental managing agency.

Mr. VENTO. I hear what you're saying, but there are also some laws. We're talking about the Endangered Species Act and some others which have in fact in the past resulted in a situation where viewpoints and laws did stop various types of activities that were damaging in other areas rather substantially.

It's still in effect today, is it not?

Ms. SEASE. Yes. And I think that network of laws are one of the reasons that we have ecosystems left to protect.

Our pursuit of what we can get in the way of wilderness today should not stop us from looking in the future of what it is we need to really safeguard these resources.

It is for that reason that we support this legislation.

Mr. VENTO. I appreciate that, Deborah.

I would just point out to Dr. Craighead, have you looked at the provision here dealing with the scientific panel in this particular legislation? Are you familiar with it?

Mr. CRAIGHEAD. Yes, Mr. Chairman.

Mr. VENTO. It doesn't really give me much detail. Is there something I'm missing?

It just provides for the appointment and then the recommendations will go forward?

Aren't all of these appointments going to be made by basically the same administrations that we've had trouble with?

Mr. CRAIGHEAD. I think that section tries to do several things. One is to set up an independent panel that is made up of not only government people but people from the private sector, so that the public has some input into this.

Mr. VENTO. Who's going to make the appointments?

Mr. CRAIGHEAD. It's set up by the Committee for Conservation Biology.

Mr. VENTO. That doesn't sound to me. I'm trying to figure out what's the constitutionality of transferring that responsibility would be from the President, the Executive, to such a group. But I'm trying to look for the provisions, because it seemed to me that it left open a lot of questions as to what the impact.

I understand the intentions, I don't question the intentions of this, but I'm asking about the specific legislation or the specific language that you have in the bill.

I'm trying to find the page number here.

Mr. CRAIGHEAD. I think it's on page 64.

Mr. VENTO. Thank you.

As I read through it last night in preparation. See, it talks about the Secretaries of Agriculture and Interior. I don't have any problem with that because I'm not up here questioning and saying we have to reclassify this because these guys can't be trusted, because politics is going to have an impact on it. In fact it does.

But you see what I'm saying?

In one breath, we say we're not going to do that, and in the next breath, we give them sort of life and death over this particular Committee.

Mr. WILLIAMS. Mr. Chairman, would you yield. It says, read on, "Secretaries of agriculture and Interior shall establish the inter-agency team with an equal number of representatives from the private sector." Then you give them all this power, the private sector.

The language in my bill is better. The study language in my bill is better, Derek. It gets at what you want much better than this does.

Mr. VENTO. My point is, then it goes on saying we should only get information based on satellites.

Now do you have anything against the other means of acquiring?

In other words, I know that this is just a recommendation and so forth, but I just find this where it's flawed, it is simply, I don't think this is going to do what you want it to do based on I wouldn't have written it this way.

I mean, we put it in the Academy of different scientists so we did some different things and we had really, I think we can do that, and I think Pat Williams has made an offer to do it.

Derek.

Mr. CRAIGHEAD. Mr. Chairman, I think that this bill can always be improved and we would look forward to making changes that would improve this. We welcome suggestions for making it a better bill.

You mentioned or questioned why the geographic information system should be based on remote imagery from satellites and there's a good reason for that. Because we're talking about such a large area, it's really the only way that we can economically do a resource inventory.

Mr. VENTO. This isn't a disagreement with the Forest Service who have 16 different systems of gathering information and they keep every single one of them in place. Nobody ever throws away their paper records, but they have a lot of different methods.

You know, I understand, I understood that that it's a broad brush and the same thing goes with regard to the National Wildlife Recovery Corps, you know. You really need more than a paragraph in there in terms of setting up something like that.

You declare wilderness, if you're going to recover something, you've got to do something in a corridor. You've declared it wilderness. You can't do anything to clean it up or do anything with it, and we may find we need to do some things like that in terms of corridors. So there's just sort of a mismatch.

Part of it is we just don't have the knowledge. Part of it is we're jumping way ahead of where we ought to be in terms of what you're doing without always thinking of what the consequences are. And I don't question the intentions of anyone that's involved with it, because I realize that they're good and I hope that that will be recognized by others that may be proposing different approaches.

I have to leave to go to the floor to deal with a couple of matters from the subcommittee business, so I'm going to ask Mr. Williams to assume the Chair. He is reluctant to do it, but promised that he would treat you all very, very well as he always does.

I have every bit of confidence in him, and hopefully I will be able to return before we conclude, but if not, I would ask that we have a continued dialogue on the issue in terms of working towards com-

mon goals, if not on the same common piece of legislation to be enacted at this moment.

Congressman Williams, do you want to assume the role here and responsibility of arbitrator.

Mr. WILLIAMS [presiding]. For a moment or two, and then perhaps move over. Thank you, Mr. Chairman.

My reluctance was only not to have you here to fully explore everything that's going to be said.

Thank you all for your longstanding efforts to protect what needs to be protected out our way.

As you know, I got the idea, Mr. Craighead, for this study from folks like you, Bridey Swann and Steve sitting behind you and some others. We worked with the Office of Technology Assessment, scientists around the country, the Congressional Research Service, the full Committee and subcommittee Staff here to put a study in our bill which I hope you'll spend some time with, because I think maybe we ought to meld what we have in both.

I like the way we have it better than NREPA has it, but many of your friends in Montana and around the country think it's a good idea to have this study in there.

I sure think you're right about satellite reviews of these areas, but let's continue to work together on whatever bill is going to pass to get this study.

I hope before you leave, you'll get a copy of the way we do it and work with it.

I do also want to make the point to you that your a valued scientist and we appreciate your testimony, but you are not, as is commonly considered by some, the only scientist who's ever testified on this bill.

You are a very important scientist and probably should have, by now, testified half a dozen times because this process in Montana is 16 years old. But I've held a lot of hearings in Montana and every scientist that's asked to come forward and testify on the bill has been brought forward and testified, including our old pal, Arnold Boley.

Chief Heavy Runner, it's nice to see you again. You were there not many hours ago in Browning. I do want to point out, for the record, that in his testimony, Chief Heavy Runner, who is Chief of the Crazy Dog Society of the Blackfeet Nation which, as I'm sure all of you know, is different than being Chairman of the Blackfeet Council, but nonetheless is a valued position, is careful with his testimony.

And he says this in it, quoting now: "There is no other bill before the House that respects my culture and my human right as a cultural leader and protects the human rights accord of the United States."

I want to protect, as you know, and I've said to you when we were meeting in the Tribal Council Chambers, Mr. Heavy Runner, I want to protect your right. But our relationship is government to government. Many members of Congress disagree with that; I don't. I think the relationship with Tribes has to be government to government, not government to the Crazy Dog Society.

The Crazy Dog Society differs from what the Blackfeet Tribal Council wants with regard to legislation. What the Blackfeet Tribal

Council wants is what's in my bill. What Mr. Heavy Runner wants is what is in NREPA's bill.

Do you want to respond to that?

Chief HEAVY RUNNER. Yes.

You mentioned the difference between these two peoples. And I was going to ask you the question, what Blackfoot group is opposed to Blackfoot traditional law, and you answered that.

Thank you.

Mr. WILLIAMS. You've translated that way, but my only point is that if we're going to have a government to government relationship, we have to have it with the elected tribal government. If the elected tribal government wants to do it your specific individual preferred way, Mr. Heavy Runner, I'll do it in a heartbeat. But until the elected tribal government decides, then I don't believe I should do an end run around the government to government relationship which I've worked so hard to protect.

Chief HEAVY RUNNER. I thank you for that statement because the message will get back to our chief and council. I just have to remind you that you said that you got together and you notified our council, the chief and council, the chairperson. That was back a few years. But this council, this present government that we are were never notified by our chair person on any of these kinds of issues. That was the message that I bring.

Mr. WILLIAMS. That's simply not so. We've been in touch with each tribal council including this one. We were in touch with this one through the tribal attorney. It's just not true that we haven't contacted you.

In other words, what Mr. Heavy Runner is saying is the tribal council's turn over, just like Congress does, and you have new members.

Chief HEAVY RUNNER. I was informed by our council that they were never notified that you contacted Chief Old Person and that you cut the language with him. That they disagree on.

Mr. WILLIAMS. It's just not so.

Now I appreciate the Sierra Club and the Montana Wilderness Association testifying here. I'm even more appreciative of your support of my legislation and although I don't know it's my job to defend your organizations, I don't believe that you would have lobbied for and supported and will ask the President if my bill should be passed into law, reach his desk. You will ask the President, your associations, your club, will ask the President to sign my bill.

I don't believe that your two great environmental organizations will do that if my legislation was going to destroy the heart of the environment in the Northern Rockies, and I think you should be as insulted about this ad as I am insulted about this ad.

And I think the members of the Sierra Club and the Montana Wilderness Association should be as insulted about this ad and what they've accused you of as I am insulted by it and what they've accused me of.

I recognize full well that what the environmental organizations in America have to say is, when asked what you want, the answer has to be more. I understand that.

And I know that as the competition for membership increases, you have to say more more loudly than the other organization looking for members and money says.

And I understand that many environmental organizations in this country find themselves trying to out-green the next environmental organization, so that they don't lose money and membership.

And I don't accuse you of being for a policy that's incorrect in that out-greening of each other, but you should be insulted by this because you supported the very legislation, just a few days ago, and have supported it again here today, that NREPA says will destroy the Northern Rockies in Montana.

Mrs. Maloney.

Mrs. MALONEY. Thank you, Mr. Chairman.

I would like, with your permission, to ask Michael Garrity of the University of Utah if he would comment on the potential economic impact of NREPA from the perspective of a natural economics professor.

STATEMENT OF MICHAEL T. GARRITY, UNIVERSITY OF UTAH

Mr. GARRITY. Thank you, Congresswoman.

I do environmental and natural resource economics at the University of Utah and I've worked extensively with Dr. Power of the University of Montana on this issue.

We believe that this is a jobs-creating bill. There's no trade off of jobs versus the environment in this bill.

The National Wildlands Recovery portion will directly create 640 jobs by obliterating environmentally destructive roads. Only 560 jobs will be directly lost if these unique wildlands are preserved and NREPA will indirectly create thousands more jobs by preserving a pristine environment, which is the economic base of the Northern Rockies.

We believe that these states' current economic vitality is dependent on their high quality natural environment, not their declining extract of industries. Further damage to these pristine areas will threaten the economic future of these states.

Professor Power, using data supplied by the Forest Service, estimates that 1400 jobs would be lost if we preserved these roadless lands. If we logged all the lands in this bill today, 1400 people would be employed for on year, but the loss of these 1400 jobs could be made up for in less than three weeks with normal job growth in the region.

The job loss is small because most of these lands are not suited for timber production. The trees are too small and too few.

Moreover, the timber jobs will continue to decline with technological advancement and the diminishing supply of trees. Capital intensive technologies is the main cause of falling timber employment, not lack of trees.

This 1400-person figure I believe is too high. The Forest Service used data from 1972 to project this job loss. In 1972, they estimated that five jobs would be created for every million board feet of timber and these jobs would be created for one year.

If the current data is used, only one and a half to two jobs would be created for every million board feet logged. So fewer jobs are created now than 20 years ago because of advances in technology.

Today, one person can cut in an hour what it took two people to cut in a day 20 years ago.

With today's technology, only 560 timber industry jobs would be lost if we preserved these lands. So if we cut all of these lands today, 560 people would be employed for one year and then their jobs would be gone forever.

We can expect further technological advancements. Employment in the timber industry will continue to decline, not because of the environmental movement but because of advances in technology in the timber industry.

The National Wild Land Recovery Areas proposed approximately 10,000 miles of roads should be obliterated. The Forest Service estimates it would cost an average of \$10,000 to totally obliterate a mile of road in the Northern Rockies. These would create 640 jobs for heavy equipment operators, so these are good, high-paying jobs which could be spread out well into the 21st century.

Heavy equipment operators earn approximately \$22 per hour. The money to pay for this could come from ending timber subsidies. As you mentioned, the Forest Service lost over \$185 million on logging sales in national forest covered by NREPA. In the last ten years, the Forest Service has lost \$5.4 billion on all of its lands.

The justification for this corporate welfare is job creation. NREPA could produce more quality jobs and do so without destroying the West's major economic resource.

It's also argued that when we build roads, we create something that is economically valuable, but when we destroy roads, we are only making the mountains beautiful. In actuality, when we build these roads, we are creating a liability, and NREPA would eliminate this liability.

Ninety percent of the increase in sedimentation from logging comes from these roads. Roads contribute sedimentation for an infinite period. Road cuts create soil conditions which do not stabilize over time. The sedimentation goes into the streams and it fills up the breeding pools for fish like salmon and bull trout.

The salmon industry currently employs approximately 60,000 people in this country. Continued logging of these lands is threatening existence of salmon. The federal government is now considering listing the bull trout on the endangered species list. The main cause of this listing is the continued logging of lands in NREPA.

In Central Idaho, erosion rates along roads are 750 times greater than in undisturbed areas. So we believe it is more cost effective for the federal government to close these roads. Simple maintenance costs, the Forest Service estimates that it's cheaper to close a road if it's not going to be used for 20 years. The Forest Service spends, at a minimum, \$300 to \$500 per mile per year on road maintenance, and they estimate that in individual Ranger Districts, roads cause an average of a million dollars per decade in damage.

Elk populations directly decline with road density. Two miles of road per square mile lead to a 50 percent reduction in elk population, and six miles of roads per square mile.

Mrs. MALONEY. Thank you. Staff of the Committee has told me that this is inappropriate. It was just in response to a question.

But may I ask that your testimony and this report be part of the permanent record. Would that be possible?

Mr. WILLIAMS. For sure. And Carolyn, I didn't want to prevent him from offering all of the testimony, but you are correct. It's nudging up against the rules to allow him to go on beyond the time limit.

Mrs. MALONEY. Thank you. I would personally like a copy and the Chairman has indicated it will be made part of the permanent record. Thank you very, very much. It's very strong testimony.

[The statement of Mr. Garrity may be found at the end of the hearing.]

Mr. WILLIAMS. Professor Powers is a friend and someone who has testified before this Committee and the Committee has found that Mr. Powers' work is, as I have, very valuable. And in fact, I used a lot of Mr. Powers' both findings and assumptions in the consideration of the writing of my legislation.

Both I and Staff have spent time talking with Professor Powers about my legislation.

I don't want to hear him try to say what he's for and what he's against. I know that he is supportive of the NREPA bill.

If any of you would care to ask him what he thinks about my legislation, you will find you might be surprised.

Carolyn, do you have anything else for these witnesses?

We want to be sure we exhaust all statements here.

Mrs. MALONEY. No. Thank you, Mr. Chairman.

Mr. WILLIAMS. We thank the subcommittee and I thank the panel that's here.

I want to associate myself with much of what you have all said here and absolutely associate myself with what really are our joint efforts to try to protect the last of the last best place.

Carole, I would include Idaho and the area around where you live as part of that last best place.

I want to say, Carole, that you have been inexhaustible in your effort to do what you believe is correct with regard to protecting that place. I applaud you for it.

The first time I saw you was at a coffee shop in Montana when I went up and introduced myself, and I've been intrigued by your patience and your resilience and your willingness to work on this issue, and I commend you for it, and want you to keep doing it.

I just want you to know that, in the end, we're all after the same goal, but I think we can reach it by continuing to talk about the facts and by not being quite so accusative of those of us who have good intentions, and who have good legislation.

Thank you all very much.

The hearing is adjourned.

[Whereupon, at 1:20 p.m., Tuesday, April 12, 1994, the Committee was adjourned, subject to call of the Chair, and the following was submitted for the record:]

103D CONGRESS
1ST SESSION

H. R. 2638

To designate certain public lands in the States of Idaho, Montana, Oregon, Washington, and Wyoming as wilderness, wild and scenic rivers, national park and preserve study areas, wild land recovery areas, and biological connecting corridors, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

JULY 14, 1993

Mrs. MALONEY (for herself, Mr. RAVENEL, Mr. DELLUMS, and Mr. WALSH) introduced the following bill; which was referred jointly to the Committees on Natural Resources, Agriculture, and Merchant Marine and Fisheries

A BILL

To designate certain public lands in the States of Idaho, Montana, Oregon, Washington, and Wyoming as wilderness, wild and scenic rivers, national park and preserve study areas, wild land recovery areas, and biological connecting corridors, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the "Northern Rockies
5 Ecosystem Protection Act of 1993".

6 **SEC. 2. FINDINGS AND PURPOSES.**

7 (a) **FINDINGS.**—The Congress finds that:

1 (1) Many areas of undeveloped National Forest
2 System lands in the States of Idaho, Montana, Or-
3 egon, Washington, and Wyoming possess outstand-
4 ing natural characteristics which give them high val-
5 ues as wilderness, parks, and wild and scenic rivers,
6 and will, if properly preserved, contribute as an en-
7 during resource of wilderness, wild land areas, and
8 biodiversity for the benefit of the American people.

9 (2) The bioregion of the Northern Rockies con-
10 tains the most diverse array of wild lands remaining
11 south of Canada, providing sanctuary for a host of
12 species listed as threatened or endangered under the
13 Endangered Species Act of 1973. These national in-
14 terest public lands are among the most popular wild
15 lands in the Nation, embracing major ecosystems
16 and national treasures such as the Greater Yellow-
17 stone, Greater Glacier/Continental Divide, Greater
18 Hells Canyon, Greater Salmon/Selway, and Greater
19 Cabinet/Yaak/Selkirk ecosystems. The headwaters
20 for nearly two-thirds of North America originate in
21 the Northern Rockies, sending waters to three
22 oceans and providing critical supplies of clean water
23 for wildlife and other users.

24 (3) The wildlife treasures of the Northern
25 Rockies are of international significance with a re-

1 **markably intact large mammalian fauna and rare**
2 **and unique plant life.**

3 (4) However, wildlife habitat fragmentation due
4 to roadbuilding, timber harvest, mining, oil and gas
5 exploration, lack of interagency cooperation, and
6 other activities has severe effects on the wildlife pop-
7 ulations and their habitat, including those listed as
8 threatened or endangered under the Endangered
9 Species Act of 1973, the water quality, ancient for-
10 ests, and greater ecosystems of the Northern Rock-
11 ies Bioregion. Continued fragmentation and develop-
12 ment of the remaining roadless and essentially
13 roadless ecosystems and biological connectors of the
14 Northern Rockies would cause a loss to the Nation
15 of an entire wild land region, and the only remaining
16 areas south of Canada still pristine enough to sup-
17 port populations of caribou, gray wolves, grizzly
18 bears, anadromous fish, and numerous other rare
19 and endangered plant and animal life all in one in-
20 tact bioregion.

21 (5) Since the 1936 roadless area inventory com-
22 pleted by Bob Marshall, millions of acres of roadless
23 wild lands have been developed in the Northern
24 Rockies. Extensive fragmentation of wild lands and
25 wildlife habitat has resulted in the listing of several

1 species as threatened or endangered and reduced the
2 numbers and range of many others, including anad-
3 romous fish.

4 (6) A review of the current situation in the
5 Northern Rockies has revealed the urgent need for
6 an ecological reserve system for the Northern Rock-
7 ies Bioregion which includes core ecosystem reserve
8 areas and biological connecting corridors necessary
9 to ensure wildlife movements and genetic inter-
10 change between the core reserve areas.

11 (7) The economic value to the Nation of most
12 of these undeveloped areas left in their natural state,
13 greatly exceeds any potential return to the United
14 States Treasury from timber harvest and develop-
15 ment. If current Federal land management in the
16 Northern Rockies continues to result in the develop-
17 ment of roadless areas, the American public will pay
18 with tax dollars for permanent reductions in wilder-
19 ness, water quality, fish and wildlife habitat, as well
20 as species and biological diversity.

21 (8) The congressional review of roadless areas
22 within National Forest System lands in the States
23 of Idaho, Montana, Oregon, Washington, and Wyo-
24 ming has identified areas which, on the basis of
25 their land form, ecosystem, associated fish and wild-

1 life, economic value, and location will help to fulfill
2 the role of the United States Forest Service to en-
3 sure a quality National Wilderness Preservation Sys-
4 tem. This review has identified other areas which
5 may contain outstanding values as national park and
6 preserves and wild and scenic rivers. This review has
7 also identified areas which may not possess out-
8 standing wilderness attributes and should not now
9 be designated as components of the National Wilder-
10 ness Preservation System, but which should be stud-
11 ied to determine their role in maintaining biological
12 diversity in the Northern Rockies.

13 (9) Many areas of National Forest System
14 lands have been damaged and their productivity re-
15 duced by unwise development practices which have
16 also impaired ecosystem function and biological di-
17 versity. The Island Park area adjacent to Yellow-
18 stone National Park contains large clear-cut areas
19 right up to the park boundary. Efforts should be
20 made to return these areas to their former ecological
21 health and native diversity by designating them as
22 National Wildland Restoration and Recovery areas.
23 These efforts seek to ensure that vital ecosystem
24 components are restored, especially in areas where
25 wildlife travel corridors and native fish and wildlife

1 populations have been damaged or eliminated, and
2 restoration efforts will seek to ensure and maintain
3 genetic interchange, biological diversity, and restora-
4 tion of native species diversity throughout the
5 Northern Rockies Bioregion.

6 (10) Federal agencies entrusted with managing
7 the Bioregion's natural resources operate under con-
8 tradictory Congressional mandates, and thus are in
9 dissension over management policies which involve
10 common resources and major ecosystems.

11 (b) DESIGNATIONS.—The purposes of this Act are
12 to—

13 (1) designate certain National Forest System
14 lands in the States of Idaho, Montana, Oregon,
15 Washington, and Wyoming as components of the
16 National Wilderness Preservation System;

17 (2) designate certain National Forest System
18 lands in the States of Montana, Oregon, and Idaho
19 as national park and preserve study areas;

20 (3) designate certain National Forest System
21 lands and watercourses in the States of Montana,
22 Idaho, Wyoming, and Washington as components of
23 the National Wild and Scenic Rivers System and as
24 Wild and Scenic River study areas;

1 (4) establish a pilot system of National
2 Wildland Restoration and Recovery Areas and a
3 Wildlands Recovery Corps to help restore biological
4 diversity and native species; and

5 (5) establish a system of biological connecting
6 corridors between the core ecosystems in the region.

7 (c) GENERAL PURPOSES.—The designations made by
8 this Act are made in order to—

9 (1) promote, perpetuate, and preserve the wil-
10 derness character of the land,

11 (2) protect watersheds and wildlife habitat, in-
12 cluding that of species protected under the Endan-
13 gered Species Act of 1973,

14 (3) protect the ecological integrity and contigu-
15 ity of major wild land ecosystems and their inter-
16 connecting corridors identified by the United States
17 Fish and Wildlife Service, and other sources,

18 (4) protect and maintain biological and native
19 species diversity,

20 (5) promote and ensure interagency cooperation
21 in the implementation of integrated, holistic eco-
22 system management and protection of the
23 ecosystems and corridors covered by this Act,

24 (6) preserve scenic, historic, and cultural re-
25 sources,

1 (7) promote scientific research, primitive recre-
2 ation, solitude, physical and mental challenge, and
3 inspiration for the benefit of all the American peo-
4 ple,

5 (8) avoid the misinvestment of scarce capital in
6 lands of marginal timber value, and

7 (9) ensure that all resources on Federal lands
8 in the Northern Rockies Bioregion are managed on
9 an ecologically and economically sustainable basis.

10 **SEC. 3. WILDERNESS.**

11 (a) **DESIGNATION AS WILDERNESS.**—In furtherance
12 of the purposes of the Wilderness Act (16 U.S.C. 1131–
13 1136), the following lands in the States of Idaho, Mon-
14 tana, Oregon, Washington, and Wyoming are hereby des-
15 ignated as wilderness and, therefore, as components of the
16 National Wilderness Preservation System:

17 (1) **GREATER GLACIER/CONTINENTAL DIVIDE**
18 **ECOSYSTEM.**—(A) The core of this region is Glacier
19 National Park and the Bob Marshall Wilderness,
20 America's first Wilderness area. This ecosystem in-
21 cludes unique lands such as the Rocky Mountain
22 Front, where grizzlies still roam the prairies and
23 America's largest bighorn sheep herd scales the
24 craggy peaks. The Swan and Mission mountain
25 ranges contain some of Montana's largest old growth

1 forests and pristine bull trout and westslope cut-
 2 throat trout spawning runs. The Rocky Mountain
 3 Gray Wolf is making a comeback here, and the eco-
 4 system is home to the largest grizzly population in
 5 the lower 48.

6 (B)(i) In order to protect this unique eco-
 7 system, the areas named in the table in clause (ii),
 8 which together comprise approximately 1,256,175
 9 acres as generally depicted on the maps with titles
 10 corresponding to each such area and dated July 1,
 11 1993, are hereby designated as wilderness. Each
 12 such wilderness area shall either be incorporated
 13 into the wilderness area indicated or shall be known
 14 by the name given to it in such table, as specified
 15 in such table. Each such map shall be on file and
 16 available for public inspection in the Office of the
 17 Chief of the Forest Service, United States Depart-
 18 ment of Agriculture.

19 (ii) The table referred to in clause (i) is as fol-
 20 lows:

GREATER GLACIER/CONTINENTAL DIVIDE ECOSYSTEM

The following areas shall be incorporated into the Bob Marshall Wilderness Area:

Name of Wilderness Area	Approximate Acreage	Location
Bob Marshall Wilderness		
Choteau Mountain/Teton High Peaks	65,433	Lewis & Clark National Forest/BLM
Deep Creek	49,322	Lewis & Clark National Forest/BLM
Renshaw	57,591	Lewis & Clark National Forest/BLM

Name of Wilderness Area	Approximate Acreage	Location
Swan Front	165,133	Flathead Lolo National Forest
Swan Crest	89,402	Flathead National Forest
Limestone Caves/Lost Jack	57,640	Flathead National Forest
Monture Creek	99,846	Lolo National Forest
Total	584,367	

The following areas shall be incorporated into the Great Bear Wilderness Area:

Middle Fork	41,339	Flathead National Forest
South Fork	53,779	Flathead National Forest
Total	95,118	

The following areas shall be incorporated into the Scapegoat Wilderness Area:

Stonewall Mountain	54,238	Helena National Forest
Silver King/Falls Creek	43,192	Lewis & Clark/Helena National Forest
Benchmark/Elk Creek	32,314	Lewis & Clark National Forest
Total	129,744	

The following areas shall be incorporated into the Mission Mountains Wilderness Area:

Mission additions	3,916	Flathead National Forest
Marshall Peak	9,757	Lolo National Forest
Total	13,673	

The following areas shall be incorporated into the Rattlesnake Wilderness Area:

Rattlesnake reclassification and additions	26,780	Lolo National Forest
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The following areas shall become components of the National Wilderness Preservation System and each area shall take the name given to it in the table:

Badger-Two Medicine	125,353	Lewis & Clark National Forest
Sawtooth Ridge	15,195	Lewis & Clark National Forest
Mt. Hefty/Tuehuck/Thompson-Seton	103,361	Flathead/Kootenai National Forest
Le Beau	6,289	Flathead/Kootenai National Forest
Ten Lakes	43,663	Kootenai National Forest
Lincoln Gulch	8,286	Helena National Forest
Anaconda Hill	19,212	Helena National Forest
Specimen Creek	13,267	Helena National Forest
Crater Mountain	9,985	Helena National Forest
Ogden Mountain	12,418	Helena National Forest
Nevada Mountain	49,464	Helena National Forest
Ecosystem Total	1,256,175	

1 (2) GREATER YELLOWSTONE ECOSYSTEM.—(A)

2 The core of this great region is Yellowstone, the Na-
3 tion's first national park. This world-famous region
4 of geyser basins, towering mountains, abundant
5 wildlife and vast forests contains the headwaters for
6 many of the Nation's most famous blue-ribbon trout
7 streams. Small glaciers and permanent snowfields
8 cloak the rugged Teton and Beartooth mountains,
9 with several peaks greater than 12,000 feet. Diverse
10 habitat ranges from cactus desert lowlands to arctic
11 tundra. Wildlife includes the threatened grizzly bear,
12 the Nation's last wild bison herd, trumpeter swans,
13 and nearly 35,000 elk.

14 (B)(i) In order to protect this unique eco-
15 system, the areas named in the table in clause (ii),
16 which comprise approximately 3,261,673 acres as
17 generally depicted on the maps with titles cor-
18 responding to each such area and dated July 1,
19 1993, are hereby designated as wilderness. Each
20 such wilderness area shall either be incorporated
21 into the wilderness area indicated or shall be known
22 by the name given to it in such table, as specified
23 in such table. Each such map shall be on file and
24 available for public inspection in the Office of the

1 Chief of the Forest Service, United States Depart-
2 ment of Agriculture.

3 (ii) The table referred to in clause (i) is as fol-
4 lows:

GREATER YELLOWSTONE ECOSYSTEM

The following areas shall be incorporated into the Absaroka-Beartooth Wilderness Area:

Name of Wilderness Area	Approximate Acreage	Location
Absaroka-Beartooth additions	196,969	Gallatin/Custer/Shoshone National Forest

The following areas shall be incorporated into the North Absaroka Wilderness Area:

North Absaroka additions	140,290	Shoshone National Forest
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The following areas shall be incorporated into the Washakie Wilderness Area:

Washakie additions	219,008	Shoshone National Forest
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The following areas shall be incorporated into the Teton Wilderness Area:

DuNoir/Pacific Creek/Blackrock Creek	56,682	Bridger-Teton/Shoshone National Forest
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The following areas shall be incorporated into the Gros Ventre Wilderness Area:

Shoal Creek addition	38,525	Bridger-Teton National Forest
Gros Ventre additions	70,080	Bridger-Teton National Forest
Total	108,605	

The following areas shall be incorporated into the Bridger Wilderness Area:

Bridger additions	79,262	Bridger-Teton National Forest
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The following areas shall be incorporated into the Popo Agie Wilderness Area:

Popo Agie additions	48,031	Shoshone National Forest
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The following areas shall be incorporated into the Winegar Hole Wilderness Area:

Winegar Hole addition	5,800	Targhee National Forest
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The following areas shall be incorporated into the Lee Metcalf Wilderness Area:

Cowboys Heaven	32,279	Gallatin National Forest
Lee Metcalf additions	74,062	Gallatin/Beaverhead National Forest
Total	106,341	

Name of Wilderness Area	Approximate Acreage	Location
The following areas shall become components of the National Wilderness Preservation System and each area shall take the name given to it in the table:		
Gallatin Range	211,595	Gallatin National Forest
Lionhead	48,225	Gallatin/Targhee National Forest
Line Creek Plateau/Deep Lake	112,473	Custer/Shoshone National Forest
Monument Ridge	16,640	Bridger-Teton National Forest
Munger Mountain	8,690	Bridger-Teton National Forest
Little Sheep Mountain	15,014	Bridger-Teton National Forest
Palisades	120,619	Bridger-Teton/Targhee National Forest
Mt Leidy Highlands	165,275	Bridger-Teton National Forest
Salt River Range	217,712	Bridger-Teton National Forest
Grayback Ridge	211,574	Bridger-Teton National Forest
Commissary Ridge	94,626	Bridger-Teton National Forest
South Wyoming Range	65,838	Bridger-Teton National Forest
Middle Wyoming Range	57,600	Bridger-Teton National Forest
Gannett Hills	41,600	Bridger-Teton National Forest
Garns Mountain	110,494	Targhee National Forest
Bear Creek	93,927	Targhee National Forest
Snake River	6,930	Targhee National Forest
Jackass	5,190	Targhee National Forest
Stump Creek	92,249	Targhee National Forest
Centennial Mountains	123,320	Targhee National Forest/BLM
Caribou	70,028	Caribou National Forest
Poker Peak	19,825	Caribou National Forest
Bitters Peak	12,376	Caribou National Forest
Wolverine Creek	20,640	Caribou National Forest
Gravelly Mountains	269,055	Beaverhead National Forest
Snowcrest	97,633	Beaverhead National Forest
Tobacco Root Mountains	102,031	Beaverhead/Deerlodge National Forest
ECOSYSTEM TOTAL	3,261,673	

1 (3) GREATER SALMON/SELWAY ECOSYSTEM.—

2 (A) This region is one of the most rugged and wild
3 areas in America, and one of the largest intact for-
4 est ecosystems in the temperate zones of the Earth.
5 The core is comprised of the Frank Church-River of
6 No Return and Selway-Bitterroot Wilderness areas.
7 Swimming the Salmon and Clearwater river systems,
8 several species of salmon and sea-going trout still
9 make the 900 mile spawning journey from the Pa-
10 cific Ocean to small tributaries in the high mountain
11 country. Biological and landscape diversity is great,
12 ranging from rocky, dry canyon country to wet for-
13 ests of ancient cedars many feet in diameter in the
14 Mallard-Larkins and other areas. A wide array of
15 forest dwelling species reside here, and the gray wolf
16 is making a comeback.

17 (B)(i) In order to protect this unique eco-
18 system, the areas named in the table in clause (ii),
19 which comprise approximately 5,160,727 acres as
20 generally depicted on the maps with titles cor-
21 responding to each such area and dated July 1,
22 1993, are hereby designated as wilderness. Each
23 such wilderness area shall either be incorporated
24 into the wilderness area indicated or shall be known
25 by the name given to it in such table, as specified

1 in such table. Each such map shall be on file and
 2 available for public inspection in the Office of the
 3 Chief of the Forest Service, United States Depart-
 4 ment of Agriculture.

5 (ii) The table referred to in clause (i) is as fol-
 6 lows:

GREATER SALMON ECOSYSTEM

The following areas shall be incorporated into the Frank Church-River of No Return Wilderness Area:

Name of Wilderness Area	Approximate Acreage	Location
Bluejoint	63,812	Bitterroot/Salmon National Forests
Camas Creek	98,836	Challis/Salmon National Forests
Blue Bunch	12,557	Challis/Boise National Forests
Loon Creek	109,995	Challis/Sawtooth National Forests
Pinnacle Peak	4,500	Payette National Forest
Meadow Creek	21,783	Payette National Forest
Big Creek Fringe	1,149	Payette National Forest
Placer Creek	7,170	Payette National Forest
Smith Creek	2,257	Payette National Forest
Cottontail Point-Pilot Peak	166,380	Payette National Forest
Bernard	20,731	Boise National Forest
Burnt Log	23,010	Boise National Forest
Whiskey	3,416	Boise National Forest
Nameless Creek	2,282	Boise National Forest
Tennessee	877	Boise National Forest
Poker Meadows	674	Boise National Forest
Panther Creek	42,774	Salmon National Forest
McEleny	3,608	Salmon National Forest
Little Horse	7,620	Salmon National Forest
Oreana	7,406	Salmon National Forest
Duck Peak	48,407	Salmon National Forest
Long Tom	21,633	Salmon National Forest
Challis Creek	40,074	Challis National Forest
Seafoam	26,202	Challis National Forest
Greylock	12,605	Challis National Forest
Rackliff-Gedney	90,173	Clearwater/Nez Perce National Forests
Jersey-Jack	45,873	Nez Perce National Forest
Mallard	23,232	Nez Perce National Forest
Marshall Mountain	5,315	Coeur d'Alene Dist. BLM
Total	914,351	

Name of Wilderness Area	Approximate Acreage	Location
The following areas shall be incorporated into the Gospel Hump Wilderness Area:		
Gospel Hump Additions	21,200	Nez Perce National Forest
Carey Creek	8,556	Payette National Forest
Total	29,756	

The following areas shall be incorporated into the Selway-Bitterroot Wilderness Area:		
Bitterroot additions	108,591	Bitterroot National Forest
Lochsa Face	73,027	Clearwater National Forest
North Lochsa Slope	112,382	Clearwater National Forest
Elk Summit	55,788	Clearwater National Forest
West Meadow Creek	107,512	Nez Perce National Forest
East Meadow Creek	94,203	Nez Perce National Forest
Lolo Creek	16,344	Lolo/Clearwater/Bitterroot National Forests
Total	567,847	
Sawtooth Wilderness		
Sawtooth completion (Hansen Lakes/Huckleberry/Pettit/Smoky Mountains/Ten Mile/Black Warrior/South Boise/Yuba)	520,729	Boise/Sawtooth/Challis National Forests

The following areas shall become components of the National Wilderness Preservation System and each area shall take the name given to it in the table:		
French Creek/Patrick Butte	168,215	Payette National Forest
Crystal Mountain	13,912	Payette National Forest
Secesh	259,682	Payette National Forest
Needles	166,245	Payette/Boise National Forests
Caton Lake	98,839	Payette/Boise National Forests
Mount Heinen	17,170	Boise National Forest
Grape Mountain	15,378	Boise National Forest
Peace Rock	198,257	Boise National Forest
Deadwood	56,412	Boise National Forest
Whitehawk Mountain	9,250	Boise National Forest
Red Mountain	108,836	Boise National Forest
Breadwinner	40,829	Boise National Forest
Elk Creek	16,113	Boise National Forest
Steel Mountain	23,051	Boise National Forest
Rainbow	12,036	Boise National Forest
Grand Mountain	21,263	Boise National Forest
Sheep Creek	93,735	Boise National Forest
Snowbank	35,471	Boise National Forest
House Mountain	16,800	Boise National Forest
Danskin/South Fork Boise	42,038	Boise National Forest
Cow Creek	9,710	Boise National Forest
Lime Creek	114,433	Boise/Sawtooth National Forests
O'Hara Falls Creek	25,326	Nez Perce National Forest

Name of Wilderness Area	Approximate Acreage	Location
Lick Point	8,006	Nez Perce National Forest
Goddard Creek	13,380	Nez Perce National Forest
Middle Fork Face	11,000	Nez Perce National Forest
Clear Creek	26,700	Nez Perce National Forest
Silver Creek-Pilot Knob	35,920	Nez Perce National Forest
Perreau Creek	8,493	Salmon National Forest
Napias	9,721	Salmon National Forest
Napoleon Ridge	49,703	Salmon National Forest
Jesse Creek	16,161	Salmon National Forest
Haystack Mountain	10,646	Salmon National Forest
Phelan	10,465	Salmon National Forest
Sheepsteater	24,082	Salmon National Forest
South Fork Deep Creek	12,975	Salmon National Forest
Deep Creek	5,265	Salmon National Forest
Taylor Mountain	61,930	Salmon/Challis National Forests
Squaw Creek	96,699	Challis National Forest
White Knob	62,416	Challis National Forest
Porphyry Peak	45,273	Challis National Forest
Pioneer Mountains	284,750	Sawtooth/Challis National Forests
Railroad Ridge	39,230	Sawtooth/Challis National Forests
Boulder/White Clouds	531,345	Sawtooth/Challis National Forest/BLM
Cache Peak	25,949	Sawtooth National Forest
Buttercup Mountain	71,806	Sawtooth National Forest
Little Wood River	5,401	Shoshone Dist. BLM
Friedman Creek	11,176	Shoshone Dist. BLM
Great Burn Wildlands Complex:		
Great Burn	250,396	Clearwater/Lolo National Forests
Meadow Creek/Upper North Fork/Rawhide	62,712	Idaho Panhandle/Lolo National Forests
Sheep Mountain	64,608	Idaho Panhandle/Lolo National Forests
Mallard-Larkins	255,803	Clearwater/Idaho Panhandle National Forests
Bighorn-Weitas	235,094	Clearwater National Forest
Siwash	8,851	Clearwater National Forest
Pot Mountain	49,792	Clearwater National Forest
Moose Mountain	21,393	Clearwater National Forest
Eldorado Creek	7,238	Clearwater National Forest
Weir-Post Office	22,605	Clearwater National Forest

Name of Wilderness Area	Approximate Acreage	Location
Mosquito Fly	15,437	Idaho Panhandle National Forest
Midget Peak	6,973	Idaho Panhandle National Forest
Total	1,000,902	
ECOSYSTEM TOTAL	5,160,727	

1 (4) GREATER CABINET/YAAK/SELKIRK ECO-
2 SYSTEM.—(A) The wettest part of the Northern
3 Rockies, this wild land region contains the last
4 major stands of low elevation ancient forests in the
5 region, including the Long Canyon area which con-
6 tains the oldest living cedars in the Nation. The only
7 caribou herd in the lower 48 roams these mountains
8 joined by the grizzly and the gray wolf. Towering
9 mountains include the Cabinet, Selkirk, and Purcell
10 ranges.

11 (B)(i) In order to protect this unique, heavily
12 fragmented, and endangered ecosystem, the areas
13 named in the table in clause (ii), which comprise ap-
14 proximately 758,318 acres as generally depicted on
15 the maps with titles corresponding to each such area
16 and dated July 1, 1993, are hereby designated as
17 wilderness. Each such wilderness area shall either be
18 incorporated into the wilderness area indicated or
19 shall be known by the name given to it in such table,
20 as specified in such table. Each such map shall be
21 on file and available for public inspection in the Of-

1 fice of the Chief of the Forest Service, United States
2 Department of Agriculture.

3 (ii) The table referred to in clause (i) is as fol-
4 lows:

GREATER CABINET/YAAK/SELKIRK ECOSYSTEM

The following areas shall be incorporated into the Cabinet Mountains Wilderness Area:

Name of Wilderness Area	Approximate Acreage	Location
Cabinet Additions	68,297	Kootenai National For- est

The following areas shall be incorporated into the Salmo-Priest Wilderness Area and will
be known as the Salmo-Priest Wilderness Area:

Salmo-Priest Additions	26,860	Colville/Kaniksu Na- tional Forests
------------------------------	--------	--

The following areas shall become components of the National Wilderness Preservation
System and shall take the name given in in the table:

Zulu Creek	6,200	Kootenai National For- est
Saddle Mountain	7,400	Kootenai National For- est
Roberts Mountain	6,100	Kootenai National For- est
Galena Creek	18,710	Kootenai National For- est
Berray Mountain	8,081	Kootenai National For- est
Lone Cliff-Smeads	6,680	Kootenai National For- est
McNeeley	8,104	Kootenai National For- est
Northwest Peak	20,330	Kootenai National For- est
Roderick	24,800	Kootenai National For- est
Grizzly Peak	4,890	Kootenai National For- est
Cataract Peak	26,836	Kootenai/Lolo National Forests
Cube Iron-Silcox	38,085	Kootenai/Lolo National Forests
Sundance Ridge	8,852	Lolo National Forest
Teepee-Spring Creek	11,357	Lolo National Forest
Scotchman's Peak	83,942	Kootenai/Idaho Pan- handle National For- ests
Elk Creek	11,623	Kootenai/Idaho Pan- handle National For- ests

Name of Wilderness Area	Approximate Acreage	Location
Buckhorn Ridge	32,545	Kootenai/Idaho Panhandle National Forests
Little Grass Mountain	7,867	Colville/Idaho Panhandle National Forests
Grassy Top	13,781	Colville National Forest
Harvey Creek	11,520	Colville National Forest
Abercrombie-Hooknose	32,021	Colville National Forest
South Fork Mountain	7,680	Idaho Panhandle National Forest
Blacktail Mountain	5,140	Idaho Panhandle National Forest
Upper Priest Lake	12,900	Idaho Panhandle National Forest
Long Canyon/Selkirk Crest	40,240	Idaho Panhandle National Forest/Bureau of Land Management
Saddle Mountain	8,289	Idaho Panhandle National Forest
Katka Peak	10,929	Idaho Panhandle National Forest
Boulder	13,500	Idaho Panhandle National Forest
Mt. Willard/Lake Estelle	52,555	Idaho Panhandle National Forest
Trestle Peak	7,137	Idaho Panhandle National Forest
Beetop	11,615	Idaho Panhandle National Forest
Packsaddle	17,536	Idaho Panhandle National Forest
Blacktail Mountain	5,021	Idaho Panhandle National Forest
Magee	34,800	Idaho Panhandle National Forest
Tepee Creek	5,294	Idaho Panhandle National Forest
Trouble Creek	6,100	Idaho Panhandle National Forest
Graham Coal	11,319	Idaho Panhandle National Forest
Grandmother Mountain	23,382	Idaho Panhandle National Forest/Bureau of Land Management
Ecosystem total	758,318	

- 1 (5) ISLANDS IN THE SKY WILDERNESS.—(A)
- 2 There are several island mountain ranges in the
- 3 Northern Rockies Bioregion, separated from other
- 4 mountains by the intervening prairies. These wild

1 and beautiful mountains are home to an abundant
 2 array of native wildlife and birds and are representa-
 3 tive of a unique ecological complex. These lands in-
 4 clude the Bighorn, Big Snowy, Pryor, Elkhorn, and
 5 Caribou Mountain Ranges.

6 (B)(i) In order to protect this unique and in-
 7 creasingly isolated ecological treasure, the areas
 8 named in the table in clause (ii), which comprise ap-
 9 proximately 1,289,712 acres as generally depicted on
 10 the maps with titles corresponding to each such area
 11 and dated July 1, 1993, are hereby designated as
 12 wilderness. Each such wilderness area shall be
 13 known by the name given to it in such table. Each
 14 such map shall be on file and available for public in-
 15 spection in the Office of the Chief of the Forest
 16 Service, United States Department of Agriculture.

17 (ii) The table referred to in clause (i) is as fol-
 18 lows:

Name of Wilderness Area	Approximate Acreage	Location
ISLANDS IN THE SKY WILDERNESS AREAS:		
Kettle Mountains:		
Thirteen Mile	12,714	Colville National Forest
Bald Snow	20,383	Colville National Forest
Profanity	29,002	Colville National Forest
Twin Sisters	13,311	Colville National Forest
South Huckleberry	10,090	Colville National Forest
Cougar Mountain	5,225	Colville National Forest
Hoodoo	7,210	Colville National Forest
Total	97,935	
Bighorn Mountains:		
Cloud Peak Additions	82,171	Bighorn National For- est

Name of Wilderness Area	Approximate Acreage	Location
Wolf Creek	46,888	Bighorn National Forest
Little Bighorn	41,442	Bighorn National Forest
Total	170,501	
Pryor Mountains:		
Pryors	110,080	Custer National Forest/ Bighorn National Recreation Area
Blue Mountains:		
Additions to Wenaha-Tucannon Wilderness:		
Upper Tucannon	14,600	Umatilla National Forest
W-T Three	2,000	Umatilla National Forest
Total	16,600	
Willow Springs	10,460	Umatilla National Forest
Asotin Creek	16,900	Umatilla National Forest
Spangler	5,900	Umatilla National Forest
Wenatchee Creek	15,500	Umatilla National Forest
Mill Creek	26,700	Umatilla National Forest
Walla Walla	34,500	Umatilla National Forest
Jassaud	4,220	Umatilla National Forest
Grande Ronde	17,600	Umatilla National Forest
Texas Butte	6,900	Umatilla National Forest
Skookum	7,700	Umatilla National Forest
Potamus	5,400	Umatilla National Forest
South Fork-Tower	17,000	Umatilla National Forest
Squaw	7,400	Umatilla National Forest
Greenhorn Mountain	30,000	Umatilla National Forest
Lookingglass	5,000	Umatilla National Forest
Hellhole/Mount Emily	71,322	Umatilla/Wallowa-Whitman National Forest
North Mount Emily	5,400	Umatilla/Wallowa-Whitman National Forest
Beaver Creek	12,470	Wallowa-Whitman National Forest
Twin Mountain	60,903	Wallowa-Whitman National Forest
Upper Grande Ronde	11,810	Wallowa-Whitman National Forest
Marble Point	7,135	Wallowa-Whitman National Forest

Name of Wilderness Area		Approximate Acreage	Location
Total	Umatilla/Wallowa-Whitman NF.	380,220	
Baldy Mountain	.....	6,500	Malheur National For- est
Dixie Butte	.....	13,000	Malheur National For- est
Murderers Creek	.....	35,000	Malheur National For- est
Flag Creek	.....	7,800	Malheur National For- est
Fox Creek	.....	7,000	Malheur National For- est
Glacier Mountain	.....	19,360	Malheur National For- est
Jumpoff Joe	.....	10,000	Malheur National For- est
Malheur River	.....	12,000	Malheur National For- est
McClellan Mountain	.....	22,000	Malheur National For- est
Myrtle-Silvies	.....	13,000	Malheur National For- est
Nipple Butte	.....	11,500	Malheur National For- est
North Fork Malheur River	.....	30,000	Malheur National For- est
Pine Creek	.....	14,000	Malheur National For- est
Shaketable	.....	7,000	Malheur National For- est
Utley Butte	.....	11,000	Malheur National For- est
Monument Rock	.....	5,458	Malheur National For- est
Total Malheur NF	.....	224,618	
Flint Range	.....	60,297	Deerlodge National Forest
Fred Burr	.....	6,643	Deerlodge National Forest
Elkhorn Mountains	.....	71,637	Helena National Forest
Cache Crest	.....	38,000	Cache National Forest
Mount Naomi/Worm Creek	.....	70,000	Caribou National For- est
Cuddy Mountain	.....	43,181	Payette National Forest
Island Wilderness Total	.....	1,289,712	

1 (b) ADMINISTRATION.—Subject to valid existing
2 rights, each wilderness area designated under this section
3 shall be administered by the Secretary of Agriculture in
4 accordance with the provisions of the Wilderness Act gov-
5 erning areas designated by that Act as wilderness, except

1 that any reference in such provisions to the effective date
2 of the Wilderness Act or any similar reference shall be
3 deemed to be a reference to the date of the enactment
4 of this Act.

5 (c) MAP AND DESCRIPTION.—As soon as practicable
6 after the date of the enactment of this Act, the Secretary
7 of Agriculture shall file a map and legal description of
8 each wilderness area designated under this section with
9 the Committee on Energy and Natural Resources of the
10 Senate and the Speaker of the House of Representatives.
11 Each such map and legal description shall have the same
12 force and effect as if included in this Act, except that cor-
13 rection of clerical and typographical errors in such map
14 and legal description may be made. Each such map and
15 legal description shall be on file and available for public
16 inspection in the Office of the Chief of the Forest Service,
17 United States Department of Agriculture.

18 **SEC. 4. BIOLOGICAL CONNECTING CORRIDORS.**

19 (a) FINDING.—The Congress finds that—

20 (1) the most recent scientific information on ec-
21 ological reserve design and function points out the
22 critical need for biological connecting corridors be-
23 tween the larger core ecosystem areas;

24 (2) while none of the remaining major wild land
25 ecosystems of the Northern Rockies Bioregion ap-

1 pear to be of sufficient size to perpetuate the full
2 complement of self-sustaining viable populations of
3 native wildlife, biological diversity, and full range of
4 ecological processes on their own, it appears that an
5 effective reserve system can be achieved if biological
6 connecting corridors are identified and protected;
7 and

8 (3) therefore a system of biological connecting
9 corridors are designated and protected by this sec-
10 tion.

11 (b) GENERAL DESCRIPTION.—These wild land areas
12 are located between the major core ecosystems of the re-
13 gion and are essential for wildlife and plant migration and
14 genetic interchange. They are some of the most beautiful
15 and wild mountain ranges in the Nation, including the
16 Bitterroot, Sapphire, Lost River, Lemhi, and Bridger
17 mountain ranges.

18 (c) DESIGNATION.—(1)(A) To protect the life flow of
19 the Northern Rockies Bioregion, the areas identified in the
20 table in subparagraph (B) as biological connecting cor-
21 ridors, which comprise approximately 4,560,983 acres as
22 generally depicted on the maps with titles corresponding
23 to each such area and dated July 1, 1993, are hereby des-
24 ignated as Biological Connecting Corridors. In addition,
25 the areas described as wilderness on such maps are hereby

1 designated as wilderness and shall be known by the name
 2 given in such table. Each such biological connecting cor-
 3 ridor shall be known by the name given to it in such table.
 4 Each such map shall be on file and available for public
 5 inspection in the Office of the Chief of the Forest Service,
 6 United States Department of Agriculture.

7 (B) The table referred to in subparagraph (A) is as
 8 follows:

BIOLOGICAL CONNECTING CORRIDORS

Two Part Designation (a) portion designated as components of the
 National Wilderness Preservation System
 (b) portion designated as special corridor
 management area

Sapphire Mountains/Continental Divide Corridor-Lolo/Bitterroot/Deerlodge/Beaverhead
 National Forests:

Name of Area	Approximate Acreage	Location
Welcome Creek Addition	1,102	Lolo National Forest
Anaconda Pintlar Additions	114,948	Bitterroot/Deerlodge/ Beaverhead National Forests
Sapphire	116,530	Bitterroot/Deerlodge National Forests
Stony Mountain	102,452	Lolo/Deerlodge/Beaver- head National For- ests
Quigg Peak	75,711	Lolo/Deerlodge National Forests
Silver King	28,884	Lolo/Deerlodge National Forests
Emerine	16,664	Deerlodge National Forest
Sleeping Child	21,423	Bitterroot National Forest
Beaver Lake	7,836	Beaverhead National Forest
Total	(a) 485,550	
.....	(b) 119,914	

Jocko Mountains/Cabinet Mountains Corridor-Lolo National Forest:

Mount Bushnell	41,589	Lolo National Forest
Cherry Peak	38,568	Lolo National Forest
Patricks Knob	17,282	Lolo National Forest
South Siegel-South Cutoff	13,599	Lolo National Forest
North Siegel	8,563	Lolo National Forest
North Cutoff	8,563	Lolo National Forest

Name of Area	Approximate Acreage	Location
Reservation Divide	24,616	Lolo National Forest
Total	(a) 152,780	
.....	(b) 242,885	
Nine Mile/Great Burn Corridor—Lolo National Forest:		
Burdette	16,380	Lolo National Forest
Petty Mountain/Deep Creek	22,588	Lolo National Forest
Total	(a) 38,968	
.....	(b) 115,138	
Anaconda-Pintlar-Divide Corridor-Deerlodge/Beaverhead National Forest:		
Fleecer	37,053	Deerlodge/Beaverhead National Forests
Highlands	19,020	Deerlodge National Forest
Basin Creek	9,658	Deerlodge National Forest
Granulated Mountain	14,960	Beaverhead National Forest
Total	(a) 80,691	
.....	(b) 105,215	
Ten Lakes/Cabinet/Yaak Corridor-Kootenai National Forest:		
Gold Hill West	5,800	Kootenai National For- est
Total	(a) 11,600	
.....	(b) 161,280	
Cabinet/Yaak/Great Burn Complex Corridor—Panhandle/Lolo/Clearwater National For- ests:		
Maple Peak	16,294	Lolo/Idaho Panhandle National Forests
Storm Creek	8,550	Idaho Panhandle Na- tional Forests
Hammond Creek	18,520	Idaho Panhandle Na- tional Forests
North Fork	32,100	Idaho Panhandle Na- tional Forests
Big Creek	73,510	Idaho Panhandle Na- tional Forests
Lost Creek	11,000	Idaho Panhandle Na- tional Forests
East Cathedral Peak	22,338	Idaho Panhandle Na- tional Forests
Spion Kop	23,714	Idaho Panhandle Na- tional Forests
Roland Point	6,300	Idaho Panhandle Na- tional Forests
Trout Creek	39,920	Idaho Panhandle Na- tional Forests
Wonderful Peak	6,670	Idaho Panhandle/Lolo National Forests
Stevens Peak	4,970	Idaho Panhandle/Lolo National Forests
Evans Gulch	8,219	Lolo National Forest

Name of Area	Approximate Acreage	Location
Clear Creek	5,533	Lolo National Forest
Gilt Edge-Silver Creek	9,495	Lolo/Idaho Panhandle National Forests
Ward Eagle	8,999	Lolo National Forest
Marble Point	10,732	Lolo National Forest
Total	(a) 306,854	
.....	(b) 204,918	
Cabinet/Yaak/Selkirk Corridor		
Total	(a)	See Total Cabinet/Yaak/Selkirk
.....	(b) 97,280	
Cabinet/Yaak/Canada Corridor		
Total	(a) 0	
.....	(b) 42,880	
Anaconda-Pintlar/Bitterroot Mountains Corridor—Beaverhead National Forest:		
West Pioneers	245,684	Beaverhead National Forest
East Pioneers	143,803	Beaverhead National Forest
Total	(a) 389,487	
.....	(b) 38,400	
Frank Church Complex/Greater Yellowstone Corridor-Bitterroot/Salmon/Beaverhead/Targhee National Forests:		
Tolan Creek	7,088	Bitterroot National Forest
Allan Mountain	152,851	Bitterroot/Salmon National Forests
Anderson Mountain	47,651	Salmon/Beaverhead National Forests
West Big Hole	210,114	Beaverhead/Salmon National Forests
Goat Mountain	44,942	Salmon/Beaverhead National Forests
Italian Peaks	287,758	Beaverhead/Salmon/Targhee National Forests
Garfield Mountain	42,701	Beaverhead/Targhee National Forests
Four Eyes Canyon	8,237	Beaverhead National Forest
Bear Creek	8,252	Beaverhead National Forest
Tendoy Mountains	57,490	Beaverhead National Forest
Saginaw Creek	8,493	Beaverhead National Forest
Tash Peak	59,839	Beaverhead National Forest
Signal Peak	7,040	Targhee National Forest
Mount Jefferson	60,000	Targhee National Forest/BLM

Eighteen Mile	24,344	Salmon Dist. BLM
Total	(a)	
.....	1,026,800	
.....	(b) 584,960	
French Creek/Hells Canyon Study Area Corridor:		
Total	(a) 0	
.....	(b) 33,920	
Lemhi Mountains Corridor - Salmon - Challis - Targhee National Forest:		
North Lemhi Mountains	303,127	Salmon/Challis National Forests
Diamond Peak	183,880	Salmon/Challis/Targhee National Forests
Black Canyon	4,989	Idaho Falls Dist. BLM
Goldbug	5,344	Salmon Dist. BLM
Total	(a) 487,007	
.....	(b) 20,480	
Lost River Range Corridor - Challis National Forest:		
Borah Peak	129,581	Challis National Forest
King Mountain	82,695	Challis National Forest
Grouse Peak	7,985	Challis National Forest
Red Hill	14,274	Challis National Forest
Jumpoff Mountain	13,337	Challis National Forest
Wood Canyon	7,626	Challis National Forest
Pahsimeroi	72,107	Challis National Forest
Borah Peak	6,215	Salmon Dist. BLM
Burnt Creek	21,852	Salmon/Idaho Falls Dist. BLM
Hawley Mountain	17,421	Idaho Falls Dist. BLM
Total	(a) 284,383	
.....	(b) 0	
Frank Church Complex/Lemhi Range Corridor		
Total	(a) 0	
.....	(b) 59,726	
Boulder/White Clouds/Lost River Range Corridor:		
Jerry Peak	27,781	Salmon Dist. BLM
Jerry Peak West	14,375	Salmon Dist. BLM
Corral-Horse Basin	68,251	Salmon Dist. BLM
Appendicitis Hill	25,782	Idaho Falls Dist. BLM
White-Knob Mountains	10,121	Idaho Falls Dist. BLM
Total	(a) 146,310	
.....	(b) 9,600	
Bitterroot/Lemhi Corridor:		
Total	(a) 0	
.....	(b) 21,120	
Greater Glacier/Greater Yellowstone Corridors		
Tenderfoot/Deep Creek	92,570	Lewis and Clark Na- tional Forest
Middle Fork Judith	84,904	Lewis and Clark Na- tional Forest

Pilgrim Creek	44,919	Lewis and Clark National Forest
Paine Gulch	7,368	Lewis and Clark National Forest
Sawmill Creek	11,477	Lewis and Clark National Forest
Spring Creek	19,300	Lewis and Clark National Forest
TW Mountain	8,539	Lewis and Clark National Forest
Big Baldy	43,060	Lewis and Clark National Forest
Granite Mountain	10,260	Lewis and Clark National Forest
Tollgate-Sheep	24,193	Lewis and Clark National Forest
Mount-High	33,489	Lewis and Clark National Forest
Bluff Mountain	36,197	Lewis and Clark National Forest
North Fork Smith	8,584	Lewis and Clark National Forest
Big Snowies	97,985	Lewis and Clark National Forest
Highwoods	24,100	Lewis and Clark National Forest
Highwood Baldy	15,600	Lewis and Clark National Forest
Castle Mountains	28,990	Lewis and Clark National Forest
Box Canyon	12,509	Lewis and Clark/Gallatin National Forests
Crazy Mountains	153,668	Lewis and Clark/Gallatin National Forests
Gates of the Mountains Additions	16,992	Helena National Forest
Lazyman Gulch	11,928	Helena National Forest
Mt. Baldy	17,147	Helena National Forest
Camas Creek	26,917	Helena National Forest
Jericho Mountain	8,968	Helena National Forest
Irish Gulch	9,330	Helena National Forest
Ellis Canyon	8,636	Helena National Forest
Grassy Mountain	6,254	Helena National Forest
Middleman/Hedges Mountain	32,685	Helena National Forest
Hellgate Gulch	18,196	Helena National Forest
Cayuse Mountain	18,550	Helena National Forest
Electric Peak/Little Blackfoot Meadows	46,497	Helena/Deerlodge National Forests
Whitetail-Haystack	70,689	Deerlodge National Forest
O'Neil Creek	5,527	Deerlodge National Forest
Bridger	47,795	Gallatin National Forest
Total	(a)	
	1,103,823	
	(b) 552,190	

Mt. Leidy Highlands/Wind River Range Corridor		
Seven Lakes	46,720	Bridger-Teton National Forests
Total	(a) 46,720	
.....	(b) 103,680	

1 (2) This designation shall have two parts:

2 (A) ROADLESS LANDS DESIGNATED AS WILDER-
3 NESS.—The inventoried roadless areas identified as
4 part of the biological connecting corridors on such
5 maps, are hereby designated as components of the
6 National Wilderness Preservation System.

7 (B) NONINVENTORIED ROADLESS AND ROADED
8 LANDS.—Those portions of the biological connecting
9 corridors identified on the maps accompanying this
10 Act, which are not designated as components of the
11 National Wilderness Preservation System shall be
12 managed in the following way:

13 (i) The practice of even-aged silvicultural
14 management and timber harvesting shall be
15 prohibited.

16 (ii) Mining, oil and gas exploration and de-
17 velopment, and new road construction or recon-
18 struction is hereby prohibited.

19 (iii) The Federal land management agen-
20 cies responsible for said lands shall take imme-
21 diate steps to ensure that road densities within
22 the corridors' approach, as nearly as possible,
23 zero miles of road per square mile of land area.

1 Road density shall not exceed 0.25 miles per
2 square mile.

3 (iv) The provisions of this section shall
4 apply only to lands under the jurisdiction of the
5 United States Forest Service, the Bureau of
6 Land Management, and the United States Fish
7 and Wildlife Service.

8 (v) The Secretaries of Interior and Agri-
9 culture are hereby directed to seek and enter
10 into cooperative agreements with private, State,
11 corporate landowners, and sovereign Indian
12 tribes to ensure that portions of the corridors
13 located within their ownership shall be managed
14 in a similar fashion to that prescribed by this
15 Act for lands within the jurisdiction of the
16 United States Forest Service, Bureau of Land
17 Management, and United States Fish and Wild-
18 life Service. The Secretaries of Interior and Ag-
19 riculture shall, when deemed appropriate, seek
20 to accomplish land trades or acquisitions in
21 order to accomplish the purposes of this section.
22 The Secretaries shall submit a report on the
23 progress of cooperative agreements, acquisi-
24 tions, and proposed land exchanges to the Com-
25 mittee on Natural Resources of the House of

1 Representatives and the Committee on Energy
2 and Natural Resources of the Senate no later
3 than 3 years from the date of enactment of this
4 Act.

5 (vi) The following roads and highways are
6 hereby expressly exempted from the provisions
7 of this section: U.S. Highway 93; U.S. Highway
8 2; U.S. Highway 95; U.S. Highway 10; U.S.
9 Highway 12; U.S. Highway 20; U.S. Highway
10 89; U.S. Highway 91; Interstate Highway 15;
11 Interstate Highway 90; Idaho State Highway
12 28; Idaho State Highway 29; Idaho State High-
13 way 87; Idaho State Highway 3; Montana State
14 Highway 200; Montana State Highway 37;
15 Montana State Highway 38; Montana State
16 Highway 135; Montana State Highway 83;
17 Montana State Highway 43; Montana State
18 Highway 56; Montana State Highway 324;
19 Montana State Highway 278; Montana State
20 Highway 87; Montana State Highway 2; Mon-
21 tana State Highway 298; Montana State High-
22 way 293; Montana State Highway 294; Mon-
23 tana State Highway 58; Montana Secondary
24 Road 508; Montana Secondary Road 278; Mon-
25 tana Secondary Road 279; Montana Secondary

1 Road 324; Montana Secondary Road 411; Mon-
2 tana Secondary Road 92; the Thompson Pass
3 Road (Montana-Idaho); the Moyie Springs to
4 East Port Road (Idaho); the Red Rock Pass
5 Road (Montana); Boundary County (ID) Route
6 18; Boundary County (ID) Route 47; Boundary
7 County (ID) Route 3; Boundary County (ID)
8 Route 34; Lolo National Forest Route 102;
9 Gallatin National Forest Route 259; Kelly Can-
10 yon Road (Gallatin NF); Middle Fork Canyon
11 Road (Gallatin NF); Lewis and Clark County
12 Road 280 (MT); Lewis and Clark County Road
13 164 (MT); Lewis and Clark County Road 4
14 (MT); Lewis and Clark County Road 291
15 (MT); Lewis and Clark County Road 287
16 (MT); the Pahsimeroi Road (Butte County,
17 ID).

18 **SEC. 5. ROADLESS LANDS EVALUATION.**

19 (a) IN GENERAL.—Uninventoried roadless lands
20 within the national forests in the States of Idaho, Mon-
21 tana, Oregon, Washington, and Wyoming which are not
22 designated as components of the National Wilderness
23 Preservation System under this Act shall be evaluated by
24 the scientific review panel created in section 12 of this
25 Act. The panel shall study the role of these areas in main-

1 taining biological diversity in the Northern Rockies and
 2 as part of the overall reserve system and shall make rec-
 3 ommendations for their management which shall be in-
 4 cluded in their report.

5 (b) PROHIBITION.—Until Congress determines other-
 6 wise, no new road construction or reconstruction, or tim-
 7 ber harvest (except firewood gathering) shall be allowed.
 8 Additionally, no oil and gas leasing, mining, or other de-
 9 velopment which impairs the natural and roadless qualities
 10 of these areas shall be allowed.

11 **SEC. 6. NATIONAL PARK AND PRESERVE STUDIES.**

12 (a) GREATER HELLS CANYON/WALLOWA ECO-
 13 SYSTEM.

14 (1) FINDING.—The deepest river-carved canyon
 15 in the world at over 8,000 feet deep, the Hells Can-
 16 yon of the Snake River forms the centerpiece of this
 17 rugged region. The ancestral home of the Nez Perce
 18 Indians and their famous leader Chief Joseph, the
 19 region abounds in cultural and archaeological sites.
 20 Breathtaking scenery includes the 10,000 foot peaks
 21 of the Wallowa and Seven Devils Mountains, old
 22 growth forests of ponderosa pine and larch, and the
 23 desert-like canyon walls themselves. The Imnaha
 24 River Chinook salmon are among the largest salmon

1 in the Nation. Wildlife includes one of the largest
2 free-roaming elk herds in the Nation.

3 (2) HELLS CANYON/CHIEF JOSEPH NATIONAL
4 PARK AND PRESERVE STUDY.—(A) The Congress
5 hereby directs the Secretary of the Interior, acting
6 through the Director of the National Park Service,
7 to study the feasibility of creating a Hells Canyon/
8 Chief Joseph National Park and Preserve.

9 (B) The study area shall consist of that area
10 generally known as the Hells Canyon National
11 Recreation Area and Eagle Cap Wilderness, and sur-
12 rounding lands on the Wallowa-Whitman, Nez
13 Perce, and Payette National Forests. The study area
14 shall comprise approximately 1,439,444 acres, as de-
15 lined on the maps entitled “Hells Canyon/Chief
16 Joseph National Park and Preserve Study” and
17 dated July 1, 1993.

18 (C) The Secretary shall study the feasibility of
19 designating such areas as a unit of the National
20 Park System, including national park and national
21 preserve designations to be administered by the Na-
22 tional Park Service. The Study shall include specific
23 recommendations as to which areas within the study
24 boundary should be classified as national park, and
25 which should be classified as national preserve where

1 hunting, fishing, and some motorized use shall be al-
2 lowed.

3 (D) The study shall be completed 3 years after
4 the date of enactment of this Act.

5 (E) The national park and preserve study area
6 designated by this paragraph shall, until Congress
7 determines otherwise, be administered by the Sec-
8 retary of Agriculture so as to maintain its presently
9 existing natural character and potential for inclusion
10 in the National Park System. Until Congress deter-
11 mines otherwise, no new road construction or recon-
12 struction, or timber harvest (except firewood gather-
13 ing) shall be allowed. Additionally, no oil and gas
14 leasing, mining, or other development which impairs
15 the natural and roadless qualities of the study area
16 shall be allowed. Special consideration shall be given
17 to preserving scenery, water quality and fisheries
18 habitat, biological diversity, and wildlife habitat for
19 threatened and endangered species.

20 (3) FLATHEAD NATIONAL PARK AND PRESERVE
21 STUDY.—(A) The Congress hereby directs the Sec-
22 retary of the Interior, acting through the Director of
23 National Park Service to study the feasibility of cre-
24 ating a Flathead National Park and Preserve.

1 (B) The study area shall consist of that area
2 generally known as the Glacier View Ranger District
3 of the Flathead National Forest, excepting those
4 lands south of the Big Mountain Road. The study
5 area shall comprise approximately 285,078 acres, as
6 delineated on the map entitled "Flathead National
7 Park and Preserve Study" and dated July 1, 1993.

8 (C) The Secretary shall study the feasibility of
9 creating a unit of the National Park System, includ-
10 ing national park and national preserve designations
11 to be administered by the National Park Service.
12 The study shall include specific recommendations as
13 to which areas within the study boundary should be
14 classified as national park, and which should be clas-
15 sified as national preserve where hunting, fishing,
16 and some motorized use shall be allowed.

17 (D) The study shall be completed 3 years after
18 the date of enactment of this Act.

19 (E) The national park and preserve study area
20 designated by this paragraph shall, until Congress
21 determines otherwise, be administered by the Sec-
22 retary of Agriculture so as to maintain its presently
23 existing natural character and potential for inclusion
24 in the National Park System. Until Congress deter-
25 mines otherwise, no new road construction or reconi-

1 struction, or timber harvest (except firewood gather-
2 ing) shall be allowed within the study areas. Addi-
3 tionally, no oil and gas leasing, mining, or other de-
4 velopment which impairs the natural and roadless
5 qualities of the study area shall be allowed. Special
6 consideration shall be given to preserving scenery,
7 water quality and fisheries habitat, biological diver-
8 sity, and wildlife habitat for threatened and endan-
9 gered species.

10 **SEC. 7. WILD AND SCENIC RIVERS DESIGNATIONS.**

11 (a) DESIGNATION OF WILD AND SCENIC RIVERS.—
12 Section 3(a) of the Wild and Scenic Rivers Act (16 U.S.C.
13 1274(a)) is amended by adding the following new para-
14 graphs at the end:

15 “() SOUTH FORK PAYETTE, IDAHO.—The segment
16 within the Boise and Sawtooth National Forests from the
17 Sawtooth Wilderness Boundary downstream approxi-
18 mately 54 miles to confluence with the Middle Fork and
19 then downstream on the main stem to the confluence with
20 the North Fork, as generally depicted on the boundary
21 map entitled ‘South Fork Payette Wild River’ and dated
22 July 1, 1993; to be administered by the Secretary of Agri-
23 culture as a wild river.

24 “() MIDDLE FORK PAYETTE, IDAHO.—The seg-
25 ment within the Boise National Forest from Railroad Pass

1 downstream approximately 17.9 miles to Boiling Springs,
2 as generally depicted on the boundary map entitled 'Mid-
3 dle Fork Payette Wild and Recreational River' and dated
4 July 1, 1993; to be administered by the Secretary of Agri-
5 culture as a wild river and the segment within the Boise
6 National Forest from Boiling Springs downstream ap-
7 proximately 14.7 miles to the national forest boundary,
8 as generally depicted on such map, to be administered by
9 the Secretary of Agriculture as a recreational river.

10 “() DEADWOOD, IDAHO.—The segment within the
11 Boise National Forest comprising approximately 21.3
12 miles as generally depicted on the boundary map entitled
13 'Deadwood Wild and Scenic River' and dated July 1,
14 1993; to be administered by the Secretary of Agriculture,
15 the 12.8 mile segment from Threemile Creek to Julie
16 Creek, as a wild river, and the 8.9 mile segment from Julie
17 Creek to the South Fork of the Payette, as a scenic river.

18 “() UPPER PRIEST, IDAHO.—The segment within
19 the Panhandle National Forest from the Canadian border
20 downstream approximately 18.5 miles to Upper Priest
21 Lake, as generally depicted on the boundary map entitled
22 'Upper Priest Wild River' and dated July 1, 1993; to be
23 administered by the Secretary of Agriculture as a wild
24 river.

1 “() COEUR D’ALENE, IDAHO.—The segment within
2 the Panhandle National Forest from the headwaters
3 downstream approximately 110.4 miles as generally de-
4 picted on the boundary map entitled ‘Coeur d’Alene Wild
5 and Recreational River’ and dated July 1, 1993; to be ad-
6 ministered by the Secretary of Agriculture, the 8.5 miles
7 from the headwaters downstream to Beaver Creek as a
8 recreational river, the 15.2 miles from Road No. 3099 to
9 Teepee Creek as a wild river, the 52 miles from the South
10 Fork to Teepee Creek as a recreational river, the 7.7 miles
11 from Mission Creek to the South Fork as a recreational
12 river, and the 27 miles from Mission Creek to Lake Coeur
13 d’Alene as a recreational river.

14 “() LITTLE NORTH FORK CLEARWATER, IDAHO.—
15 The segment within the Panhandle National Forest from
16 Adair Creek downstream approximately 23.5 miles to
17 Cedar Creek, as generally depicted on the boundary map
18 entitled ‘Little North Fork Clearwater Wild River’ and
19 dated July 1, 1993; to be administered by the Secretary
20 of Agriculture as a wild river.

21 “() KELLY CREEK, IDAHO.—The segment includ-
22 ing all tributaries, within the Clearwater National Forest
23 from its headwaters downstream approximately 19 miles
24 to the forest service work station, as generally depicted
25 on the boundary map entitled ‘Kelly Creek Wild and Rec-

1 reational River' and dated July 1, 1993; to be adminis-
2 tered by the Secretary of Agriculture as a wild river and
3 the 12-mile segment from USFS Road No. 581 to the
4 North Fork of the Clearwater River to be administered
5 by the Secretary of Agriculture as a recreational river.

6 “() CAYUSE CREEK, IDAHO.—The segment within
7 the Clearwater National Forest from its headwaters down-
8 stream approximately 39 miles to its mouth, as generally
9 depicted on the boundary map entitled ‘Cayuse Creek Wild
10 River’ and dated July 1, 1993; to be administered by the
11 Secretary of Agriculture as a wild river.

12 “() BARGAMIN CREEK, IDAHO.—The segment
13 within the Nez Perce National Forest comprising approxi-
14 mately 21 miles, as generally depicted on the boundary
15 map entitled ‘Bargamin Creek Wild and Scenic River’ and
16 dated July 1, 1993; to be administered by the Secretary
17 of Agriculture, the 15-mile segment from the North
18 Boundary of the Frank Church River of No Return Wil-
19 derness to the Salmon River, as a wild river and the 6-
20 mile segment from its headwaters to USFS Road No. 468,
21 as a scenic river.

22 “() LAKE CREEK, IDAHO.—The segment within
23 the Nez Perce National Forest from the wilderness bound-
24 ary downstream approximately 10 miles to Crooked Creek,
25 as generally depicted on the boundary map entitled ‘Lake

1 Creek Wild River' and dated July 1, 1993; to be adminis-
2 tered by the Secretary of Agriculture as a wild river.

3 “() MEADOW CREEK, IDAHO.—The segment within
4 the Nez Perce National Forest from its headwaters down-
5 stream approximately 34 miles to Selway River, as gen-
6 erally depicted on the boundary map entitled 'Meadow
7 Creek Recreational River' and dated July 1, 1993; to be
8 administered by the Secretary of Agriculture as a wild
9 river, except for the 1-mile segment above the confluence
10 with the Selway River which shall be administered as a
11 recreational river.

12 “() RUNNING CREEK, IDAHO.—The segment with-
13 in the Nez Perce National Forest comprising approxi-
14 mately 14 miles, as generally depicted on the boundary
15 map entitled 'Running Creek Scenic River' and dated July
16 1, 1993; to be administered by the Secretary of Agri-
17 culture, the 7-mile segment from the wilderness boundary
18 to the Selway River, as a wild river and the 8-mile segment
19 from its headwaters to the wilderness boundary, as a sce-
20 nic river.

21 “() SOUTH FORK TWO MEDICINE RIVER, MON-
22 TANA.—The segment within the Lewis and Clark National
23 Forest from its headwaters downstream approximately 10
24 miles to the Sawmill Flat Trailhead, as generally depicted
25 on the boundary map entitled 'South Fork Two Medicine

1 Wild River' and dated July 1, 1993; to be administered
2 by the Secretary of Agriculture, as a wild river.

3 “() BADGER CREEK, INCLUDING THE SOUTH AND
4 NORTH FORKS, MONTANA.—The segment within the
5 Lewis and Clark National Forest from its headwaters
6 downstream to the national forest boundary, comprising
7 approximately 23.8 miles, as generally depicted on the
8 boundary map entitled ‘Badger Creek Wild River’ and
9 dated July 1, 1993; to be administered by the Secretary
10 of Agriculture, as a wild river.

11 “() DEARBORN, MONTANA.—The segment within
12 the Lewis and Clark National Forest downstream approxi-
13 mately 18.1 miles to the national forest boundary, as gen-
14 erally depicted on the boundary map entitled ‘Dearborn
15 Wild River’ and dated July 1, 1993; to be administered
16 by the Secretary of Agriculture, as a wild river.

17 “() NORTH FORK BIRCH CREEK, MONTANA.—The
18 segment within the Lewis and Clark National Forest from
19 its headwaters downstream approximately 6.6 miles to the
20 national forest boundary, as generally depicted on the
21 boundary map entitled ‘North Fork Birch Creek Wild
22 River’ and dated July 1, 1993; to be administered by the
23 Secretary of Agriculture, as a wild river.

24 “() SOUTH FORK SUN, MONTANA.—The segment
25 within the Lewis and Clark National Forest from its head-

1 waters at Sun Lake downstream approximately 25.5 miles
2 to its confluence with the North Fork, as generally de-
3 picted on the boundary map entitled 'South Fork Sun
4 Wild River' and dated July 1, 1993; to be administered
5 by the Secretary of Agriculture, as a wild river.

6 “() NORTH FORK SUN, MONTANA.—The segment
7 comprising approximately 26.7 miles within the Lewis and
8 Clark National Forest from the confluence of Open Creek
9 and Fool Creek downstream approximately 25.4 miles to
10 the Bob Marshall Wilderness boundary, as generally de-
11 picted on the boundary map entitled 'North Fork Sun
12 Wild and Recreational River' and dated July 1, 1993; to
13 be administered by the Secretary of Agriculture, as a wild
14 river and the segment from the Bob Marshall Wilderness
15 boundary downstream approximately 1.3 miles to its con-
16 fluence with the South Fork, to be administered by the
17 Secretary of Agriculture, as a recreational river.

18 “() TENDERFOOT CREEK, MONTANA.—The seg-
19 ment within the Lewis and Clark National Forest from
20 The Falls downstream approximately 4.6 miles to the
21 Smith River, as generally depicted on the boundary map
22 entitled 'Tenderfoot Creek Wild River' and dated July 1,
23 1993; to be administered by the Secretary of Agriculture,
24 as a wild river.

1 “() GREEN FORK STRAIGHT CREEK, MONTANA.—

2 The segment within the Lewis and Clark National Forest
3 from its headwaters downstream approximately 4.5 miles
4 to Straight Creek, as generally depicted on the boundary
5 map entitled ‘Green Fork Straight Creek Wild River’ and
6 dated July 1, 1993; to be administered by the Secretary
7 of Agriculture, as a wild river.

8 “() YAAK RIVER, MONTANA.—The segment within
9 the Kootenai National Forest from the junction of the
10 East and West Forks downstream 38 miles to the Yaak
11 Falls, as generally depicted on the boundary map entitled
12 ‘Yaak River Wild and Recreational River’ and dated July
13 1, 1993; to be administered by the Secretary of Agri-
14 culture as a recreational river and the segment from the
15 Yaak Falls downstream 8 miles to the mouth of the Yaak
16 River at the junction of the Kootenai River, as a wild
17 river.

18 “() KOOTENAI RIVER, MONTANA.—The segment
19 within the Kootenai National Forest from the junction of
20 the Fisher River (3 miles below Libby Dam) downstream
21 for 46 miles to the State line, as generally depicted on
22 the boundary map entitled ‘Kootenai River Recreational
23 River’ and dated July 1, 1993; to be administered by the
24 Secretary of Agriculture as a recreational river.

1 “() BULL RIVER, MONTANA.—The segment within
2 the Kootenai National Forest from the junction of the
3 North and South Forks downstream 21 miles to the Cabi-
4 net Gorge Reservoir, as generally depicted on the bound-
5 ary map entitled ‘Bull River Recreational River’ and dated
6 July 1, 1993; to be administered by the Secretary of Agri-
7 culture as a recreational river.

8 “() VERMILLION RIVER, MONTANA.—The segment
9 within the Kootenai National Forest from the junction of
10 Willow Creek, downstream 12 miles to the Noxon Res-
11 ervoir, as generally depicted on the boundary map entitled
12 ‘Vermillion Recreational River’ and dated July 1, 1993;
13 to be administered by the Secretary of Agriculture as a
14 recreational river.

15 “() SALMON, IDAHO.—The segment within the
16 Salmon and Sawtooth National Forests from its source
17 downstream approximately 177 miles to North Fork,
18 Idaho, excluding that part in the town of Salmon, and the
19 segment from Hammer Creek downstream approximately
20 45 miles to its mouth, as generally depicted on the bound-
21 ary map entitled ‘Salmon Recreational River’ and dated
22 July 1, 1993; to be administered by the Secretary of Agri-
23 culture, as a recreational river.

24 “() EAST FORK SALMON, IDAHO.—The segment
25 within the Salmon and Sawtooth National Forests from

1 the Sawtooth NRA boundary downstream approximately
2 20 miles to its confluence with the main stem, as generally
3 depicted on the boundary map entitled 'East Fork Salmon
4 Recreational River' and dated July 1, 1993; to be adminis-
5 tered by the Secretary of Agriculture, as a recreational
6 river.

7 “() NORTH FORK, CLEARWATER, IDAHO.—The
8 segment within the Clearwater National Forest from the
9 Route No. 250 Bridge downstream approximately 60 miles
10 to the slackwater in Dwarshak Reservoir, as generally de-
11 picted on the boundary map entitled 'North Fork Clear-
12 water Recreational River' and dated July 1, 1993; to be
13 administered by the Secretary of Agriculture, as a rec-
14 reational river.

15 “() NORTH FORK COEUR D'ALENE, IDAHO.—The
16 segment within the Panhandle National Forest from its
17 headwaters south of Honey Mountain downstream ap-
18 proximately 32.5 miles to its confluence with the Coeur
19 d'Alene River, as generally depicted on the boundary map
20 entitled 'North Fork Coeur d'Alene Recreational River'
21 and dated July 1, 1993; to be administered by the Sec-
22 retary of Agriculture as a recreational river.

23 “() PACK, IDAHO.—The segment within the Pan-
24 handle National Forest from Harrison Lake downstream
25 approximately 14 miles to the national forest boundary,

1 as generally depicted on the boundary map entitled 'Pack
2 Recreational River' and dated July 1, 1993; to be adminis-
3 tered by the Secretary of Agriculture as a recreational
4 river.

5 “() HENRY’S FORK, IDAHO.—The segment within
6 the Targhee National Forest from Big Springs down-
7 stream approximately 28 miles to the Osborne Bridge, ex-
8 cept for Island Park Reservoir, as generally depicted on
9 the boundary map entitled 'Henry’s Fork Wild and Scenic
10 River' and dated July 1, 1993; to be administered by the
11 Secretary of Agriculture as a scenic river, and the segment
12 from Osborne Bridge to the confluence of the Warm River,
13 to be administered as a wild river.

14 “() FALLS RIVER, IDAHO.—The segment within
15 the Targhee National Forest from Yellowstone National
16 Park downstream approximately 13 miles to the National
17 Forest Boundary, as generally depicted on the boundary
18 map entitled 'Falls Wild River' and dated July 1, 1993;
19 to be administered by the Secretary of Agriculture as a
20 wild river.

21 “() WEST FORK MADISON, MONTANA.—The seg-
22 ment within the Beaverhead National Forest from ap-
23 proximately the midpoint of Section 28, R. 2 W., T. 12
24 S., downstream approximately 6 miles to Landon Camp,
25 and from Section 32, R. 1 W., T. 12 S. downstream ap-

1 proximately 5.2 miles to Shakelford Cow Camp, as gen-
2 erally depicted on the boundary map entitled 'West Fork
3 Madison Wild River' and dated July 1, 1993; to be admin-
4 istered by the Secretary of Agriculture, as a wild river and
5 the segment from Miner Creek (Section 30, R. 2 W., T.
6 12 S.) downstream approximately 2.5 miles to the mid-
7 point of Section 28, and the segment from Landon Camp
8 downstream approximately 1.5 miles to the boundary of
9 Sections 32 and 33, R. 1 W., T. 12 S. and from
10 Shakelford Cow Camp downstream approximately 1.5
11 miles to Sloan Cow Camp, and from Sloan Cow Camp
12 downstream approximately .75 miles to Partridge Cow
13 Camp, and from Partridge Cow Camp downstream ap-
14 proximately 3.75 miles to the northeast corner of Section
15 4, R. 1 E., T. 12 S., as generally depicted on the boundary
16 map entitled 'West Fork Madison Scenic River' and dated
17 July 1, 1993; to be administered by the Secretary of Agri-
18 culture, as a scenic river and the segment from the north-
19 east corner of Section 4, R. 1 E., T. 12 S. downstream
20 approximately 6.5 miles to the West Fork Rest Area, as
21 generally depicted on the boundary map entitled 'West
22 Fork Madison Scenic River' and dated July 1, 1993; to
23 be administered by the Secretary of Agriculture as a sce-
24 nic river.

1 “() ELK RIVER, MONTANA.—The segment within
2 the Beaverhead National Forest in the southeast corner
3 of Section 16, R. 2 W., T. 11 S., downstream approxi-
4 mately 12.2 miles to the southeast corner of Section 3,
5 R. 1 W., T. 12 S. including the headwaters (Barnett Creek
6 and all other tributaries), as generally depicted on the
7 boundary map entitled ‘Elk Wild River’ and dated July
8 1, 1993; to be administered by the Secretary of Agri-
9 culture, as a wild river; and the segment from the south-
10 east corner of Section 3, R. 1 W., T. 12 S., downstream
11 approximately 5.2 miles to the confluence with the West
12 Fork of the Madison River, as generally depicted on the
13 boundary map entitled ‘Elk Scenic River’ and dated July
14 1, 1993; to be administered by the Secretary of Agri-
15 culture, as a scenic river.

16 “() BROWNS CREEK, MONTANA.—The segment
17 within the Beaverhead National Forest from the west
18 central part of Section 1, R. 14 W., T. 8 S., downstream
19 approximately 4.3 miles to the forest boundary, as gen-
20 erally depicted on the boundary map entitled ‘Browns
21 Creek Wild River’ and dated July 1, 1993; to be adminis-
22 tered by the Secretary of Agriculture as a wild river.

23 “() CANYON CREEK, MONTANA.—The segment
24 within the Beaverhead National Forest from Canyon Lake
25 downstream approximately 4 miles to the Canyon Creek

1 Campground, and the Lion Creek tributary (approx-
2 mately 2.5 miles), as generally depicted on the boundary
3 map entitled 'Canyon Creek Wild River' and dated July
4 1, 1993; to be administered by the Secretary of Agri-
5 culture as a wild river.

6 “() DEADMAN CREEK, MONTANA.—The segment
7 within the Beaverhead National Forest from its source
8 downstream approximately 10.2 miles to the forest bound-
9 ary, as generally depicted on the boundary map entitled
10 'Deadman Creek Wild River' and dated July 1, 1993; to
11 be administered by the Secretary of Agriculture as a wild
12 river.

13 “() SALT RIVER, WYOMING.—The segment within
14 the Bridger-Teton National Forest from the source down-
15 stream approximately 12 miles to forest road 10072, as
16 generally depicted on the boundary map entitled 'Salt Wild
17 River' and dated July 1, 1993; to be administered by the
18 Secretary of Agriculture as a wild river.

19 “() SWIFT CREEK, WYOMING.—The segment with-
20 in the Bridger-Teton National Forest from the source
21 downstream approximately 8 miles to Periodic Spring, as
22 generally depicted on the boundary map entitled 'Swift
23 Creek Wild River' and dated July 1, 1993; to be adminis-
24 tered by the Secretary of Agriculture as a wild river.

1 “() HOBACK RIVER, WYOMING.—The segment
2 within the Bridger-Teton National Forest from the source
3 downstream approximately 10 miles to the end of forest
4 road 30710, as generally depicted on the boundary map
5 entitled ‘Hoback Wild River’ and dated July 1, 1993; to
6 be administered by the Secretary of Agriculture as a wild
7 river.

8 “() WILLOW CREEK, WYOMING.—The segment
9 within the Bridger-Teton National Forest from the source
10 downstream approximately 20 miles to the confluence with
11 the Hoback River, as generally depicted on the boundary
12 map entitled ‘Willow Creek Wild River’ and dated July
13 1, 1993; to be administered by the Secretary of Agri-
14 culture as a wild river.

15 “() GROS VENTRE, WYOMING.—The segment with-
16 in the Bridger-Teton National Forest from the source
17 downstream approximately 12 miles to Horn Ranch, as
18 generally depicted on the boundary map entitled ‘Gros
19 Ventre Wild River’ and dated July 1, 1993; to be adminis-
20 tered by the Secretary of Agriculture as a wild river, and
21 the segment from Horn Ranch downstream approximately
22 28 miles to the forest boundary, as generally depicted on
23 the boundary map entitled ‘Gros Ventre Scenic River’ and
24 dated July 1, 1993; to be administered by the Secretary
25 of Agriculture as a scenic river.

1 “() CRYSTAL CREEK, WYOMING.—The segment
2 within the Bridger-Teton National Forest from the source
3 downstream approximately 12 miles to the Gros Ventre
4 Wilderness boundary, as generally depicted on the bound-
5 ary map entitled ‘Crystal Creek Wild River’ and dated
6 July 1, 1993; to be administered by the Secretary of Agri-
7 culture as a wild river; and the segment from the end of
8 the road downstream approximately 3 miles to the con-
9 fluence with the Gros Ventre River, as generally depicted
10 on the boundary map entitled ‘Crystal Creek Scenic River’
11 and dated July 1, 1993; to be administered by the Sec-
12 retary of Agriculture as a scenic river.

13 “() PACIFIC CREEK, WYOMING.—The segment
14 within the Bridger-Teton National Forest from the source
15 downstream approximately 25 miles to the Teton Wilder-
16 ness Boundary, as generally depicted on the boundary
17 map entitled ‘Pacific Creek Wild River’ and dated July
18 1, 1993; to be administered by the Secretary of Agri-
19 culture as a wild river; and the segment from the Wilder-
20 ness boundary downstream approximately 8 miles to the
21 confluence with the Snake River, as generally depicted on
22 the boundary map entitled ‘Pacific Creek Scenic River’
23 and dated July 1, 1993; to be administered by the Sec-
24 retary of Agriculture as a scenic river.

1 “() BUFFALO FORK, WYOMING.—The segment
2 within the Bridger-Teton National Forest upstream from
3 Turpin Meadows for approximately 68 miles, as generally
4 depicted on the boundary map entitled ‘Buffalo Fork Wild
5 River’ and dated July 1, 1993; to be administered by the
6 Secretary of Agriculture as a wild river; and the segment
7 from Turpin Meadows downstream approximately 16
8 miles to the boundary of Grand Teton National Park, as
9 generally depicted on the boundary map entitled ‘Buffalo
10 Fork Scenic River’ and dated July 1, 1993; to be adminis-
11 tered by the Secretary of Agriculture as a scenic river.

12 “() SNAKE, WYOMING.—The segment within the
13 Bridger-Teton National Forest from the source down-
14 stream approximately 7 miles to the boundary of Yellow-
15 stone National Park, as generally depicted on the bound-
16 ary map entitled ‘Snake Wild River’ and dated July 1,
17 1993; to be administered by the Secretary of Agriculture
18 as a wild river.

19 “() THOROFARE, WYOMING.—The segment of the
20 main stem within the Bridger-Teton National Forest from
21 the source downstream approximately 25 miles to the con-
22 fluence with the Yellowstone River, and the source of Open
23 Creek downstream 10 miles to the confluence with the
24 main stem, as generally depicted on the boundary map en-
25 titled ‘Thorofare Wild River’ and dated July 1, 1993; to

1 be administered by the Secretary of Agriculture as a wild
2 river.

3 “() ATLANTIC CREEK, WYOMING.—The segment
4 within the Bridger-Teton National Forest from the Part-
5 ing of the Waters downstream approximately 10 miles to
6 the confluence with the Yellowstone River, as generally de-
7 picted on the boundary map entitled ‘Atlantic Creek Wild
8 River’ and dated July 1, 1993; to be administered by the
9 Secretary of Agriculture as a wild river.

10 “() YELLOWSTONE, WYOMING.—The segment
11 within the Bridger-Teton National Forest from the source
12 downstream approximately 28 miles to the boundary of
13 Yellowstone National Park, as generally depicted on the
14 boundary map entitled ‘Yellowstone Wild River’ and dated
15 July 1, 1993; to be administered by the Secretary of Agri-
16 culture as a wild river.”.

17 **SEC. 8. WILD AND SCENIC RIVER STUDIES.**

18 (a) **STUDIES.**—Section 5(a) of the Wild and Scenic
19 Rivers Act (16 U.S.C. 1271–1287) is amended by adding
20 the following new paragraphs at the end thereof—

21 “() SMITH RIVER, MONTANA.—The segment with-
22 in the Lewis and Clark National Forest from Tenderfoot
23 Creek downstream to Deep Creek, comprising approxi-
24 mately 11.8 miles. Notwithstanding any other provision of
25 this Act, the Secretary of the Interior, acting through the

1 Director of the National Park Service shall be the lead
2 agency for conducting the study of the river segment de-
3 scribed in this paragraph. The study of the river segment
4 described in this paragraph shall be completed not later
5 than 3 years after the enactment of this paragraph.

6 “() YELLOWSTONE RIVER, WYOMING AND MON-
7 TANA.—The segment within the Gallatin National Forest
8 and Yellowstone National Park from the southern bound-
9 ary of Yellowstone National Park to the confluence with
10 Yellowstone Lake, and from the Fishing Bridge down-
11 stream to the mouth of Yankee Jim Canyon comprising
12 approximately 102 miles. Notwithstanding any other pro-
13 vision of this Act, the Secretary of the Interior, acting
14 through the Director of the National Park Service shall
15 be the lead agency for conducting the study of the river
16 segment described in this paragraph. The study of the
17 river segment described in this paragraph shall be com-
18 pleted not later than 3 years after the enactment of this
19 paragraph.

20 “() MIDDLE FORK JUDITH RIVER, MONTANA.—
21 The segment within the Lewis and Clark National Forest
22 from Arch Coulee Junction downstream to the national
23 forest boundary, comprising approximately 4.8 miles. Not-
24 withstanding any other provision of this Act, the Secretary
25 of the Interior, acting through the Director of the Na-

1 tional Park Service shall be the lead agency for conducting
2 the study of the river segment described in this paragraph.
3 The study of the river segment described in this paragraph
4 shall be completed not later than 3 years after the enact-
5 ment of this paragraph.

6 “() ROCK CREEK, MONTANA.—The segment with-
7 in the Lolo and Deerlodge National Forests from the
8 Gilles Bridge downstream to the confluence with the Clark
9 Fork River, in the northwest quarter of section 12, T11N,
10 R16W, comprising approximately 35 miles. Notwithstand-
11 ing any other provision of this Act, the Secretary of the
12 Interior, acting through the Director of the National Park
13 Service shall be the lead agency for conducting the study
14 of the river segment described in this paragraph. The
15 study of the river segment described in this paragraph
16 shall be completed not later than 3 years after the enact-
17 ment of this paragraph.”.

18 (b) SPECIAL PROVISIONS.—Except as otherwise pro-
19 vided by this section, and subject to existing private rights,
20 the wild and scenic river study areas designated by this
21 Act shall, until Congress determines otherwise, be admin-
22 istered by the Secretaries of Agriculture and Interior so
23 as to maintain their presently existing wild and scenic
24 character and potential for inclusion in the National Wild
25 and Scenic Rivers System at their highest level of eligi-

1 bility. The streambed and the lands one half mile wide
2 along either side of the streambed of any river or stream
3 included in the study shall be managed to protect their
4 presently existing suitability for inclusion into the Na-
5 tional Wild and Scenic Rivers System as wild rivers. No
6 new road construction or reconstruction, bridges, dams,
7 timber harvesting, mining, oil and gas leasing, or other
8 developments shall be allowed within the one half mile cor-
9 ridor along either side of rivers and streams under study.

10 **SEC. 9. WILDLAND RECOVERY SYSTEM.**

11 (a) NATIONAL WILDLAND RESTORATION AND RE-
12 COVERY SYSTEM.—In recognition of the fact that certain
13 National Forest System lands and surrounding areas have
14 been damaged by unwise resource extraction and develop-
15 ment activities and practices, and where the productive po-
16 tential of the lands and waters of these areas has been
17 reduced by development activities, there is hereby estab-
18 lished the National Wildland Restoration and Recovery
19 System (hereinafter in this section referred to as the “Re-
20 covery System”).

21 (b) MANAGEMENT.—Recovery System lands shall be
22 managed so as to restore their native vegetative cover and
23 species diversity, stabilize slopes and soils so as to prevent
24 or reduce further erosion, recontour slopes to their original
25 contours, remove barriers to natural fish spawning runs,

1 and generally restore, as much as possible, such lands to
2 their natural condition as existed prior to their entry and
3 development.

4 (c) COMPONENTS.—The following areas, as depicted
5 on the maps dated July 1, 1993, and entitled “National
6 Wildland Restoration and Recovery Area”, shall be compo-
7 nents of the National Wildland Recovery and Restoration
8 System:

Recovery areas	Acres	National Forest
Skyland	10,126	Flathead National Forest
Hungry Horse	204,981	Flathead National Forest
(except Hungry Horse Dam and Reservoir).		
Lolo Creek	59,398	Lolo/Clearwater National Forests
Yellowstone West	137,600	Targhee National Forest
Mt. Leidy	69,912	Bridger/Teton National Forests
Cabinet/Yaak	99,591	Kootenai National Forest
Lightning Creek	30,722	Panhandle National Forest
Coeur d’Alene River	372,072	Panhandle National Forest
Magruder Corridor	11,522	Nez Perce/Bitterroot National For- ests

9 (d) NATIONAL WILDLAND RECOVERY CORPS.—
10 There are authorized to be appropriated such sums as may
11 be necessary to establish a special unit of the United
12 States Forest Service known as the National Wildland Re-
13 covery Corps which shall hire the necessary personnel and
14 purchase the necessary equipment to carry out its land
15 recovery responsibilities as defined by this Act.

16 (e) RECOVERY PLANS.—The National Wildland Re-
17 covery Corps established in subsection (d) shall be respon-
18 sible for the development of wildland recovery plans, which
19 shall detail necessary work and funding requirements

1 needed to implement the management direction estab-
2 lished under subsection (b) of this section.

3 **SEC. 10. BLACKFEET WILDERNESS.**

4 (a) DESIGNATION.—In furtherance of the purposes of
5 the Wilderness Act, the preservation of Blackfeet religious
6 lands, and Blackfeet treaty rights, certain lands within the
7 Lewis and Clark National Forest comprising approxi-
8 mately 123,000 acres known as the Badger-Two Medicine
9 Area, as depicted on the map dated July 1, 1993, and
10 entitled “Blackfeet Wilderness”, are hereby designated as
11 the Blackfeet Wilderness Area.

12 (b) TREATY RIGHTS.—The Congress recognizes that
13 the Blackfeet Nation retains treaty rights in this area pro-
14 vided for in the 1896 treaty with the United States Gov-
15 ernment.

16 (c) STUDY.—The Secretary of Agriculture shall con-
17 duct a review of the wilderness area established under this
18 section in accordance with the Wilderness Act and report
19 his findings to Congress within 3 years from the date of
20 enactment of this Act. In conducting the review, the Sec-
21 retary shall:

22 (1) Establish a committee composed of rep-
23 resentatives of the Blackfeet Tribal Business Coun-
24 cil, and Blackfeet Tribal Traditionalists selected in
25 a manner consistent with the historic Cultural Law

1 of the Tribe independent of the Business Council
2 with careful consideration given to the Blackfeet
3 Language community and their views, and the Na-
4 tional Park Service, the State of Montana, and rep-
5 resentatives of the user public including environ-
6 mental groups heretofore appropriately involved (the
7 "committee"). The committee shall regularly advise
8 the Secretary during the preparation of the report
9 and submit its findings to Congress concurrently
10 with those of the Secretary.

11 (2) Instruct the committee to develop a wilder-
12 ness management plan for the area which ensures
13 that Blackfeet religious and treaty rights to the area
14 are recognized and honored.

15 Special consideration shall be given to the religious, wil-
16 derness, and wildlife uses of the area, taking into account
17 any treaties the United States has entered into with the
18 Blackfeet Nation.

19 (d) WITHDRAWAL.—The Badger-Two Medicine Wil-
20 derness Area is hereby withdrawn from all forms of entry,
21 appropriation, the disposal under the mining laws, and
22 disposition under the geothermal and mineral leasing laws.

1 **SEC. 11. RATTLESNAKE RECLASSIFICATION AND ADDI-**
2 **TIONS.**

3 (a) **WILDERNESS.**—In furtherance of the purposes of
4 the Wilderness Act (16 U.S.C. 1131–1136), the following
5 lands are hereby designated as wilderness and therefore
6 as a component of the National Wilderness Preservation
7 System:

8 (1) certain lands in the Rattlesnake National
9 Recreation Area, which comprise approximately
10 20,780 acres, as generally depicted on a map enti-
11 tled “Rattlesnake Wilderness—Proposed”, dated
12 July 1, 1993, and which shall be known as the Rat-
13 tlesnake Wilderness; and

14 (2) certain lands, which comprise approximately
15 6,000 acres, as generally depicted on a map entitled
16 “Rattlesnake Wilderness—Proposed”, dated Septem-
17 ber 10, 1992, and which shall be added to and ad-
18 ministered as part of the Rattlesnake Wilderness
19 Area.

20 (b) **ADDITION TO NATIONAL RECREATION AREA.**—
21 Approximately 1,280 acres of lands, as generally depicted
22 on a map entitled “Rattlesnake National Recreation
23 Area—Proposed”, dated July 1, 1993, shall be added to
24 and administered as part of the Rattlesnake National
25 Recreation Area.

1 (c) BOUNDARY ADJUSTMENT.—The boundary of the
2 Rattlesnake National Recreation Area is hereby adjusted
3 to reflect the designations made by this section.

4 **SEC. 12. IMPLEMENTATION AND MONITORING.**

5 (a) IN GENERAL.—Within 3 years of the date of en-
6 actment of this Act, the Secretaries of Interior and Agri-
7 culture shall submit a report to the Chairman of the Com-
8 mittee on Energy and Natural Resources of the Senate
9 and the Chairman of the Committee on Natural Resources
10 of the House of Representatives which shall detail the im-
11 plementation of this Act. The report shall also detail any
12 additional work and funding requirements necessary to
13 achieve the purposes of this Act, and shall be produced
14 by a panel of independent scientists appointed by the Na-
15 tional Academy of Sciences, in consultation with the Soci-
16 ety for Conservation Biology.

17 (b) INTERAGENCY TEAM.—The Secretaries of Agri-
18 culture and the Interior shall establish an interagency
19 team with an equal number of participants from the pri-
20 vate sector to monitor, evaluate, and make adjustments
21 to ensure long-term results proscribed by this Act.

22 (c) GEOGRAPHIC INFORMATION SYSTEM.—The team
23 established under subsection (b) shall develop a geographic
24 information system for monitoring the Northern Rockies
25 Bioregion. The geographic information system should be

1 based on satellite gathered data and will include, as a min-
2 imum, comprehensive maps and data bases for change de-
3 tection, updated periodically to record the following: vege-
4 tation cover, with species occurrence and densities, human
5 impacts, water and air quality, and those activities that
6 bear on forest husbandry and restoration. This geographic
7 information system shall include status reports on the
8 progress of ecosystem protection, corridor consolidation,
9 and forest recovery efforts as well as reports on the status
10 of threatened and endangered species which are primary
11 indicators of ecosystem health.

12 (d) REVIEW BOARD.—The Secretaries of Agriculture
13 and the Interior shall establish a governmental review
14 board with an equal number of participants from the pri-
15 vate sector to review the goals and mandates of all Federal
16 agencies with responsibilities of natural resource manage-
17 ment, and prepare a report to Congress with recommenda-
18 tions to legally restate and unify the various agency re-
19 source management mandates. These recommendations
20 will be guided by holistic and scientific methods of re-
21 source management, and will ensure the long-term wealth
22 of the Bioregion's ecology for this and future generations.
23 This report shall be submitted to Congress no later than
24 3 years from the date of enactment of this Act.

1 **SEC. 13. NATIVE AMERICAN USES.**

2 (a) **IN GENERAL.**—In recognition of the past use of
3 portions of the Wilderness areas, National Park and Pre-
4 serve Study areas, Wildland Recovery areas and Biological
5 Corridors (hereafter in this section referred to as “pro-
6 tected areas”) designated by this Act by Native Americans
7 for transitional cultural and religious purposes, the Sec-
8 retaries shall assure nonexclusive access to these protected
9 areas by native people for such traditional cultural and
10 religious purposes. Such access shall be consistent with the
11 purpose and intent of the American Indian Religious Free-
12 dom Act of August 11, 1978 (42 U.S.C. 1996). The Sec-
13 retaries, in accordance with such Act, upon request of an
14 Indian tribe, may from time-to-time temporarily close to
15 the general public use one or more specific portions of
16 these protected areas in order to protect the privacy of
17 religious activities and cultural uses in such portion by an
18 Indian people. In preparation of the general management
19 plans, the Secretary shall request that the chief executive
20 officers of appropriate Indian tribes makes recommenda-
21 tions on assuring access to important sites, enhancing the
22 privacy of traditional cultural and religious activities, and
23 protecting cultural and religious sites.

24 (b) **COOPERATIVE AGREEMENT.**—The Forest Service
25 shall enter into cooperative management agreements with
26 the appropriate Indian tribes to assure protection of reli-

1 gious, burial, and gathering sites, and shall work coopera-
2 tively on the management of all uses in the protected areas
3 that impact Indian lands and people.

4 **SEC. 14. CULTURAL RESOURCES.**

5 In managing the protected areas in accordance with
6 the provisions of this Act, the Secretaries shall give par-
7 ticular emphasis to the preservation and protection of cul-
8 tural resources located within these areas in accordance
9 with the Archaeological Resources Protection Act of 1979
10 and the National Historic Preservation Act. Cultural re-
11 sources within the protected areas shall be managed in
12 consultation with the State Historic Preservation Officers,
13 Indian tribes, and other appropriate parties in the States
14 affected with emphasis on the preservation of resources
15 in the areas and the interpretive, educational, and long-
16 term scientific uses of these resources.

17 **SEC. 15. WATER.**

18 (a) **RESERVATION.**—With respect to each wilderness
19 area designated by this Act, Congress hereby reserves a
20 quantity of water sufficient to fulfill the purposes for
21 which such area is designated. The priority date of such
22 reserved rights shall be the date of enactment of this Act.

23 (b) **IMPLEMENTATION.**—The Secretary of Agri-
24 culture, and all other officers of the United States shall
25 take all steps necessary to protect the rights reserved by

1 subsection (a), including the filing of claims for quantifica-
2 tion of such rights in any present or future appropriate
3 stream adjudication in the courts of the States of Idaho,
4 Montana, Wyoming, Oregon, and Washington in which the
5 United States has been or is hereafter properly joined in
6 accordance with section 208 of the Act of July 10, 1952
7 (66 Stat. 5460; 43 U.S.C. 666; commonly referred to as
8 the "McCarran Amendment").

9 (c) CONSTRUCTION.—(1) Nothing in this Act shall be
10 construed as a relinquishment or reduction of any water
11 rights reserved, appropriated, or otherwise secured by the
12 United States in the States of Idaho, Montana, Wyoming,
13 Oregon, and Washington on or before the date of enact-
14 ment of this Act.

15 (2) Nothing in this Act shall be construed as estab-
16 lishing a precedent with regard to any future designations,
17 including designations of wilderness, or as constituting an
18 interpretation of any other Act or designations made pur-
19 suant thereto.

20 **SEC. 16. DEFINITIONS.**

21 As used in this Act:

22 (1) The term "bioregion" refers to that portion
23 of the Northern Rocky Mountains in the States of
24 Montana, Idaho, Wyoming, Oregon, and Washington

1 depicted on maps referred to in this Act as the
2 Northern Rockies Bioregion.

3 (2) The term "greater ecosystem" denotes eco-
4 logical land units of sufficient scale for supporting
5 and maintaining populations of large vertebrate spe-
6 cies and the other native plant and animal species
7 of the area. These units are comprised of lands
8 which are similar in regards to topography, climate,
9 and plant and animal species. The ecosystems in the
10 Northern Rockies are also defined in terms of the
11 habitat of wildlife indicator species protected under
12 the Endangered Species Act of 1973, including griz-
13 zly bear, gray wolf, bald eagle, and caribou, and
14 have been depicted on maps published by Federal
15 agencies.

16 (3) The term "entry" means to enter a roadless
17 area for development purposes and associated activi-
18 ties such as roadbuilding, timber harvest, mining, or
19 other such activities which eliminate the roadless
20 character of the land.

21 (4) The term "development" means activities
22 that eliminate the roadless and wilderness character-
23 istics of the land and includes such activities as
24 roadbuilding, timber harvest, mining, oil and gas
25 drilling, and ski resort facilities.

1 SEC. 17. SAVINGS CLAUSE.

- 2 Nothing in this Act shall be construed to affect or
3 modify any treaty or other right of an Indian tribe.

○

**Background on H.R. 2638,
Northern Rockies Ecosystem Protection Act of 1993**

The Northern Rockies Ecosystem consists of five western states: Oregon, Washington, Idaho, Montana and Wyoming. This ecosystem contains some of the most significant mammal and predatory bird populations in the lower 48 states. Some of these animals, such as the gray wolf, grizzly bear, caribou, salmon, and bull trout, are in danger of extinction. The Northern Rockies also contains the largest blocks of roadless lands in the nation outside of Alaska. These areas include the nation's largest designated wilderness areas, the Frank Church-River of No Return Wilderness, the Selway-Bitterroot Wilderness, and the Bob Marshall Wilderness and two of the largest national parks, Yellowstone and Glacier. Millions of acres within the ecosystem are gradually being developed. These include lands managed by the Forest Service and the Bureau of Land Management.

H.R. 2638 would protect much of the Northern Rockies Ecosystem through a series of designations in all five states. These designations include wilderness areas, corridor management areas, wildland restoration and recovery areas, national park and preserve study areas and uninventoried national forest roadless study areas. In most of these categories, development, including timber harvesting, mining, oil and gas leasing and road building, would be prohibited. Virtually all national forest roadless lands in the five states and some BLM roadless lands would be included in these designations. On the back of this page is a chart that shows these categories and their acreages.

The bill would direct the Secretary of the Interior to conduct two national park and preserve feasibility studies. They are the Hells Canyon - Chief Joseph National Park and Preserve Study in Oregon and Washington and the Flathead National Park and Preserve Study in Montana. The lands involved would have interim protection from development until Congress acted.

The bill would designate 1,301 miles of wild and scenic rivers and 154 miles of study rivers. It would give wilderness a federal reserve water right and would establish within the Forest Service a National Wildland Recovery Corps to restore damaged lands. It would also establish a scientific review team to monitor the bill's implementation and a review board to study the goals and mandates of all federal natural resource agencies and then make recommendations for ways to improve interagency cooperation and management efficiency.

(over)

**DESIGNATIONS MADE BY H.R. 2638,
THE NORTHERN ROCKIES ECOSYSTEM PROTECTION ACT**

Core Ecosystem Wilderness Areas:	10,437,000 acres
Blackfeet Wilderness:	123,000 acres
Rattlesnake Wilderness:	20,780 acres
Islands in the Sky Wilderness Areas:	1,290,000 acres
Biological Connecting Corridors:	
a) Designation as Wilderness Areas	4,514,000 acres
b) Designation as Corridor Management Acres	2,514,000 acres
National Park and Preserve Studies	1,725,000 acres
Wildland Restoration & Recovery System:	996,000 acres
Wild & Scenic Rivers:	1,301 miles
Study Rivers:	154 miles

Total Wilderness:	16,385,000 acres
Total Protected Areas: (including wilderness)	21,619,780 acres*

* This figure does not include the national forest uninventoried roadless lands which the bill puts in protected status. No acreage figures are available, but they would total several million acres.

STATEMENT OF
MARK REIMERS, DEPUTY CHIEF
FOREST SERVICE
UNITED STATES DEPARTMENT OF AGRICULTURE

Before the
Subcommittee on National Parks, Forests, and Public Lands
Committee on Natural Resources
United States House of Representatives

Concerning H.R. 2638, the "Northern Rockies Ecosystem
Protection Act of 1993"

April 12, 1993

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

I appreciate the opportunity to present the views of the Department of Agriculture concerning H.R. 2638, the "Northern Rockies Ecosystem Protection Act of 1993."

The Department of Agriculture recommends that H.R. 2638 not be enacted.

H.R. 2638 would designate additions to the National Wilderness Preservation System totaling approximately 11.7 million acres in the States of Idaho, Montana, Oregon, Washington, and Wyoming. The bill would also designate some 4.5 million acres as "Biological Connecting Corridors," some of which would also be managed as wilderness and some as special management areas with explicit management practices defined. The bill would also require a roadless area evaluation in the five states by a scientific panel.

H.R. 2638 would direct the Secretary of the Interior to study the feasibility of creating a Hells Canyon/Chief Joseph National Park and Preserve, creating a Flathead National Park and Preserve, and designating such areas as units of the National Park System.

H.R. 2638 would amend the Wild and Scenic Rivers Act to designate nearly 50 segments of specified rivers and creeks in Idaho, Montana, and Wyoming as components of the National Wild and Scenic Rivers System (NWSRS), and four segments of specified rivers and creeks in Montana and Wyoming for study as potential additions to the NWSRS. The bill would prohibit new road construction or reconstruction, bridges, dams, timber harvesting, mining, oil and gas leasing, or other developments within the one-half mile corridor along either side of rivers and streams under study.

H.R. 2638 would establish the National Wildland Restoration and Recovery System and authorize appropriations to establish the National Wildland Recovery Corps as a special unit of the U.S. Forest Service to carry out land recovery responsibilities.

Certain lands within the Lewis and Clark National Forest known as the Badger-Two Medicine Area would be designated as the Blackfeet Wilderness Area. In addition, the Congress would recognize that the Blackfeet Nation retains treaty rights in this area provided for in the 1896 treaty with the Federal Government. H.R. 2638 would require the Secretaries of

Interior and Agriculture to assure nonexclusive access for traditional cultural and religious purposes by native people to Wilderness areas, National Park and Preserve Study areas, Wildland Recovery areas, and Biological Corridors designated by this Act.

H.R. 2638 would require the Forest Service to enter into cooperative management agreements with the appropriate Indian tribes to assure protection of religious, burial, and gathering sites, and to work cooperatively on managing all uses in the protected areas that affect Indian lands and people.

Mr. Chairman, we believe this bill is well-intentioned and represents a great deal of hard work and concern for the magnificent northern Rockies region. H.R. 2638 is a very ambitious bill that represents a dramatic departure from previous approaches to wilderness and other special designations. While we recognize completely that the National Forests are indeed national resources, we also understand that their successful management relies upon strong support from the people who live near and often depend upon the resources of the forests for their livelihood.

Ultimately, wilderness designation is the prerogative of the Congress. Led by the Congressional delegation of affected states, the state-by-state approach to wilderness designation used since the RARE studies has provided this important local and national perspective. The Forest Service's role has been

to provide information concerning the resource tradeoffs and other management implications of potential wilderness designations. Information concerning existing interests such as mining claims, private land inholdings, special use permits and other activities and uses has been considered essential in previous wilderness deliberations, but has not been sought in this case. Using this and other information, the Congressional delegations have facilitated public discussion and forged consensus, both locally and nationally, concerning additions to the National Wilderness Preservation System.

Statewide wilderness bills have already been enacted in Wyoming, Oregon, and Washington. Reaching consensus has been most difficult where the stakes have been highest. Montana and Idaho, with the greatest share of the remaining roadless lands in the lower 48 states, have been particularly difficult. The Montana and Idaho delegations are currently working on statewide bills for their respective states. Using this deliberate process has resulted in a high quality National Wilderness Preservation System which enjoys the support of local and national interests.

After 16 years of work on the Montana wilderness issue, a bill with about 1.7 million acres of wilderness designations has been recently reported out of this Subcommittee. H.R. 2638 proposes about double that acreage for wilderness designations, plus an additional 2.4 million acres of wilderness associated with the biological connecting corridors

for Montana. That is more than three times the acreage of proposed wilderness that has emerged after 16 years of diligent effort to resolve a very difficult issue. It is difficult to reconcile these widely divergent perspectives about how much wilderness is appropriate for Montana.

H.R. 2638 appears to bypass existing processes and laws. This bill would set aside the National Forest Management Act processes and outcomes which strive to strike a balance between preservation and development. This would mean that efforts to develop forest plans in consultation with the public would be set aside in favor of the approach taken by this bill. This bill does not seem to consider the hard work of the Congressional delegations of Montana and Idaho to craft a wilderness bill that strikes a balance for their particular states.

Much like the National Forest Management Act, the Wild and Scenic Rivers Act provides a proven process for evaluating and adding rivers to the national system. That process includes public participation, which is essential to building support for river designations and implementing management plans. Local support for designated rivers is particularly crucial because river management relies so heavily upon the voluntary cooperation of numerous private land owners in the river corridor. The rivers in this bill have all been found eligible for designation as wild and scenic rivers as a result of the forest planning process. As a result, the characteristics

which make these rivers eligible are already protected until the suitability studies are completed. The Forest Service has been a major proponent of the Wild and Scenic Rivers system, managing 97 designated rivers, which is over half the rivers in the system.

We share some concerns of the proponents of this bill. These concerns and our management experience have lead us towards the ecosystem management approach being pursued by the Forest Service. The Chief of the Forest Service has stated that one of his primary goals is to quickly and effectively implement ecosystem management in the National Forests. We have initiated several broad scale assessments as a means to strengthen forest plans and have used this approach in developing the President's Forest Plan for the Pacific Northwest and for addressing concerns over salmon in west coast river systems, commonly referred to as PACFISH.

We believe the concept of biological connecting corridors is best considered in the context of the land management planning process. Some of the questions we face include: (1) what corridor dimensions are necessary to serve the needs of a given species of animal or plant?; (2) what kinds of treatments and activities are compatible with the purposes of any corridor?; (3) do corridors materially enhance the survivability of stressed wildlife populations? Without answers to these and many other questions, we believe designating biological connecting corridors is premature. We are aware of no

scientific basis for concluding that the corridors in this bill would achieve the stated purposes of maintaining or restoring biological diversity and ecosystem health.

The extensive measures mandated by this bill seem supportable only if one believes the current processes cannot work. We do not share that belief. This is not to say that mistakes have not been made or that management problems don't exist. Both experience and new research continually change views on what is the "best" way to manage. Public perceptions and expectations also change. We should learn from experience, adapt our policies and management practices accordingly, and move on. We do not share the view that there is a crisis of the magnitude this bill would seem to presume.

Summary

In summary, we find this bill seems to disregard previous legislation of the Congress. As such, it would circumvent the processes set in motion by existing laws that address the complex issues of wilderness, ecosystem protection, biological diversity and other management issues not easily resolved. This bill would ignore the processes of forest planning, wild and scenic river study and designation, and research and its application to management issues.

Mr. Chairman, this concludes my prepared statement and I would be pleased to answer the Subcommittee's questions concerning H.R. 2638.

STATEMENT OF JAMES W. STEWART, ASSISTANT DIRECTOR, PLANNING,
NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE
SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS OF THE
HOUSE COMMITTEE ON NATURAL RESOURCES CONCERNING H.R. 2638, THE
NORTHERN ROCKIES ECOSYSTEM PROTECTION ACT OF 1993.

APRIL 12, 1994

Mr. Chairman, thank you for the opportunity to present the Department of the Interior's views on H.R. 2638, The Northern Rockies Ecosystem Protection Act of 1993.

The Department of the Interior recommends that H.S. 2638 not be enacted. This is a broad act establishing a number of wilderness areas, biological connecting corridors, and wild and scenic rivers throughout the Northern Rockies region. It directs the Departments of Interior and Agriculture to conduct studies for additional national parks, preserves, and wild and scenic rivers. It also establishes a National Wildland Restoration and Recovery System to be administered by the United States Forest Service.

Because this bill would affect, primarily, lands administered by the United States Forest Service, we generally defer to the Department of Agriculture's views on this bill. We concur that it is an extremely ambitious bill and radically departs from previous approaches to wilderness and other special designations. It appears to circumvent the processes established by existing laws and regulations that address the complex issues of wilderness and wild and scenic river designations. These

processes provide important local perspectives and information concerning existing interests. While we recognize that these resources are indeed national resources, we also understand that their successful management relies upon strong support from the people who live near these areas and often depend the resources for their livelihood. We do not believe that the requisite groundwork for such a massive change in land use has been laid in order for the proposals contained in this bill to be successful.

We believe that this bill represents well-placed concern for the Northern Rockies bioregion. Portions of this bill would clearly benefit existing national parks, and the Department of the Interior advocates the integrated cultural and natural resource preservation, interagency cooperation, and sensitivity to American Indian treaty rights and cultural values espoused by the bill. However, the extensive measures advocated by this bill are supportable only if one believes that the current processes can not work.

The areas identified in Section 6 for study as possible national parks and preserve (Hells Canyon/Chief Joseph National Park and Preserve and Flathead National Park and Preserve) undoubtedly contain natural and cultural resource values of great significance. However, they are already administered for conservation purposes by the United States Forest Service to the National Park System.

Since the passage of the Wild and Scenic Rivers Act in 1968, the United States Forest Service has been responsible for conducting of rivers flowing across National Forest land. We support continuation of this practice since the United States Forest Service would be responsible for managing these rivers if designated. Therefore, we recommend that in Section 8 of this bill the Secretary of Agriculture be responsible for conducting the studies of the Smith and Middle Fork Judith Rivers and Rock Creek. The Yellowstone River study, which we support, should be a joint study by Interior and Agriculture.

This concludes my prepared statement, Mr. Chairman. I would be pleased to address the Subcommittee's questions concerning the Department of Interior's views.

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TESTIMONY OF CAROLE KINGBefore the Subcommittee on National Parks, Forests and Public Lands
Hearing on The Northern Rockies Ecosystem Protection Act (H.R. 2638)April 12, 1994

My name is Carole King. I'm an entertainer. I've been a resident of Idaho since 1977. I'm a member of the Board of the Alliance for the Wild Rockies, a non-profit organization dedicated to preservation of ecosystems in the Northern Rockies. I got involved in wilderness protection in the early '80's. I've worked with environmentalists, industry, news media, members of Congress, staff, and people in general, and after over 10 years I've become fairly knowledgeable.

This is a historic day. With 57 cosponsors, the Northern Rockies Ecosystem Protection Act, or NREPA, as we call it, is finally being taken seriously. I'd like to join Congresswoman Maloney in thanking you for this hearing, Mr. Chairman.

NREPA was drafted by scientists and biologists from the region after years of lab and field work. The first ecosystem bill ever, it represents an entirely new approach to public lands legislation – an approach based on natural boundaries, instead of the old state-by-state approach of wilderness as scattered islands in a sea of development. Rivers don't recognize political boundaries, and wolves don't screech to a halt at a state line. NREPA recognizes this and protects wilderness as required for the survival of all the native plant and animal species, any one of which could be vital to the survival of human beings, as the yew tree has been found in the treatment of ovarian cancer. The areas designated as wilderness by NREPA are among the most pristine in America, and every area so designated meets the legal requirements for wilderness as prescribed by the Wilderness Act of 1964.

Biologically sound, NREPA is also economically sound. A study done by Dr. Thomas Power, Chair of the Economics Department at the University of Montana, shows why NREPA is good for the economic health of the region. Dr. Power could not be here today, but his associate, Michael Garrity, is here to answer questions about the economic impact of NREPA.

The Power Report shows how NREPA safeguards a multi-billion-dollar tourist industry, preserving high-quality jobs such as outfitters, guides, merchants, sellers of fishing, hunting, mountaineering, hiking and photography gear; saddlemakers, motel owners, craftspeople and mom and pop grocery stores – jobs held by many of my neighbors in Idaho. NREPA will also create jobs in wildland recovery. Ask Mr. Garrity. The Power Report shows wilderness to be the best economic base for the region, ensuring a high quality of life and attracting new businesses, generating even more economic opportunity for local citizens. In addition, NREPA will save taxpayers millions of dollars now allocated for logging roads.

Extractive industries have declined, not because of wilderness, but because of automation, export of raw materials, overuse and mismanagement. Of the forests that once covered North America, only 5% remain intact. Of these, NREPA protects the largest viable ecosystem in the lower 48. We know so much more about ecosystems now than we did 10 years ago. NREPA's support is broad and diverse, ranging from fishing and hunting coalitions to the Humane Society. The National Taxpayers Union supports the part of NREPA that stops the wasteful subsidies, while NREPA has the support of many environmental groups and former President Jimmy Carter. People love NREPA – because it's good for the environment, it's good for the economy, and it clearly represents the national public interest.

The timber industry has run America's public lands policy far too long. I've worked on this issue for years and I know NREPA is right, for the nation and for the region. So does Congresswoman Maloney. So do 57 co-sponsors across party lines. We believe NREPA will become law. It may take time, of which the ecosystem doesn't have a whole lot, but the scientific and economic evidence is there. If you'll put politics aside and look at the merits, you'll see NREPA is the only way we can ensure the biological and economic survival of the Northern Rockies. Thank you.

TESTIMONY OF DEBBIE SEASE
LEGISLATIVE DIRECTOR
SIERRA CLUB
REGARDING

H.R. 2638, "THE NORTHERN ROCKIES ECOSYSTEM PROTECTION ACT"
BEFORE THE HOUSE SUBCOMMITTEE ON PARKS, FORESTS AND PUBLIC LANDS
APRIL 12, 1994

Mr. Chairman, members of the Subcommittee, thank you for this opportunity to present the views of the Sierra Club on H.R. 2638, the Northern Rockies Ecosystem Protection Act. My name is Debbie Sease and I am the Legislative Director of the Sierra Club. The Sierra Club has 450,000 members including approximately 4000 in the Northern Rockies.

I am pleased to offer the Sierra Club's enthusiastic support for the Northern Rockies Ecosystem Protection Act. This bill represents a scientific and economic based ecosystem approach to land management -- an approach that the Congress must turn to --if we are to safeguard America's great natural heritage. We welcome the Subcommittee's interest in this legislation and your willingness to look at new and innovative ways of protecting whole ecosystems.

Since 1892 the Sierra Club has been at the forefront of efforts to establish new national parks, wilderness areas and other protected lands to preserve not only our wilds and wildlife, but the quality of our air, water, and public health. Yet a century of experience has taught us a powerful lesson: Our air, water and land are inextricably linked. Despite all our efforts, the biosphere itself -- the "web of life" on which all of us depend -- is in peril.

It is no longer enough to treat problems in isolation from one another. Our future survival demands a comprehensive, integrated plan to save the global environment. Looking beyond political boundaries is imperative. It is in response to this imperative that Sierra Club launched our "Critical Ecoregion Program".

We have identified 21 critical ecoregions in the United States and Canada. Our goal is to restore these 21 ecoregions to health and beauty. It is not just in the Northern Rockies that we need to enact comprehensive protection strategies, but in the Mississippi Basin, the Atlantic Coast, the Southwest Deserts, the Alaska Rainforest, and the 16 other critical ecoregion as well.

Our current wilderness, national park, and national refuge system is a testament to the vision of conservation leaders and the leadership of statesmen such as yourself and others before you. But it is not enough. Nature does not respect artificial boundaries, and these lands are quickly becoming isolated islands in a sea of development. We must both expand the limits of these "natural islands", and begin to control the environmental impacts of development in the ecosystems surrounding the protected core area.

WILDERNESS IS THE FOUNDATION FOR ECOSYSTEM PROTECTION

It would be a serious mistake to assume that our recognition that existing wilderness and park protection systems have not met the challenge of ensuring ecosystem viability, reflects a diminished respect for the role of wilderness, park, and other inviolate land protection measures, or an abandonment of these programs.

To the contrary, we believe that these systems are the critical building blocks for ecosystem protection, and expanding these systems will remain be the Sierra Club's highest priority for protecting ecosystems. Our remaining wild lands and our existing healthy watersheds are the linchpins that are holding our beleaguered ecosystems together. They provide the vital core which we must protect as we work to restore and heal the damage we have wrought on our forests and watersheds.

Wilderness is not an outdated concept, it is a vital component of any effort to achieve healthy functioning ecosystems. Wilderness provides the anchor that must hold the ecosystem together as we focus more on restoring the damaged watersheds, forest and desert lands to healthy conditions.

One of the strengths of NREPA is that while it looks beyond the traditional political boundaries to the inter-related needs of the Northern Rockies ecosystem, it relies on a core of land protected under proven land and water protection systems.

I look forward to working with the Subcommittee on this and other measures to ensure the future of the Northern Rockies and other ecosystems.

Before I detail the reasons for our support of this bill, I want to briefly cover what is at stake in the Northern Rockies.

THE NORTHERN ROCKIES

Outside of Alaska, the Northern Rockies offer the best place to find ecosystems that still have as many large mammals as when Lewis and Clark passed through seven generations ago. The images of the frontier west are more than memories in the Rockies where the last free roaming vestiges of a wilder era persevere in the form of bison, pronghorn antelope, elk, deer salmon and steelhead. In the lower 48 states, only the Rockies provide sufficient wild habitat for vanishing species like lynx, grizzlies, peregrine falcons, trumpeter swans, black footed ferrets, and wolverines.

Fortunately, the Northern Rockies also have a long history of environmental protection. With the designation of Yellowstone National Park in 1872, America formally recognized the need to preserve our priceless natural treasures for future generations.

This tradition continued with the designation of some of the most extensive and important wilderness areas in the country. The Frank Church River of No Return Wilderness in Idaho is the single largest wilderness in the contiguous United States. The Bob Marshall

wilderness complex, designated in three different bills, may be the most biologically complete of all wilderness areas designated in the country. The wilderness surrounding Yellowstone National Park - including the Absaroka-Beartooth, the North Absarokas and the Washakie -- all set important milestones in conservation battles.

While we have a right to be proud of these accomplishments, they are not enough to guarantee the survival of far ranging species such as the grizzly. We need to do much more to achieve the preservation of the wilderness and ecosystems of the Northern Rockies. The Sierra Club's vision for the Northern Rockies is to restore and maintain biological integrity and diversity with sustainable human activities and communities as an integral part of that ecosystem. NREPA will take a major step toward that end.

NREPA

The Sierra Club supports H.R. 2638, the Northern Rockies Ecosystem Protection Act (NREPA). NREPA is based on biological, rather than political, or agency boundaries, is based on a core of inviolate wilderness areas and protected rivers, and links these areas with biological corridors.

The heart of NREPA is wilderness designation for most of the remaining national forest roadless lands in the Northern Rockies. This is the most important portion of the bill since, the permanent, inviolate protection of the roadless lands as components of the National Wilderness Preservation System must be the centerpiece of any ecosystem protection effort in the Northern Rockies.

Many of the large, wide ranging species of the Northern Rockies require core areas for their healthy survival. Grizzly bears, elk, wolverines, and fish such as salmon and bull trout all rely on undisturbed habitat. Fragmentation, however, has eaten away at much of this habitat. Highways, agricultural development, townsites and subdivisions have claimed most of the prime habitat in valleys and bottomlands. Many large tracts of wildlands have been splintered by logging and mining leaving, at best, much smaller undeveloped blocks.

The loss and isolation of habitat is the number one threat to animal species in the Northern Rockies. For instance, grizzly bears are now limited to less than two percent of their former range. Wolves have been able to recolonize only a fraction of one percent of their former habitat. The remaining undeveloped areas in which these animals can find the solitude they seek must be protected.

Sierra Club supports the bill's express reservation of a federal reserved water right for the wilderness areas protected in the bill. The Sierra Club has long supported this proven method for protecting water resources in wilderness areas.

NREPA also designates 1300 miles of rivers as components of the National Wild and Scenic River system. The Sierra Club has supported these rivers for wild and scenic designation for many years due to their clean water, wildlife, sparkling beauty and their importance as fisheries.

NREPA contains protective management for biological connecting corridors. The scientific community has determined that maintaining viable corridors to allow wildlife and plant migrations and genetic interchange between core protected areas is also critical to a healthy ecosystem. The core areas are too isolated and too small to assure the perpetuation of native wildlife and native biological diversity on their own. The United States Fish and Wildlife Service has determined, for instance, that linkage zones are important for the free travel of grizzly bears among the major ecosystems of the Northern Rockies. Unfortunately, the USFWS has not provided any protection for these linkage areas. NREPA, among other things, would correct this problem.

NREPA starts a pilot system of National Wildland Recovery Areas. This program calls for the rehabilitation of areas that have been abused through excessive logging, road building and mining in the past. These are areas such as that portion of the Targhee National Forest where clearcuts delineate the western boundary of Yellowstone National Park. While these areas are now ailing, they once were thriving with a full range of fish and wildlife. Rehabilitation of these areas will be an important addition to the health of the Northern Rockies ecosystem.

SUGGESTED ADDITIONS TO NREPA

NREPA is a bold and necessary step toward ecosystem protection in the Northern Rockies. No one bill, however, can be expected to include all of the necessary elements to protect the Northern Rockies. While we would not want these suggested additions to delay any forward movement of NREPA, I would like to note some of the most important additions that the Sierra Club would like to see considered.

-National Forest roadless lands in the Medicine Bow and Black Hills National Forests should be designated wilderness.

-Additional lands in the Bighorn, Bridger-Teton, Shoshone, Targhee, and Beaverhead National Forests, among others, should be designated wilderness.

-Bureau of Land Management roadless lands such as the Red Desert and those contiguous to proposed Forest Service wilderness areas should be designated wilderness.

-Management of corridors should be defined to set standards and to include a compatibility opinion on proposed new activities within the corridors. A moratorium should be placed on development within the corridors until standards are set.

-Watershed recovery areas should be added.

-An Ancient Forest Reserve system should be included for old growth that falls outside of wilderness.

-Specific hardrock and leasing withdrawals for areas such as New World mining district

northeast of Yellowstone National Park should be added.

This list is not meant to be exhaustive but rather illustrative of the subjects we would like the subcommittee to consider as you debate this legislation.

OTHER PENDING WILDERNESS BILLS IN THE NORTHERN ROCKIES

There are two other pending wilderness bills that affect this region, and although they are not the subject of this hearing, it is worth noting how they relate to NREPA. Both H.R. 2473, the Montana Wilderness bill and H.R. 3732 the Idaho wilderness bill would designate portions of the roadless lands covered by NREPA, and as such might be viewed as viable incremental steps toward the more comprehensive protection goals of NREPA. Unfortunately, while this is true of the Montana bill, the same cannot be said of the Idaho bill.

The Sierra Club cannot support H.R. 3732, the Idaho Wilderness bill. The Idaho wilderness bill, in addition to leaving out many deserving areas, contains numerous serious flaws, including:

- 1) highly objectionable release language, which would hinder our ability to protect roadless areas not designated in the bill as well as preclude the Forest Service from conducting a wilderness review during the next round of forest plans;
- 2) water rights language that utterly fails to protect the water resources of the wilderness areas, and not only denies a water right to wilderness areas designated in H.R. 3732 but also disavows a water right established by past wilderness legislation;
- 3) sanctioning logging in several inappropriate areas. Until these flaws are fixed we will continue to oppose H.R. 3732.

On the other hand, Sierra Club has given its qualified support to the Montana Wilderness bill, H.R. 2473 as it has been amended and reported out of the Natural Resources Committee. This bill would provide protection to more than two million acres of national forest roadless lands in Montana that are currently unprotected, including 1.7 million acres of wilderness and 400,000 acres of wilderness study areas. The bill does contain a version of release language, which we strongly believe is unnecessary and should be deleted on the floor. In contrast to the Idaho release language, however, it will not impair our ability to protect the natural values of the undesignated lands in Montana. None-the-less, it is time for the issue of release to be taken off of the table. The issues of timber supply will not be solved through release language and Congress should not hold out the hope to the timber industry that it will be.

While passage of the Montana bill would provide incremental progress by protecting critically important areas, alone, it will not assure the viability of this ecosystem. Many other national forest roadless lands in Montana will continue to be subject to Forest Service developments. While we give this bill our qualified support because it does protect a portion of what needs to be protected, this bill also makes the point for the need for additional

Congressional action. The Montana wilderness bill will not protect the entire roadless area resource of Montana much less the rest of the Northern Rockies. Even if H.R. 2473 becomes law, it will be necessary to follow this bill with additional legislation such as NREPA.

EASTSIDE ECOSYSTEM MANAGEMENT

We are encouraged by the Administration's initiative to do a comprehensive scientific assessment of the Columbia river watershed and conduct an ecosystem based EIS process as part of the Eastside Ecosystem Management Process. This is an important new approach that can complement the additional wilderness designations proposed in NREPA.

The EIS process for eastern Washington and Oregon is beginning even though there are some difficulties getting the public adequately involved in the scientific process. We hope these problems can be resolved and that this process will be an important contribution to reforming past agency mismanagement and providing new direction for protecting and restoring these ecosystems.

However, we have also heard disturbing news that consideration is being given to limiting the EIS process in Idaho to merely evaluating the recent adoption of the interim PACFISH guidelines. This would be a terrible mistake and undermine the promise and potential of providing an ecosystem analysis and approach to protection and management of this vital part of the Northern Rockies Ecosystem.

CONCLUSION

In closing I would again like to thank the Subcommittee for holding this important hearing, and to reiterate the Sierra Club's strong support for the Northern Rockies Ecosystem Protection Act. The Northern Rockies Ecosystem Protection Act can be a model for wildland preservation and restoration, and on behalf of the Sierra Club, I urge the Subcommittee to give it the serious and prompt consideration it deserves.

Montana Wilderness Association

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(406) 443-7350

Statement of Louise Bruce

President

Montana Wilderness Association

on

HR 2638, The Northern Rockies Ecosystem Protection Act

before the

Natural Resource Committee

Subcommittee on National Parks, Forests and Public Lands

April 12, 1994



Mr. Chairman and Members of the Committee:

The Montana Wilderness Association (MWA) appreciates this opportunity to testify today on HR 2638, the Northern Rockies Ecosystem Protection Act. The Montana Wilderness Association always looks forward to the opportunity to recommend more Wilderness areas. MWA has been committed to the work of designating Wilderness in Montana since its founding in 1958. Our members have been instrumental in securing the designation of the Lincoln/Scapegoat, the Absaroka-Beartooth, the Great Bear, the Lee Metcalf, the UL Bend, Welcome Creek, the Rattlesnake, and many other areas that comprise Montana's 3.4 million acres of designated Wilderness. Dozens of MWA volunteers and staff have testified before congressional committees over the last 36 years, and we are happy to be here today as the committee considers a new approach to Wilderness designation and ecosystem protection.

We thank the 57 House sponsors of HR 2638 for taking an interest in Montana's wildlands and the species that depend on them. It is in the best interest of the nation to maintain the outstanding public resource of the Northern Rockies. Because there are still wildlands in Montana and Idaho, the Northern Rockies remain home to many species of fish and wildlife that have disappeared elsewhere: the grizzly bear, gray wolf, bighorn sheep, wolverine, woodland caribou, Canadian lynx, bull trout and steelhead, to name only a few. Every year, millions of Americans find their way into the Wilderness of the Northern Rockies, finding there the peace of mind that can be gained only by being surrounded by the grandeur of nature.

Ultimately, these resources belong to every American. We believe that it is the duty of every member of Congress to ensure the protection of public lands in Montana and the rest of the Northern Rockies. In addition to national interest, Montanans' own well-established advocacy, expertise and conservation ethic are critical to protection of the unique natural qualities of the northern Rockies. This is the perspective that the Montana Wilderness Association has brought to the Wilderness movement since 1958. This perspective we will share briefly with you today.

The Montana Wilderness Association likes the ideas embodied in HR 2638. This bill establishes the beginning of a credible approach to wildland and ecosystem protection by expanding the scope of legislation to include multiple states and to address the ecological linkages between roadless wildlands.

We thank the authors and sponsors of HR 2638 for advancing innovative ecosystem management ideas. The strength of NREPA is that it serves as a big-picture blueprint for the Northern Rockies. While the ecosystem approach promotes innovative thinking, we recommend that Congress initiate a process to better define this ecosystem plan. Last summer, MWA and 19 other conservation organizations in the Northern Rockies presented an ecosystem protection strategy to Congress and the Clinton administration. We include this strategy with our testimony. Under this proposal, Congress would appoint an independent scientific panel that would include scientists from federal agencies that would assess current research data, administer short-term research projects to fill information gaps, articulate a

coherent vision for ecosystem management, and prepare a range of alternatives for public land management in the Northern Rockies. A similar process was undertaken by the Clinton Administration for the Pacific Northwest's ancient forest and anadromous fishery, and another has been initiated in Walla Walla for the upper Columbia Basin. Although some of the Northern Rockies ecosystem lies within the Columbia Basin, the Forest Service is preparing regional management strategies only for Washington and Oregon. Our proposal covers the entire Northern Rockies, allows for an independent analysis, and provides for interim protection of roadless lands, key watersheds, riparian areas, and old-growth forests.

The founding members of MWA are pleased to see that the wild Montana they envisioned in the 1950's, and their advocacy during the decades that have followed have brought us to the point where a multi-state plan for protecting wildlands is now before Congress. Without their constant work and perseverance, we would not be where we are today.

Last year, the MWA State Council and MWA chapters throughout the state launched an ongoing process of examining how HR 2638 affects each region of Montana. MWA's strength lies in knowledge of specific areas. Our grassroots membership has poured through maps, retraced old hikes to verify boundaries, and talked with other folks in their communities - including the Forest Service. We have therefore focussed our energies on evaluating the boundaries proposed in HR 2638.

What our chapters have found so far doesn't conflict with the ideas advanced by HR 2638,

but they underscore the need for the Committee to give close scrutiny to what's contained in the bill. Our chapters have found, for example, biologically important roadless areas that MWA has proposed for Wilderness that aren't included in HR 2638. We've found areas proposed for Wilderness in HR 2638 that have been developed or otherwise don't meet the minimum requirements for Wilderness. The chapters have raised questions about the location or management direction for the wildland recovery areas and biological corridors. They've also raised objections to some non-Wilderness designations as they affect their local areas.

Concerns with Proposed Boundaries:

Below we've briefly described concerns we have with boundaries and areas in HR 2638. Most of HR 2638's roadless boundaries are based on Forest Service RARE II maps rather than a grassroots constituency that knows the areas. Much of the roadless lands inventoried in 1978 no longer are roadless, and there are lands that have remained roadless that were never included in the RARE II inventory. MWA members have brought these inadequate roadless boundaries to the attention of the Forest Service and, in some places, the agency is making diligent efforts to update its roadless inventory. In recent months, for example, the Kootenai National Forest has dramatically expanded its roadless inventory. In the most recent draft, the Kootenai roadless inventory nearly doubled from 400,000 acres to 755,000 acres. While HR 2638 would designate as Wilderness about 377,000 acres in the Kootenai, MWA seeks to protect the entire roadless base through designation as Wilderness, natural areas or wildlife security areas.

Proposed Wilderness that does not Meet Wilderness Criteria:

MWA has identified proposed Wilderness that doesn't meet the Wilderness criteria in the NREPA. Significant changes have taken place in numerous roadless areas in the last 15 years, and many of the areas in HR 2638 haven't been updated to reflect these changes. For example, approximately 900 acres of the Fred Burr roadless area in the Deerlodge National Forest was converted into a downhill ski area in 1990. A major land exchange last year in Ellis Canyon in the Helena forest shifted the roadless boundary to the east to include a unique moist Douglas fir forest in the aptly named Dry Range along the Smith River. HR 2638 boundaries include several thousand acres that have been consolidated into private ownership as a result of the exchange. The Big Baldy proposed Wilderness in the Lewis and Clark forest includes private inholdings and a gravel pit. And the Anaconda Hill proposed Wilderness along the Continental Divide includes open roads, heavy mining activity with the last 20 years and areas that have been logged since RARE II.

Proposed Improvements to Boundaries in HR 2638:

MWA has submitted for the record its roadless inventory of proposed Wilderness Areas which represents our chapters' work in progress. We proposed amendments to HR 2638 based on these finely tuned boundaries, and I would like to highlight some of our proposals in light of NREPA. There are numerous areas where MWA seeks expanded boundaries, especially at lower elevations, to protect roadless lands that were excluded from the Forest Service inventory and aren't included in HR 2638. Examples include: the Thompson Seton in the Flathead and Kootenai National Forests, Black Mountain, Blackfoot Meadows and the

Elkhorns in the Helena National Forests, Cube Iron in the Lolo National Forest, and Garfield/Lima Peaks and Italian Peaks in the Beaverhead National Forest.

Proposed Improvements to Biological Connecting Corridors:

MWA chapters have raised questions about the location of the biological corridors in HR 2638 based on actual migration routes, existing land uses, and biological integrity. For example, the corridor between the Yaak and Greater Glacier ecosystems cuts through large areas of private land immediately south of Eureka, Montana. The corridor is permanently fragmented with hundreds of rural homesites, private, and county roads. A more logical corridor that includes little private land and already is used as a migration route by wolves, is about 20 miles south.

Proposed Improvements to Wildland Recovery Areas:

Management language in the bill would mandate road ripping and reseedling across 1 million acres of national forests heavily impacted by past management. In some places, such as the Skyland area, MWA chapters support this management goal. In others, however, MWA seeks less draconian measures to restore the ecological integrity. For example, the bill would close hundreds of miles of roads in the South Fork of the Flathead, including the 55-mile road to Spotted Bear Ranger Station. For decades, Spotted Bear has been the gateway to the Bob Marshall Wilderness for tens of thousands of Wilderness enthusiasts. MWA opposes the total elimination of this historic access to the Bob.

Proposed Improvements to Other Aspects of the Bill:

In some instances, MWA chapters disagree with the designation prescribed in HR 2638. For example, the Flathead Chapter objects to the designation of the Glacier View Ranger District of the Flathead forest as the Flathead National Park and Preserve Study Area. A National Park designation would attract far more visitors to this remote and wild areas along the North Fork of the Flathead River than it currently receives. This could ultimately have a dire impact upon the area's bountiful wildlife and peaceful nature. MWA advocates an international agreement with Canada to protect this outstanding transboundary watershed.

In summary, MWA believes Wilderness must form the core of any ecosystem protection strategy. Restoration of important biological areas, healthy watersheds, and migration corridors are integral to maintaining a functional system. However, MWA believes management standards, implementation procedures, community and economic stability goals, and site-specific plans for the non-Wilderness designations in HR 2638 need to be better defined. We hope that our testimony from MWA members and chapter leaders will help this committee amend and improve the bill. We believe that protecting the ecological integrity, biological diversity, and Wilderness character of the Northern Rockies would be achieved for Montana by accepting the amendments we've offered.

We thank the Chairman for holding a hearing on HR 2638, and we appreciate the opportunity to be here today.

Testimony submitted before U.S. House of Representatives Subcommittee on National Parks, Forests and Public Lands by Michael T. Garrity on April 12, 1994

H.R. 2638, the Northern Rockies Ecosystem Protection Act (NREPA) is a jobs creating bill. People live and work in the Northern Rockies because of its natural beauty. The question of jobs versus the environment is a false one. These states would actually end up with more jobs if these lands were left in their natural state. It will directly create 640 jobs by obliterating environmentally destructive roads. Only 560 jobs will be lost in the wood products industry when these unique wildlands are preserved. NREPA will indirectly create thousands of more jobs by preserving a pristine environment, the economic base of the Northern Rockies' states.

These states' current economic vitality is dependent on their high quality natural environment, not their declining extractive industries. Further damage to these pristine areas will threaten the economic future of these states.

Using Forest Service data, Professor Thomas Power, Chairman of the Economics Department at the University of Montana, estimates 1400 jobs would be lost if we preserve these roadless lands as wilderness. If we log all of this land today 1400 people would be employed for one year. But the loss of 1400 jobs could be made up in less than three weeks with normal job growth (Power). The job loss is small because most of these roadless lands are not suited for timber production. The trees are too small and too few. Moreover, the number of timber jobs will continue to decline with technological advancement and the

diminishing supply of trees. Capital intensive technology is the main cause of the fall in timber related employment, not lack of trees. Employment in the wood products industry in Montana peaked in 1979 when 11,606 employees cut and milled 1 billion board feet of timber. In 1989, the timber industry harvested a record amount of timber, almost 1.3 billion board feet, but only 9,315 people were employed. The data the Forest Service used in projecting job loss is from 1972. They estimate that for every one million board feet of timber cut 5 jobs will be created for one year. If current data is used only 1.5 to 2 jobs will be created for every million board feet logged. The number varies depending on how the wood is processed. Fewer jobs are created now than 20 years ago because of advances in technology. One person can cut in an hour what a two person crew could cut in a day twenty years ago. With today's technology only 560 timber industry jobs would be lost if we preserve these lands as wilderness. If we cut all of these lands today 560 people would be employed for one year. We can expect further technological advancements in the future. Employment in the timber industry will continue to decline.

NREPA proposes 995,924 acres as National Recovery areas. 10,000 miles of roads would be closed and restored and fish and wildlife returned. These activities would employ people. The Forest Service estimates it costs an average of \$10,000 to totally obliterate a mile of road in the Northern Rockies. Obliterating 10,000 miles of roads would create approximately 625 jobs for heavy equipment operators. And these are good jobs

which could be spread out well into the 21st century. Heavy equipment operators earn approximately \$22 per hour. The employment created by this method will greatly ease the transition from a timber based economy. The money to pay for this could come from ending timber subsidies. Last year the Forest Service lost over \$185,000,000 on logging sales in national forest covered by NREPA. In the last ten years, the Forest Service has lost over \$5.4 billion on all of its lands. The justification for this corporate welfare is job creation. NREPA can produce more quality jobs and do so without destroying the west's major resource.

It is also argued that when we build roads we create something economically valuable but when we destroy roads we only make the mountains beautiful. In actuality, when we build roads we create a liability. Ninety per cent of the increase in siltation from logging comes from roads. Roads contribute sedimentation to streams for an indefinite period. The road cut creates soil conditions which do not stabilize over time (Richard Hauer, PhD Flathead Lake Biological Station, personal interview). "Instream sedimentation deposited in the stream bottom decreases the success rate of egg hatching and fry development by impeding water flow through the gravels in which the eggs undergo early development" (Final Report, Montana Environmental Quality Council, December 1988).

A petition has been filed to list bull trout as an endangered species. Logging harms these fish as well. Sediment originating from logging and logging roads can reduce embryo

survival of bull trout and westslope cutthroat trout and decrease the available pools used for rearing bull trout. Bull trout are selective in the streams they choose. They only spawn in twenty eight streams of the hundreds available in the Flathead Lake water basin (Weaver, Fraley).

In central Idaho erosion rate along roads was 750 times greater than in undisturbed areas. The siltation fills spawning pools and has led to population declines in fish such as bull trout, salmon and westslope cutthroat trout (Noss). Salmon population supports 60,000 jobs and a billion dollar industry. The federal government is spending millions of dollars trying to save these fish. It would be more cost effective to deal with one of the sources of the problem which is logging.

The Forest Service closes many roads after logging in an area has ended. But the simple closing of these roads does not mean an end to their maintenance costs. The Forest Service spends between \$300 and \$500 per mile for minimum road maintenance. The Forest Service estimates that it is more cost efficient to obliterate a road if it is not going to be used for the next 20 years. By obliterating these roads up to \$5 million in normal annual maintenance cost would be saved. The minimum maintenance does not take into account floods. Flood damage to roads runs in excess of a million dollars a decade per ranger district. This is due to maintenance costs alone. It does not take into account the tremendous environmental damage roads cause.

Elk population directly declines with road density. Two miles of roads per square mile leads to a 50 percent reduction in the elk population and six miles of roads per square mile eradicates virtually all elk in that area (Noss). The hunting of elk brings in millions of dollars into these states. The continued destruction of these lands will directly harm the hunting industry. Roads also increase poaching. The majority of poaching occurs from roads because they offer easy access into previously remote areas. Grizzly bears avoid roads by an average distance of one half mile (Noss). This leads to a tremendous reduction in their habitat.

To mitigate the damage from subsidized logging on grizzly bears, federal and state governments spent \$9.8 million on grizzly bear recovery in 1990 and 1991 and \$978,000 on the recovery of the woodland caribou in 1990 and 1991. The subsidized logging of the Forest Service directly leads to more spending by the U.S. Fish and Wildlife Service.

But costs are more than just what the market measures. We can not replace animals when they become extinct. Professor John Craighead believes additional road construction will mean the end of the grizzly bear in the continental United States. Grizzly bears, elk, wolves, and caribou avoid roaded lands. These animals are important environmentally and economically. Land should be thought of as a biosphere among which humanity is but one of the communities (Daly and Cobb). This does not imply that human beings should not be considered first, but it does mean we must consider the other members of the community. We need to

adopt policies which take the biotic community into account.

This is not a jobs versus the environment scenario. NREPA will protect the environment, create jobs, and save the taxpayers money. The trade-off is between permanently damaging the environment for the sake of a few hundred temporary jobs in the timber industry at the expense of destroying the Northern Rockies economic base, its natural landscape, and the thousands of jobs it attracts to the region every year.



Greater Yellowstone Coalition

Testimony of Bart Koehler, Associate Program Director, regarding
 HR 2638; The Northern Rockies Ecosystem Protection Act; before the
 House Natural Resources Subcommittee on Public Lands; April 12, 1994.

 Chairman Vento and members of the Subcommittee:

The Greater Yellowstone Coalition has pioneered the concepts of ecosystem management and protection for well over a decade. As you and many of the members of this Subcommittee and members of the full Natural Resources Committee know, we have drafted our own tri-state wildlands protection proposal for Greater Yellowstone, as a key component of our Campaign for Greater Yellowstone. It must be noted that our wilderness proposals are the result of many years of working with our member groups. We have attached a copy of our draft proposals and maps for your review & for this hearing record.

GYC supports efforts to protect and restore the long-term ecological integrity of the American Landscape. Closer to home, we strongly support the protection and restoration of the great wildland ecosystems in the Northern Rockies -- particularly within Greater Yellowstone.

GYC supports the goals of HR 2638 and we urge that you give this measure very serious consideration. For years GYC has said that we need more wilderness, more wildlife corridors and ecosystem linkages, more wild and scenic rivers, more and better wildlife refuge and management areas, and more emphasis on restoration areas and activities.

Chairman Vento, it must be noted that in many cases, the National Forest wilderness proposals in NREPA match up well with our proposals for Greater Yellowstone. In other cases, boundaries need to be more expansive, and additional areas need to be considered. Therefore, GYC strongly supports a series of strengthening amendments to HR 2638 which would: provide additional protections for more areas and acres of National Forest wildlands; more protection for BLM wildlands and National Park wildlands, more wild and scenic river designations, more wildlife corridors and ecosystem linkages, better protections for National Wildlife Refuges, more restoration areas plus other needed actions to ensure the protection of the natural integrity of Greater Yellowstone.

We will be happy to provide a detailed list of amendments and map changes at the Subcommittee's request. Today, prior to submitting this information we'd like to briefly point out some specific needed improvements to the National Forest proposals in HR 2638:

^IDAHO: Palisades(also in Wyoming) should be listed as 127,000 acres larger; Bear Creek should be 14,000 acres larger; Caribou should be 18,000 acres larger; Gannett Hills should be 4,000 acres larger.

^MONTANA: Snowcrest should be listed as 10,000 acres larger; the Gravelly Mountains should be roughly 40,000 acres larger; the Garfield Mountain-Red Conglomerate Peaks area (half in Mt./half in Idaho) should be 42,000 acres larger.

^WYOMING: Gros Ventre additions should be listed as 12,000 acres larger; Washakie additions should be listed as 52,000 acres larger; Commissary Ridge should be 6,000 acres larger; and, although there is no listing for this area, there are 50,000 acres which should be added to the existing Jedediah Smith Wilderness (at the very least, add roughly 20,000 acres).

*It must be noted that there are a number of BLM areas adjacent to proposed National Forest wilderness areas which should be added to this bill. Additionally, there are individual BLM areas which should be added to the bill(such as Raymond Mountain)which also need protection. We have not listed them in the above section, but would be happy to provide the details as the Subcommittee deems appropriate. (BLM areas are listed in our attachments, along with a rivers list, linkage map, etc., for your review.)

** Although not contained in the attached list, we support the designation of at least 2.3 million acres of roadless lands in Yellowstone & Grand Teton National Parks, and the J.D.Rockefeller Parkway as Wilderness.

***The detailed Draft Campaign For Greater Yellowstone is available upon request at any time.

Finally, we'd like to go on record in strong support of the amendments presented to you today by the Sierra Club and MWA, especially those which pertain directly to the Greater Yellowstone Ecosystem.

Thank you for the opportunity to present this statement.

Bart Koehler/Associate Program Director

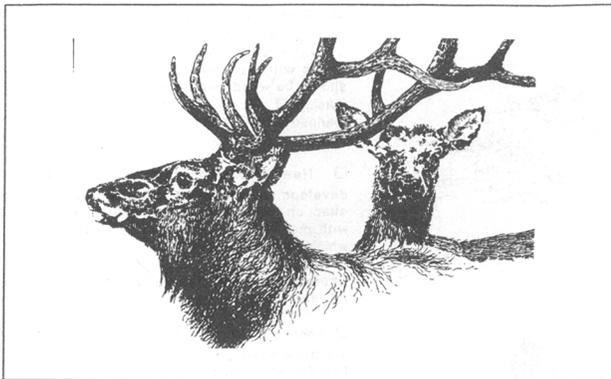


Wildlands, Parks and Wildlife Refuges
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Roadless Wildlands in Greater Yellowstone Currently Not Designated as Wilderness

Name	Estimated Acreage
1. Bridger Range	45,000
2. Tobacco Roots	57,000
3. Cowboys Heaven	26,000
4. Lee Metcalf Adjacent Lands	12,000
5. Ruby Mountains (BLM)	25,000
6. Gravelly Range Complex	304,000
(Includes: Sheep Mountain (BLM) 32,000; Axolotl Lake 7,800; Crocket Lake 6,830; Cherry Lake 12,940; Black Butte 36,000; Lone Butte 13,000; Big Horn Mountain 49,000; Freezeout 67,000; Cliff Lake 25,000)	
7. Snowcrest Range	106,000
(Includes Blacktail Deer Plateau 6,000; Snowcrest 100,000)	
8. Great Divide Complex	381,200
Includes: Earthquake 30,200; Lionhead 17,000; Centennials 92,000 (including FS, BLM and Sheep Experiment Station); Garfield: 42,000 in MT and 47,500 in ID; Italian Peaks: 50,000 in MT and 42,500 in ID; Tendoy's 60,000	
9. Henrys Fork	5,000
10. St. Anthony Sand Dunes (BLM)	20,000
11. Falls River Addition (to Winegar Hole)	3,500
12. Jedediah Smith Additions	50,000
13. Garns Mountain	78,000
14. Islands (BLM)	5,000
15. Palisades (111,250 in Idaho; 135,840 in Wyoming)	247,090
16. Bear Creek	107,000
17. Poker Peak	18,560
18. Caribou Mtn.	88,900
19. Stump Creek/Diamond Peak	90,000
20. Greyback	200,000
21. Salt River	210,000
22. Gannet Hills	45,000
23. Wyoming Range	60,000
24. Commissary Ridge	100,000
25. Raymond Mountain and IGO Speedway (BLM)	40,000
26. Lake Mountain (BLM)	18,000
27. Red Desert Complex	150,000
(Includes: Buffalo Hump 10,300; Sand Dunes 31,100; Oregon Buttes 7,000; White Horse Creek 7,000; Honeycomb Buttes 74,000; Alkali Draw 80,000; South Pinnacles 11,000; Alkali Basin 46,000; Sweetwater Canyon 9,100; [All BLM])	
28. Coal Creek (FS and BLM)	30,000
29. Bridger Wilderness Additions	44,000
30. Popo Agie Additions	10,000
31. Scab Creek (BLM)	7,700
32. Seven Lakes	23,000
33. Dubois Bad Lands (BLM)	5,000
34. Gros Ventre Additions (Includes Shoal Cr WSA)	100,000
35. Mount Leidy Highlands	80,000
36. Upper Brooks Lake	7,000
37. Owl Creek and Castle Rocks (BLM)	3,000
38. Washakie Additions (includes additions to DuNoir SMU)	271,500
39. Bobcat Badlands (BLM)	25,000
40. Sheep Mountain (BLM)	25,000
41. Red Butte (BLM)	12,000
42. North Absaroka Additions	120,000
43. McCullough Peaks (BLM)	30,000
44. Deep Lake	80,000
45. Line Creek	24,500
46. Meeteetse Spires (BLM)	3,000

Wildlands, Parks and Wildlife Refuges



Greater Yellowstone's roadless areas are essential for protecting wildlife, as well as providing backcountry recreational opportunities.

47. Wapiti Additions (to A-B Wilderness).....	12,000
48. Absaroka-Beartooth Additions	69,000
(Includes: Mystic, Burnt Mountain; Timberline Creek; Suce Creek; Deep Creek; Pine Creek; Tie Creek/Mt. Rae; Dexter Point; Dome Mtn.)	
49. Pryor Mountain Complex	69,430
(Includes: Lost Water Canyon (FS) 19,200; West Pryors (FS) 30,000; Pryor Mountain 13,400; Burnt Timber 3,430; Big Horn Canyon Unit 3,400)	
50. Crazy Mountains	130,000
51. Gallatin Complex	210,000
(Includes: Sawtooth 21,000; Wild Gallatin Range 180,000; South Cottonwood/Porcupine 9,000)	
52. Wyoming High Lakes WSA (additions to A-B Wilderness).....	15,000
53. Deer Creeks	60,000
54. DuNoir Special Management Area	28,600
55. Cabin Creek National Wildlife and Recreation Area	38,000
56. Wind River Indian Reservation Roadless Area	200,000
57. Beartooth Adjacent Roadless	10,000
58. Munger Mountain	12,000
59. Teton Wilderness Adjacent Roadless	10,000
60. Gros Ventre Adjacent Roadless	20,000

Recommendations

Adjacent Habitats, Wildlife Corridors and Ecosystem Linkage Areas

These lands are essential for annual migrations, critical winter range, reproduction (calving, nesting, etc.), or as productive wetland and riparian zones. They are often the remaining, minimum habitat required for species survival and genetic interchange. Potential Wildlife Corridors and Ecosystem Linkage Areas include wilderness, roadless segments, some developed areas, and a variety of land ownership.

- Corridors linking the Greater Yellowstone

Ecosystem to wildlands such as the Greater Glacier/Continental Divide Ecosystem, the Central Idaho Complex, and the High Uintas should be designated Ecosystem Linkage Areas. Maintenance of these is vital to the long term environmental health of the region. Agencies, universities and researchers should cooperate to map such corridors and to recommend protection or restoration. Priorities include:

- a) Directly west of Yellowstone, leading to Central Idaho, including the Centennial Mountains/Raynolds Pass/Lionhead/Garfield/Italian Peaks/Tendosy (Montana and Idaho);
- b) Leading south of Greater Yellowstone toward southern Wyoming and Utah, including

Wildlands, Parks and Wildlife Refuges



— Recommendations —

the Salt River Caribou/Greyback/Wyoming/Commissary Ridge/Uinta (Wyoming and Utah); c) North and west of Greater Yellowstone, leading into other Montana roadless lands; Gravelly/ Snowcrest/ Tobacco Root (Montana); d) The northern most point of the Greater Yellowstone Ecosystem, leading to the Northern Continental Divide Ecosystem, including the Bridger and Big Belt Mountain ranges (Montana); e) Southeast of Greater Yellowstone, including Lava Mountain/Brooks Lake/Continental Divide/Union Pass/Bacon Ridge (Wyoming).

□ A number of river corridors such as the Snake and the Green rivers should be studied to determine their importance as linkages. With few exceptions, the public lands in these corridors and linkage areas should be managed as components of the National Wilderness Preservation System.

□ Certain roadless public lands in these corridors and linkage areas could be managed as National Wildlife and Recreation Areas. Areas with existing roads in vital corridors should be withdrawn from mineral, oil and gas leasing. Timber harvest, grazing, etc. would be planned with an emphasis on improving habitat values.

□ Near roadless areas on public land, development should be judged in part by its effect on the integrity of the adjacent wildlands, with measures to reduce or mitigate impacts which degrade the value of the wildlands.

Ecological Restoration and Road Rehabilitation

□ There should be no net increase in roads on the developed units of the national forests. The Forest Service should begin a program of road rehabilitation in areas which are important for wildlife management, ecological integrity, roadless recreation and scenic values. Priority areas include the Targhee Forest, Idaho, near the west boundary of Yellowstone Park, the Greys River Valley on the Bridger-Teton National Forest in Wyoming, the Crazy Mountains in Montana, the Mt. Leidy area on the Bridger-Teton National Forest, the Northwest Gallatin Range and the Mill Creek area of the Absaroka Range in Montana, and the Shoshone National Forest near the southern border of the Washakie Wilderness.

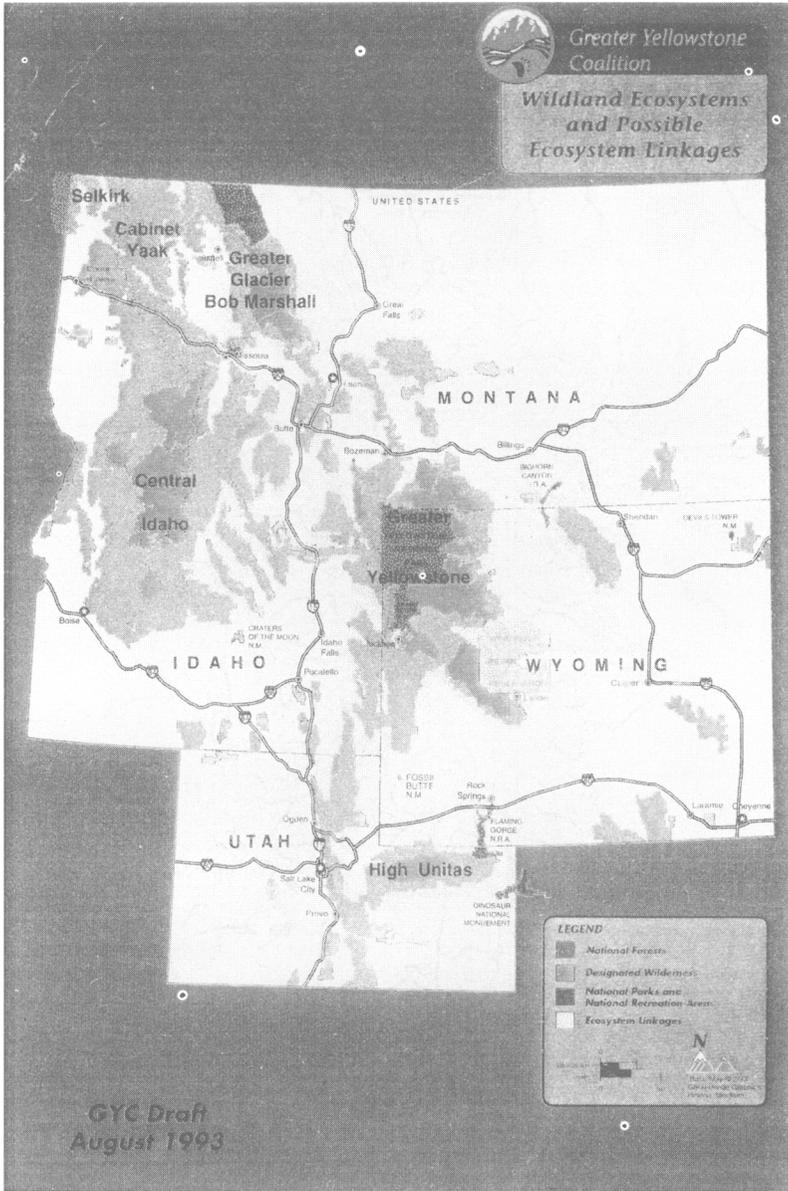
• This would begin with a complete assessment of existing roads and an effective system of road closures in the seven Greater Yellowstone national forests.

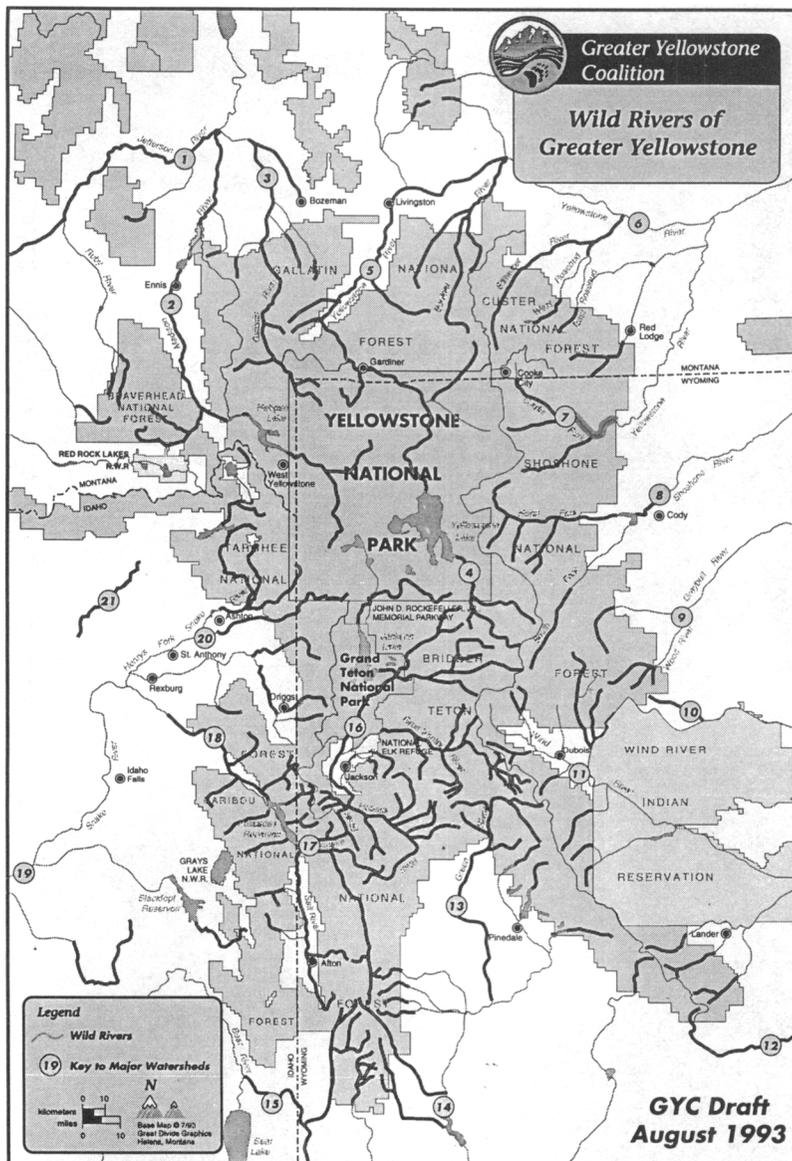
• Because gated road closures are often ineffective in most areas, road rehabilitation should include re-contouring and reforestation.

• A Greater Yellowstone Conservation Corps, modeled after programs such as the "Stewardship Contracts" on the Kaibab and Dixie National Forests, would provide employment opportunities, particularly in areas where over-harvesting has resulted in declines in employment in the timber industry.

Wildland Protection and Management

Wilderness Study Areas (WSA's) should have specific plans for the maintenance of their wilderness qualities, and managers should attempt to harmonize adjacent land uses.





River and Stream Segments Deserving Special Attention

Missouri River Watershed**Map ID No. 1-3**

Odell Spring Creek — Entire
 South Willow Creek — Beaverhead N.F.
 East Fork — Blacktail Deer Creek to
 Beaverhead Forest boundary
 Jefferson River — Source to Missouri
 River
 Elk River — Beaverhead N.F.
 Madison River — Park to Missouri
 Madison River — Gallatin N.F.
 Upper Madison River — Dillon Res. Man.
 Area
 West Fork Madison River — Beaverhead
 N.F.
 Gallatin River — W. Fork to E. Gallatin
 Gallatin River — Gallatin N.F.
 Taylor Fork — Source to Gallatin River
 Porcupine Creek — Source to Gallatin
 River
 Cottonwood Creek — To Gallatin Forest
 Boundary
 Hyalite Creek — Peak to Reservoir
 Cherry Creek — To Gallatin Forest
 boundary
 Spanish Creek — To Gallatin Forest
 boundary
 Fan Creek — Yellowstone National Park
 portion
 Upper Gallatin River — Yellowstone
 National Park portion
 East Fork Gallatin River — In Gallatin
 Valley
 Sweetwater River — Hwy 287 to source
 Little Popo Agie

Yellowstone River Watershed**Map ID No. 4-12**

Thorofare Creek — ID, border to source
 Yellowstone River — Y. Lake to source
 Yellowstone River — Thorofare BT part
 Thorofare River
 Atlantic Creek
 Boulder River — mouth to FAS
 Boulder River — Gallatin N.F.
 Big Creek — To Gallatin Forest boundary
 Rock Creek — To Gallatin Forest
 boundary
 Big Timber Creek — To Gallatin Forest
 boundary
 Sweet Grass Creek — To Gallatin Forest
 boundary
 Nelson Spring Creek — Entire
 West Boulder — Headwaters to Boulder
 Yellowstone River — Park to Boulder R.
 Yellowstone River — Gallatin N.F.
 Slough Creek — Source to Buffalo Creek
 Rosebud Creek — Mouth to junc. forks
 East Rosebud — Custer N.F.
 West Rosebud — Custer N.F.
 Stillwater River — Mouth to Buffalo Jump
 Stillwater River — Custer N.F.
 Rock Creek — Custer N.F.
 Rock Creek West Fork — Custer N.F.
 Sunlight Creek — Source to Clarks Fork
 Yellowstone River
 Crandall Creek — Trailhead to Cl. Fk.
 Sunlight Creek
 Shoshone River — dam to Hwy. 120

North Fork Shoshone River — Teepee to
 Buffalo dam
 South Fork Shoshone River — E Fk Cr. to
 Trailhead
 Graysbull River — Venus Cr. to Forest
 Wood River
 Bull Lake Creek — N. Fork to Bull L.
 Wiggins Fork — E. Fk Wind to source
 East Fork Wind River — W. bndry to
 Wiggins
 Popo Agie River
 Warm Springs Creek
 Owl Creek
 DuNoir Creek
 Bull Lake Creek
 Dinwoody Creek
 Caldwell Creek
 Horse Creek

Green River Watershed**Map ID No. 13-14**

Boulder Creek — BT part
 Green River — Warren Br. to source
 Green River — BT part
 Upper Green River — source to Horse Cr.
 Upper Green River — Pinedale RMA
 New Fork River — BT part
 Pine Creek — BT part
 Green River (upper)
 Tosi Creek
 Roaring Fork Creek
 Pine Creek
 North Fork Piney Creek
 Big Sandy Creek — BT part
 Fontanelle Creek — Res. to Source
 Fontanelle Creek — BT
 South Frenchy — Entire
 South Pinay — Entire
 South Fork Fontanelle Creek
 Big Fall Creek
 La Barge Creek
 Middle Piney Creek
 Hams Fork
 Main Fork Fontanelle Creek
 South Fork LaBarge Creek
 Big Sandy Creek
 Boulder Creek
 New Fork

Bear River Watershed**Map ID No. 15**

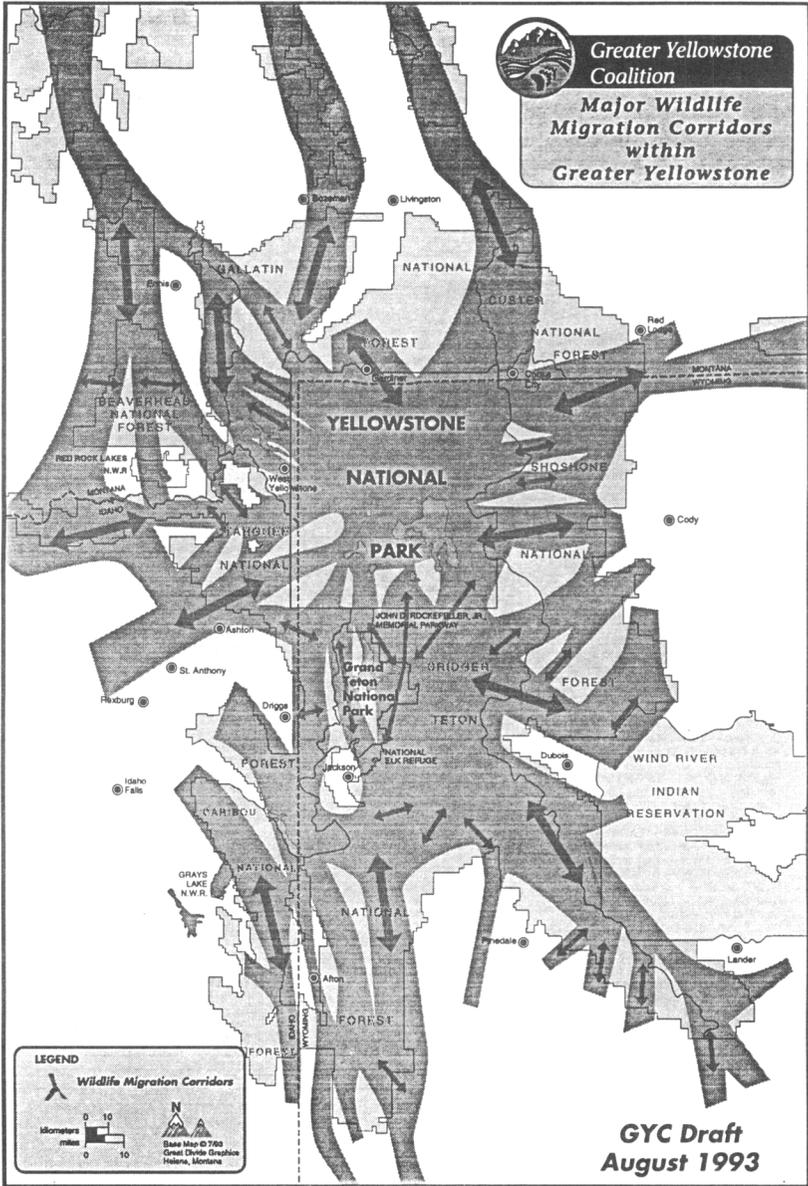
Bear River
 Hobbie Creek
 Coantag Creek
 Smiths Fork

Snake River Watershed**Map ID No. 16-19**

North Crow Creek
 Cottonwood Creek
 Buffalo Fork — BT part
 Granite Creek — Wooden Br. to Mouth
 Granite Creek — BT part off Hoback
 Gros Ventre River — BT part
 Pacific Creek — BT part
 Snake River — Jackson L. to source
 Snake (upper) — BT part
 Teton Creek
 Gros Ventre River
 Crystal Creek

Blackrock Creek
 Pacific Creek
 Buffalo Creek
 Snake River (headwaters)
 Rock Creek
 Fish Creek
 Tincup Creek — To Forest boundary
 South Fork Tincup Creek — To Tincup
 Creek
 Stump Creek — To Forest boundary
 Greys Fork — Snake to source
 Greys River — Palisades to Source
 Greys River & Little Greys River — BT
 part
 Hoback River — Bondurant to Snake
 Hoback River — Entire
 Hoback River — BT part
 Salt River — Entire
 Snake River — Pal. R. to Park
 Snake River — ID, border to Jack. L.
 Salt River
 Swift Creek
 Little Greys River
 Box Canyon Creek
 Hoback River — Entire
 Granite Creek
 Willow Creek
 Snake River (Canyon)
 Bailey Creek
 Little Granite Creek
 Dell Creek
 Jack Creek
 Shoal Creek
 Flat Creek
 Sheep Creek
 Coburn Creek
 North and South Forks of Fall Creek
 South Piney Creek
 Snake River — Palisades to Henry's
 Snake River South Fork — Palisades to
 launch
 Snake River South Fork — Inwin to Heise
 Waterfall Canyon — Entire
 Palisades Creek — Entire
 Big Elk Creek — Entire
 Fall Creek — Entire
 Bear Creek — Entire
 McCoy Creek — Entire
 Indian Creek
 Big Elk Creek
 Blackfoot River — Source to reservoir
 Henry's Fork — Outlet to Aston Res.
 Darby Creek
 Pine Creek — Headwaters to Snake
 Portneuf River — Inkom to origin

Henry's Fork Watershed
Map ID No. 20
 Bitch Creek — WY line to Teton R.
 Buffalo River — Ponds Res. to Big Sp.
 Falls River — Source to Boone Cr.
 Moose Creek — Entire
 Robinson Creek — Y. Park to Warm R.
 Teton River — Hwy. 33 to Teton Fks
 Warm River — Entire
 Targhee Creek — Entire
 Canyon Creek — To Forest boundary
 Bitch Creek — Headwaters to Id.
 Falls Creek — ID, to Source





logical standards in Section IV.

•With state and private lands within Wildlife Corridor Areas and Ecosystem Linkage Areas, federal agencies are encouraged to enter into cooperative agreements with private landowners and states in order to maintain the natural integrity of these biologically significant areas. Cooperative agreements can take the form of land exchanges, purchases or lease of conservation easements or other measures to protect functioning of these corridors and linkage zones.

E. Rivers Protection

The major rivers which tumble off the Yellowstone Plateau and throughout Greater Yellowstone provide pristine water for wildlife habitat, a world-famous trout fishery, as well as water for downstream ranches, farms and communities. Recommended actions:

•Most of these free-flowing rivers merit designation under the Wild and Scenic Rivers Act as Wild, Scenic, or Recreational Rivers. (See list in Appendix of proposals for wild, scenic or recreational rivers.) They should be studied and awarded the appropriate designation. However, state designations, which in some cases might be more appropriate, can also be pursued.

•Interim safeguards need to be implemented to ensure that the natural integrity of these river systems are safeguarded until such time as Congress or state legislatures grant full and lasting protection to these rivers.

•Local communities should consider measures that will encourage special protection of river corridor management zones, developing programs either through incentives or special planning districts that will ensure the long-term protection of prime riparian areas. Where rivers flow primarily through private land, where possible, cooperative agreements should be developed, possibly including incentives to protect open space along river corridors.

•Comprehensive protection of rivers involves addressing many difficult issues, such as riparian management, instream flow, and water quality standards; some of these are included in Section IV.

F. New Wildlife Initiatives

Some boundaries around wildlife refuges in the Greater Yellowstone Ecosystem ignore ecological or topographical features, the result being small, nonviable ecological islands. Land management practices are fragmented, with activities on neighboring public lands often causing detrimental effects on the wildlife refuges. To remedy the

existing problems, the refuge boundaries should be changed or expanded to better reflect natural topographic features and watersheds and to better protect the habitat for wildlife, for which they were set aside.

* 1. Red Rocks/Centennials National Wildlife Refuge

In the area around Red Rocks National Wildlife Refuge, management of public lands should be replaced by a system where public lands are consolidated and managed as one unit.

Recommended actions:

•Draw boundaries according to the logical watershed boundary on the north, east and west, and topographic boundaries along the lower slopes of the southern Centennials.

•Public lands now managed by different federal agencies should be consolidated under the USFWS. Lands from the Targhee and Beaverhead Forests, the BLM and the Agricultural Research Service's (ARS) Sheep Experiment Station would be consolidated within the new refuge boundary.

•Relocate the Sheep Experiment Station in the Centennial Mountains to a less sensitive location because of inherent conflicts with wildlife, recreation and ecosystem management goals.

•Designate qualifying BLM and Forest lands as Wilderness, such as the Centennial Mountains, and add former ARS lands in that range to this Wilderness.

•Develop cooperative agreements, where possible, with state and private landowners to protect natural integrity of the area. These include purchases of easements or simple purchase from willing sellers.

* 2. Northern Yellowstone Wildlife Management Unit

The importance of Yellowstone's northern range as winter habitat for ungulates migrating across the boundaries of Yellowstone Park has been apparent for decades. In 1926, Congress recognized the importance of managing the winter range for elk, pronghorn, bison and other animals and extended the Park boundary. In recent years, additional land has been protected through cooperative private, state and federal efforts.

To enhance the overall health of the Northern Yellowstone elk and bison herds, this area would be designated as a special Northern Yellowstone Wildlife Management Unit, and managed as a cooperative management unit, with participation by appropriate state and federal agencies. Comprised of what has been traditionally called the "Yellowstone Northern Range," it

ould include selected lands in Yellowstone Park, Gallatin Forest, some BLM and some state and private lands.

Recommended Actions:

- A management priority shall be to accommodate wintering wildlife and their habitat through interagency agreements without changing the authority of Yellowstone National Park to manage wildlife within the Park.

- Cooperative management agreements with private landowners shall be encouraged in order to accommodate reasonable wildlife populations, while minimizing property and safety conflicts.

3. Other Wildlife Programs

Other critical wildlife areas warrant special care and protection. Following are several such areas:

a. Grays Lake National Wildlife Refuge

In order to sustain the hydrological and ecological integrity of this important Refuge, the following actions are recommended:

- Re-draw boundary to logically include the Headwaters to Grays Lake — the entire Grays Lake watershed.

- All public lands within the new Refuge boundary should be brought under management of the U.S. Fish and Wildlife Service, including consolidating portions of the Caribou Forest, and some BLM lands.

- The FWS should enter into cooperative agreements with state and private landowners to sustain the integrity of the basin, and to purchase instream flows for optimum water supplies, in order to fulfill the purposes for which the Refuge was originally established. Special efforts should be made to cooperate with the Bureau of Indian Affairs, which holds some water rights within the Refuge.

b. St. Anthony Sand Dunes Wildlife Management Unit

This area is a critical and unique winter range for elk that migrate out of the western portion of Yellowstone Park. The goal of this designation is to protect and consolidate the ownership of this critical winter range and protect the migration corridor. Most of the land should be managed by the BLM, and cooperative agreements should be sought with private landowners.

c. Cokeville Meadows National Wildlife Refuge

These wetlands and riparian areas are famous for being the largest bald eagle wintering zone in Wyoming, and are home to whooping and sandhill cranes, geese and peregrine falcons. This proposed National Wildlife Refuge will contain at least 26,000 acres of land on both sides of the Bear River. Land and Water Conservation Fund land and easement acquisition of key private lands, and cooperative management agreements should be encouraged between FWS and other federal and state agencies and private landowners to ensure that adjacent land uses do not impair the integrity of this area.

G. Withdrawals from hardrock mining and oil and gas leasing and development.

The Forest Service and BLM have the authority to withdraw areas from potential oil and gas leasing, mineral exploration and leasing for geothermal development. Selected areas of the Greater Yellowstone Ecosystem should be withdrawn from mineral development, because of their high scenic, recreational or biological or ecological values, and the irreversible adverse consequences of industrial-scale mineral development.

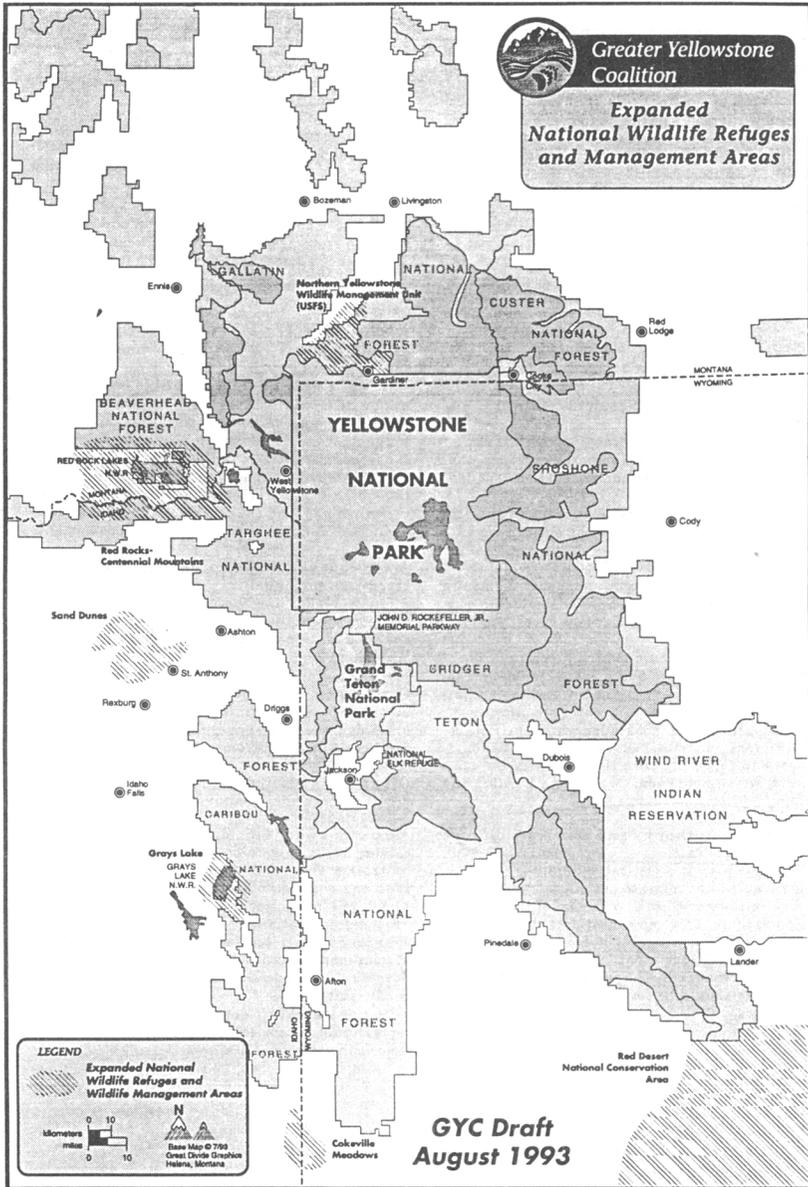
Areas that should be withdrawn from Hardrock mining:

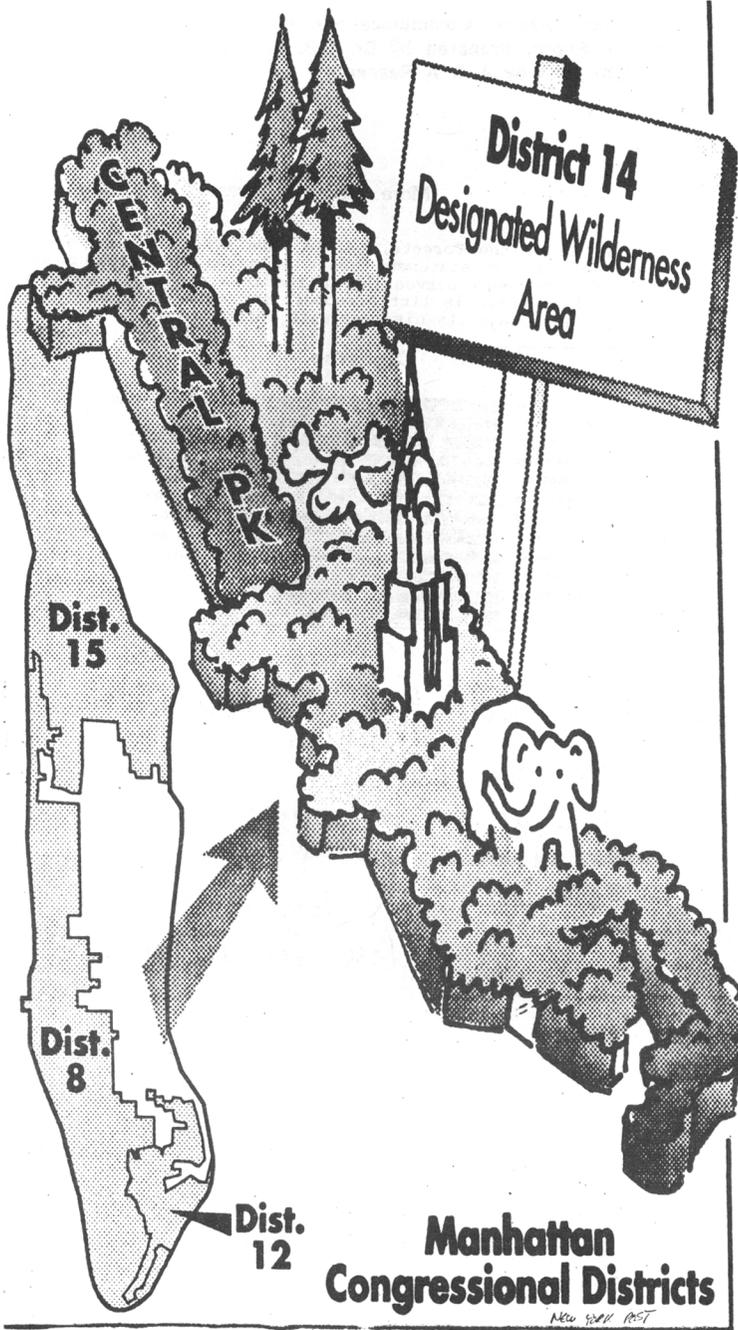
- New World Mining District in Montana, the Caribou Mountain Mining District in Idaho and the Kirwin (Upper Wood River) region in Wyoming.

In addition, the Land and Water Conservation Fund should include a program to buy back patented mining claims in sensitive areas such as Emigrant Gulch in Montana and Sunlight Basin in Wyoming.

Oil and Gas leasing withdrawals to include:

- All Roadless public lands in Greater Yellowstone.
- Important wildlife habitat, such as winter range, calving areas, migration routes and summer concentration areas and occupied habitat of threatened and endangered and sensitive species.
- High soil and water hazard areas.
- Floodplain, wetlands and riparian areas.
- Visual quality retention areas, classified areas, special management and study areas, Wild and Scenic rivers, and rivers eligible for Wild and Scenic status.
- Popular travel corridors, routes and trails and recreational, historical, cultural sites and Native American religious sites.

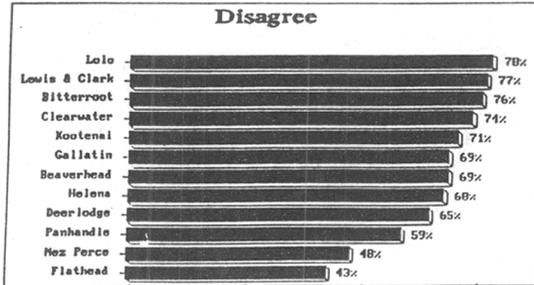




Source: Northern Region Communications Planning Summary
 Narrative Report Prepared by Dr. E.B. Eiselein
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More Timber Harvest

In 12 of the Forests, people were asked if they agreed or disagreed with a statement about allowing more timber harvest even if this means harvesting in roadless areas. In general, it appears that there is little support for this idea. In 10 of the 12 Forests, a majority disagree with this idea:



Summary: More than 2/3 oppose any logging in roadless areas.

More than 2/3 want more wilderness and fish and wildlife.

More than 2/3 want less motorized recreation and less forest roads.

Poll shows less logging wanted

Concern voiced for fish, wildlife Lolo forest neighbors want to keep it green, poll sa

By J. Todd Foster
and writer

Residents who live around north-central Idaho's Clearwater National Forest want less logging and more concern for fish and wildlife, a new public opinion poll says.

By GERRY DEVLIN
The Spokesman

Neighbors of the Lolo National Forest use the forest for wildlife watching, day hiking, camping and other recreation. They favor more timber cutting encouraged at the expense of wildlife and scenery, according to a survey.

How to manage the Lewis and Clark Forest

Survey suggests residents prefer less development

By MARK DOWNEY
Trihunk Staff Writer

People who live near the Lewis and Clark National Forest want it should be managed for recreation and wilderness values, a survey judges. The survey also suggests that area residents oppose timber cutting and road building in roadless areas.

FS survey shows

Bitterrooters pining for more wilderness

By GREG LAKES
of the Spokesman

HAMILTON — By far, most people who live near the Bitterroot National Forest want logging and forest roads, but an emphasis on wilderness, fish and wildlife, according to an August survey conducted by regional Forest Service officials.

Bozeman
Daily Chronicle

Forest Use Survey



Big Sky

Friday, December 4, 1992

3

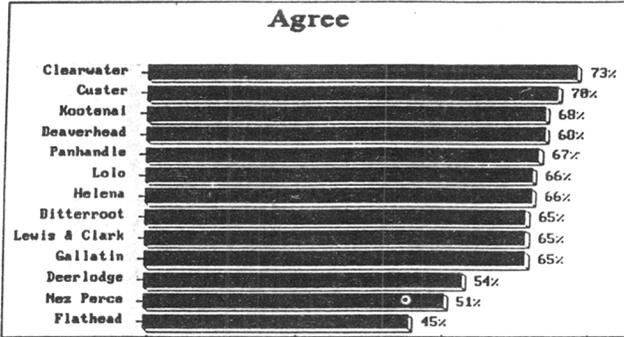
Survey shows most want roadless areas protected

By SCOTT McALLISTER
Chronicle Staff Writer

A large majority of the people living around the Clearwater National Forest oppose logging and road building in roadless areas, according to a new survey conducted by regional Forest Service officials, according to a 1991 survey commissioned by the Forest Ser-

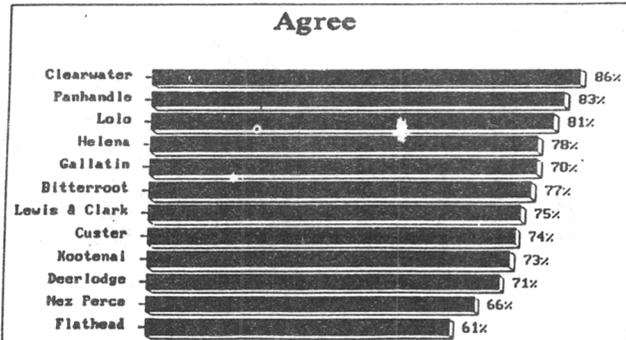
Managed More For Wilderness Values

In all 13 of the Forests, people were asked if they agreed or disagreed with a statement about managing the Forest more for wilderness values. A majority of people in 12 of the 13 Forests agree with this idea:



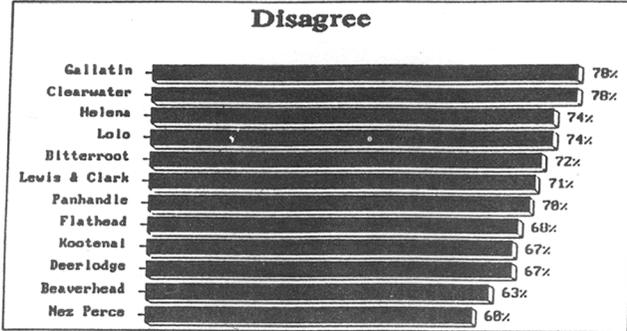
More Concerned With Fish & Wildlife

In 12 of the Forests, people were asked if they agreed or disagreed with a statement about the Forest Service being more concerned with fish and wildlife in the Forest. In all of the Forests, a majority agrees with this idea:



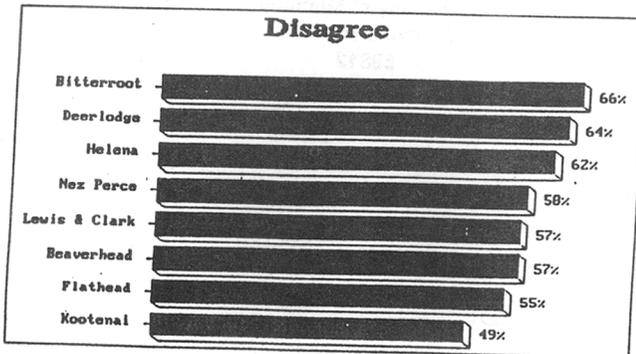
More Motorized Recreation

In 12 of the Forests, people were asked if they agreed or disagreed with a statement about having more areas available to motorized recreation. In all of the Forests, a majority disagree with this idea:



More Roads Should be Open

In 8 of the Forests, people were asked if they agreed or disagreed with a statement that more roads should be open in the Forest. With the exception of the Kootenai, a majority disagree with this idea:



EXECUTIVE SUMMARY

**The Timber Employment Impact of the
Northern Rockies Ecosystem Protection Act
in
Idaho, Montana, Oregon, Washington, and Wyoming**

by

**Thomas Michael Power
Professor and Chairman
Economics Department
University of Montana
Missoula, Montana
59812**

September, 1992

ACKNOWLEDGEMENT

The research for the four studies covering the five-state region of the Northern Rockies which are summarized in this document was carried out as part of a larger project studying the transformation of the economies of the Rocky Mountain states away from primary reliance on extractive, natural resource industries. Support for this segment of the study came from the **Voice of the Environment**, the **Alliance for the Wild Rockies**, and the **University of Montana**. Of course none of these funding sources are responsible for the contents of the reports or the conclusions reached.

*EXECUTIVE SUMMARY***The Timber Employment Impact of the
Northern Rockies Ecosystem Protection Act
in Idaho, Montana, Oregon, Washington, and Wyoming****1. Introduction**

The primary public concern about protecting unroaded wildlands by prohibiting or restricting commodity production on those lands is the impact on local employment. The widely held view is that protecting the natural character of these landscapes will take desperately needed natural resources from industries that dominate the local economies. As a result, the local economies and local residents will be impoverished. Whatever may be the environmental advantages of such wildland protection, the local economic impacts are assumed to be negative and large. This presents local residents as well as the nation as a whole with a "tragic choice": They can preserve unique and valuable ecosystems only at the cost of seriously damaging the economic well-being of those living adjacent to these natural areas.

The analyses contained in four separate reports on the employment impact of protecting roadless areas in Idaho, Montana, Eastern Oregon and Washington, and Northwestern Wyoming shows that not only is this not the case but the opposite is more likely to be true: Protected landscapes are a crucial part of the economic base of the Northern Rockies and these high quality natural environments have provided ongoing vitality in the local economies of the Northern Rockies states despite the ongoing decline in employment in extractive industries. Further damage to that landscape through extension of roaded logging into the Northern Rockies' remaining wildlands threatens the region's economic future while providing very few current jobs.

2. The Northern Rockies Ecosystem Protection Act

Natural areas cannot be protected in a way that retains their natural wildland and wildlife characteristics if they become isolated islands cut off from other natural areas by intensive human activity. Such "island wildernesses" overtime will deteriorate and lose their ability to support healthy wildlife populations. Because of the need to link such natural

areas together and protect whole ecosystems, a more comprehensive approach to wilderness protection has been offered in the Northern Rockies Ecosystem Protection Act (NREPA).

NREPA recognizes that the ecosystems that support unique wildlife populations in the Northern Rockies, including the grizzly bear, timber wolf, and caribou, are being fragmented in a way that threatens both these wildlife populations and the nation's premier national parks, Glacier and Yellowstone. To halt this fragmentation, NREPA proposes to protect virtually all remaining roadless areas in the Northern Rockies from roaded development and commodity production. It also seeks to rehabilitate crucial wildlife corridors linking roadless areas together. Finally, it seeks to protect riparian corridors along the region's major streams and rivers. In total, NREPA would protect about 20 million acres of wildlands and 1400 miles of wild and scenic streams.

The most often repeated objection to preserving all of these remaining wildlands is that it would cripple the economies of the Northern Rocky Mountain states by eliminating timber harvests that are crucial to one of the region's primary export industries. To critically analyze these claims, studies were conducted of the timber employment impact of extending protection to virtually all of the remaining roadless areas in the Northern Rockies states. Individual studies, each about 70 pages in length, were carried out for National Forest economic impact areas in Idaho, Montana, Eastern Oregon and Washington, and Northwestern Wyoming. This executive summary briefly presents the results. The individual reports are listed at the end of this summary.

3. General Conclusions on the Timber Employment Impact of NREPA

The remaining roadless areas of the Northern Rockies are far more important to region's economy left in their natural state than they are as sources of raw materials. The future vitality of the economies of the Northern Rockies states is tied to its ability to attract and hold people. One of its most important "resources" in doing this is its unique natural landscape and the wildlife and recreation that landscape supports.

Increasing amounts of economic activity in the state are "landscape-related" in the sense that that economic activity is supported and enhanced by the high quality natural environment tied to our wild landscapes. At the same time, as important as our extractive industries are, they will not be sources of economic vitality in the future. Extractive industry has been a declining source of jobs and income during the 1980s and this relative and absolute decline can be expected to have an ongoing negative impact on the vitality of the

Northern Rockies' economies. See Figures 1 and-2. The region's future hope lies in cultivating those economic forces operating to offset this decline. The natural amenities associated with the Northern Rockies' landscape represent such a positive economic force.

This is not merely wishful thinking or an academic hypothesis. The centers of vitality in the economies of the Northern Rockies region have been those areas known for their high quality natural landscapes and recreational opportunities: the Flathead Valley and the Bozeman areas in Montana, the Jackson, Cody, and Sheridan areas in Wyoming, the Coeur d'Alene, McCall, Sun Valley areas of Idaho, and the rural northeast corner of Washington, to name just a few. These areas have shown substantial economic vitality while their extractive economic bases have contracted. Clearly their economic vitality is not tied to extractive industry but, rather, to their attractiveness as places to live, work, and do business. It is these attractive natural amenities that need to be protected if the regions' economic vitality is to be enhanced. Sacrificing these economically important natural amenities in order to temporarily support an extractive industry in decline is the opposite of economic development. It is a prescription for ongoing economic decline.

4. Specific Conclusions about Timber-Related Job Impacts

If wilderness protection were to be extended to virtually all of the remaining U.S. Forest Service (FS) roadless areas in the Northern Rockies, about one-tenth of one percent of all jobs in the region would be directly lost due to reduced timber harvests compared to the timber harvest now planned by the FS. When the indirect and induced effects of these direct job losses are taken into account, the total employment impact would be the loss of about one-quarter of one percent of total employment. Of the over one million jobs in the region, approximately 1,400 would be directly threatened. With normal job growth as seen in the region over the last decade, this direct job loss would be made up in less than a month, about three weeks.

That is, the economic cost of preserving about 20 million acres more of wildlands than the FS or the region's political leaders support is the loss of the number of jobs typically created in any three week period.

The Table 1 below shows the distribution of these jobs across the various national forest economic impact areas in the Northern Rockies. The economic areas studied were those defined by the FS as directly affected by forest management activities on the national forests listed. Except for the towns of Boise, Great Falls, and Billings, no metropolitan counties were included. The economic impact areas are largely rural counties in the

Table 1

Employment Impact of Northern Rockies Ecosystem Protection Act

National Forest	Direct Timber Jobs Lost	% of Total Employment Lost	Weeks of Normal Job Growth to Replace	Total of Direct&Indirect Jobs Lost	% of Total Employment Lost	Weeks of Normal Job Growth to Replace
MONTANA						
Lolo	80	0.16%	4	249	0.50%	12
Bitterroot	13	0.02%	1	33	0.06%	1
Gallatin	28	0.08%	2	82	0.23%	5
Helena	5	0.01%	0	20	0.02%	1
Beaverhead	28	0.38%	16	85	1.16%	48
Custer	0	0.00%	0	0	0.00%	0
Deerlodge	6	0.02%	12	21	0.06%	42
Kootenai	17	0.14%	11	31	0.26%	20
Lewis&Clark	10	0.01%	0	29	0.03%	1
Flathead	21	0.03%	1	68	0.08%	2
Total Montana	208	0.06%	2	619	0.16%	5
IDAHO						
Clearwater	289	0.57%	17	577	1.15%	34
Id. Panhandle	213	0.37%	6	426	0.74%	11
Nez Perce	104	0.31%	10	208	0.63%	20
Boise	58	0.04%	1	113	0.08%	1
Caribou	15	0.01%	0	31	0.02%	1
Challis	0	0.00%	0	0	0.00%	0
Payette	82	0.39%	16	164	0.79%	32
Salmon	28	0.17%	5	52	0.34%	10
Sawtooth	15	0.02%	1	30	0.03%	1
Targhee	12	0.01%	0	25	0.02%	1
All Idaho NF	813	0.16%	4	1625	0.31%	7
EASTERN WASHINGTON AND EASTERN OREGON						
Colville	117	0.63%	12	233	1.25%	24
Maiheur	84	1.02%	22	169	2.04%	44
Umatilla	62	0.07%	2	123	0.14%	5
Wallowa-Whitman	37	0.16%	5	74	0.32%	9
Total: E.Wa. & Or.	300	0.21%	6	599	0.43%	13
NORTHWESTERN WYOMING						
Big Horn NF	9	0.04%	1	17	0.07%	3
Bridger-Teton	25	0.07%	2	49	0.14%	4
Shoshone NF	9	0.06%	2	18	0.13%	3
Total: NE Wyo.	42	0.08%	2	84	0.11%	4
TOTAL	1363	0.12%	3	2928	0.26%	7

SOURCE: Appendix A of the individual reports listed at the end of this Executive Summary.

Table 2

The Percentage of NREPA-Protected Lands
That Are Suitable for Timber

National Forest	Percent of NREPA Protected Lands That Are Part of the Suitable Timber Base
MONTANA	
Lolo	30%
Bitterroot	22%
Gallatin	16%
Helena	15%
Beaverhead	12%
Custer	23%
Deerlodge	21%
Kootenai	22%
Lewis&Clark	13%
Flathead	20%
Total Montana	18%
IDAHO	
Clearwater	45%
Id. Panhandle	50%
Nez Perce	36%
Boise	17%
Caribou	3%
Challis	3%
Payette	10%
Salmon	10%
Sawtooth	1%
Targhee	51%
All Idaho NF	21%
EASTERN WASHINGTON AND EASTERN OREGON	
Colville	47%
Maiheur	36%
Umatilla	32%
Wallowa-Whitman	21%
Total: E.Wa. & Or.	26%
NORTHWESTERN WYOMING	
Big Horn NF	28%
Bridger-Teton	10%
Shoshone NF	8%
Total: NW Wyo.	11%
TOTAL	20%

Northern Rocky Mountains.

These employment impacts were estimated by using Forest Service data on the "suitable timber" acreage in current roadless areas. The impact of removing these acres from the suitable timber base on the annual allowable sale quantity and the long term sustained timber yield of the forest was analyzed. Forest Service estimates of the total direct, indirect, and induced employment associated with each million board feet of timber harvested were used even though they are based upon 1970s lumber mill and timber harvest technologies. These employment multipliers were then used to convert the reduced timber harvest to reduced employment.

It is important to keep in mind that these are **not** net job losses. These are the jobs that may be lost in the timber-sector. Offsetting these job losses are the on-going gains in employment associated with protecting the landscapes that have been the primary source of vitality in the economies of the Northern Rockies.

5. Why The Timber-Related Job Impacts Are Small

- a. **Most roadless areas in the Northern Rockies are not suitable for timber management and therefore are not part of the FS timber base.** The FS has found 80 percent of these roadless acres to be unsuited for timber management. That 80 percent can be put off limits to timber harvest with no impact on the wood products industry. See Table 2 for a listing of the percentage of the NREPA-protected roadless areas that are part of the suitable timber base.
- b. **The primary connection between national forest lands and the local economy often is not through timber harvest but through recreation.** Timber harvest from public lands often represents a very small part of the local economy. Tables 3 and 4 show this for Montana and Wyoming. In Montana, on six of the ten national forests, recreation and wildlife activities are responsible for over two-thirds of the national forest-related employment while timber harvest was responsible for less than a quarter of the forest-related employment. Overall, national forest timber harvests were responsible for less than one percent of total employment in the national forest counties.

In Wyoming, timber harvest is responsible for only six percent of forest-related employment and eight percent of forest-related income. Recreation and wildlife activities are responsible for about three-quarters of forest-related

Table 3

Montana National Forest-Related Employment: Timber v. Recreation

National Forest	Timber-Related Employment	Percent of Total Forest-Related Employment Timber-Related	Recreation & Wildlife-Related Employment	Percent of Total Forest-Related Employment Rec-WildLf Related
Lolo	407	43%	528	56%
Bitterroot	159	51%	147	48%
Gallatin	82	8%	880	90%
Helena	41	25%	110	66%
Beaverhead	71	17%	274	67%
Custer	12	3%	332	80%
Deerlodge	72	12%	405	68%
Kootenai	1037	70%	432	29%
Lewis&Clark	52	15%	278	79%
Flathead	1021	80%	255	20%
Total Montana	2954	43%	3641	53%
Mt. NF Counties		NF Timber-Related as % of Mt. Total		
Total Employmen	378,440	0.78%		

Source: Gorte, Ross W., 1989, The Economic Impacts of Enacting alternative Wilderness Proposals for the National Forest in Montana, Congressional Research Service, Library of Congress, Table 18.

Table 4
Northwestern Wyoming National Forest-Related Employment and Income
by Source and Activity

	Saw Timber	Recreation Wildlife	Crazing Range	Other	Total
Direct Employment					
Bighorn NF	48	753	255	66	1108
Bridger-Teton NF	75	1275	83	49	1482
Shoshone NF	97	943	93	47	1180
Total: 3 NFs	220	2971	431	162	3770
% of ES-Related jobs					
Bighorn NF	4.3%	68.0%	23.0%	6.0%	100%
Bridger-Teton NF	5.1%	86.0%	5.6%	3.2%	100%
Shoshone NF	8.2%	80.0%	7.9%	4.0%	100%
Total: 3 NFs	5.8%	78.8%	11.4%	4.3%	100%
Direct Income (mil.\$s)					
Bighorn NF	1.5	23.2	7.1	1.8	33.1
Bridger-Teton NF	0.9	6.9	1.0	0.5	9.2
Shoshone NF	3.5	22.5	2.4	1.3	29.7
Total: 3 NFs	5.9	52.6	10.5	3.6	72.5
% of ES-Related Income					
Bighorn NF	4.5%	70.1%	21.5%	5.4%	100%
Bridger-Teton NF	9.7%	74.3%	10.4%	5.6%	100%
Shoshone NF	11.8%	75.6%	8.1%	4.4%	100%
Total: 3 NFs	8.1%	72.5%	14.4%	5.0%	100%

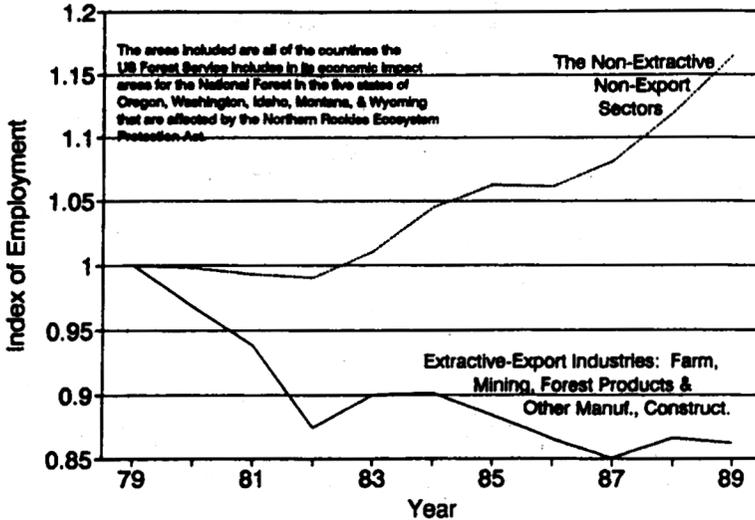
Sources for Table 4: The data on the Shoshone and Bighorn NFs came from the Draft Economic Diversity and Dependency Assessment, U.S. Forest Service, Rocky Mountain Region, November, 1990, Vol. 1, pp. 19, 27, 55. The data on the Bridger-Teton NF came from the Forest Plan FES, Appendix B, page 96-113.

economic activity. As a result, only one-tenth of one percent of income in the FS economic impact areas in Wyoming is tied directly to FS timber harvests.

- c. **Timber harvests have been a declining source of employment in the Northern Rockies.** During the 1980's the employment per million board feet of timber harvested declined by over 30 percent. Automation and shifts to less labor intensive products are reducing the employment potential associated with each thousand board feet of timber harvested.
- d. **Wood products and other extractive industries have been a declining source of jobs and income in the Northern Rockies' economies.** During the 1980s, employment associated with these industries was unstable and declining. Yet the non-extractive sectors were able to expand. As a result, the relative and absolute importance of these industries as a source of employment declined. See Figures 1 and 2. The fact that the non-extractive sectors of the Northern Rockies' economies were able to expand despite the collapse of the extractive sectors, dramatizes a vitality in those economies that is unrelated to extractive industry and has been operating to off-set the depressing effects of the extractive sectors. High quality natural landscapes are an important part of that vitality.
- e. **The FS has exaggerated the timber harvests that are actually possible within these roadless areas.** FS plans for these areas were drawn up on the basis of inaccurate timber inventory and site productivity data. Those plans ignored constraints on the spatial distribution of timber harvests. The FS simply assumed that it would be able to meet water quality and fish habitat standards but has found that it cannot. Old growth and endangered species protection were originally inadequately accounted for. As a result of these errors and inadequacies in FS planning, the allowable sale quantities the FS originally projected as coming from these roadless areas cannot and will not be realized. Almost all NFs in the region are now in the process of reducing actual sales to well below those projected in the forest plans.
- f. **Roadless areas are the most costly and least productive from a timber management point of view.** That means that most of these areas can be managed for timber only at substantial losses to the U.S. taxpayer. Congress and the Administration is putting increasing pressure on the FS to end such below-cost timber management. As a result, many of these roadless areas will have to be removed from the suitable timber base.

Figure 1

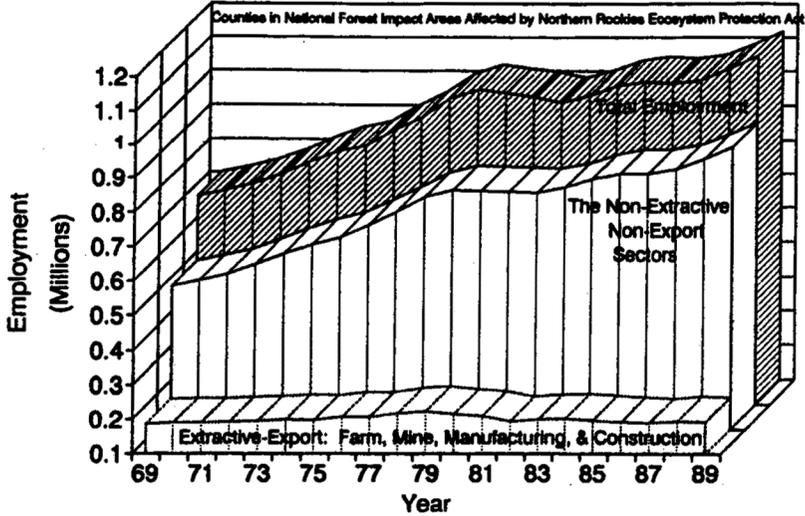
Extractive-Export v. Rest of Economy NREPA Affected National Forest Areas



Source: Regional Economic Information System CD-ROM data, Bureau of Economic Analysis, U.S. Department of Commerce, county data aggregated to match U.S. Forest Service definitions of National Forest Economic Impact Areas.

Figure 2

Extractive-Export v. Rest of Economy NREPA Affected National Forest Areas



Source: Regional Economic Information System CD-ROM data, Bureau of Economic Analysis, U.S. Department of Commerce, county data aggregated to match U.S. Forest Service definitions of National Forest Economic Impact Areas.

6. Mitigation Measures to Offset Timber-Related Employment Losses

Although the employment impact of protecting virtually all of the remaining roadless areas in the Northern Rockies is likely to be positive and the timber-related job losses will be quite small, there are measures that could be taken to reduce the impact on the forest products industry. These include the following:

- a. A reduction in federally subsidized harvest of timber from public lands will automatically make the management of private lands for timber more profitably. This will lead to increased production from private lands that will at least partially offset the decline in harvest from public lands.
- b. The FS can avoid some of the losses associated with restricted harvests in roadless areas by more intensively managing the already roaded land base. To the extent that these areas are less expensive to manage for timber and more productive for timber, there will be net gains from such a shift in emphasis.
- c. Areas badly damaged by past timber harvest activities can be rehabilitated. Instead of focusing its management efforts on extending the reach of destructive harvesting techniques, the FS can focus resources on repairing the damage associated with past harvests. This would provide jobs that offset any decline in timber-related employment. NREPA specifically mandates such rehabilitation investments.
- d. Reductions in the export of raw logs would increase the timber supply to mills throughout the northwest. The shipping of logs to the Far East has, through displacement of supply, created restricted supplies throughout the region.
- e. Increased recycling of cardboard and paper can increase the supply of fiber available to both paper mills and lumber mills. Recycled paper can provide fiber to paper and paperboard mills, reducing their need to pursue round wood for raw material and protecting them against a decline in the supply of chips associated with a decline in lumber and plywood mill output.
- f. As lumber mill operations focus increasingly upon the production of the least labor intensive products using the least labor intensive production processes, only efforts to increase the labor content of wood products operations can protect wood products employment. There are wood products that are much more labor intensive. The log home industry is the extreme example. But

other "value added" operations are also possible including the production of more specialized products compared to the standard two-by-four or two-by-six stud. Some mills in region have already shifted this direction in pursuit of more stable markets.

7. Conclusion

The residents of the Northern Rockies do not face a tragic choice that forces them to choose between preserving their natural wildland heritage and impoverishing themselves. Protecting wildlands and enhancing their economic well-being are not only compatible objectives, but, more importantly, our economic future is tied to protecting the unique qualities of the natural landscape in the Northern Rockies.

The timber-related job loss associated with protecting almost all of the remaining roadless areas in the Northern Rockies is quite small because most of those roadless areas are not suitable for timber management and because the wood products industry has been shrinking in relative and absolute importance in the region for over a decade now. A few weeks worth of normal job growth in the national forest counties of the Northern Rockies will offset what small impact there is.

The economic future of the Northern Rockies is tied to what makes it unique: its spectacular natural landscape and the wildlife it supports. These world-class recreation, wildlife, and scenic resource will grow increasingly valuable as environmental sensibilities continue to develop and as more and more natural environments are degraded by industrial and urban development. The positive impact the natural landscape has upon the economy can already be seen in many of the region's "wilderness" counties which have become the sources of vitality for the region's economies.

To open the remaining unprotected roadless areas in the Northern Rockies to roaded logging would represent pure economic waste. These areas can only be logged at a loss to the federal government. Logging them will provide a few tenths of one percent to total employment in an industry that has been a declining source of employment and income. In the pursuit of these few jobs, we will permanently sacrifice the Northern Rockies' real economic base: the natural landscape that attracts and holds residents here while supporting them physically and spiritually in a way found in few other places in this nation. There is no compelling economic logic to roaded timber development of the Northern Rockies' remaining roadless areas.

Full Studies Conducted

1. The Employment Impact of the Northern Rockies Ecosystem Protection Act in Montana, March 1992, 73 pp.
2. The Timber Employment Impact of the Northern Rockies Ecosystem Protection Act in Idaho, June, 1992, 80 pp.
3. The Timber Employment Impact of the Northern Rockies Ecosystem Protection Act in Washington and Oregon, August, 1992, 72 pp.
4. The Timber Employment Impact of the Northern Rockies Ecosystem Protection Act in Wyoming, September, 1992, 56 pp.

**Statement on
The Northern Rockies Ecosystem Protection Act**

by

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April 12, 1994

Statement on

The Northern Rockies Ecosystem Protection Act

During the 26 years I have been on the Economics faculty at the University of Montana, I have devoted a considerable portion of my time to the analysis of the economies of the states and regions of the Northern Rockies. I have written many papers and reports dealing with the ways in which these economies have been transforming themselves from "frontier", extractive-based, dependencies into more diverse and "normal" modern economies.

One of these studies dealt explicitly with The Employment Impact of the Northern Rockies Ecosystem Protection Act (1992). This four volume work analyzed each National Forest that would be affected by the Northern Rockies Ecosystem Protection Act (NREPA). On each of those 27 National Forests, the commercial timber potential of each of the remaining roadless areas was analyzed using Forest Service data. This commercial timber potential was converted to additional employment opportunities and that potential employment was analyzed in terms of its importance to the local economy. Table 1 presents these results. The percent of total employment in these National Forest "economic regions" that is potentially affected negatively by NREPA is very small, about one-quarter of one percent of employment. In the vital, steadily developing economies of the Northern Rockies, job losses of this magnitude will be made up in a matter of weeks. Both of these statistics are reported in Table 1.

It is important to note that my economic analyses of NREPA did not conclude that protecting these last remnant roadless areas would have even this small negative effect on local economies. The economic vitality of the Northern Rockies is closely tied to the attractiveness of its natural environment. One cannot explain the ongoing economic expansion in places like the Flathead Valley and Bozeman areas in Montana, the Idaho Panhandle, Northwestern Wyoming, or Northeastern Washington without making reference to the natural landscapes and recreational opportunities that are drawing people and economic activity. The national news media has called attention to this phenomenon in its reporting on the "resettlement" of the Rocky Mountain West. NREPA seeks to protect the remaining roadless areas in the region from the destruction that has accompanied past timber harvests and mining activities on both public and

private lands in the region. It also seeks to invest in rehabilitating lands that were previously damaged. Finally it seeks to protect the wildlife that have come to symbolize the high quality living environments of the Northern Rockies. Protecting the natural landscape amounts to protecting the most important source of economic vitality in the region. Granting such protection will protect and develop jobs, not threaten jobs. In that sense, NREPA is a crucial element in protecting the economic vitality of the Northern Rockies.

These conclusions are not mere "academic speculation." The Montana economy provides a working laboratory that has confirmed these conclusions. The Montana economy has been adjusting to a down-sized timber industry for 15 years now. Between the peak harvest in 1978 and the peak harvest in 1988 Montana saw a quarter of its timber industry jobs and a third of the real income from that industry disappear despite record levels of harvest and production. Yet the rest of the economy expanded. Similarly, over the last year the timber industry has continued to scale back its operations. Champion International, after "liquidating" much of its timber holdings, closed its operations in the state. Although the mills reopened, it was with only half of the previous employment. Hundreds of jobs were eliminated in Missoula and Lincoln counties. Other mill closures have affected Mineral, Sanders, and Granite counties. Despite this, the Western Montana economy expanded briskly last year, adding 12,000 jobs during the very time this downsizing of the timber industry was taking place. The Western Montana economy, the region of the state in which the timber industry is concentrated, is showing its independence from this industry and a vitality unrelated to extractive industry. This confirms the results from my earlier NREPA studies: The protection of the remaining roadless areas in the Northern Rockies and the very modest down-sizing of the timber industry associated with it not only will not cripple the region's economies, it will contribute to the economic vitality that currently supports the region.

There are several reasons why the very modest downsizing of the timber industry associated with NREPA will have only a very small direct negative impact on the region's economic vitality:

- a. Most roadless areas are not suitable for timber management and therefore are not part of the Forest Service (FS) timber base. The FS has found more than 88 percent of these roadless acres to be unsuitable for timber management. That 88 percent can be put off limits to timber harvest with no impact on the wood products industry.
- b. Roadless areas are the most costly and least productive lands from a timber management point of view. That means that most of

these areas can be managed for timber only at substantial losses to the U.S. taxpayer. Congress and the Administration is putting increasing pressure on the FS to end such below-cost timber management. This means that many of these areas will not be harvested regardless of wilderness status.

- c. The primary constraints on FS timber harvests are the cumulative environmental damages caused by timber harvest on FS and private industrial lands. Those environmental constraints will increasingly limit timber harvests regardless of how the wilderness debate is settled.
- d. Timber harvests have been a declining source of employment in the region. During the 1980s the employment per million board feet of timber harvested declined by over 30 percent. Automation and shifts to less labor intensive products are reducing the employment potential associated with each thousand board feet of timber harvested.
- e. The wood products industry has been a declining source of jobs and income in the Northern Rockies. During the 1980s, the labor income derived from this industry declined significantly in real terms. As the overall economy has expanded while this sector declines, wood products' relative importance in the economy declined significantly.
- f. The FS can redirect timber management activity from high cost, low productivity operations in roadless areas to the already roaded land base. The redirection of such management activity will result in increased output that will at least partially offset the reduced output from roadless areas.

In this context, to open the remnant roadless areas in the Northern Rockies to timber harvest would represent pure economic waste. These areas can only be logged at a loss to the federal government. Logging then will provide a few hundred additional jobs in an industry that has been a declining source of employment and income. In the pursuit of these few jobs, we will permanently sacrifice the Northern Rockies' real economic base: the natural landscape that attracts and holds residents and businesses here while supporting them physically and spiritually in a way found in few other places in this nation. There is no compelling economic logic to roaded timber development of the Northern Rockies' remaining roadless areas.

A Northern Rockies Ecosystem Study

A proposal to Congress for averting ecological crisis

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Introduction

The Clinton Administration and key members of Congress have shown a willingness to apply the painful lessons of the Pacific Northwest's ancient forest debacle to federal land management generally. Administration officials say their intent is to protect whole ecosystems and their dependent species before crisis dictates emergency-room measures.

Nowhere will this approach be more timely than in the northern Rocky Mountain ecosystems, connected by river systems, far-ranging species, similar habitat types, ecological processes and economic potential. The region's frontier legacy continues as timber and mining industries make a final push into the geographically scattered but biologically connected wildlands, old-growth forests and pristine headwaters of this nation's major river systems.

Indicators of trouble in the northern Rockies are persistent and growing. Hundreds of watersheds are in violation of established water quality standards, and fish species that are sensitive to aquatic disruption - anadromous salmon, bull trout, white sturgeon and fluvial arctic grayling - are in precipitous decline. Also in decline are populations of terrestrial, niche-sensitive predators such as lynx, fisher, wolverine, grizzly bear and birds of prey, such as northern goshawk, boreal owl and flammulated owl. The decline of predatory species indicates a breakdown in trophic structure, habitat fragmentation, overexploitation and the loss of native wildlands.

Despite alarms raised by biologists and hydrologists, critical habitat and water quality continue to erode under current management. Federal land management plans were developed in the 1980s with a strong commodity production emphasis, and cumulatively they fail to guide responsible ecosystem protection. Recent initiatives by federal agencies to implement ecosystem management have failed to translate into actual change on the ground. Federal lands in the region are not being managed to sustain the region's diverse economic and ecological values.

Similar to the Pacific Northwest in the 1980s, the dominant political forces in the northern Rockies have not changed at the same rate as society as a whole. In fact, in the face of changing social values and diversifying economies, resource industries have redoubled their efforts to maintain traditional influence in Western politics. Nonetheless, economic growth in Montana, Idaho, northwestern Wyoming and eastern Oregon and Washington has been demonstrably tied to a high quality environment and lifestyle. Public opinion polls in this region indicate strong support for environmental protection policies.

This proposed ecosystem study provides a process whereby the "trainwreck" of the Pacific Northwest can be averted in the northern Rockies. The ultimate decisions about western public lands will be political decisions, but this process will establish guiding principles and recommendations so that decisions are made in the full light of public disclosure, scientific evidence and changing social and economic trends.

Executive Summary

The northern Rockies is one of the only places in the country that retains a full complement of native species. Yet this region may be on the verge of a forest ecosystem crisis similar to the one that has paralyzed the Pacific Northwest.

Recent studies indicate that numerous species and clusters of species are in trouble, including the grizzly bear, bull trout, anadromous salmon, lynx, wolverine, fisher, neotropical birds and others. The decline of these far-ranging species can be attributed primarily to habitat loss and fragmentation. However, information about the population trends and habitat needs of these and other species is incomplete and inconclusive.

Growing evidence suggests that blue-ribbon trout streams and water quality are being steadily degraded in the region. Point source and non-point source pollution from mining, agriculture and forest practices have altered hydrologic systems in ways that are only beginning to be understood. Similarly, studies of the complex biological and chemical relationships between surface and sub-surface waters have emerged as one of the leading topics in limnology.

Decades of fire suppression, extensive logging of moist low-elevation, old-growth forests and a history of high-grade logging has deteriorated forest health in the western reaches of the region where disease and infestations have exceeded endemic levels. Restoring the natural balance in forests while improving water quality and wildlife habitat is a major challenge in these areas.

A consensus is emerging in scientific and conservation communities about the need for an ecosystem study by an independent scientific committee, nominated by scientific organizations and empaneled by administration and/or congressional leaders. Conceptually based on the Pacific Northwest model of the Scientific Panel on Late Successional Forest Ecosystems, popularly known as the Gang of Four, the northern Rockies panel would detail the risks and benefits of a range of alternatives. The panel would generate guiding principles, provide management recommendations, and articulate a coherent vision for ecosystem management in the northern Rockies. The panel may suggest legislation or changes in administrative direction that would establish better coordination among federal agencies, improve cooperation with state and local governments and establish incentive programs for private landowners.

Comparisons with the Gang of Four, however, can only go so far. In the Pacific Northwest, scientific knowledge about how to protect forest ecosystems and their dependent species already exists. The problem to date has been a lack of political commitment. In the northern Rockies, however, there remain significant information gaps, even while numerous measures of ecosystem health indicate that major problems exist.

The northern Rockies panel should be provided a budget of approximately \$2 -3 million and a two- to three-year time frame to complete the study. The focus of the study should be regional without regard to political boundaries or ownership. The study would encompass Idaho, Montana, northwestern Wyoming, and the eastside forests of Oregon and Washington. Although the western bounds of this study area are technically outside of the Rocky Mountains, the study area includes a network of connected ecosystems that share a common thread of habitat types, wildlife species, waterways and fish, and socio-economic history.

Management recommendations should apply primarily to federal land agencies. The panel may wish to provide suggestions for national mining and grazing reform. The panel should identify private lands that are important for conservation goals and may suggest ways to better coordinate management of public and private lands.

The final study, alternatives and recommendations should be reviewed by the National Academy of Science, scientific journals and professional organizations such as The Wildlife Society, American Fisheries Society and the Society for Conservation Biology prior to submission to the Administration and Congress. The panel's report should be made available to the public. Three months after receiving the panel's study, the Administration should submit to Congress a plan for implementing the recommendations. The final charge of the scientific panel would be to review and comment on the Administration's plan.

During the study period, management direction should be provided to protect the biological values under study using the principle of precautionary action. The burden of proof would shift to the proponent of an activity on federal land to prove that an action will not be harmful to the integrity of the ecosystem. Currently, federal management plans allow negative impacts up to an identified threshold for indicators such as peak water flow increase, embedded stream sediments, minimum riparian cover or open road density. The precautionary principle should be applied to extractive uses in roadless lands, old-growth forest stands and within 300 feet of a riparian zone. Extraordinary circumstances may exist to allow activities in these sensitive impact zones. Supporting evidence for such proposed actions must be presented to a hearing committee appointed by the scientific panel, and the committee's recommendation is subject to final review by the panel. All federal activities must comply with NEPA procedures and other federal laws.

The need to establish a common vision and scientific principles for ecosystem management in this region is independent of the need for strong legislation to protect wilderness, wild and scenic rivers and other land designations in the northern Rockies. Such legislation must not be delayed by this study. Designation of a large and well-distributed network of wilderness is a necessary but not sufficient tool for protecting the northern Rockies ecosystem. This study plan should be seen as regional, impartial and in the interest of all parties who wish to avoid a repeat of the ancient forest trainwreck.

Historical and Socio-Economic Context

The wildlands, headwaters and old-growth forests of the northern Rockies are slated for massive development into the next century. As extractive industries and federal agencies deplete resources in areas already developed, attention is shifting to undeveloped lands. Management plans by the Forest Service and Bureau of Land Management target millions of acres of roadless land and old-growth forest for initial development - primarily logging roads and clearcuts - into the next century.

Corporate landowners with extensive forest holdings already have logged most of their land. In much of the northern Rockies region, timber companies accelerated their logging activities during the 1980s beyond sustainable levels, particularly on millions of acres of railroad grant lands (Manning, 1991). In most cases, this rate of activity peaked within the last five years and has begun its inevitable decline.

In intermingled ownership lands, the wave of corporate logging has significantly altered the landscape, narrowing management options on public land and exacerbating ecological problems. Heavy corporate logging in Idaho and Montana, for example, has degraded water quality and wildlife habitat beyond federal guidelines, forcing the Forest Service to postpone logging plans on intermingled federal lands in nine of the ten Northern Region forests (Davis, 1993). Nevertheless, as corporate timber supplies are depleted, economic and political pressure to maintain mill capacity has focused on development of public, roadless lands.

Accelerated logging of railroad grant lands has given larger timber corporations such as Plum Creek, Champion International, Weyerhaeuser, Pottlatch and Boise Cascade a competitive advantage in federal timber bids over small timber mills. In some cases, raw log exports by these same companies from their Cascade holdings also have boosted their competitive advantage in the northern Rockies. The emerging dominance of these large corporations and the erosion of the traditional small-scale manufacturing base continues to undermine the economic stability of rural communities (Coleman, 1993).

The economies of the region historically have been dependent upon resource extraction. The role of resource industries, however, is diminishing in intensity as a new economic base develops in the region. Despite the decline of resource industries, the region's states have among the healthiest economies in the nation (Kemper Securities, 1993). The key ingredient for business creation in the tri-state Yellowstone region, for example, is protection of environmental values, wildlands and quality of life (Johnson and Rasker, 1993).

A study by Tom Power, Economics Department Chairman at the University of Montana, found that the counties with the strongest economies in Montana are those with designated wilderness within their boundaries, even while their extractive economic bases have contracted (Power, 1992). Power also found that while employment in extractive industries has declined since 1979 in the five-state northern Rockies region, job growth has increased in non-extractive sectors. In Flathead County, Montana, for example, the number of self-employed entrepreneurs doubled between 1980 and 1992 (Power, 1992). Power attributes this to a growing appreciation of environmental values in the region.

Social values closely mirror economic trends in the region. A recent Forest Service poll covering the agency's Region 1 forests in Montana and northern Idaho showed that more two-thirds of the public oppose additional logging in roadless areas. And more than 70 percent believe the Forest Service should be more concerned about fish and wildlife that depend on the forest ecosystem. (A & A Research, 1992).

Despite these economic and social trends, change has not been so pronounced in the political arena. Traditional industries continue to wield great influence in the statehouses and congressional delegations of the northern Rockies region. Resource industries also have expended millions of dollars to organize local constituents to oppose changes in forest management, grazing and mining policy (People for the West, 1991).

The northern Rockies region has captured the public imagination throughout the nation. The region has been the focus of major news stories in the national media and visitation to the area is booming. That this region still has expanses of wildlands, clean air and pristine waters and charismatic species such as grizzly bears and wolves appeals deeply to Americans who realize that these values have been lost elsewhere. The protection of these ecological values is of immeasurable importance to the national psyche.

Fragmented landscapes, muddy waters, beleaguered species Establishing the need for an ecosystem study

Scientists from many different disciplines are independently providing evidence of ecological decline in the northern Rockies. This evidence is most pronounced in the decline of far-ranging predators. The emerging field of GAP analysis, however, demonstrates that clusters of species are at risk as their common habitat increasingly is fragmented. (GAP is not an acronym; it is a mapping technique that identifies gaps, or fragmentation, across the landscape.) The only significant attempt to guide ecosystem management based on scientific criteria, the Yellowstone Vision Document, was quashed by political and industry interests before a final proposal could be made

public (Mintzmeyer, 1991).

Fish and Wildlife Species

Bull Trout - The combination of habitat loss, sportfishing, introduced fish species and siltation of spawning streams and other habitat degradation has pushed the bull trout to the edge of extinction. Bull trout have disappeared from half of its historic range, and existing populations are at a moderate to high risk of extinction across most of their range (Thomas, 1992, Ratliff and Howell, 1992 and Alliance for the Wild Rockies, et al., 1992). Bull trout and other native fish, including **westslope cutthroat trout**, also may be adversely affected by disturbances in complex trophic structures in surface and sub-surface waters (Stanford and Ward, 1992). In response to a petition to protect the bull trout under the Endangered Species Act, the Fish and Wildlife Service will decide whether to list the bull trout by October, 1993 (U.S. Fish and Wildlife Service, 1993a).

Salmon - Sedimentation in anadromous spawning streams from logging and roads is one of the major threats to wild strains of salmon and steelhead in the Columbia basin. Other problems are passage difficulties (dams), water flow and water temperature. The Scientific Panel on Late Successional Forest Ecosystems noted that remaining roadless areas within drainages used by salmon "often contain moderately unstable to unstable soils - which is one reason they have not been roaded" (Johnson, et al., 1991). Several species of salmon have been listed or proposed for listing under the Endangered Species Act.

White Sturgeon - The U.S. Fish and Wildlife Service has announced its intentions to list the Kootenai River white sturgeon because of inadequate flows from Libby Dam (Lobdell, 1993). Major mortality of sturgeon in the Snake River also have been documented in recent years, primarily because of water temperature in Brownlee Reservoir.

Fluvial Arctic Grayling - The fluvial grayling, once abundant in nearly every stream on the east side of the Continental Divide, is virtually extirpated in Montana. Its decline primarily is due to competition with exotic fish species and siltation, particularly from riparian grazing. It has been proposed for endangered species listing under the Endangered Species Act by the U.S. Fish and Wildlife Service.

Grizzly Bear - The threatened grizzly bear is in trouble in five of six recovery areas. Even in the Northern Continental Divide Ecosystem, where bear populations are most healthy, habitat fragmentation in the Swan Valley threatens to isolate the dwindling Mission Mountain population, which has dropped from 25 to 10 in the last 12 years. Studies by state and federal biologists in the Cabinet-Yaak ecosystem (Kasworm and Manley, 1990) and the South Fork of the Flathead (Mace and Manley, 1993) indicate that open and closed roads displace bears. New road construction and logging in

roadless areas could jeopardize grizzly recovery. Long-term viability of the population is not assured unless recovered populations in the six recovery areas are connected to each other through habitat linkage zones (Shaffer, 1992).

Wolves - Wolf recovery in northwestern Montana, central Idaho and the Yellowstone area is a major challenge facing the region. The greatest threat to this far-ranging endangered species is human-caused mortality. Wolves returning to Montana from Canada have established home ranges outside politically determined recovery zones, often in the midst of human settlements, although livestock conflicts have been minimal. Regional plans must be developed to provide for secure movement corridors and denning habitat, stable ungulate populations, public education, management options and potential livestock depredation. A small number of wolves also appear to have migrated on their own to the Yellowstone area. Wolf behavior has been unpredictable, and future impacts and obstacles to recovery remain speculative.

Lynx, wolverine, pine marten and fisher - These mid-level forest carnivores all require large tracts of undisturbed habitat and fill specific niches in old-growth or other native forest components. Biologists believe that habitat fragmentation and possibly overharvest are primarily responsible for population declines (Weaver, 1993). Populations of these species have declined to the point of extirpation in some portions of their range that were occupied as recently as several years ago; surviving populations are scattered in small subpopulations (Interagency Lynx, Wolverine, Fisher Working Group, 1991). Biologists in British Columbia believe that a well-distributed network of refugia is essential to the survival of these species (LWF Working Group, 1993). Refugia would provide high-quality habitat with prohibitions on trapping. Bill Ruediger, chairman of the Interagency Lynx, Wolverine, Fisher Working Group, believes these species face serious habitat and demographic problems, although there are "large holes in our knowledge" (LWF Working Group, 1992).

Elk - Hunters' demand for branch-antlered bull elk is growing, while secure habitat disappears. The 1992 Montana Elk Management Plan of the Montana Department of Fish, Wildlife and Parks recommends protection of numerous roadless areas, winter range, calving grounds and travel corridors that the Forest Service has slated for logging and new roads. The Idaho Department of Fish and Game has appealed Forest Service timber sales because of logging plans in key elk security areas. Maintenance of existing security areas will grow in importance as residential developments expand into elk habitat. Habitat management continues to be poorly coordinated between state wildlife biologists and federal agencies.

Caribou - Woodland caribou in the United States are now found in significant numbers only in the Selkirk range in northern Idaho and eastern Washington and are among the most critically endangered mammals in the United States (U.S. Fish and Wildlife Service, 1992). However, sightings have been confirmed since 1974 in their traditional Montana range in the Yaak, Wigwam and North Fork of the Flathead. Habitat for these old-growth dependent species has been degraded by intensive

logging and road-building (U.S. Fish and Wildlife Service, 1992). Long-term viability may require reintroduction in the caribou's native range and protection of critical old-growth habitat.

Neo-tropical birds - Monitoring research has found a decline in populations of migrant birds that winter in Central America and Mexico and return to the northern latitudes to breed and nest in the summer. Collectively, neotropical birds such as hummingbirds and western tanager may more accurately reflect the health of a forest than any other group of species because their habitat needs are more specific than those of larger animals (Casey, 1993). There is increasing documentation that several species of songbirds are dependent upon the diseased condition of older stands, such as dwarf mistletoe (Bennetts, 1991).

Fire, Old-growth forests and dependent species - The Forest Service knows relatively little about the role of old-growth forests in the region, despite increasing evidence that dependent bird and mammal species are in decline. The National Audubon Society's Adopt-a-Forest program has developed detailed maps showing there is alarmingly little old growth left and that the biologically valuable low-elevation groves have been thoroughly cut over.

The Flathead National Forest in northwestern Montana has been assigned a lead role in the Forest Service to justify its old-growth retention and logging program. After the original old-growth analysis in the forest plan was discarded by the agency chief as "confusing and contradictory," the forest spent several years preparing a reworked analysis. This also was poorly done. A former Forest Service ecologist found that only 29 percent of the plots met the agency's own definition of old growth (Schultz, 1992). The reworked analysis has since been shelved altogether, and the Flathead is operating without a comprehensive plan for old growth and dependent species.

Fire history models indicate that old-growth forest stands more than 200 years old occupied between 20 and 40 percent of the presettlement landscape in lower elevation forest habitats of northern Idaho and western Montana (Lesica, 1992 and Hart and Lesica, 1993). In contrast, national forests in the northern Rockies plan to maintain 10 percent or less of their "old growth" stands, many of which are fragmented or otherwise of low quality (Yanishevsky, 1993). Lesica notes that greater than 50 percent loss of the old-growth forest base in low- to mid-elevation forest habitats may cause extirpation of many old growth-dependent species (Lesica, 1992).

Forty to 60 years of fire suppression has allowed some mature forest to advance to old-growth stages, but not enough to compensate for extensive logging of low-elevation old growth. Meanwhile, fire suppression threatens some old-growth stands, particularly in ponderosa pine habitats, by reducing the occurrence of low-intensity burns, building fuel ladders and increasing the chance of stand-replacing fires (Lesica, 1992). Diseased forest stands in the region, particularly in eastern Oregon and Washington, have been attributed to poor forest practices, including high-grade

logging of fire adapted species, logging of old-growth stands and fire suppression (Gast, 1991 and Everett, 1993).

Although relatively little is known about old-growth dependent raptors and owls in the northern Rockies, several appear to be in decline because of habitat fragmentation and loss of interior forest. The Forest Service has placed the northern goshawk, flammulated owl, great gray owl and boreal owl on its sensitive species list.

Water Quality

Most remaining roadless areas with suitable timber have not been logged because they have poor soil stability, are on steep slopes, are difficult to access or contain marginal timber. The inventory of heavily damaged watersheds in the northern Rockies - measured by peak flows, fine sediments and streambed stability - reveals that major watershed impacts from logging activities have occurred in a relatively brief period of time. Contrary to long-time assertions by the timber industry, the impacts associated with logging and road construction are significantly greater than the historic effects of natural fires and flooding.

In forested areas, logging also has opened up riparian areas to cattle grazing, which has trampled streamside vegetation and eroded streambanks. In drier forests, grazing has caused major degradation of riparian areas. While negative impacts to watersheds from logging and grazing are more extensive, the long-term effects of mining on water quality are much greater in select watersheds. This region provides the headwaters for the imperiled Snake/Columbia River system.

Mining - Mining on federal lands continues to occur with minimal protection in place for water quality. Typically, federal agencies will rubber stamp mine applications with minimal consideration of water degradation. Water quality protections related to mining usually are the domain of state agencies responsible for implementing the Clean Water Act, yet these agencies often are lax in their permitting process, monitoring and enforcement unless major public pressure is brought to bear. Pollution from mining activities in the Clark Fork and Coeur d'Alene River drainages, in particular, have severely damaged long-term water quality (Woessner, 1993 and U.S. Fish and Wildlife Service, 1991), and numerous Superfund sites have been created.

Livestock grazing - The Environmental Protection Agency reported in 1990 that western riparian areas are more degraded now than in anytime in history (Cheney et al, 1990). The same report found that livestock are the single greatest source of sedimentation in the West. The Government Accounting Office has documented that public lands continue to be overgrazed, with particularly negative impacts on riparian zones and wildlife (GAO, 1988 and 1991). The Forest Service continues to issue grazing leases with minimal environmental review under NEPA. Irrigation for livestock forage production, meanwhile, is the single greatest use of water in the West. Forage production is the greatest agricultural use of irrigation water from damned reservoirs.

Flathead Basin Forest Practices Cooperative Study - An intensive \$240,000 study of logging practices in the Flathead, completed in 1991 by Montana state, federal and corporate researchers, represents the most comprehensive study of its kind. It found major water quality problems in the Flathead basin, which is considered one of the cleanest river basins in the Lower 48. The study found that logging practices and road construction have increased sedimentation in the basin's lakes by 3-10 times over historic levels. This aquatic resource degradation has contributed to eutrophication and hypolimnetic oxygen depletion in Flathead, Swan and Whitefish lakes because of nutrient loading from fine sediments (Spenser, 1991).

The research team recommended immediate steps to avoid further degradation and additional monitoring of Swan Lake because of an alarming increase in oxygen depletion related to intensive logging for the past two decades (Flathead Basin Commission, 1991). The process of oxygen depletion can biologically kill once-pristine lakes.

Blackfoot River - The Blackfoot River, once a world-class fishery, ranks among the continent's most endangered streams (American Rivers, 1992). It has been degraded by timber cutting, road construction, mining and grazing. Logging the upper elevation roadless areas of the drainage, as proposed by the Helena National Forest, could further degrade water quality even as the river has become a major cleanup priority.

Bitterroot - Two-thirds of the streams in the Bitterroot forest's timber base are at or beyond acceptable sediment levels because of past logging and natural soil conditions (Bitterroot National Forest, 1992). The streams that are considered healthy are in roadless headwater areas that are particularly sensitive to new roads and clearcuts.

Clearwater - Seventy-one percent of the developed drainages in the Clearwater National Forest violate forest plan standards for water quality (Clearwater National Forest, 1992). Despite the highly erosive soils in this forest, top Forest Service officials and Idaho congressional leaders have demanded increased logging activities in roadless areas. In the adjacent Nez Perce National Forest, 67 percent of the surveyed drainages in the Clearwater and Salmon drainages have reached or exceed minimum water quality thresholds (Nez Perce National Forest, 1992).

Idaho Panhandle National Forests and the Coeur d'Alene drainage - Watershed problems from logging on federal and corporate lands have contributed to some of northern Idaho's worst water quality problems. In 1992, the state of Idaho appealed two Forest Service timber sales in an attempt to halt ongoing degradation of native fisheries. Within the boundaries of this forest, heavy metal contamination in the Coeur d'Alene River drainage has left a legacy of pollution that will remain for thousands of years. Chemical changes in Coeur d'Alene Lake caused by logging and other sources of sediments and nutrients could stir the heavy metals from the lake bottom into the water column (Horowitz, 1993). Pollution in the drainage causes the

death of dozens of tundra swans every year (U.S. Fish and Wildlife Service, 1991).

Yellowstone ecosystem - The 34-million-acre, 20-county Yellowstone region is threatened by development of mineral resources, potential oil and gas reserves, and the complex geothermal system along the periphery of Yellowstone National Park. A coordinated federal effort to protect the diverse resource values and promote a sustainable economy in the region, the Yellowstone Vision Document, was derailed by the Bush Administration at the urging of resource industries (Mintzmeyer, 1991). A proposed gold mining project on fragile alpine slopes of the Beartooth Mountains, Noranda's enormous New World Project, is only 2.5 miles from the northeast corner of the park. This project, strongly opposed by conservation groups, threatens Wyoming's Clarks Fork River, the Stillwater River, flowing north into the Absaroka-Beartooth Wilderness, and Soda Butte River, which flows south into the park. Extensive and ongoing logging and road-building threatens to degrade water quality and blue-ribbon fisheries, as well as far-ranging mammals such as elk and grizzly bears.

Salmon River ecosystem - The Salmon River ecosystem, including the Salmon River drainage plus parts of the Clearwater, Boise and Payette River drainages in central Idaho is probably the most biologically intact ecosystem in the Lower 48. The Salmon River is the longest free-flowing river in the U.S. and provides good spawning habitat for threatened and endangered stocks of Pacific salmon. A complete GAP analysis data base has been developed for this area, the first of its kind in the country, which is useful for defining areas of high biological diversity and setting priorities for land protection.

As such, central Idaho provides a good "control" model for a regional ecosystem study. This area faces imminent threats, however. More than a hundred timber sales are proposed in the next five years in central Idaho, in addition to several hundred non-roadless timber sales. Major conflicts with livestock grazing exist in the San Felipe and Stanley Basin allotments.

Reversing the trend: A regional ecosystem action plan

Decisive action is needed to grapple with the cumulative evidence of ecological downturn on a number of different fronts. We recommend the appointment of an independent scientific panel to develop an ecosystem plan that would protect the diverse species, waterways and natural processes of the region. Conceptually based on the Pacific Northwest model of the Scientific Panel on Late Successional Forest Ecosystems, popularly known as the Gang of Four, the northern Rockies panel would detail the risks and benefits of a range of alternatives. The panel would provide management recommendation, generate guiding principles, and articulate a coherent vision for ecosystem management in the northern Rockies.

The panel should include between four and six well-respected scientists with research

administrative experience. They should have research experience in the northern Rockies region or otherwise be familiar with the issues and ecology of the region. Panelists shall be selected by congressional and/or administration officials from a list of nominees identified by the National Academy of Science in consultation with professional scientific organizations. More than half of the panel members should be non-federal scientists.

The study would encompass Idaho, Montana, northwestern Wyoming and the eastside forests of Oregon and Washington. This region includes a network of connected ecosystems that share a common thread of habitat types, wildlife species, waterways and fish, and socio-economic history.

The panel would be directed to utilize all existing research and scientifically credible sources of information and to work cooperatively with federal and state agencies, universities, Indian tribes, and the interested public. The panel also would administer a short-term research program to fill significant information gaps. A two- to three-year budget of \$1 million each year likely would be sufficient, according to an informal survey of scientists.

The resources, personnel and expertise of federal agencies should be made available to this scientific panel. The panel should establish and oversee sub-regional (i.e., Yellowstone, Salmon River or Cabinet-Yaak ecosystems) review teams as well as issue committees that would provide recommendations on topics such as furbearing forest carnivore management, the region's economy and the public's expectations for the living environment in the future. The panel would integrate these various strands of analysis in the final set of alternatives and recommendations.

The study should encompass a variety of analytical levels. Attention should be given both to individual species and to multiple species, for example through the "course-filter," or GAP analysis approach (Scott, et al, 1993). An examination of the region's biological integrity as well as the viability of any given species should include a nested hierarchy approach that examines the problem at four levels of organization: regional landscape, community-ecosystem, population-species and genetic (Noss, 1990, Weaver, 1993).

Similarly, water quality issues should be approached by examining the various strands of connectivity within a catchment basin (Stanford and Ward, 1992). For example, human disturbances in forested headwaters can affect microbial activity, nutrient loading, sub-surface and surface flows downstream, and fisheries.

The panel's recommendations should include, but not be limited to, the extent and location of biological reserves, refugia, linkage zones and restoration areas, optimum prescriptive management techniques for logging, mining and grazing, road density and water quality standards. The panel should attempt to evaluate levels of risk for individual species and clusters of species for each alternative developed. The panel

may provide guidelines for the national debate on mining and grazing reform as well as operational and structural suggestions for hydroelectric dams, irrigation districts and other water infrastructure. The panel may suggest legislation or changes in administrative direction that would establish better coordination among federal agencies, improve cooperation with state and local governments and establish incentive programs for private landowners.

The final study, alternatives and recommendations should be reviewed by the National Academy of Science, scientific journals and professional organizations such as The Wildlife Society, American Fisheries Society and the Society for Conservation Biology prior to submission to the Administration and Congress. The panel's report should be made available to the public. Three months after receiving the panel's study, the Administration shall submit to Congress a plan for implementing the recommendations. The final charge of the scientific panel will be to review and comment on the Administration's plan.

During the study period, management direction should be provided to protect the biological values under study using the principle of precautionary action. The burden of proof would shift to the proponent of an activity on federal land to prove that an action will not be harmful to the integrity of the ecosystem. Currently, federal management plans allow negative impacts up to an identified threshold for indicators such as peak water flow increase, embedded stream sediments, minimum riparian cover or open road density. The precautionary principle should be applied to extractive uses in roadless lands, old-growth forest stands and within 300 feet of a riparian zone. Extraordinary circumstances may exist to allow activities in these sensitive impact zones. Supporting evidence for such proposed actions must be presented to a hearing committee appointed by the scientific panel, and the committee's recommendation is subject to final review by the panel. All federal activities must comply with federal law.

The need to establish a common vision and scientific principles for ecosystem management in this region is independent of the need for strong legislation to protect wilderness, wild and scenic rivers and other land designations in the northern Rockies. Such legislation must not be delayed by this study. Designation of a large and well-distributed network of wilderness is a necessary but not sufficient tool for protecting the northern Rockies ecosystem. This study plan should be seen as regional, impartial and in the interest of all who wish to avoid a repeat of the ancient forest trainwreck.

The need for research and scientific perspective will not end at the close of a three-year study. The intention of the study is to bring the best scientific knowledge fully to bear on management. However, research and management must be mutual partners in the development of conservation strategies that are based upon reliable knowledge (National Research Council, 1986). For example, in the course of assessing a particular situation, a research analyst may conceive a promising conservation strategy. Management actions can be designed and implemented in a way to test the

strategy experimentally (Weaver, 1993). As proposed by the Clinton Administration, the Biological Survey will be responsible for defining and administering research agendas and management experiments in the future.

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 16 Taken at 515 South Higgins
 17 Missoula, Montana
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(1) TUESDAY, APRIL 12, 1994 (2) (WHEREUPON, the following represents a (3) transcript of the proceedings had and entered of (4) record.)

(5) DAN FUNSCH: All right. Why don't we try to (6) get this under way. I would just like to start out by (7) welcoming everyone and saying thank you very much for (8) being here.

(9) My name is Dan Funsch and I'm with the (10) Alliance for the Wild Rockies. What I'd like to do is (11) give you a brief explanation of how we're going to go (12) through this process for the next few hours here.

(13) We're really delighted to be able to bring you (14) this opportunity, for people of the public to come and (15) share your views and register your opinions on the (16) Northern Rockies Ecosystem Protection Act, H.R. 2638.

(17) As most of you probably know, this bill was (18) introduced in July of last year, 1993, and it is the (19) first federal lands bill that deals with wildlands on a (20) regional basis. We're really excited now to have over (21) 50 -- actually 57 co-sponsors in the legislation, and (22) today is a real significant day, in that what we're (23) doing here in Missoula coincides with a Congressional (24) hearing in the House of Representatives. And this (25) morning at 10:00 eastern time, the House Subcommittee on

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(1) Parks and Public Lands convened in Washington, D.C., the (2) first hearing ever on this proposal. So it's a really (3) historic occasion and we're really happy to be able to (4) offer an opportunity for people here locally to offer (5) comments on the bill.

(6) We were somewhat disappointed that Congress (7) has not scheduled field hearings of their own on the (8) bill; nonetheless, we are moving ahead to try to allow (9) citizens to comment.

(10) So what I would like to do is describe how we (11) want to set this up today. We have asked four or five (12) or six people, depending on who all makes it, to come (13) down and share their views with you people that (14) represent different perspectives we think are critical (15) in the debate over wildlands protection, economics, (16) wildlife conservation and business.

(17) Some of these perspectives you'll be hearing (18) from with

some of our panelists and following that, (19) we've asked people to keep their comments to five (20) minutes or so. So we're going to open it up to folks (21) from the audience to make your own comments, and we can (22) do that in a couple of ways. If you'd like, we're (23) inviting you to come up and speak your own mind and (24) offer -- in front of everyone, give your own comments.

(25) We have a court reporter who's working with us

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(1) to help compile the record here. And the other option (2) that we can offer is that we have some comment forms (3) that are out in front of the Crystal on the table, so if (4) you don't want to stand up and speak, you can get a (5) comment form and fill it out.

(6) Finally, if you've already prepared a (7) statement or have something written that you'd like to (8) submit or a written speech, bring it up and leave it (9) here on the stage. We'll be collecting those comments (10) and publishing everything that's said and all that will (11) be submitted to Congress.

(12) So I would just reiterate that all things that (13) are going to be said here today will become part of the (14) official hearing record on the bill. We'll be sending (15) these off as soon as we can get them compiled, probably (16) by the end of the week.

(17) So with that kind of introduction laid out, I (18) would like to introduce Mary O'Brien to come up and (19) facilitate the panelists, and then after that, we'll (20) move into comments from the audience. So Mary, thank (21) you very much for being here, and let's get it under (22) way.

(23) MARY O'BRIEN: The first speaker is Dr. John (24) Craighead. As most of you know, Dr. Craighead has been (25) involved in wildlife research for more than five

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(1) decades, including work with grizzlies, badgers and elk.

(2) He was recently named by the National Geographic Society (3) as one of the ten top scientists of the twentieth (4) century.

(5) He's best known for his pioneering work with (6) his brother, Frank, on the Yellowstone grizzly bear.

(7) They were the first to conduct comprehensive research on (8) the grizzly and to develop radio tracking

for monitoring (9) wild animals. He also worked to pioneer satellite (10) mapping of vegetation.

(11) He has served as leader of the Montana (12) Cooperative Wildlife Research Unit and the U.S. Fish and (13) Wildlife Service at the University of Montana. He's (14) authored numerous books and professional research papers (15) published throughout the world.

(16) It's fitting that he's here, when we're (17) talking about the Northern Rockies Ecosystem Protection (18) Act, because he helped conceive the idea of the National (19) Wildlife Scenic Act and was instrumental in passage of (20) the Endangered Species Act.

(21) JOHN J. CRAIGHEAD, PH.D. CHAIRMAN OF CRAIGHEAD WILDLIFE-WILDLANDS INSTITUTE (22) 5921 ORCHARD LANE, MISSOULA, MT 59805 (24) JOHN CRAIGHEAD: Thank you.

(25) I'm John Craighead, retired ecologist, former

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(1) Director of the University of Montana's Wildlife (2) Research Unit, Professor Emeritus of Zoology and (3) Forestry at the University of Montana and founder of the (4) Wildlife-Wildlands Institute, a private, not-for-profit (5) research organization.

(6) In the course of a long professional career, I (7) was active, as you heard, in helping to enact the (8) National Wilderness Act and to envision and help on the (9) formulation of the National Wild and Scenic Rivers Act (10) and the Endangered Species Act.

(11) On several occasions, I testified before (12) Congressional Committees on behalf of these landmarks of (13) environmental legislation. It was testimony in support (14) of good and visionary causes.

(15) Today, I am testifying in support of H.R.

(16) 2638, the Northern Rockies Ecosystem Protection Act. I (17) appreciate this opportunity.

(18) Members of Congress, the Northern Rockies (19) Ecosystem Protection Act is not a fly-by-night concept, (20) nor is it the irresponsible dream of way-out (21) environmentalists, as some critics would have you (22) believe. It is rather the conservation wave of the (23) future; a well-considered plan that has emerged from (24) the nation's conservation successes and failures of the (25) past.

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(1) The NREPA is a concept that has a long (2) evolutionary history. It was born when the first (3) National Park was created, and the concept grew in scope (4) and attainability with the establishment of the National (5) Wildlife Refuge System, the National Forests, the (6) National Wilderness System, National Wild and Scenic (7) Rivers System and the Endangered Species Preservation (8) Act, all directed toward using, yet preserving through (9) wise management, wild America for the benefit of all (10) Americans. (11) These historic steps in the recognition and (12) preservation of natural resources emerged spontaneously (13) and piecemeal at the grass roots level of our society. (14) Each step invariably led to the next. Each made (15) portions of our natural resource heritage more secure. (16) Most, if not all, were initially opposed by (17) the governing status quo, but strongly advocated by a (18) responsive public. Ideally, these incremental steps to (19) protect our natural resources might have led to a (20) comprehensive, holistic policy of sustainable resource (21) preservation and management. For many reasons, they (22) have not been fully successful in doing this. (23) It has taken time, experience and acquired (24) knowledge to recognize that the landscape of the (25) mountain west is an entity that, in the best interest of

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(1) all Americans, must be understood and managed as one (2) unit. (3) The policies of the various federal resource (4) management agencies -- although wise and visionary for (5) their time -- have proven insufficient to the task. (6) They have been contradictory and divisive within and (7) between agencies. Interagency cooperation has not been (8) strong enough to rectify these differences. The result (9) has been to fracture, rather than to unify, the (10) management of a common resource base, which is the (11) foundation of our economic system. (12) Here in the Northern Rockies, we have learned (13) that to preserve the pristine elements of our (14) environment and to guide and control our economic (15) development, we must understand the biological as well (16) as the human components and social complexities of large (17) ecosystems, and in turn, of entire bioregions of

which (18) they are a part. (19) The NREPA is the vehicle for accomplishing (20) this. It will provide protection to large areas of (21) unroaded de facto wilderness within the region, and it (22) will direct that these areas and established wilderness (23) be managed in context with the larger portion of the (24) region embracing human communities and extractive (25) economies. It will set the stage for holistic resource

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(1) management. (2) More than just the next step in the management (3) of our natural resources, it represents the beginning of (4) a new conservation era, one that will require new (5) learning, new insight and greater cooperation among (6) federal agencies and the public to attain common goals. (7) It is a concept whose time has come. Like all of our (8) major conservation movements, it will be, at first, an (9) experiment, an ongoing experiment that can result in (10) sustainable management of extractive resources while (11) preserving the biodiversity of our wilderness-wildland (12) ecosystems. (13) The technical science to carry out this grand (14) concept is at hand. Space-age technology and the (15) computer information revolution have made it possible to (16) accumulate the data necessary for managing the diverse (17) resources and the economies of large biogeographic (18) regions more readily than a single National Forest was (19) managed 15 years ago. The tools at hand are refined (20) versions of the geographic information system (GIS), (21) satellite radio monitoring and tracking devices, and (22) improved on-the-ground sampling techniques. (23) The GIS is a tool that enables researchers and (24) managers to build and collate information on a scale (25) unimaginable 15 years ago. Spatial data such as maps

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(1) and tabular statistical information are electronically (2) layered to generate a database that can be (3) video-displayed and analyzed. For example, topographic, (4) geologic, hydrologic and vegetation data can be (5) digitally layered over satellite multi-spectral imagery (6) maps, and this vast array of terrain data then is (7) computer collated and analyzed in a fraction of the time (8) and with

greater accuracy than was possible a few short (9) years ago. (10) To this basic terrain data can be added layers (11) of information on land use, such as timber harvesting, (12) road construction, recreational activities, animal (13) censuses and animal distribution. The technology is (14) advancing more rapidly than its application. (15) There is no question that we now have the (16) technical capability of managing an entire bioregion, (17) such as the Northern Rockies, as a single geographic (18) unit. What we must now put into place are the resource (19) management policies, goals and actions that will derive (20) from passage of the Northern Rockies Ecosystem (21) Protection Act. (22) We in the Northern Rockies are blessed with an (23) environment unequalled anywhere on earth. Our (24) ecosystems, with their biological diversity, are still (25) largely intact. Wilderness is the heart of this Rocky

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(1) Mountain region and in the future it will be the heart (2) of its economy. We should at all costs protect and, (3) where still possible, enlarge these pristine areas. (4) They are the ecologic benchmarks for future scientific (5) enlightenment and they are the resource reserves of our (6) future. (7) It would be a grievous mistake to support or (8) to create temporary resource-related employment at the (9) expense of our resource capital that future generations (10) will require. An old era is phasing out amid cries of (11) anguish, and a new era is emerging amid visions of hope. (12) This is as much a natural economic and (13) cultural process as planned succession is a biological (14) one. We must understand its implications to society and (15) to the nation and move on. What is needed at this (16) moment in history are strong, dedicated, visionary (17) congressmen that can and will transform the ecosystem (18) management concept, as exemplified by the NREPA, into (19) conservation law. (20) Great congressmen of the past -- Lee Metcalf, (21) Frank Church, John Saylor -- seized such moments and (22) made conservation history. In doing so, they placed the (23) long-term interest of the nation above short-term (24) partisan ones. They took risks which all great (25) political leaders must take, but they

took them armed

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(1) with knowledge, vision and commitment. They recognized (2) the need for change and welcomed it.

(3) I commend Congresswoman Carolyn Maloney of New (4) York for sponsoring this legislation. I urge you to (5) take the long view, the national view, and support her (6) and her co-sponsors in enacting H.R. 2638 into law.

(7) MARY O'BRIEN: Bryony Schwan is going to speak (8) next. She's currently employed with the Craighead (9) Wildlife-Wildlands Institute. Bryony is also a graduate (10) student in the Environmental Studies Department at the (11) University of Montana. She's a board member of Voice of (12) the Environment, a nonprofit conservation group, and is (13) currently organizing an upcoming conference here in (14) Missoula entitled Gender, Justice and the Environment.

(15) BRYONY SCHWAN (716) BURNT FORK ROAD (16) STEVENSVILLE, MT 59870 (17) BYRONY SCHWAN: The wilderness debate in (18) Montana has raged on for decades, the politicians and (19) the press painting a picture of polarized parties -- the (20) extractive industry on one end, environmentalists on the (21) other, and a disinterested public caught in the middle.

(22) We are told that people are tired of the (23) debate and that we should just get on with it. The sad (24) thing about this rhetoric is that it portrays the issue (25) as a simple one: An issue that would be easily resolved

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(1) If the so-called extremists on both sides would just go (2) away. The reality is that this is not a simple issue, (3) and neither the environmentalists nor the extractive (4) industry are likely to go away. (5) The public has been led to believe that the (6) question at hand is simply whether to "lock up" these (7) roadless lands or open them up to industry, creating (8) more jobs in the process. It is no wonder that in these (9) increasingly-difficult economic times, the choice seems (10) obvious. But is it? The timber industry claims that (11) more wilderness will lead to job loss. It's important (12) to remember that 95 percent of forested lands in the (13) U.S. have already been logged and less than 2

percent of (14) the remainder protected as wilderness, leaving 3 percent (15) undesignated.

(16) If the lumber industry or the lumber companies (17) have been unable to create a sustainable industry on 95 (18) percent of the land base, releasing that last 3 percent (19) for multiple use is not going to save them. It will, (20) instead, destroy the last chance we have to keep intact (21) a whole ecosystem, placing more and more of our (22) remaining wildlife species in jeopardy.

(23) Americans, and particularly Montanans, have (24) always recognized the value of wilderness, whether it be (25) a place to escape a fast-paced, high-tech troubled

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(1) world, a place to seek spiritual solace, or simply one (2) place where humans will leave a part of the natural (3) world untouched. But there is even one more compelling (4) reason to protect the last remaining reservoirs of (5) intact biological diversity, including the Northern (6) Rockies Bioregion. . . our own survival.

(7) The environmental crises facing earth in (8) mankind's 200th millennium are global in scale, (9) life-threatening and, of course, human-caused. We are (10) becoming increasingly aware that our impacts on the (11) planet are starting to have lethal effects, not only for (12) other species, but for our own. We are facing an (13) ecological catastrophe unparalleled in recorded history.

(14) Dr. E.O. Wilson recently wrote, "The green (15) prehuman earth is the mystery we were chosen to solve, a (16) guide to the birthplace of our spirit, but it is (17) slipping away. The way back seems harder every year.

(18) If there is a danger in the human trajectory, it is not (19) so much in the survival of our own species, as in the (20) fulfillment of the ultimate irony of organic evolution:

(21) That in the instant of achieving self-understanding, (22) through the mind of man, life has doomed its most (23) beautiful creations, and thus humanity closes the door (24) on its past."

(25) We must find ways to turn back on our path of

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(1) Inevitable self-destruction. And we must do it NOW.

(2) Enacting the Northern Rockies

Ecosystem Protection Act (3) is a first and crucial step. Our success may serve as a (4) crucial blueprint for others. I urge Congress to take (5) the courage and do the right thing, for this and future (6) generations. If these lands are released to the (7) practices of the past, we close the door on our children (8) and any chance they may have on reversing our legacy.

(9) What we have here in the Northern Rockies is a (10) precious gift . . . a savings account not just for you (11) and for me, but for all generations yet to come. We (12) must invest it wisely and plan any expenditures with (13) great thought and precaution, for once it is spent, it (14) will be gone forever. Thank you.

(15) MARY O'BRIEN: Dr. Tom Power is Chair of the (16) University of Montana Economics Department. He has (17) authored numerous articles and reports on the (18) relationship between environment and economy. He's (19) author of the Economic Pursuit of Quality, and he's (20) produced a report on the impact the Northern Rockies (21) Ecosystem Protection Act will have on timber employment.

(22) THOMAS POWER, Ph.D. ECONOMICS DEPARTMENT (23) UNIVERSITY OF MONTANA MISSOULA, MT 59812 (24) THOMAS POWER: The standard objection to

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(1) protecting most of the remaining roadless areas in the (2) Northern Rockies from being turned into clearcuts and (3) open-pit mines is that we cannot afford the loss of the (4) job potential these areas represent if they are left (5) available primarily as warehouses from which we can (6) extract resources on demand.

(7) A careful analysis of the commercial timber (8) potential of these lands clearly indicates that their (9) commercial timber potential is trivial as compared to (10) their ecological and recreational values. Just as (11) important, the economies of the Northern Rockies are (12) demonstrating every day that employment in this region (13) is not based upon extractive industry, but upon the (14) attractiveness of our natural landscapes as a backdrop (15) against which we live our lives.

Clearcutting our (16) remnant roadless areas threatens the vital part of our (17) economic base. (18) What I want to do is just briefly discuss (19) those two points.

A year and a half ago, I authored a (20) four-volume study in which I carefully looked at the (21) commercial timber productivity of each roadless area (22) that would be protected by NREPA. That amounted to (23) several hundred roadless areas in 27 national forests. (24) I went through and tried to calculate exactly (25) what it was that the Forest Service expected in terms of

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(1) commercial timber harvest from those lands, and then (2) calculated the potential job losses if that timber (3) potential was not available for harvest. (4) These potential timber jobs in total, once (5) they were all added up, represented about one-quarter of (6) 1 percent of total employment in the Northern Rockies. (7) In Montana they represented a number of jobs that was -- (8) in terms of the total employment in the state, that was (9) only half that important, representing about one out of (10) every 625 jobs in Montana. (11) This job potential would have been made up in (12) less than three weeks as a result of the type of job (13) growth that we've had in the Montana economy over the (14) last year. That is -- and I think this is extremely (15) important -- the cost of permanently protecting about 20 (16) million acres of wildlands in the Northern Rockies is a (17) three-week pause in the normal job-creation process. (18) That is hardly a burdensome cost. In fact, it's hard (19) for me to imagine that anyone could morally sacrifice (20) these wildlands in the feverish pursuit of three weeks (21) of normal job creation. (22) Just as important, even these calculated job (23) losses are not net job losses. The Northern Rockies (24) economies have shown ongoing economic vitality in the (25) face of the decline of its traditional extractive

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(1) industries, and it's shown that ongoing economic (2) vitality because of the Northern Rockies high-quality (3) living environments. (4) This is no more clear than in Western Montana. (5) We are in the midst of a significant downsizing of the (6) wood products industry. Operations at the old Champion (7) mills at Bonner and Libby have been cut in half, the (8) mills in Missoula,

Superior, Drummond, Thompson Falls (9) and Columbia Falls -- to name just a few -- have been (10) shut down.

(11) Yet during exactly this time period, Western (12) Montana led the state economy in adding 12,000 net new (13) jobs to the economy. Those 12,000 jobs added last year (14) represent 20 times the total number of jobs direct and (15) indirect that are at risk in Montana as a result of the (16) Northern Rockies Ecosystem Protection Act. (17) Our economies are not being crippled by the (18) decline in our extractive base. Quite the contrary. (19) The very landscapes that clearcutting and mining would (20) scar are drawing new residents and businesses that more (21) than offset the declines in extractive industry. And (22) thus, the net job growth, despite the loss of hundreds, (23) approaching a thousand, wood-products jobs in Western (24) Montana, Western Montana was still able to add a net (25) 12,000 new jobs last year.

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(1) In that sense, protecting those landscapes (2) protects the most vital part of our economic base and (3) creates, on net, significant new job opportunities. (4) I urge Congress to pass the Northern Rockies (5) Ecosystem Protection Act, not despite fears about its (6) economic consequences, but because it can be confidently (7) asserted that the net economic consequences associated (8) with passing the Northern Rockies Ecosystem Protection (9) Act would be positive in Montana and throughout the (10) Northern Rockies. Thank you. (11) MARY O'BRIEN: Marilyn Olsen is co-owner of (12) Wild Horizons Expeditions, an outfitting business for (13) which she guides wilderness-backpacking trips. She's (14) also a registered nurse and an active member of Friends (15) of the Bitterroot, serving on their steering committee (16) for the last several years. Marilyn. (17) MARILYN OLSEN (5663) WEST FORK ROAD (18) DARBY, MT 59829 (19) MARILYN OLSEN: Thank you, Mary. (20) Members of Congress, as a wilderness outfitter (21) and guide, I am concerned regarding the quality of the (22) wilderness experience in the Northern Rockies. (23) Wilderness areas in our country are already way too few (24) in number, too small in size and too

isolated from other (25) wildlands. What was once a completely wild landscape.

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(1) presettlement, has been reduced to a mere 2 percent (2) designated wilderness, with approximately an additional (3) 7 percent nondesignated that survives in wilderness (4) condition by conventional definition. (5) But if we're talking ecological wilderness (6) that is biologically rich and diverse, of significant (7) size, with all of the original species still represented (8) and proximate to other wildlands, then there is only (9) 1 percent left, and it is unprotected and located right (10) here in the Northern Rockies. (11) The last relatively intact forest ecosystems (12) in the lower 48 states are being roaded and logged by (13) the U.S. Forest Service at a rate of 5,000 to 10,000 (14) miles of new road annually, and one-half million to a (15) million acres of clearcuts annually. Regardless of a (16) change of administration and the implementation of the (17) so-called ecosystem management, it is business as usual (18) on National Forests surrounding designated wilderness. (19) American taxpayers are spending approximately (20) \$1 billion a year subsidizing timber corporations by (21) paying for the building of roads to access our trees on (22) our public land. (23) National Forest management plans in the (24) Northern Rockies calls for tens of thousands of miles of (25) new logging roads within the next four decades, and most

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(1) of those roads are scheduled for remaining roadless (2) wildlands. Once roaded, they would then be disqualified (3) from consideration for wilderness designation. (4) When you add this to the other threats to (5) public lands here in west -- the grazing, the mining, (6) the resort development, the oil and gas development, the (7) damming of rivers -- then you can begin to understand (8) why most of the plants and animals of the Northern (9) Rockies, that are the key indicators of ecosystem health (10) and stability, are on the threatened and endangered (11) species list. (12) Many habitat types are quickly disappearing (13) from the Northern Rockies. We're rapidly losing old (14) growth forest, interior forest, healthy native (15) grasslands, cottonwood flood plains, white-bark

pine (16) stands, free-flowing river systems and riparian zones. (17) Is this what American taxpayers across the (18) country want? Do they want their public lands in the (19) West, the last public land with a semblance of (20) wildness, do they want them degraded to the extremes (21) that they are valueless to human and non-human life, (22) after the largely subsidized multinational corporations (23) are through with them? No! I know that they do not! (24) The folks my family takes out into the (25) wilderness come from every corner of America. They are

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(1) a cross-section of your constituencies, and they are (2) outraged by what they see is happening on their public (3) lands. They thought the National Forests were exempt (4) from corporate greed, that somehow these wildlands, (5) entrusted to the care of the government, would survive (6) intact in their natural condition, to be appreciated in (7) perpetuity. They were wrong. (8) They did not take into account the fact that (9) even though these public lands belong to all Americans, (10) their destiny is controlled by a select group of western (11) states senators and representatives who are heavily (12) influenced by the very corporations who stand to benefit (13) from the multiple abuses of public lands. (14) These elected officials have effectively, (15) until now, convinced most of the other senators and (16) representatives from across the country that they should (17) have the deciding voice in the divvying up of our (18) remaining public lands, solely because the lands are (19) located in the states they represent. This tacit (20) agreement among you all is to the detriment of wild (21) national public lands and to the detriment of the (22) taxpayers who support them. (23) Pointing out that you have looked to the (24) Washington, D.C. based conservation groups to help set (25) the agenda on wildlands decision-making policy is not

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(1) good enough. Those careerists who define wilderness by (2) politics instead of biology, who compromise away (3) precious wildlands in an attempt to be politically real, (4) those groups with their large bureaucracies and paid (5) lobbyists have helped lead

us to the brink of an (6) ecological holocaust in America. (7) They have had their chance. Now is the time (8) to listen to the scientific community. Now is the time (9) to listen to the Earth. Now is the time for an (10) ecosystems approach to protecting, connecting and (11) restoring wildlands. This is not visionary. It is (12) basic, essential, common sense. This is the bare-bones (13) minimum. The Northern Rockies Ecosystems Protection Act (14) is simply a good start. (15) Our clients come to the Northern Rockies (16) specifically because wild Earth no longer exists where (17) they live, because for many of them, the remaining wild (18) public lands of the west are often their only connection (19) to the natural environment. It is because humans have (20) already settled and developed the most biologically-rich (21) areas of the country that they come here, because the (22) Northern Rockies have the last intact forest ecosystems (23) in the temperate zones of the Earth. They know that (24) what can be learned from our remaining wildlands is far (25) more important than what can be extracted.

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(1) Destroying the values of wildlands before we (2) can ever fully recognize what those values are is sheer (3) foolishness. To do so with the money of trusting (4) taxpayers, to increase industry profits and perpetuate (5) federal bureaucracies, while benefitting a few (6) politicians, is atrocious. (7) As horrible as all this seems, there's yet (8) another constituency involved here that has no voice at (9) all in this matter. For this constituency, the (10) remaining Northern Rockies wildlands is their only home. (11) It's not just a place where they visit, but rather a (12) place they absolutely require for survival. It is the (13) struggling community of non-humans: the plants, animals, (14) rocks and rivers that exist for their own sake, (15) unrelated to human comfort and convenience. (16) The Northern Rockies Ecosystem Protection Act (17) is an opportunity to consider the capability of plants (18) and animals as interest carriers in their own right, (19) pursuing their own good in their own way. Human (20) enrichment in this country depends on the recognition (21) of the intrinsic values of living communities of large and (22) animal

species.

(23) Please help us give a voice to wildlife and (24) their habitat in the Northern Rockies by enacting the (25) Northern Rockies Ecosystem Protection Act. Thank you.

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(1) MARY O'BRIEN: Dr. John Mitchell is the (2) Director of the Craighead Wildlife-Wildlands Institute. (3) He formerly worked at St. Patrick Hospital here in (4) Missoula, Montana, where he was head of the clinical lab (5) and head of the continuing education for physicians. (6) Dr. Mitchell's special expertise was in (7) clinical and zoonotic microbiology, and he retains a (8) particular interest in population dynamics associated (9) with wildlife diseases. (10) JOHN A. MITCHELL, Ph.D. DIRECTOR, CRAIGHEAD WILDLIFE WILDLANDS INSTITUTE (11) 2907 HIGHLAND DRIVE, MISSOULA, MT 59802 (12) DR. JOHN MITCHELL: Thank you. I appreciate (14) the opportunity today to offer testimony in support of (15) H.R. 2638, the Northern Rockies Ecosystem Protection (16) Act, commonly known as the NREPA. (17) I commend Congresswoman Carolyn Maloney, a (18) Democrat from New York, and her 57 bipartisan (19) co-sponsors, for their foresight in seeking protection (20) for the last major bioregion in the lower 48 states that (21) remains reasonably intact biologically. There is a (22) truly visionary proposal that recognizes and affirms the (23) crucial need to manage ecosystems for preservation of (24) their biodiversity. (25) History plainly shows that, in the absence of

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(1) broad environment protection restricting the degree to (2) which human activity can alter the face of the (3) landscape, native species of plants and animals decline. (4) In fact, the concept of multiple use, as it has been (5) practiced by resource management agencies, has resulted (6) in fragmentation and destruction of biotic communities (7) throughout the Northwest, resulting in progressive (8) declines in native species, and interruptions of natural (9) biologic functions that threaten the collapse of (10) ecosystems in many parts of the country. (11) The Northern Rockies Bioregion consists of (12) ecosystems that remain largely intact simply as a

result (13) of the remoteness and ruggedness of the region.
 (14) However, so-called wilderness bills proposed in recent (15) years for Montana and Idaho would release the vast (16) majority of the unroaded de facto wilderness to (17) potential development, and protect mainly those lands at (18) high elevations that have little value to extractive (19) industry, but even less to the majority of species at (20) risk in the region. The demise of certain high-profile (21) species such as grizzly bears, gray wolves, woodland (22) caribou, bighorn sheep and others, from large portions (23) of their native range serves as a warning that other (24) species, less conspicuous and playing unknown roles in (25) the biotic community, are also in decline.

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(1) Management must change, and soon. We can no (2) longer approach the protection of our wildlands and (3) their species in a piecemeal, state-by-state manner, (4) releasing portions of de facto wilderness to the (5) devastating resource exploitation that results when (6) prevailing economic principles are blind to depreciation (7) of natural capital. Parenthetically, this is certainly (8) true of the Keynesian principles guiding the economics (9) of this country and Western Europe.
 (10) The NREPA will protect large, unroaded (11) enclaves for their value as stable, biologically diverse (12) wilderness cores within the Northern Rockies bioregion (13) and direct -- specifically via Section 12 -- that these (14) be managed holistically in context with the larger (15) region, such that ecosystem structure and function are (16) preserved, and at the same time natural resource needs (17) within the region are met in a judicious, sustainable (18) way.
 (19) As Garret Hardin stated more than 25 years ago (20) in The Tragedy of the Commons, his insightful essay (21) examining the realities of population growth in a world (22) of finite resources: "Sustainability of the Earth's (23) natural systems is not amenable to technological (24) solution without a change in human values and concepts (25) of morality."

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(1) In this context the NREPA represents a (2) crucial and necessary experiment in preserving the (3) "commons," the source of

all sustenance, finally, for (4) humans and our fellow species on this finite earth.

(5) Can we preserve, intact, the ecosystems of (6) this bioregion? Can the Forest Service and BLM, along (7) with land management agencies in Montana, Wyoming, (8) Idaho, Oregon and Washington, collaborate to practice --

(9) not just preach -- ecosystem management for the dual (10) purposes of preservation and sustainable use, (11) successfully resolving conflicting mandates, political (12) boundaries, and agency turfdom?
 (13) The NREPA provides us the opportunity to try, (14) and we must do so with a single-mindedness born of the (15) knowledge that without positive action of this kind, (16) humanity will surely exhaust its life support, and in (17) the process bring about the demise of countless fellow (18) species. What we do here may serve as the blueprint for (19) the world. Thank you.
 (20) MARY O'BRIEN: Linda Smith is going to be our (21) last scheduled speaker. She is a local business owner (22) and is very active in the community on a variety of (23) issues, including environmental issues, women's issues (24) and economic development.
 (25) LINDA SMITH

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(1) LINDA SMITH: I own a small business in (3) Missoula. I have been a supporter of NREPA, (4) the Northern Rockies Ecosystem Protection Act, since I first (5) read about it. To me, it is a new way of thinking about (6) coexisting with wildlife in a way that is comprehensive, (7) that allows wildlife the space and corridors that it (8) needs to allow for a genetic diversity and for an (9) existence that is more than survival, so that the (10) wildlife can thrive in one of the few remaining intact (11) ecosystems in this country.
 (12) Human beings are incredibly adaptable and if a (13) natural resource is depleted, they can learn new ways to (14) make a living. When wildlife loses its habitat, it (15) disappears little by little, and then we open our paper (16) one day to an article like the one in today's Missoulian (17) called Ancient Forests at Risk of Extinction.
 (18) I think the same thing will happen to wildlife (19) in the Northern Rockies unless wilderness legislation is (20) passed that incorporates the basic thinking,

values and (21) approach of NREPA.
 (22) I am extremely frustrated about the inability (23) of my elected representatives to understand that the (24) state-by-state approach to wilderness does not begin to (25) address ecosystem protection, except in an extremely

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(1) fragmented way, and that it is basically destructive to (2) wildlife.
 (3) And I was going to quote from this article (4) where it says -- this is taken from an article about (5) Compton Tucker, who a NASA scientist, and I'll read (6) it -- "What remains of the ancient forest is highly (7) fragmented and broken into small blocks, virtually all (8) on federal land."
 (9) It's an urgent priority to me that we have (10) representatives who can learn new ways of thinking, who (11) can acquire the knowledge and the scientific (12) understanding of a problem that leads to developing the (13) political will to call for a regional approach to (14) ecosystems, to not only call for it, but to initiate a (15) process that includes NREPA in the kinds of decisions (16) affecting wilderness, both in the United States and (17) across borders into Canada.
 (18) LARRY CAMPBELL VOICE OF THE ENVIRONMENT (19) P.O. Box 1542 HAMILTON, MT 59840 (21) LARRY CAMPBELL: I'd like to present this (22) testimony for VOTE Action Committee. And I'm the (23) executive director of VOTE Action Committee.
 (24) Although I believe that the most urgent need (25) addressed by NREPA is the protection of biodiversity

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(1) through designation of the critical habitat, I'd like to (2) address another facet.
 (3) Healthy natural ecosystems form the foundation (4) of our nation. Protecting them is fundamental to our (5) national security. There are many facets to a healthy (6) natural ecosystem. As a geologist, I pay particular (7) attention to soil and water. Erosion of topsoil caused (8) by deforestation has done to some of the world's great (9) civilizations what no enemy could do. Greece and Rome (10) may have lost few battles, but they lost the war to (11) desertification following deforestation. Worse than (12) losing a military war, they will never recover from the (13) erosion of the topsoil on which their

empires were (14) built. The damage arrived slowly and unseen, a silent (15) death by a thousand cuts. (16) Those great civilizations, as well as some of (17) the Biblical breadbaskets which also collapsed due to (18) erosion of topsoil following deforestation, were rooted (19) in semi-arid homelands. Their forests, which acted as (20) soil builders and spring makers, evolved at the (21) precarious edge of aridity. As the trees were cut down, (22) the delicate balance was slowly lost. Every cupful of (23) topsoil going down the creek was a piece of their (24) foundation gone. (25) The forests of Montana are also largely in

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(1) semi-arid zones and are equally vulnerable to erosion (2) and desertification. Salmon and bull trout are the (3) miner's canaries where Montana's forest and topsoil are (4) being mined. Their demise is a warning that the (5) foundation of our nation is spalling and cracking. The (6) age-old national security threat of soil erosion due to (7) deforestation has infiltrated to the very heart of our (8) nation's homeland.

(9) Montana wildlands are being surrendered to (10) this national security threat by Representative Pat (11) Williams' "Wilderness Bill," which releases more (12) wildland to logging than it protects as wilderness. The (13) sacrificed lands are some of the steep, highly-erodible (14) headwaters of America's great rivers, the Columbia and (15) the Missouri. We cannot allow this erosion of America's (16) heartland.

(17) Please oppose Williams' sham "Wilderness Bill"

(18) and please support the real thing, the Northern Rockies (19) Ecosystem Protection Act. Thank you.

(20) JORDAN SHAPIRO SUNRISE TERRACE (21) EAST MISSOULA, MT 59802 (22) JORDAN SHAPIRO: I'm the chair of MontPIRG, (23) the Montana Public Interest Research Group. We (24) represent about 2,500 students on the University of (25) Montana campus and about another 1,300 community members

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(1) throughout the state.
(2) I'm here to endorse the Northern Rockies (3) Ecosystem Protection Act. Wildlands in this region are (4) disappearing at an alarming rate. The bill is one way

(5) to protect roadless areas without significant job loss.

(6) According to Professor Tom Power, jobs that will be lost (7) are equivalent to three weeks at normal job growth.

(8) What we'll be gaining includes economic (9) opportunities, healthier ecosystems and watersheds, (10) wildlife populations, recreational opportunities and (11) spiritual and aesthetic considerations.

(12) I urge Congress to support NREPA. Thank you.

(13) WOODY BEARDSLEY CHAIRMAN, BITTERROOT-MISSION GROUP (14) SIERRA CLUB (15) MISSOULA, MT 59801 (16) WOODY BEARDSLEY: I'm the Chair of the local (17) Bitterroot-Mission Group, the Sierra Club and a resident (18) here of Missoula. I'm pleased to be offering the (19) support of the Northern Rockies Ecosystem Protection (20) Act -- the support of the Sierra Club for the Northern (21) Rockies Ecosystem Protection Act, and I want to tell you (22) a little bit about our group.
(23) We have 345 members here in the greater (24) Missoula/Hamilton area. The Sierra Club in the state, (25) in the Montana chapter, has about just under 1300

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(1) members statewide, and nationally we have over 450,000 (2) members all over the country; so a fairly decent (3) representation.

(4) I'm going to start reading this, and I need to (5) specify that this is in addition to testimony that the (6) Sierra Club is giving at the hearing in Washington today (7) at the subcommittee, so I'd like that to be part of the (8) record.

(9) I'm pleased to offer the Sierra Club's (10) enthusiastic support for the Northern Rockies Ecosystem (11) Protection Act. This bill represents a scientific and (12) economic-based ecosystem approach to land management, an (13) approach that the Congress must turn to if we are to (14) safeguard America's great natural heritage. We welcome (15) the subcommittee's interest in this legislation and (16) appreciate this hearing and its willingness to look at (17) new and innovative ways of protecting whole ecosystems.

(18) It is no longer enough to treat problems in (19) isolation from one another. Our future survival demands (20) a comprehensive, integrated plan to save the global (21) environment. Looking beyond political boundaries is (22) imperative. Our current wilderness,

national park and (23) national refuge system is a testament to the vision of (24) conservation leaders and the leadership of this Congress (25) and others before.

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(1) But it is not enough. Nature does not respect (2) artificial boundaries, and these lands are quickly (3) becoming isolated islands in a sea of development. We (4) must both expand the limits of these natural islands, (5) and begin to control the environmental impacts of (6) development in the ecosystems surrounding the protected (7) core area.

(8) NREPA is a first step in looking beyond the (9) political boundaries to the interrelated needs of the (10) ecosystem for one critically important ecosystem, the (11) Northern Rockies. We look forward to working with (12) Congress on this and other measures to ensure the future (13) of the Northern Rockies and other ecosystems.
(14) And I guess I will hold off on the detailing (15) of all the beauty and bounty that we have here that we'd (16) like to protect, because a lot has been said about that (17) already this morning. But I want to reiterate, the (18) Sierra Club's vision for the Northern Rockies is to (19) restore and maintain biological integrity and diversity (20) with sustainable human activities and communities as an (21) integral part of that ecosystem. NREPA will take a (22) major step toward that end. The Sierra Club (23) enthusiastically supports H.R. 2638, The Northern (24) Rockies Ecosystem Protection Act.
(25) The heart of NREPA is wilderness designation

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(1) for most of the remaining national forest roadless lands (2) in the Northern Rockies. This is the most important (3) portion of the bill, since the permanent, inviolate (4) protection of the roadless lands as components of the (5) National Wilderness Preservation System must be the (6) centerpiece of any ecosystem protection effort in the (7) Northern Rockies.

(8) Many of the large, wide-ranging species of the (9) Northern Rockies require core areas for their healthy (10) survival. As have been mentioned, grizzly bears, elk, (11) wolverines, fish such as salmon and bull trout, all rely (12) on undisturbed habitat. The loss and isolation of (13) habitat is the

number one threat to animal species in (14) the Northern Rockies. (15) The Sierra Club supports the bill's expressed (16) reservation of federal reserve water right for the (17) wilderness areas protected in the bill. The Sierra Club (18) has long supported this proven method of protecting (19) water resources in wilderness areas. (20) NREPA also designates 1300 miles of rivers as (21) components of the national wild and scenic rivers (22) system. The Club has supported these rivers for wild (23) and scenic designation for many years, due to their (24) clean water, wildlife, sparkling beauty and importance (25) of fisheries.

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(1) NREPA contains protective management for (2) biological connecting corridors. The scientific (3) community has determined that maintaining viable (4) corridors to allow wildlife and plant migrations and (5) genetic interchange between core-protected areas is also (6) critical to a healthy ecosystem. (7) The core areas are too isolated and too small (8) to ensure perpetuation of native wildlife and native (9) biological diversity on their own. (10) NREPA starts a pilot system of National (11) Wildland Recovery Areas. This program calls for the (12) rehabilitation of areas that have been abused through (13) excessive logging, road building and mining in the past. (14) These are areas such as the portion of the Targhee (15) National Forest where clearcuts delineate the western (16) boundary of Yellowstone National Park, and similar cuts (17) occur along Glacier National Park. Where these areas (18) are now ailing, they once were thriving with a full (19) range of fish and wildlife. Rehabilitation of these (20) areas will be an important addition to the health of the (21) Northern Rockies. (22) I need to add that while NREPA is a bold and (23) necessary step toward ecosystem protection in the (24) Northern Rockies, no one bill can be expected to include (25) all the necessary elements. While these amendments that

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(1) I'm going to mention are by no means meant to delay or (2) get in the way of Congress taking action on NREPA, they (3) are some friendly suggestions in terms of what could be (4) added or what has

been omitted.

(5) Additional lands in the Bighorn, Bridger-

(6) Teton, Shoshone, Targhee and Beaverhead National (7) Forests, among others, have been omitted.

It's just a (8) matter of getting together and agreeing that some more (9) of these areas should be included in NREPA.

(10) Bureau of Land Management roadless areas that (11) are adjacent to some of the wildland areas, such as (12) parts of the Red Desert in Wyoming and areas near (13) Dillon, Montana, should be designated as wilderness.

(14) Management of corridors should be defined to (15) set standards and to include a compatibility opinion on (16) proposed new activities within the corridors. So we're (17) recommending that a moratorium should be placed on (18) development within the corridors until standards are (19) set.

(20) We've talked about a watershed recovery area, (21) I guess I don't need to discuss that.

(22) Specific hard rock and leasing withdrawals for (23) areas such as the New World mining district northeast of (24) Yellowstone National Park should be added.

(25) Again, this is only a list of some suggested

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(1) ideas that could improve NREPA, and we don't mean (2) anything to delay its passage.

(3) At this point I guess I ought to address other (4) pending wilderness legislation affecting the region, (5) specifically, H.R. 3732, the Idaho Wilderness Bill, and (6) H.R. 2473, the Montana Wilderness Bill.

(7) In the case of Idaho, the Sierra Club opposes (8) H.R. 3732. In addition to leaving out many important (9) and deserving areas, the bill has highly objectionable (10) release language and water rights language that utterly (11) fails to protect the water resources of the areas.

(12) In the case of Montana, Pat Williams said (13) recently in an article in last week's Missoulian -- and (14) I guess this morning at the hearings in Washington, (15) D.C., he said this as well -- that the Sierra Club (16) endorses his bill, H.R. 2473. This is not true.

(17) The Sierra Club has only given its qualified (18) support to H.R. 2473 as it has been amended and reported (19) out of the Natural Resources Committee. This bill will

(20) only provide protection to less than 2 million acres of (21) roadless lands in Montana. The bill contains a version (22) of release language which we strongly believe is (23) unnecessary and should be deleted on the floor, that is (24) when the bill goes to the floor of the House of (25) Representatives.

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(1) Many individuals and groups within the Sierra (2) Club here in Montana are going to continue to work to (3) amend the bill and urge our National Board to reconsider (4) support of H.R. 2473 if it doesn't change or isn't (5) amended on the floor.

(6) The problem with H.R. 2473 is that it does not (7) protect many roadless lands in Montana which will (8) continue to be subject to industrial degradation, (9) development and pressure.

This only seems to highlight (10) the importance and need for additional Congressional (11) action. The Montana Wilderness Bill will not protect (12) the entire roadless area resource of Montana, much less (13) the rest of the Northern Rockies. Even if H.R. 2473 (14) becomes law, it will be necessary to follow it with (15) NREPA. I want to reiterate that point so that there's (16) no mistaking it, we will continue to push for NREPA (17) until it becomes law, both with the Sierra Club and the (18) citizens of Montana.

(19) Again, I'd like to thank the committee for (20) having the hearings and everyone else who helped put (21) this on and I appreciate the opportunity.

(22) DOUG DOVE (27350) NINE MILE ROAD (23) HUSON, MT 59846 (24) DOUG DOVE: Thank you for this opportunity to (25) speak on this bill. I represent the Pulp and Paper

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(1) Resource Council. We're a group of people throughout (2) the United States that represent approximately 300,000 (3) workers in the pulp and paper industry.

(4) It has been said that this bill will not have (5) a detrimental effect on the economy of the state. Let's (6) look at this by region. In Eastern Montana there has (7) been very little impact on the land of this region.

(8) They would not expect a large change in the economy of (9) that region. As for land use, it would change some with (10) wild and scenic river designations.

(11) We all understand the need to save and (12) preserve this resource for all people to have and enjoy. (13) However, one of the problems with this approach is that (14) most people cannot then use this resource or enjoy it (15) because of the limits that are put on the use of this (16) resource.

(17) In Western Montana we have already seen a (18) decline in the timber and mining industries. In this (19) region, decline of these jobs has already begun.

(20) Historically the jobs that are lost have been some of (21) the best-paying jobs in the region. And when these jobs (22) are gone, we have not only lost a tax base, but we also (23) put the workers in need of the government services that (24) are funded by this very tax base. This includes (25) schools, law enforcement and other things that are

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(1) involved.

(2) As for the forest itself, there are more (3) pressing problems. It has been the goal of the Forest (4) Service in the past 75 years to suppress wildfire. This (5) has been one of the few success stories that the Forest (6) Service can talk about. That being the case, there is (7) more fuel in the woods now than there has ever been.

(8) Scientific facts show that if we do not continue to (9) manage this and do let it burn, as we have done in (10) wilderness areas, that should a fire start, it will be (11) hotter and burn longer than anything seen in the past.

(12) Some experts believe it will be hot enough to sterilize (13) the soil. This in turn would stop regeneration. As a (14) result of stopping regeneration, then you would not have (15) anything to hold the soils in their place and they would (16) be subject to erosion.

(17) This bill has a provision for biological (18) connecting corridors. It states that this would be (19) managed to zero roads per square mile, or no greater (20) than .25 miles per square mile. Some of the land in (21) these corridors is private land. It is our stand that (22) no private land should be used or taken for the use of (23) the general public.

(24) In conclusion, I will say that it is my belief (25) that we must manage this land for the good of all. I

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(1) think that economic considerations are part of that (2) good. I do not think that it should be managed only for (3) timber harvest, mining or recreation. There are areas (4) that need to be set aside for wilderness, but not to the (5) extent of this bill.

(6) I have only talked about Montana, but it's our (7) belief that this holds true for all the other forest (8) states included in this bill. Thank you for your time (9) and consideration.

(10) RICK HILDEBRAND P.O. BOX 573 (11) ARLEE, MT 59821 (12) RICK HILDEBRAND: Members of Congress:

(13) Everyone in this room knows that the Northern (14) Rockies Ecosystem Protection Act is the only proposed (15) wilderness bill that has been drafted from a purely (16) ecological perspective. All the others have been (17) designed to suit political and special-interest (18) pressures. I'm tired of hearing that NREPA is not (19) politically possible. We know that it is not only (20) possible, but essential. (21) I just attended the International Wildlife (22) Film Festival here in Missoula, and I'm guessing that (23) over three-quarters of these films expressed concerns (24) over declining populations of various wildlife species. (25) Why are these populations declining? Loss of habitat

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(1) due to exploitation for man's consumption.

(2) It is time to protect and rehabilitate this (3) habitat. If we don't, we will only be seeing likenesses (4) of many of these species on each other's tee-shirts. It (5) is time for all of us to reduce consumption.

(6) This will be my 18th year planting trees on (7) the Kootenai National Forest in northwestern Montana.

(8) There are 30 of us in our cooperative. We just -- We (9) can't keep up. We're getting tired. We're getting (10) older. We need a break. The land needs a break.

(11) I support the Northern Rockies Ecosystem (12) Protection Act, H.R. 2638. I urge Congress to pass this (13) bill promptly. And I want to thank the Alliance for the (14) Wild Rockies for their vision, their dedication and (15) their work.

(16) GREG SHELDON (620) AVENUE (17) MISSOULA, MT 59801 (18) GREG SHELDON: I believe that the

Northern (19) Rockies Ecosystem Protection Act is the only bill before (20) Congress right now that would preserve the integrity of (21) the natural ecosystem around here, which is a resource (22) of beauty and harmony in a world that desperately needs (23) every teaching of grace that it can find.

(24) To pass the Williams bill or the LaRocco bill (25) just so that we can recycle less paper or put more

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(1) lumber in landfills, just so a few people can make more (2) money and gain an advantage over their fellows, would (3) be to take a piece out of the heart of humanity that (4) would not heal for thousands of years. I don't think (5) that can ever be justified. So I give my support to the (6) Northern Rockies Ecosystem Protection Act. Thank you.

(7) JAKE KREILICK (800) SOUTH 4th WEST (8) MISSOULA, MT 59801 (9) JAKE KREILICK: Good day. I am the campaign (10) coordinator in the northern hemisphere for the Native (11) Forest Network. The Native Forest Network is composed (12) of forest activists, forest groups, indigenous people, (13) scientists and the general public. We currently have (14) 1400 individual members and 80 supporting organizations (15) around the world.

(16) On behalf of the Native Forest Network, I (17) would like to voice our organization's support for the (18) Northern Rockies Ecosystem Protection Act introduced by (19) Representative Carolyn Maloney. (20) NREPA offers the opportunity to recover both (21) human communities and natural ecosystems, both of which (22) are in a very sorry state of affairs.

(23) It also provides protection for remaining (24) roadless areas, which are the building blocks for native (25) forest protection and ecosystem recovery. The last

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(1) intact temperate forests in the continental United (2) States are in the Northern Rockies, and they harbor (3) internationally significant plant and animal (4) communities.

(5) The fact that 57 members of Congress have (6) co-sponsored NREPA indicates to me that a multi-state, (7) ecosystem-based wilderness bill enjoys considerable (8) national support.

(9) Conversely, H.R. 2473 and H.R. 3732, (10) introduced by

Representative Pat Williams and Larry (11) LaRocco respectively, have no outside sponsors, and yet (12) these bills are deemed politically practical. The Old (13) Boys network is alive and well in Washington, D.C. and (14) dictating how our finest wildlands in the lower 48 (15) states will be managed, or in this case, mismanaged.

(16) NREPA offers an end runaround these (17) stuck-in-the-mud politicians who are pro-environment (18) everywhere but in the Northern Rockies. We need to pass (19) NREPA if we are to avoid similar mistakes and to let (20) industrial forestry prevail.

(21) DARIN AUSTIN (241) ALDER (22) MISSOULA, MT 59802 (23) DARIN AUSTIN: Dear Representatives: (24) A system of managing our remaining wildlands (25) must be enacted. The history of the Forest Service has

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(1) shown that cutting timber is their main objective. Now (2) is the time to reverse this terrible policy, to actually (3) preserve the forest and to hold these lands in trust for (4) the people.

(5) As a citizen, I have seen my letters (6) disregarded, seen my phone calls politely recorded.

(7) Senators tell me that they can only follow the will of (8) the people. My will is that these remaining intact (9) wildlands be protected. I demand that this bill

be (10) enacted to actually protect the lands that are mine and (11) yours.

(12) As someone who works with children, I must (13) ask, what will we tell them when they are grown? Will (14) we say, oh, there are no more healthy forests? What will (15) happen if the homes of the wild animals are destroyed?

(16) What stories can be told? If there is no grizzly, (17) caribou and wolf, there will be no stories, except the (18) stories of greed and nonthinking management.

(19) Let us leave ecosystems, not tree farms, for (20) the citizens of tomorrow. Please enact H.R. 2638.

(21) LIONEL TREPANIER (22) CHICAGO, IL 60607 (23) LIONEL TREPANIER: Good afternoon. I've come (24) from Chicago where I participate with the Chicago (25) Greens. I've prepared several remarks that I share with

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(1) my friends in support of the

Northern Rockies Ecosystem (1) Protection Act. It is as follows:

(3) Wildland Protection and Restoration, Northern (4) Rockies Ecosystem Protection Act, H.R. 2638.

(5) The United States Department of Agriculture (6) (USDA), needs an authorization to protect the life (7) support system of Earth. The Forest Service, (USDA (8) USFS) administrators of federal land in Montana, Idaho, (9) Oregon,

Wyoming and Washington, lack a regulatory basis (10) to coordinate biological corridors between national (11) parks.

(12) The Forest Service has determined to place (13) most remaining wild areas under the death yoke of (14) industrial logging. The wild Northern Rockies teeter on (15) the brink of full-scale ecological holocaust. To avert (16) disaster and protect our longtime survival and Earth (17) integrity, citizens have drafted the Northern Rockies (18) Ecosystem Protection Act, NREPA.

This comprehensive (19) approach has attracted nationwide support, including (20) introduction in the House of Representatives of H.R. (21) 2638; sponsors there, by more than 50 -- I have now (22) corrected my page, that used to say 40 -- 50 esteemed (23) members of that body.

The bill is based on ecosystem (24) approach to provide secure wildlife corridors, and the (25) peace dividend is work: Restoring public lands,

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(1) ecosystems and sustainable economic viability in the (2) Northern Rockies.

(3) NREPA ends the great forest sell-off and (4) preserves sustainable wilderness forest ecosystems, the (5) quality of life and economic base of the Northern (6) Rockies. With protection of the remaining Forest (7) Service roadless areas in the Northern Rockies, any (8) logging jobs in the region are reestablished with (9) current normal job growth in three weeks. The fastest-

(10) growing economic segment of the Northern Rockies is (11) drawn here by the intact landscape. Please write in (12) support of the Northern Rockies Ecosystem Protection (13) Act. Our wilderness ecosystems should be preserved as a (14) shining beacon of unity, a landmark for future (15) generations. Thank you for your attention.

(16) I came out to Missoula and I really appreciate (17) the persons that come out today to enter and hear (18) testimony. And

particularly, thank you for the people (19) of Missoula, for the opportunity I have to speak to (20) forest activists and extend an invitation to the (21) National Green Party Convention in Boise, Idaho, August (22) 11th to the 15th, 1994. And there are invitations (23) posted at the door behind the information table. My (24) name is Lionel and I thank you for your attention.

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(1) JAMES OLSEN (319) 8TH STREET (2) HAMILTON, MT 59840 (3)

JAMES OLSEN: I want to urge Congress to (4) support the Northern Rockies Ecosystem Protection Act.

(5) This act will protect basically part of the last sliver (6) of roadless areas, and the failure to pass this, bottom (7) line is we'll end up logging these areas.

(8) The large logging companies have engaged in a (9) pretty aggressive campaign to make us believe that the (10) public lands are needed -- the logs off the public lands (11) are needed to protect the jobs of the people in the (12) Northwest. I certainly sympathize with industries that (13) are having trouble with jobs.

(14) I'm from the defense industry, I worked in it (15) my whole life and have had the pleasure of looking my (16) friends and co-workers in the eye and laying them off as (17) the defense budget has decreased. But things change.

(18) And the question is, what are these logging companies (19) doing with the trees on their own land? They have (20) engaged, for many decades, apparently, just looking at (21) the map, in unsustainable logging. They seem to be (22) shipping logs and American jobs with them overseas, and (23) they continue to do that. So now they want to come and (24) log our trees. And these are our trees, and I think (25) most Americans want our trees to stay as our forest.

(18) And the question is, what are these logging companies (19) doing with the trees on their own land? They have (20) engaged, for many decades, apparently, just looking at (21) the map, in unsustainable logging. They seem to be (22) shipping logs and American jobs with them overseas, and (23) they continue to do that. So now they want to come and (24) log our trees. And these are our trees, and I think (25) most Americans want our trees to stay as our forest.

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(1) By allowing them to come in and cut these last (2) forests, how long is that going to last?

Unsustainable (3) logging for maybe a half generation or another (4) generation, then where are our children going to get (5) jobs? Our children will be left without jobs and we (6) will be living in a desolated landscape.

(7) So, anything other than this bill is a (8) short-sighted approach to making money for a group of (9)

companies that haven't managed their own resources, (10) except for short-term gain. And now we're asked to (11) correct the mismanagement of the large lumber companies (12) over the past few decades and bail them out once again.

(13) But it's a false bailout and, in fact, they'll walk away (14) with a few profits for another decade, but what about (15) the next decade? They'll be going broke, workers will (16) be out of jobs and we won't have any forests. Thank you (17) very much.

(18) JAMES BARNES (999) STREET (19) MISSOULA, MT 59802 (20) JAMES BARNES: It's time to pass the Northern (21) Rockies Ecosystem Protection Act. It is essentially one (22) of the last things we can do before it will be too late. (23) Pat Williams' bill is essentially garbage. We've seen (24) it again and again and again. The same sort of thing (25) over the last decade, coming from the Congressional

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(1) delegation of Montana. (2) NREPA is a different thing. It's something (3) that takes all factors of our Northern Rockies Ecosystem (4) into consideration. It changes the kind of government (5) subsidy for forest destruction into one that will (6) support our communities and support the ecosystem. (7) This is a time in which the United States can (8) either hold onto the last vestiges of what's decent and (9) good about our country and the land and our people, or (10) we can throw it all away and be done with it once and (11) for all.

(12) I urge you to pass this bill and do the right (13) thing for this country and for future generations.

(14) Thank you.

(15) DONNIE LAUGHLIN FRIENDS OF THE BITTERROOT (16) STEVENSVILLE, MT 59870 (17) DONNIE LAUGHLIN: I'm president of the Friends (18) of the Bitterroot. Friends of the Bitterroot is a (19) regional organization located in Hamilton, Montana.

(20) We work in five national forests and our work (21) is to prevent the destruction of watersheds, wildlife (22) habitat and biological diversity. We also work hard to (23) protect these last remaining roadless areas in the (24) Northern Rockies, and particularly in the area that (25) we're working in.

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(1) We have long supported the Northern Rockies (2) Ecosystem Protection Act as a visionary and (3) comprehensive proposal of the sort that is required if (4) biological diversity in its roots, the broad range of (5) plant and animal species that now inhabit this region (6) and have inhabited this region, are to be able to (7) continue to exist here. And of particular concern to us (8) is the ability of the low-density, wide-ranging species (9) like wolf, grizzly bear, wolverine, pine martin, fisher, (10) et cetera, to be able to have the habitat and have the (11) ability to move from one habitat to another.

(12) We are pleased to be part of the many citizens (13) and the many groups that do support the Northern Rockies (14) Ecosystem Protection Act. And we would like to point (15) out that this is the only wilderness proposal introduced (16) into Congress that was developed by citizens, by (17) conservationists, by wildlife scientists, and we think (18) that that says, if not all, quite a bit. Thank you very (19) much.

(20) GABRIELA BARRETT P.O. BOX 573 (21) ARLEE, MT 59821 (22) GABRIELA BARRETT: Members of Congress:

(23) The Northern Rockies Ecosystem Protection Act (24) is an essential, whole-systems step towards resolving (25) our wildlands crisis. I would like to voice my support

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(1) and consensus with the speakers on the panel, and (2) applaud the authors and sponsors of this bill for their (3) great perseverance and wisdom.

(4) It is time that we acknowledge the mess we're (5) in, in terms of our eroding biodiversity and ecosystem (6) sustainability. It is time to halt the mismanagement, (7) kick out the extractive boom-and-bust industry, and hand (8) the loggers and other disenfranchised wood products (9) workers hoedags and start reforesting instead of (10) deforesting.

(11) As a woods worker and tree planter, I have (12) witnessed the destruction and waste that Forest Service (13) policies have wrought on our public lands. As a (14) conservationist citizen, I am appalled, as many people (15) are, at the current ecological holocaust here in the (16) west and the land management agencies' incapacity to (17) seek a common-sense, comprehensive and biologically- (18) informed policy.

(19) The NREPA is good news, not only for the (20) ever-pressured and endangered creatures that seek refuge (21) from an increasingly industrialized, diseased society, (22) not only for conservation of clean rivers and the (23) qualities and elements that these ecosystems sustain, (24) but for those of us who value clean living and a (25) meaningful future. And it's economical! Everyone in

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(1) The Northern Rockies will have plenty of work in the (2) Northern Rockies Ecosystem Protection Act passes.

(3) Everyone will be employed in a fulfilling, honest (4) profession they can feel proud of in the restoration and (5) rehabilitation of our ailing, yet essential, wild (6) country.

(7) There is so much work to do, and it's time to (8) start. We've got our work cut out for us and we're (9) ready, willing and waiting. Members of Congress, it's (10) up to you. Please support H.R. 2638, NREPA. Thank you.

(11) ALLISON SLATER (515) 4TH (12) MISSOULA, MT 59802 (13) ALLISON SLATER: I haven't prepared any (14) comments, so I won't be able to give any of the (15) statistics, but I believe that those have been covered (16) by previous speakers.

(17) I would mostly like to give my support or urge (18) the Representatives to support the Northern Rockies (19) Ecosystem Protection Act, and maybe give a few insights (20) that I have of the situation.

(21) I live in Missoula near the railroad, and day (22) after day I see cars going by filled with logs. I do a (23) lot of bicycling around the area on Forest Service (24) roads, and see logging trucks constantly coming out full (25) of logs.

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(1) I volunteer at the ecology center here in (2) Missoula, and every day scoping notices and (3) Environmental Assessments and plans come in to further (4) mine, log, graze on the national forests and Bureau of (5) Land Management lands.

(6) I also volunteer at the local food bank, and I (7) realize that there are people who are concerned about (8) the economic impacts that protecting wilderness will (9) have on the area. First of all, I don't believe that (10) something that's wrong can be justified just by saying (11) jobs depend on it.

Certainly the empire of the old (12) South was brought down and lots of people suffered (13) economically by the abolition of slavery, but no one (14) would suggest that slavery should have been preserved (15) simply because it protected jobs in the cotton industry. (16) So I don't think that that's justification, and I would (17) just like to urge Congress to support the Northern (18) Rockies Ecosystem Protection Act.

(19) WILL SNODGRASS MISSOULIANS FOR CLEAN ENVIRONMENT (20) P.O. BOX 2885 MISSOULA, MT 59806-2885 (22) WILL SNODGRASS: I am the founder and (23) spokesperson for Missoulians for Clean Environment. At (24) this critical moment in the life of our planet, as we (25) witness all around us environmental destruction and

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(1) death, which taxes the human spirit beyond belief.

(2) As the lungs of our planet, her oceans and (3) forests are poisoned, strangled and cut as environmental (4) law is broken repeatedly, as blind and heartless western (5) politicians which aid and abet the timber industry giant (6) which feeds upon the lives and futures of timber workers (7) and the thinning carcass of Mother Earth.

(8) As those western politicians offer up (9) short-sighted, destructive, greed-driven legislation, (10) such as the Williams and LaRocco so-called wilderness (11) bills, which would surely cause the final blows upon our (12) living environments.

(13) As these western politicians not only look (14) away, but assist in the process of destroying what (15) remains of our living environment, as the pockets and (16) souls of our children are picked, leaving behind a (17) wasteland of crying souls, one legislative instrument (18) stands above all, itself representing pride, beauty, (19) integrity, grandeur, survival and life: The Northern (20) Rockies Ecosystem Protection Act, NREPA.

(21) In the face of the manifested destruction of (22) the land of all people, NREPA stands. NREPA is as real (23) and as strong as the spirit of the land which it (24) protects. NREPA is the law of this hour. Sustain the (25) land, sustain life, seek passage of NREPA.

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(1) JENNIFER FERENSTEIN (223) 3rd WEST, NO. 2 (2) MISSOULA,

MT 59801 (3) JENNIFER FERENSTEIN: I live and work here in (4) Montana. I'm a member of the Executive Committee of the (5) Sierra Club, the Bitterroot-Mission Group of the Sierra (6) Club, and I also have worked for the Craighead (7) Wildlife-Wildlands Institute here in Montana.

(8) First, I'd like to thank the Alliance for the (9) Wild Rockies, the organization and the individuals who (10) have made this effort possible. I think that it's (11) through these grass-roots organizations and through (12) these advocacy efforts that we can really see legitimate (13) change occur. (14) I would just like to say that as we sit here, (15) we all want to believe that we can help and heal the (16) ever-widening rifts of the biotic fabric through the (17) choices that we make in our day-to-day lives. However, (18) I think the truth belies the simple philosophy. There (19) is no time for the romantic notion that this is the (20) last best place. We can't believe this when all around (21) us Montana's natural communities and ecosystems are (22) being destroyed and simplified.

(23) From a moral, ecological, economic and (24) sociological standpoint, nothing is more (25) important than (26) the protection of the wild places and native

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(1) biodiversity that remains in this region. I think that (2) the Northern Rockies Ecosystem Protection Act is the (3) only credible and legitimate approach that is within our (4) grasp. I urge you to support NREPA.

(5) JAMES TAYLOR LENNOX (119) NO. 5 (6) MISSOULA, MT 59802 (7) JAMES TAYLOR LENNOX: Thank you for the (8) opportunity to comment on this landmark legislation.

(9) The Northern Rockies Ecosystem Protection Act, H.R. (10) 2638, is the best bill for protecting the last of wild (11) America.

(12) I am a concerned citizen of Montana. I care (13) about the people of this planet and our future. We can (14) no longer live with greed, we will not survive with it. (15) I am a volunteer working with the Alliance of the Wild (16) Rockies, one of many volunteers who care about wildlife, (17) humans and our habitat.

(18) I started a fund-raiser in 1990 called Pennies (19) for Wilderness.

Pennies do add up to positive change, I (20) might add. I designed a Pennies for Wilderness label (21) and produced thousands of them with the \$60 in pennies I (22) collected at my family's home. (23) Through the penny-drive campaign, I had to (24) share the idea with people that greed is not the answer (25) to the many life-threatening problems we face in the

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(1) world today. I thought that collecting currency with (2) the least monetary value would help convey this message (3) to the world. Greed is not the answer. We only have (4) enough for human need, not human greed.

(5) The fund-raiser has generated thousands of (6) dollars, helping to pay for airline tickets, enabling (7) citizen activists throughout the region to travel to (8) Washington, D.C., to educate Congress on the importance (9) of protecting the Northern Rockies ecosystem and its (10) biological diversity. (11) I also helped fund the printing of the NREPA (12) tabloids, detailing the scientific and economic (13) knowledge behind the NREPA and other things.

(14) At a subcommittee hearing July 20th, 1993, (15) Representative Larry LaRocco claimed that the Alliance (16) for the Wild Rockies is working to save ecosystems only (17) for the money. AWR started out with literally one (18) individual's income from a summer job. That person (19) cared enough to act to protect grizzly bear habitat in (20) the Northern Rockies. Nobody's who involved with this (21) cause is in it for the money. 100 percent of the (22) collected pennies have gone towards the introduction and (23) eventual enactment of the Northern Rockies Ecosystem (24) Protection Act. (25) Our society must consider other species that

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(1) happen to make a living on this little blue-green planet (2) we call Earth. NREPA is a proposal that takes into (3) consideration wildlife concerns, rather than just human (4) greed. All other proposals benefit the human population (5) in one way or another, while wildlife populations are (6) removed from the picture. We can no longer afford to (7) ignore biological diversity. We can all benefit from (8) preserving our natural heritage.

We must make a living (9) off the interest of biodiversity, not its capital.

(10) Pristine ecosystems are our life support systems.

(11) Without them, there would be no clean water to drink or (12) air to breathe.

(13) Over 600 businesses and organizations have (14) endorsed NREPA, representing more than 5 million (15) Americans. Concerned, ordinary citizens throughout the (16) country have voiced their support for this biologically (17) and economically comprehensive bill. The plan has (18) enjoyed favorable attention by the media, including CNN, (19) CNBC, The Christian Science Monitor, The New York Times, (20) MTV, Rolling Stone Magazine and countless others.

(21) The World's most renowned biologists and (22) economists support NREPA, and currently there's 57 (23) members of the U.S. House of Representatives that have (24) co-sponsored the bill. (25) Western delegations have not supported NREPA.

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(1) due to the fact that most received large contributions (2) from industry to their election campaigns. There is (3) solid evidence that large multinational corporations (4) have destroyed millions of acres of wildlands. (5) Clearcuts and open-pit mines scar most of the west and (6) other parts of the country. The land can no longer (7) handle mass man-made destruction. It is bad economics.

(8) President Clinton's proposed budget calls for (9) a 30 percent increase in the Forest Service's road (10) budget and eliminates funding for water quality (11) monitoring in the Northern Rockies. The cost per mile (12) of road construction into roadless areas is up to (13) \$100,000.

(14) Taxpayers foot the bill! Many hard-working people that (15) I talk to about this issue are upset and would rather (16) see that money going towards education or protecting (17) ecosystem integrity. We need to eliminate wasteful (18) spending projects like the Forest Service road building (19) and below-cost timber sales. (20) State wilderness bills currently making their (21) way through Congress make no ecological or economical (22) sense whatsoever. Wildlife knows no boundaries. (23) Condemning millions of acres of

land in the Northern (24) Rockies to be released to Forest Plans that contain high (25) ASQ's and were developed in the Reagan/Bush era is

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(1) outright wrong. These bills are sailing through (2) Congress with the aid of deal-making handshakes and (3) big-money talk.

Development of roadless areas in the (4) Northern Rockies will equate to species extinction. All (5) for what, I might ask? Short-term profit. H.R. 3732 (6) and H.R. 2473 must not pass.

(7) Thousands of jobs will be sustained and (8) created if NREPA is enacted. Logging operations will (9) continue in already roaded National Forests on a (10) sustainable basis. Wildland recovery efforts in heavily (11) damaged areas will require the hands of many men and (12) women. For every mile of road built, two miles should (13) be returned to forests. Let's put people to good work, (14) restoring life to lands that have been stripped of it.

(15) We can learn from our original forests how to (16) put back together an abused forest. In order to do (17) this, we must enact NREPA to protect functioning (18) ecosystems and their biological corridors.

(19) Please urge the enactment of an important (20) bill, H.R. 2638. Thank you again for the opportunity to (21) comment on NREPA. Please include my comments in the (22) official hearing record.

(23) DAVID HARMON (3500) DUNCAN DRIVE (24) MISSOULA, MT 59802 (25) DAVID HARMON: I'm an outfitter. I earn my

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(1) living from the land, from wilderness. During summer (2) months, I take people from all the over the country into (3) the wilderness in Montana, and they're all amazed that (4) we have this beauty here and so excited that I can share (5) it with them. This NREPA bill needs to be passed, I (6) think, and the other bills fall far short of doing what (7) needs to be done. The thing that really ticks me off is (8) when the argument comes up about, well, we can't have (9) any more wilderness, because it's going to cost jobs. I (10) never hear anyone talking about my job or the thousands (11) of more people that do what I do, using the wilderness (12) in a productive manner without taking anything from

it.

(13) Maybe someone should do a study on that and find out how (14) many jobs would be created just in the outfitting (15) business alone if NREPA were passed, and then that could (16) be subtracted from the few logging jobs that would be (17) lost. I urge congressmen and women to please pass the (18) NREPA bill.

(19) DOYLE GERRARD (985) LANE (20) CORVALLIS, MT 59828 (21) DOYLE GERRARD: I'm here to speak in support (22) of the Northern Rockies Ecosystem Protection Act. Most (23) ecological problems reduce to the single problem of (24) supply and demand, but the two words "supply and demand" (25) stand for disparate things. Supply is strictly limited.

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(1) while demand is essentially unlimited, because the (2) concept implies demand made by human beings.

(3) There is no limit to the demands made by the (4) Forest Service, the timber industry and the Western (5) delegation on what is perceived to be available timber (6) supply -- always a political perception -- and the (7) roadless lands of whatever type, of whatever altitude.

(8) The Endangered Species Act will be annulled and the (9) appeals protections slanted to benefit industry, long (10) before the timber gang realizes the fruits of a mistaken (11) ethic and ruinous policy.

(12) If we all take but one certainty into the 21st (13) century, it must be the antithesis of the Chamber of (14) Commerce attitude, that bigger is better, that more of (15) almost anything is better. It is time to set

limits. I (16) urge you to pass the Northern Rockies Ecosystem (17) Protection Act. Thank you.

(18) FLOYD WOOD MUSKRAT LANE (19) CORVALLIS, MT 59828 (20) FLOYD WOOD: I certainly can't match the (21) eloquent words that have been used here today, so I'll (22) hit it at a little different angle. (23) I saw the clearcut area begin. I logged at (24) that period of time; started in 1948. Twenty-five years (25) ago I got involved in the environmental movement.

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(1) because -- it was a selfish motive -- they had managed (2) to log all my favorite elk hunting areas. (3) Then about that time I saw the

destruction (4) that was going on, and there was no way that the land (5) could sustain the cutting that was going on. And so (6) this whole thing has to come to an end and we have to (7) save what little we have left of our unroaded areas. (8) And I urge Congress to pass NREPA and forget Williams' (9) bill, because his bill does not even come close to (10) covering what needs covered. Thank you.

(11) STEWART BRANDBORG
CITIZEN ACTION COMMITTEE (12)
187 TIN CUP ROAD DARBV, MT
59829 (14) STEWART BRANDBORG:
I come here with a deepest (15) appreciation for this process which has done so much to (16) reflect the will and conviction of Montanans. I don't (17) know how we could have asked for a more eloquent and (18) meaningful testimony from a broader group of (19) well-informed, knowledgeable people, ranging from (20) scientists, with years of experience, senior-level in (21) their professional ranks; economists of note and who (22) have contributed so much to the knowledge of our economy (23) here in Montana and the questions of jobs; through to (24) the people who have been on the lands, who know the (25) diversity of our wildlife, the wonders of our region.

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(1) and who speak most importantly from the heart. I think (2) it's an impressive demonstration of what good people are (3) capable of in a time when we challenge the system, many (4) of us.

(5) I have spent my earlier years as a wildlife (6) biologist, working with state and federal agencies. And (7) I went into Montana and Oregon, cruising timber and (8) running range surveys. I later focused on wildlife, (9) working with state and federal wildlife research (10) agencies in Idaho and Montana. And after 12 years I (11) moved to Washington, where I was associated with (12) national environmental groups, four and a half years (13) with the National Wildlife Federation, association of (14) some 20 years with the Wilderness Society, 12 as its (15) executive director, and as an employee of the larger ten (16) national organizations in connection with its (17) grass-roots leadership programs.

(18) I spent many years in appearances before the (19) Congress and offering testimony and informing people (20) within the membership

of the Wilderness Society, and (21) other national groups with whom the Wilderness Society (22) cooperated closely, with the issues of the day. I give (23) this background, because I feel that the questions I ask (24) of Congress now and of the Subcommittee and the full (25) Committee are somewhat relevant to the crises we see in

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(1) America.
(2) I have seen Congress do wonderful things.
(3) I've seen this Committee accomplish great things for the (4) protection of the public lands and the resources of the (5) United States, and particularly of the West. So I have (6) a great appreciation of what the Congress can do to be (7) progressive to serve the people.
(8) I wonder very much today, however, what is (9) happening in America when it's impossible to have (10) hearings throughout the Northern Rockies, two or three (11) in each state, to find out what people are really (12) thinking, and to use the hearing process to get at the (13) heart of what this issue represents. We know that if we (14) apply the ecosystem concepts that have been projected (15) during these hearings, we will be into the best of land (16) planning.

(17) And at a time when Montana and the Rocky (18) Mountain states are subjected to a massive influx of (19) people, development has gone wild; farmland, ranchland, (20) the beautiful river bottoms, streams are threatened by (21) overdevelopment and tragic mistakes, threatened by (22) mining, unplanned and uncontrolled, overcutting of our (23) beautiful national forest lands, to say nothing of (24) private lands.
(25) What is the main obstacle to the Congressional

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(1) process which would bring these questions: Where do we (2) go from here? How do we preserve the best last place (3) for the American people? Of course, it's fatuous to (4) say that this decision is going to be made by Montanans, (5) and Idahoans and those in Wyoming and Washington and (6) Oregon. This decision, as has been pointed out so (7) eloquently, belongs to the American people: The people (8) in New Jersey and Los Angeles and Memphis and -- you (9) name it -- Alaska, everyone shares in the decision.
(10) Well, why can't we ask you,

Members of (11) Congress, to look at this as an opportunity to bring a (12) new era into American politics, to bring a new era into (13) land planning, the studies of the unique wildlife and (14) plant populations, and the needs of the people in the (15) Northern Rockies, by a full public process where we (16) listen to people, we encourage dialogue, we encourage (17) the best scientific information, best insights of local (18) people, the farmers, the ranchers, the people on Main (19) Street, the people in the environmental movement and in (20) every other social change group that we have. Why can't (21) we have this now?
(22) Instead, what do we have? An abbreviated (23) hearing in a period when it's very difficult to bring (24) the members of the committee together, when we're faced (25) with the short-sighted legislation advanced by

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(1) Congressman Williams that leaves most of the wildlands (2) of Montana unprotected and in a very vulnerable state.

(3) There's great advantage of having spent those (4) years from 1954 to 1986 in Washington. First of all, (5) it's a place where much can be and will be (6) accomplished if those who represent the national (7) organizations and speak for the national organizations (8) are closely tied to the people out in the land. And I (9) think we face the same kind of distancing in some (10) instances between the environmental organizations at (11) national level that we see in the Congress of the United (12) States, where there's a remoteness, a withdrawal. Leave (13) it to us within the Beltway to make decisions. And I (14) think it's critical that Congress and the members who (15) represent us come out for the people in this process.

(16) We've heard so many times, it can't be done, (17) that it's not something that's practical, politically (18) it's not realistic. And I stand in full conviction to (19) testify that that's a story we've heard many, many times (20) before.
(21) We heard it with Redwood National Park in (22) California. You can't get that through. The local (23) congressmen and many in the Congressional delegations, (24) particularly those who are influenced by the large (25) corporations that wanted to continue to destroy the

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(1) remaining redwoods, we can't do anything with that.
 (2) We heard that in the case of the North (3) Cascade National Park of Washington. National Forest (4) land, contiguous areas had been ravaged by over-cutting, (5) clearcutting, the worst kind of devastation that one can (6) witness anywhere in the Northwest. People rallied and (7) they insisted that a North Cascade National Park be (8) established in the absence of credible, responsible (9) management on the part of the United States Forest (10) Service.
 (11) Then let's go to the Wilderness Bill. I was (12) there through its writing, through eight years of the (13) difficult struggle to gain its passage. Even then, the (14) opponents of the Wilderness Bill insisted that we go to (15) the field and hold hearings in places like McCall, (16) Idaho, and Reno, Nevada. The martial forces, some of (17) them fought against the bill, but you know what (18) happened? There was a great uprising of people in all (19) of those remote communities. People who spent their (20) time in the woods, some of them loggers, saying some (21) areas must be preserved in perpetuity for the American (22) people. This is our heritage. We can't sacrifice it.
 (23) Let's take eight years of hearings that seemed (24) unending. Again, from the writing of the bill, the (25) circulation among the critics, the supporters, it was

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(1) the same story: Nothing can ever happen here. We'll do (2) well to get a simple statement of policy from Congress (3) that basically wilderness is good, basically wilderness (4) is a fine thing. Let's let it stand as a simple (5) statement that where possible -- a word that leaves much (6) latitude for devastation of wildlands -- where possible, (7) let's save a little.
 (8) Well, now we're down to a little without the (9) wilderness law and the eight-year struggle, and the (10) people from all over the country insisting that it be (11) enacted, where it went through in final passage with (12) great majority, again, with the kicking, struggling, (13) opposition of many of those in these western states (14) because of one fact: We have a Congress that sorely (15) needs campaign financing that's public, so that we (16) loosen

our members of Congress, we relieve them of the (17) ties to the corporate sector that was spoken of earlier (18) in the testimony, who contribute most of the money that (19) they carry their campaigns on. This is a fact of life.
 (20) We have got to relieve people of this tremendous burden, (21) those who represent us, and it is with this clear (22) recognition that I address myself to the members of the (23) committee.
 (24) Campaign refinancings or campaigns that are (25) financed by the public, not by the special interests who

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(1) have dominated the politics of Montana since the early (2) history of the state. Montana has had the copper (3) collar, it's had every other kind of collar around its (4) neck as the multinationals have come in to exploit the (5) people, to exploit the workers, to exploit the resources (6) in the land. So this must stop.
 (7) Another one: National Interest Plan from (8) Alaska. Here in the final stages, we saw 100 million (9) acres of Alaska protected for wildlife refuge, (10) wilderness, national park and other dedications. This (11) was totally impossible. I remember the esteemed friend (12) of mine, Morris Udall, at one stage when a group of us (13) went in to visit with him, saying, we'll be lucky if we (14) can get 25 to 30 million. To go more is way out of the (15) ballpark. Don't try to do it. It's impossible.
 (16) What happened? People stayed in there. The (17) people from everywhere in the nation rallied, and we saw (18) the enactment of the National Interest Plan. As I said, (19) it preserved over 100 million acres.
 (20) So all of this is possible, and we can't take (21) words to the contrary. Yes, it may take time. Most of (22) the major legislation of this nation, from health care (23) on through, may take a lot more time than we anticipate (24) initially, but let's stick through it, and let's take (25) issues to the American people. Let's come out to the

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(1) west and hold hearings that will reach people and let (2) them be involved.
 (3) I have great confidence in the people I know (4) in small communities of Montana, Idaho, Wyoming, Eastern (5) Washington and Eastern Oregon. They have the

capacity (6) to make judgments on behalf of themselves, what's best (7) for me, what's best for my community and what's best for (8) the nation. If we will just come forward as a Congress, (9) if we as citizens will come forward and participate and (10) fully give of ourselves to the resolution of the (11) difficult questions we face, there's nothing that can (12) stop the process.
 (13) I offer my comments with great humility in (14) view of the depth and competence of the many who have (15) spoken here today, and will continue to speak. I offer (16) my comments in the most constructive sense to the (17) Congress of the United States and the Members of the (18) Subcommittee and the full Committee. I would very much (19) urge their early consideration of NREPA in a context (20) that will allow the careful measuring of it, that will (21) prevent the enactment of legislation, such as the (22) current Williams Bill, until we have all the facts on (23) the table, until we have explored the scientific, (24) economic, the social impacts of NREPA and know what we (25) are doing as we go forward into a new period of land

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(1) planning, ecosystem management in the true sense of the (2) concept.
 (3) This is a unique opportunity for the Congress.
 (4) It's a unique opportunity for the American people. I (5) don't think it should be denied by hasty action and (6) ill-conceived decisions.
 (7) I thank you, the Committee, for this (8) opportunity to testify, and with that I ask the (9) Committee, will you pay any attention to what's been (10) said here? Will you pay any real attention to the (11) substantive comments that have come to you by the mail (12) or in this hearing record? What's happened to (13) America -- to go back -- when citizens have to hold (14) their own hearings to reach you? What is happening to (15) the democratic process? Should we not ask you to come (16) to our assistance, to our support, and in extending this (17) process so we can have a full, objective reading on this (18) vital NREPA legislation? Thank you.
 (19) CHRIS CANE (801) 4TH STREET WEST (20) MISSOULA, MT 59801 (21) CHRIS CANE: Members of Congress:

(22) Now is the time to preserve what resources we (23) have left for our children's future and economic future (24) of our country. Pat Williams' bill, also named the (25) Wilderness Bill, illustrates very poor management for

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(1) natural resources and animal habitats. NREPA is an (2) economically-feasible route to take to help the balance (3) of our future.

(4) CARA CUMMINGS MISSOULA, MT (6) CARA CUMMINGS: My name is Cara Cummings and I (7) came to Missoula this year from St. Paul, Minnesota. (8) Specifically to study the explosive wilderness (9) controversy existing in the Northern Rockies.

After (10) being exposed to a spectrum of viewpoints, including (11) moderate legislation, wise use representatives, (12) independent ranchers, radical activists, economists, (13) philosophers, indigenous peoples and my own experience (14) in the wilderness, I have come to realize that (15) wilderness encompasses much more than the land (16) untrammeled by man. I've come to find that wilderness (17) is much more than islands of rock and ice now protected (18) by existing wilderness legislation and proposed by the (19) Pat Williams' Wilderness Bill.

(20) Wilderness encompasses an ethical, aesthetic (21) view of landscape and the organisms existing within it.

(22) It includes maintaining biological integrity, not just (23) for humans' sake, but for the sake of organisms with (24) which humans live in relation.

(25) NREPA creates a vision of wilderness that

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(1) crosses political boundaries, concerns indigenous (2) peoples and the economic problems of threatened (3) communities. Most importantly, NREPA uses the holistic (4) science of conservation biology that takes into account (5) the true habitat needs of not only large predators, such (6) as grizzly bear and wolf, but those smaller organisms (7) living in the threatened riparian zones and (8) lower-elevation areas currently targeted by logging (9) operations. (10) The Northern Rockies Ecosystem Protection Act (11) represents a new system of thinking that looks at (12) wilderness with a clearer prescription of glasses that (13) more

members of Congress need to try on. This (14) rethinking of the way we protect wilderness is a (15) catalyst essential to the progress of the political and (16) social process, and I wholly support the Northern (17) Rockies Ecosystem Protection Act.

(18) ANN ORLANDO (909) ROAD (19) MISSOULA, MT 59801 (20) ANN ORLANDO: I'm here to endorse the Northern (21) Rockies Ecosystem Protection Act. The last remaining (22) pristine wildlands of North America are being destroyed (23) by unsustainable timbering. The extractive industries (24) have been in decline for the last 80 years. Logging (25) will never lead to economic growth for the Northern

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(1) Rockies. The unsustainable mass timbering going on (2) our public lands and private lands does not lead to (3) prosperity or economic vitality. Logging towns are (4) usually depressed places with high unemployment, (5) degraded hillsides, degraded water quality, dying fish (6) and endangered species.

(7) NREPA is necessary to preserve our economic (8) future in the Northern Rockies region, which is our (9) pristine natural environment. I'm a junior at the (10) University of Montana, studying wildlife biology. And (11) what I've learned in these four years is that for the (12) minor benefits of timber logging, as it is being (13) practiced today, is an extremely destructive industry.

(14) When we log steep hillsides, as is the case in (15) the Northern Rockies, the soil washes directly off the (16) land. Even when trees are planted on the cuts and can (17) take hold and grow, the diversity and value of our (18) original forests are gone. Watersheds, fisheries, (19) wildlife habitat and the many values of our forests are (20) destroyed. Primary native forests are something more (21) and more rare, and more and more precious in our world. (22) Americans do value our forests very, very (23) much, especially those of who us live in the beautiful (24) Northern Rockies bioregion. The Williams bill does not (25) represent the views of Montanans.

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(1) The NREPA makes perfect sense economically and (2) ecologically. I urge your support of this sensible (3) bill.

(4) JORDAN MACY (2145) SOUTH 11TH WEST (5) MISSOULA, MT 59801 (6) JORDAN MACY: I've been a student here at the (7) University; this is my second year at the University.

(8) As we are now moving into the twenty-first century.

(9) There's more need for change in government policy of (10) habitat protection for endangered species.

Ecosystems (11) are in dire need of salvation, which can only look to (12) NREPA for protection and recovery guarantee. These (13) ecosystems that will be protected take the big picture (14) into consideration, which is exactly how we need to (15) approach halting the destruction of natural corridors (16) which are essential to meadow populations.

(17) I think if we look at the big-scale picture of (18) things, we see a lot more than we expect to see. The (19) corridors that NREPA protects is essential to pretty (20) much all animals; grizzly bear, the wolf and aquatic (21) species, that need humans to help them out. And I (22) really support NREPA, and I'll go as far as it needs to (23) go, I guess.

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(1) MAC DONOSRIO MISSOULA, MT 59802 (3) MAC DONOSRIO: I'm a resident of Missoula. I (4) have worked for the Park Service for nine years. I (5) support NREPA. That will do.

(6) MIKE BAKER (7755) STARR DRIVE, NO. 3 (7) MISSOULA, MT 59802 (8) MIKE BAKER: I strongly support the NREPA (9) bill, H.R. 2638, and urge Congress to pass this bill (10) with a vision of the future beyond a two-year (11) Congressional term or a five-year political budget, but (12) with a vision of decades of future generations who will (13) greatly appreciate our wise decision in this generation.

(14) Consider not ourselves and huge profits of (15) multinational corporations today, but consider (16) sustainable practices for our grandchildren and even (17) their grandchildren. Thank you for your time.

(18) JEREMY J. GLENN (453) NO. 2 (19) MISSOULA, MT 59802-4638 (20) JEREMY GLENN: As a native-born Montanan who (21) has lived in Missoula for more 20 years and worked both (22) as a tree planter and a timber inspector, I have (23) witnessed firsthand destruction of the wildlands here.

(24) I therefore must support NREPA with a strength of (25) conviction surely felt by any person protecting their

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(1) home and family from devastation at the hand of another.
 (2) RANDY SIMMONS (2119) SOUTH 6TH WEST (3) MISSOULA, MT 59801 (4) RANDY SIMMONS: I'm here to voice my support (5) for NREPA. I came to Montana four years ago from (6) Virginia because of the beautiful mountains and the (7) outdoors. I was shocked to see the mass destruction (8) that was occurring in the forests of the Northern (9) Rockies -- shocked, as are most Americans.
 (10) The logging practices in use here are (11) completely unsustainable. America's forests and the (12) many, many species which they contain will not survive (13) into the next century if the NREPA is not passed.
 (14) Grizzly bears, gray wolves, west slope cutthroats and (15) bull trout are just the most famous of our forest (16) inhabitants that are quickly disappearing. We need to (17) protect our forests.
 (18) As an avid fisherman, I have gained an added (19) appreciation for pristine waters. Montana is a (20) fisherman's dream. Few other places can offer the (21) vitality of Montana's waters. But these unique and (22) precious rivers and streams, so valuable to most of us, (23) are being exploited and degraded to no end for (24) short-term profit, and not profit for Montanans.
 (25) The loggers get lower and lower wages, more

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(1) unstable jobs and dependent, depressed communities. But (2) the multinational timber companies that are destroying (3) the last wildlands of America are making millions.
 (4) And our current politicians, like Conrad Burns (5) and Pat Williams, are reaping the benefits of these rich (6) timber giants at the expense of our national heritage (7) and at the expense of all the people that must live in (8) these degraded regions.
 (9) With the long list of Ph.D.'s that stand behind (10) NREPA, it is obviously an extremely well-thought out and (11) complete and sound bill. America's last remaining (12) forests are simply too valuable to lose to greed and (13) short-term profit or to Pat Williams' Wilderness

Bill.

(14) Please support NREPA.
 (15) SUSAN BRADFORD P.O. BOX 8574 (16) MISSOULA, MT 59807-8574.
 (17) SUSAN BRADFORD: I support this bill, (18) H.R. 2638, the Northern Rockies Ecosystem Protection (19) Act, and urge all Members of Congress to please pass (20) NREPA into law. It is critically necessary for all of (21) our public land/water management agencies to adopt (22) ecologically-sound management practices.
 (23) Given the limited knowledge of economic (24) processes, including the diverse needs of wildlife, rare (25) plants, microorganisms, soil fungi, et cetera, the only

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(1) responsible action we can take at this time is to (2) preserve and protect remaining wildlands and roadless (3) areas of this nation, while doing our best to learn to (4) restore the areas already damaged, which are many. Many (5) more than wasted in the NREPA Act, as a matter of fact, (6) but that's a very good start. I appreciate it and (7) support it.
 (8) All existing management plans are currently (9) inadequate because they're based on insufficient data (10) and research. The scientific community does not yet (11) understand the complexity of our living planet, nor any (12) subdivision or ecosystem which is part of that. It is (13) true that we are beginning to understand the needs of (14) various species and beginning to gain a sense of the (15) complexity of the natural world.
 (16) But this is only a beginning of what we need (17) to know before we can possibly justify the deforestation (18) and disruption of many more acres. We are losing soil.
 (19) We are losing diversity. We are losing streams. We are (20) unraveling nature's tapestry at an alarming rate and we (21) don't even know what we're losing and whether the (22) remainder can survive on its own.
 (23) This is not responsible and must not be (24) sanctioned by Congress. It is time, rather, for (25) Congress to take a stand in support of protecting

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(1) America's natural heritage, being responsible to our (2) children and the generations who inherit this land and (3) our responsibilities as

caretakers of Earth. Please (4) support NREPA. Make it law.
 (5) Moreover, please support habitat recovery and (6) restoration. Given our ignorance of ecological (7) complexity, it is only smart to invest in recovery and (8) restoration of wildlands, streams and habitat. This (9) could also be a way to restore the economic stability of (10) our bioregion -- by developing jobs and offering (11) contracts for restoration and recovery workers.
 (12) Earth needs you. Please support NREPA.
 (13) Thanks.
 (14) STEVE KELLY BOZEMAN, MT
 (16) STEVE KELLY: I'd like to see all the Members (17) of Congress seriously consider the passage of this bill, (18) H.R. 2638, because in the Northern Rockies we have the (19) last great forest ecosystems in the lower 48 -- in (20) America, basically, areas that people may actually some (21) day get to experience firsthand.
 (22) I also support this bill because it recognizes (23) the needs of indigenous species and indigenous people.
 (24) Native Americans in this part of the country depend on (25) wilderness areas, de facto roadless areas being

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(1) considered in this bill, for protection of their (2) spiritual needs. Many people not in any of the Indian (3) tribes also depend on these very same lands for their (4) spiritual needs.
 (5) I think that the indigenous species, the (6) grizzly bear, the caribou, the bull trout, species that (7) depend on wilderness, that depend on areas that have (8) been left undamaged by man's activities, are really (9) critical to remain as an example to the rest of the (10) world, actually, as a model for how places on Earth with (11) forests, with clean water, can begin to repair and (12) regenerate and actually begin to produce sustainable (13) habitats for the species and for the humans that occupy (14) these areas.
 (15) I would also just like to add that I am (16) currently involved in an effort to become an independent (17) candidate, and one of the primary reasons I have decided (18) to take on this effort to run as a candidate for the (19) United States House is I feel the two-party system has (20) failed to adequately address the needs of indigenous (21) species

and indigenous people.
 (22) I hope that the testimony heard today will (23) compel the members of the U.S. House of Representatives (24) that are not already co-sponsoring this bill to consider (25) co-sponsoring and passing this legislation of the House

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(1) of Representatives. Thank you.
 (4) WAYNE PRITCHETT MISSOULA, MT (6) WAYNE PRITCHETT: I would like to make a (7) special note to the Members of Congress. I'm hoping (8) that those fellows down there understand the extreme (9) gravity and importance of the bill that is facing them, (10) the NREPA, the Ecosystem Protection Act. I not only (11) believe, but I know for a fact -- scientific and every (12) other which way -- that this is an extremely important (13) and major decision, a turning point in history for this (14) Congress to take action on and to follow the people's (15) will and wisdom. (16) I'm really hoping those fellows can hear the (17) cry to enact ecosystem protection on a region-wide (18) basis. The sustainability of our entire future and our (19) children's future is at question, and I would like the (20) Congress and all the Representatives to take second and (21) third thoughts on this question and the importance and (22) vastness of it. (23) All the scientific evidence, wisdom of all (24) sorts, common sense behooves them to at least open up to (25) an extensive debate and in-depth determination by the

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(1) Congress, these representatives of ours, and I sure hope (2) that they listen to the cry and wisdom of the (3) grass-roots people who have brought this bill before (4) Congress. I thank you.
 (5) SCOTT EDSON P.O. BOX 70 (6) GRANTS DALE, MT 59835 (7) SCOTT EDSON: I'm from the Bitterroot Valley, (8) the Hamilton area. Speaking as a professional (9) graduate-degreed scientist, I'm here to support NREPA.
 (10) The major points have already been stressed and are of (11) paramount importance. Those of us addressing you, our (12) Congress Members today, are well-educated with, and are (13) current of the intricacies and the natural complexities (14) of these landscapes. It's long overdue for us to (15) recognize that "Mother Nature is the chief architect."

(16) Hence, leave these lands alone, i.e., absent of man's (17) impact.
 (18) JEFF JUEL (904) 2ND STREET WEST (19) MISSOULA, MT 59802 (20) JEFF JUEL: First, I'd like to thank (21) Representative Carolyn Maloney who introduced the (22) Northern Rockies Ecosystem Protection Act, and all those (23) co-sponsors who have joined her. With NREPA, Congress (24) has a rare opportunity to do something good for the (25) people of this bioregion, for the people of this country

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(1) and for the whole world.
 (2) NREPA would protect some things and would not (3) protect some other things. NREPA would protect our (4) native ecosystems and the people, forests, wildlife, (5) fish and plants that live among these ecosystems. It (6) would support and protect the wise, sustainable (7) recreational use of these lands.
 (8) NREPA would not protect the profits of (9) industrial mining and logging corporations in their (10) short-term seizing of the resources of this bioregion.

(11) They have and continue to leave scars that won't heal (12) for hundreds and even thousands of years. NREPA won't (13) protect people whose recreational use consists of riding (14) machines and who won't see what's really a part of the (15) lands as they go buzzing through. NREPA would not (16) protect the PAC contributions of the members of the (17) Congressional delegations of the states in the Northern (18) Rockies bioregion.
 (19) If the members of the Subcommittee and the (20) rest of Congress would investigate the amount of PAC (21) money that Pat Williams, Max Baucus and Larry LaRocco (22) receive, they will see why those congressmen have fought (23) the introduction of NREPA.
 (24) I have lived in Montana for about nine years, (25) and in that time I have learned a lot about this region,

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(1) its people and the ecosystems. I feel lucky to live (2) here in a time when native species, although now rare, (3) still exist and ecosystems are still functioning, to (4) some extent at least.
 (5) I have seen on the land the damages created by (6) the greed of short-sighted people. I also have had the (7) opportunity to look into the activities of the Forest (8) Service on an almost daily basis

through the work I do.

(9) Believe me, the Forest Service is not changing fast (10) enough.
 (11) The so-called Wilderness Bill that the (12) Committee has already passed, as introduced by Pat (13) Williams, would allow just more business as usual and (14) destruction in the roadless lands it releases.

(15) That (16) can't be allowed to happen. The taxpayers can't afford (16) it, the ecosystems can't take it, and we, as citizens, (17) will fight it at every step.

(18) Now is the time to begin a healing process.

(19) Indeed, the most reputable scientists say that we must (20) begin now if we are to save what is left. I urge (21) Members of Congress to do the right thing for the short (22) term and the long term in passing the Northern Rockies (23) Ecosystem Protection Act. It is the only sustainable (24) path we have, and it is why the wise citizens of this (25) great bioregion have created this bill. Thank you.

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(1) ERIC LUNDE MISSOULA, MT (3) ERIC LUNDE: I currently work as a registered (4) nurse; however, I worked for many seasons in the back (5) country, for both the Forest Service and the National (6) Park Service. Although I have some empathy for Pat (7) Williams and his position, having to represent the (8) various interests in Montana and the United States, I (9) personally believe that the NREPA bill, now before (10) Congress, is the best bill for designation of current (11) roadless areas, for both Montana and the United States.

(12) I believe that it represents the best (13) protection in the long run for America, and I firmly (14) support the passage of this bill.
 (15) HOWARD D TERRY P.O. BOX 8628 (16) MISSOULA, MT 59807 (17) HOWARD D TERRY: Where to start? I think a (18) good place to start is just the fact that while we elect (19) and de facto employ those in government that actually (20) create this opportunity to get our testimony hopefully (21) heard, I think is a very significant development and (22) very unfortunate. I think it speaks to what is going in (23) the current American and Montana political process. And (24) it's a very important thing that we look at the process (25) as well as what we're trying to accomplish.

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(1) And the fact that I have to come down here on (2) a Tuesday afternoon in a hearing that was set up by us (3) locally and testify in this way, I just think that it's (4) a real strong indicator of what's going on with our (5) public processes.

(6) And I urge, other than the purpose that I'm (7) here to testify about, NREPA, that we look at our public (8) processes and we ask ourselves, why is that we (9) repeatedly create public processes that the outcome (10) doesn't reflect the input, and we see that a lot around (11) Montana, and thus in part the reason for creating this (12) forum.

(13) With that, I have a couple -- three things to (14) say about Pat Williams' so-called wilderness -- I'll (15) refer to it as a development bill. I know Pat a little (16) bit. We've sat together on a couple of occasions and (17) exchanged views. And like the previous gentleman who (18) testified, I too have empathy for Pat's positions and (19) for Pat's interests of the constituents that he's (20) choosing to represent in this matter.

(21) But it is not in any way a wilderness bill.

(22) What it does is release all of the accessible, currently (23) roadless -- we could call them wilderness areas -- to (24) potential development. And that's not to say that (25) development will occur in those areas, but it does

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(1) nothing to protect the existing roadless areas, except (2) those which are basically inaccessible anyway, that (3) which has been called the rock and ice, the high (4) country.

(5) The NREPA bill, by contrast, protects (6) migration corridors. It doesn't set up what could be (7) called an island wilderness system of a patchwork of (8) different wilderness areas that don't account for the (9) fact that large mammals, like bears and wolves, have to (10) migrate over great distances and need corridors to (11) travel through to continue to exist.

(12) We are fairly certain that an island approach (13) will change the character of these animals, if they're (14) able to survive at all. And the large mammals, just as (15) the smallest insects, are the indicators of the health (16) of any ecosystem. (17) And what NREPA seeks to do is take what is (18) left of the last almost-intact ecosystem in the United

(19) States, outside of Alaska, and preserve as much as (20) possible, so that we can see what's left of this system, (21) and hopefully thrive, rather than to continue to (22) contract and get smaller and smaller. I think that a (23) lot of people today have testified about the technical (24) aspects of that and so forth and I won't speak to that. (25) I will speak to the interests that Pat

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(1) Williams and others are catering to right now which are (2) development interests, and they act in contrast to (3) interests which we wish to preserve, wilderness and this (4) great ecosystem, and what's potentially the last great (5) almost-intact ecosystem in the country.

(6) We also have a very unusual opportunity with (7) this that has global significance with the Crown of the (8) Continent Project. We're essentially a triple divide.

(9) There is an intact portion of an ecosystem which it is (10) the divider of the continent, where water flows north, (11) east and west.

(12) And research proposals have been created to (13) look at that area, to learn what we can about an intact (14) ecosystem's function. And there are very few places (15) left on Earth where we can do that, and we have one of (16) those spots right here in this region that is (17) included -- right now, it's part of, of course, Glacier (18) National Park and so forth.

(19) So it's very important that we do what we can (20) to get NREPA passed, so we can keep this -- essentially, (21) one of the greatest natural laboratories that we have to (22) learn about ecosystem management -- intact as well. If (23) we erode the surrounding features of the ecosystem, then (24) triple divide peak and its watersheds will no longer (25) remain an ecosystem that can be studied as it can be

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(1) now, that we can learn from and that would have global (2) implications.

(3) I could go on and on and on about the benefits (4) of NREPA, contrasting that with Williams' development (5) bill or forest mismanagement act or whatever we want to (6) call it. But in closing, I would just say that there (7) is -- to me, it's pointless to contrast the two or to (8) even compare the

two, because they have completely (9) different purposes and ends, and would achieve (10) completely different outcomes.

(11) And I think that people of this region have (12) spoken loudly and clearly about what is needed, what is (13) right, and what we want, and I urge Congress to act in (14) keeping with those messages that we have sent over the (15) past -- I don't know how many years now.

(16) BILL SCHENK MISSOULA, MT
(18) BILL SCHENK: I've lived in the state for (19) three years and I was drawn to it by its wild character, (20) having come from a place that retains no wild character.

(21) I believe in the Northern Rockies Ecosystem Protection (22) Act. I advocate for its passage in this testimony, and (23) simultaneously oppose the bill offered by Representative (24) Williams.

(25) I like our last speaker, could go into a list

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(1) of reasons why I think NREPA is a good idea. I guess I (2) will limit that to only a couple, I think the most (3) important of which is the biodiversity crisis which we (4) are faced with. We are losing species from this planet (5) at an unprecedented rate. The Earth has seen species (6) lost before on a large scale, large numbers, but never (7) due to another species. And now we are one causing the (8) demise of many others.

(9) I believe that NREPA is probably the finest (10) and the easiest first step we have towards sort of a (11) stemming the tide of species lost in this country. It (12) could be accomplished quickly and easily, and I do not (13) believe that the costs associated with it, in human (14) terms, would be at all substantial when considering the (15) human economies in this state that it would affect.

(16) On a technical level, I would like to add, in (17) terms of conservation biology or species diversity, that (18) NREPA doesn't really preserve corridors, it preserves (19) habitat. And a large habitat, such as Glacier National (20) Park, Yellowstone Park, Bob Marshall, Central Idaho, (21) et cetera, do not need to remain connected because of a (22) secure place for one animal to run from one area to (23) another. What we need is occupied and viable habitat (24) for our large species of animals, all the way from the (25) Bob Marshall to

Yellowstone. That is, we need recovered

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(1) species everywhere so that genetic connectiveness (2) remains. Those are my thoughts on biodiversity.

(3) I'd like to just go into one more reason that (4) I think that wilderness preservation is truly (5) significant. I think that the preservation of (6) wilderness is an expression of humility on the part of a (7) species of animal that has moved to occupy 90 percent of (8) the globe. We, as human beings, and all that we consume (9) and the government we create and the corporations we (10) create, have literally moved into every available place (11) that we can extract something from the place and make (12) use of it or make money off of it. Some of us are (13) willing to draw a line and say that we don't need things (14) from this place. We can get along without them, even (15) though it might cost us something.

(16) Wilderness will, in effect, at least for some (17) length of time, keep the corporations out of some piece (18) of land. It's holding back the same forces that would (19) take resources from the Indians, we cornered them on the (20) reservations. We would gladly take what little they (21) have left. We would dump chemicals and pollute the (22) streams, leave open pits all over the Earth's surface (23) where they've taken minerals out. Those same forces (24) would gladly move into the roadless areas, and (25) unfortunately, the government has facilitated that rape

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(1) of the Earth.

(2) I believe NREPA should be passed because (3) finally, the government, through the will of the people, (4) would be saying no, not here, we'll leave something.

(5) That's all I have to say at this time. Thank you.

(6) KARIN SCHALM (228) 3Rd WEST

(7) MISSOULA, MT 59802 (8)
KARIN SCHALM: I was born and raised in (9) San Diego, and I've seen 40,000 new, pink stucco (10) condominiums go in two miles east of where I live. I'd (11) hate to see the last of the remaining large tracts of (12) wildlands go at the same bit-by-bit -- I don't think (13) pace is the right word, but I'd hate to see them (14) disappear bit by bit in the same way, just because of (15) lack

of protection. Although houses won't be built in (16) these wildlands, they are being used up because of (17) resource depletion. (18) I'd be interested in seeing a law passed in (19) restricting the export of raw logs to Japan before (20) cutting another tree in our roadless areas or in any of (21) our wildlands. If we truly wanted to preserve (22) endangered species, the biology tells us that we need to (23) protect the last of these roadless areas.

(24) I support NREPA because it's the only viable (25) alternative at this point that speaks out for these

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(1) wildlands. NREPA has lots of grass-roots support and I (2) support it strongly.

(3) DON VANCE (2143) SOUTH 11TH WEST (5) MISSOULA, MT 59801 (6) DON VANCE: Along with Jiri Goskocil and Liz (7) Sedler, I'm one of the authors of the Forest Inventory (8) Report on the Kootenai National Forest, which showed (9) that the Kootenai Forest is using erroneous mature (10) timber inventory figures. Leroy Lee has shown the same (11) thing on the Clearwater.

(12) The Kootenai now admits that their figures are (13) erroneous. Unfortunately, the new figures that they've (14) put forward are just as erroneous. The methodology that (15) they've used in their most recent assessment is just as (16) phony.

(17) Having been exposed, entering their false (18) numbers into FORPLAN, their response has been not to (19) reform their inventory and method of calculating the (20) allowable sale quantity, but instead to redefine mature (21) timber so that they can still say that they have almost (22) as much as they originally claimed. This is an (23) unregenerate agency that has no intention of improving (24) its management of forest lands. (25) NREPA is necessary because committing any

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(1) further untouched primary forest into the hands of the (2) Forest Service will guarantee its mismanagement. In the (3) Northern Rockies Ecosystem, probably only about 3 to 4 (4) percent of the original old growth remains. The Forest (5) Service intends to continue sawing old growth in the (6) forest lands that would be released to them by a (7)

multiple-use bill, such as Pat Williams puts forth.

(8) Further cutting in old growth will guarantee new (9) additions to the endangered species list. We can't (10) afford to cut any more anywhere for a long, long time.

(11) That's all.

(12) (Whereupon, the hearings were concluded.)

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STATE OF MONTANA)
) ss.
 County of Ravalli)

I, Deborah Meredith, RPR, Official-Freelance
 Court Reporter for the State of Montana, residing in
 Hamilton, Montana, do hereby certify
 That I was duly authorized to and did report
 the testimony in the aforementioned hearing;
 I further certify that the foregoing pages of
 this transcript represent a true and accurate
 transcription of my stenotype notes.

IN WITNESS WHEREOF, I have hereunto set my
 hand on this the day of , 1994.

Deborah Meredith, RPR
 Official-Freelance Court Reporter
 Notary Public for the State of Montana,
 Residing in Hamilton, Montana
 My Commission Expires 7/3/95



IDAHO CONSERVATION LEAGUE

Idaho Conservation League Testimony on HR 2638

The Idaho Conservation League also requests inclusion in the testimony on HR 2638. As a statewide, grassroots organization with a 20-year history of involvement in wilderness advocacy, the Idaho Conservation League supports the concept of the Northern Rockies Ecosystem Protection Act.

ICL believes HR 2638 is on the exact right track to look at the ecological connections of the wildlands throughout the northern Rockies. The welcome approach of HR 2638 goes beyond state and political boundaries, to protect and preserve the ecologically significant public lands of value for all Americans.

Members of the Idaho Conservation League are working with the Montana Wilderness Association, the Alliance for Wild Rockies and others, to use local knowledge of wild landscapes to craft a regionwide framework of wilderness, biological linkage corridors and wildland restoration zones. ICL offers its field tested maps and documentation of Idaho wildlands across the state to assist Congress in fine tuning HR 2638. While some details will benefit from further refinement, ICL believes the concepts and the intention of HR 2638 are well defined.

Submitted for,

Michele Tae

President, Board of Directors
Idaho Conservation League

July 14, 1993

The Honorable George Miller, Chairman
House Natural Resources Committee
1324 Longworth Building
Washington, DC 20515

Dear Chairman Miller,

We in the conservation community, like you and others in Congress and the Administration, recognize the opportunity and urgent need to protect this country's ecosystems and to promote sustainable economies. Accordingly, we have developed the enclosed ecosystem study and management strategy for the northern Rockies.

This proposal is a working document that we present more as a conceptual framework than as a finished product. In the aftermath of the ancient forest debacle in the Pacific Northwest, we believe important lessons can be applied to the northern Rockies and other regions to avoid a similar crisis. Most important among these lessons is that scientific guidelines need to be applied before the crisis point, rather than after the fact.

This ecosystem study proposal provides ample evidence that an ecological crisis looms for the northern Rockies, a region that still contains a full complement of native fish and wildlife species. It documents the decline of fish and wildlife species, the loss of habitat and the degradation of water. It demonstrates the failure of federal agencies to acknowledge and address these problems.

The actions of federal agencies often are contradictory, and agencies are internally divided. Management plans for federal land agencies are narrow in scope and cumulatively fail to provide a common vision for ecosystem management. Resource inventories and other basic data often are incomplete or inaccurate and typically err in ways that encourage unsustainable resource exploitation. Meanwhile, accelerated logging on corporate lands and rapid development of other private lands during the past decade have compounded ecological problems.

A major redirection in federal leadership is necessary. Many of the necessary changes can be made administratively. Existing laws and mandates can be more faithfully interpreted, and inter-agency coordination can be improved. Legislative action may be necessary to eliminate contradictory mandates. The proposed Biological Survey, once established, has the potential to direct long-term regional management. However, all of these efforts may be an exercise in futility unless a clear vision and guiding scientific principles are established immediately.

We recommend the creation of an independent scientific panel, similar in concept to

The Honorable George Miller
 July 14, 1993
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the Scientific Panel on Late Successional Forest Ecosystems. In a two- to three-year time frame, this committee would assess current research and data, identify information gaps, and administer short-term research projects to compile pertinent scientific data. These studies should be regional in scope, without regard for political boundaries or ownership. The resources, personnel and expertise of federal agencies should be made available to this scientific panel.

The need to establish a clear direction and scientific principles for ecosystem management in this region is complementary to legislation that protects wilderness, wild and scenic rivers, recovery areas, ecosystem linkage zones, and other land designations in the northern Rockies. Such legislation for core designations must not be delayed by this study. Designation of a large and well-distributed network of wilderness is a necessary but not sufficient tool for protecting the northern Rockies ecosystem. During the study period, interim protection should be provided for critical habitats including roadless areas, riparian zones and old-growth forests. This study plan should be seen as regional, impartial and in the interest of all parties who wish to avoid a repeat of the ancient forest trainwreck.

We strongly urge Congress and the Clinton Administration to recognize and act upon this opportunity to develop a positive ecosystem plan that can become the basis for a sound environment and the creation of sustainable economies in the West. The proposed "Northern Rockies Ecosystem Study Plan" provides a ready mechanism.

We look forward to the opportunity to work with you to further develop and implement this proposal.

Sincerely,

Bob Decker
 Montana Wilderness Association
 Helena, Montana

Tony Jewett
 Montana Wildlife Federation
 Helena, Montana

Larry Mehlhaff
 Sierra Club
 Sheridan, Wyoming

Michael Scott
 The Wilderness Society
 Bozeman, Montana

Dale Strickland
 Wyoming Wildlife Federation
 Cheyenne, Wyoming

Dave Erickson
 Kootenai Wildlands Alliance
 Libby, Montana

The Honorable George Miller
July 14, 1993
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Andy Andrus
Idaho Wildlife Federation
Boise, Idaho

Tim Lillebo
Oregon Natural Resource Council
Bend Oregon

Denise Boggs
American Wildlands
Bozeman, Montana

Evan Frost
Greater Ecosystem Alliance
Bellingham, Washington

Rod Ash
Montana Audubon Council
Condon, Montana

Tom Owen
Resources Limited
Polebridge, Montana

Tim Border
Gallatin Wildlife Association
Bozeman, Montana

Dan Heilig
Wyoming Outdoor Council
Landers, Wyoming

John Osborn
Inland Empire Public Lands
Council
Spokane, Washington

Sarah Johnson
Native Ecosystem Council
Three Forks, Montana

Brock Evans
National Audubon Society
Washington, DC

Mike Medberry
Idaho Conservation League
Ketchum, Idaho

Bart Koehler
Greater Yellowstone Coalition
Bozeman, Montana

Jim Owens
Western Ancient Forest
Campaign
Washington, DC



THE WILDERNESS SOCIETY

April 12, 1994

Representative Bruce Vento, Chair
 Subcommittee on National Parks, Forests and Public Lands
 812 OHOB
 House of Representatives
 Washington, D.C. 20515

Dear Representative Vento,

The Wilderness Society appreciates the opportunity to offer its views on the Northern Rockies Ecosystem Protection Act (NREPA).

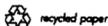
The Society views the Northern Rockies Ecosystem Protection Act in much the same way as it views H.R. 2473, the Montana Wilderness Act. Both represent pieces of a larger puzzle which we call ecosystem protection. We will support efforts to protect and manage lands to insure ecosystem protection which are well-researched, enjoy wide support and do not preclude future options.

NREPA is certainly larger and more expansive than any legislation we have seen to date and does a better job of protecting wilderness in the Northern Rockies than any other bill. It doesn't, however, protect entirely the ecosystems of the Northern Rockies and thus would not be the final bill on this subject.

The Society, along with other conservation organizations, has worked long and hard on wilderness protection in the states covered by NREPA. We've enjoyed some remarkable successes. Since the Wilderness Act has passed, in Montana alone, we've seen two major additions to the Bob Marshall Wilderness and designated the Absaroka-Beartooth Wilderness, the Lee Metcalf Wilderness Complex, the UL Bend Wilderness, the Mission Mountains Wilderness, the Rattlesnake Wilderness, the Welcome Creek Wilderness, the Medicine Lake Wilderness and the Red Rock Lakes Wilderness.

We are currently working on H.R. 2473, Rep. Pat Williams Montana Wilderness Act, which we hope will soon pass the House. The bill would add 1.7 million acres more of National Forest Wilderness. Of particular significance in the bill is the tens

NORTHERN ROCKIES REGIONAL OFFICE
 105 W. MAIN STREET, SUITE E, BOZEMAN, MT 59715
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of thousands of acres of old growth it will preserve, the mid-and-lower elevation wildlife habitat, and the wilderness it will protect in important corridors between ecosystems.

We offer the above overview of what has happened, and what is currently happening, in the area of wilderness and ecosystem protection in Montana not to suggest that we have achieved the preservation of our region's wilderness and ecosystems, but to point out that a lot is being accomplished.

But, we also realize, that to protect the integrity of the great ecosystems of the Northern Rockies will take much more effort. Much of that effort will have to be put into designations. While, in the past, we have focussed on the national forests in our designation of wilderness, we have yet to address BLM wilderness, refuge wilderness, national park wilderness, wild and scenic rivers and the need to restore lands critical to the preservation of our great ecosystems.

Both H.R. 2473 and NREPA are consistent with The Society's larger vision of the future of the Northern Rockies. However, neither contains all the elements The Society believes necessary to assure that Northern Rockies ecosystems will remain truly functional into the future.

Any Northern Rockies ecosystem protection plan must be able to adequately provide for the maintenance of the diversity and abundance of the native flora and fauna in the region. Where necessary, the plan must provide for the restoration of degraded habitat in order to support existing, or restored, populations of wildlife and flora. Finally, the plan must integrate people and the communities in which they live into the ecosystem equation. This assures sustainable use of natural resources and maximizes economic opportunity for this and future generations.

The Society bases its ecosystem protection program on a three-pronged approach. First, land protection designations. As discussed above, we support significant designations of candidate wilderness lands for all four land systems in the Northern Rockies. Neither H.R. 2473 nor NREPA are inclusive enough wilderness bills to be characterized as adequately representing the wilderness resource of the Northern Rockies.

There should be a protected wildland core, designed to support the flora and fauna of a particular ecosystem in sufficient abundance, in each representative ecosystem of the Northern Rockies. For instance, we must round out wilderness designations in the Greater Yellowstone, Northern Continental Divide, Cabinet-Yaak, Selkirk, Central Idaho, Red Desert, Idaho High Desert and Missouri Breaks/CM Russell ecosystems.

In addition, we must add a series of connecting corridors and migration routes between appropriate ecosystems which represent realistic wildlife movement areas and which take

advantage of whatever wild lands exist. These corridors will be both terrestrial and aquatic.

We also support the designation of a Wild and Scenic Rivers system designed to maintain the region's renowned cold water fisheries, clean reliable supplies of water and outstanding recreational opportunities.

The second leg of The Society's ecosystem protection agenda involves the management of lands already altered by development. These lands must be thoroughly studied to determine if they can currently support sustainable populations of flora and fauna, if they need restoration work and how they can help local communities.

The Society is a supporter of the Economic and Ecosystem Study section of H.R. 2473 for just this reason. We are a participant in the Eastside study process recently mandated by Forest Service Chief Jack Ward Thomas and we have authored our own studies of the needs of grizzly bears in the Northern Rockies ecosystems.

Finally, any plan for ecosystem integrity must include the people that live within the area. The Society, through the work of our economists and scientists, has helped pioneer work in the Northern Rockies on sustainable communities and the role of public lands in their support. We are fully committed to working with communities, states and land management agencies in efforts designed to assure sustainable communities. A recent study, The Wealth of Nature, done by The Society helps explain the link between communities and land.

Achieving ecosystem protection in the Northern Rockies will be a long and complicated process. It will involve wilderness designation on all four land systems, better land management decisions on lands already developed and the integration of communities into an ecosystem's sustainable base.

In the end, while The Society is supportive of NREPA, we differ with those who support the bill as a substitute for bills like H.R. 2473.

Thank you for the opportunity to offer the views of The Society on the Northern Rockies Ecosystem Protection Act.

Sincerely,



Michael D. Scott
Regional Director
Northern Rockies Region

Scott Felker
327 Pine Hall
1550 Birchmont Dr NE
Bemidji, MN 58601-2855

04/16/94

Representative Bruce Vento
Subcommittee on National Parks, Forests, and Public Lands
2304 Rayburn House Office Building
Washington, D.C. 20515-2304

Dear Representative Vento:

I am submitting the following statement regarding H.R. 2638, the Northern Rockies Ecosystem Protection Act, and request that it be admitted as part of the record of a hearing held in the House of Representatives on April 12, 1994:

After many years of debate, congress passed the Wilderness Act in 1964. That bill, despite its faults, was a visionary and landmark piece of legislation that set into motion such of the progressive environmental activity of the late 1960's and early 1970's. As progressive as the Wilderness Act and subsequent legislation was, in many cases it has not adequately protected intact ecosystems and biological diversity. The pressures of an increasing population and an unwillingness to substitute true sustainability for short-term exploitation have led to continued abuses of public wildlands that result in severe habitat fragmentation threatening the survival of many wilderness dependent species throughout the United States.

In my work as an ecologist and educator I have seen the results of our land management policies in the Northern Rockies region of Idaho, Montana, and Wyoming. Too often these policies are implemented with only the needs of extractive users in mind and with little or no regard to the health of local human and nonhuman communities. The end result has been the real, if not legal, endangerment of regional populations of grizzly bears, anadromous salmon, and woodland caribou among many others. Still, the Northern Rockies region provides the United States with an extensive, diverse wilderness ecosystem that will be a source of biological enrichment, cultural pride, economic sustenance, and spiritual inspiration if we allow it to remain as unexploited wilderness. For that reason, I urge the United States Congress to support, enact, and implement H.R. 2638, the Northern Rockies Ecosystem Protection Act.

Sincerely,



Scott Felker

SCOTT G. LADD
533 E. Babcock St., #4 Bozeman, MT 59715

14 April 1994

Honorable Bruce Vento, Chair
National Parks, Forests and Public Lands Subcommittee
of the House Natural Resources Committee
812 OHOB (Annex 1)
Washington, D.C. 20515

Dear Mr. Vento:

In reviewing the Northern Rockies Ecosystem Protection Act (HR 2638), please consider the fact that healthy ecosystems are the basis of healthy economies. Nowhere is this statement more true than in the Northern Rockies region, where an increasing majority of jobs are linked to non-extractive industries. Now and into the 21st Century people will be drawn to this region for its amenities--the mountains, clean air and water, open space, scenery, and wildlife. The future of the Northern Rockies is in its wildness.

NREPA recognizes the importance of using the wildness of the Northern Rockies for economic gain. NREPA is sound legislation because it: 1) is based on scientific principles for habitat protection, linking core wild areas into a contiguous whole; 2) would protect the last intact ecosystem in the contiguous U.S.; 3) would protect the long-term economic vitality of the region; and 4) has gained widespread support both regionally and nation-wide.

Changing economic and political realities indicate that taxpayers cannot and will not continue to subsidize below-cost timber sales and other activities that destroy the environmental amenities which they cherish and often depend on for their livelihoods. It is estimated that the U.S. Forest Service loses \$1,000,000 on timber sales every week in Montana. This subsidy is clearly illogical, particularly since logging and associated jobs are worth \$700 per person in Montana, while recreation is worth over \$1700 per person, according to Montana economists Dr. Tom Power and Dr. Ray Rasker.

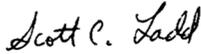
Service industries now contribute more revenue and jobs to our region than any other, largely due to the quality of life afforded by wild ecosystems and their associated attributes of clean air and water, scenery, and wildlife. These qualities, however, are rapidly being destroyed because wildlands are not traditionally viewed as true economic resources. It has been my experience, however, that most people move to and stay in this region because they rely on wilderness

qualities for their livelihood. Guest ranches, outfitter guide services, and other tourist-based companies are examples of this. High paying service industries are also coming to the region to take advantage of the environmental attributes.

It would be foolish to further damage the resources upon which the Northern Rockies region is becoming increasingly dependent upon. NREPA goes a long way toward protecting the very future of the Northern Rockies by protecting its wildlands.

Please include my comments in the hearing record for HR 2638, the Northern Rockies Ecosystem Protection Act.

Sincerely,

A handwritten signature in cursive script that reads "Scott C. Ladd".

Scott C. Ladd

The Committee received many letters of support for H.R. 2638. The number of letters was too great to print but we have included the names of the writers as follows: Roselyn Heil, Greg Briggs, Chris George, John Preston, David Jensen, Donald Mazzola, Karen Allen, Margaret Adam, Beth MacFawn, R.F. Krawiec, Sonja Nehring, Will Snider, DiLyn Arneson, Alaina Lammer, Julie A. Stoughton, Glenn Hackett, James A. Took, Caroline Byrd, John Hoffland, Loreen Folsom, Jim Davis, Laura Ferguson, Helen Jagelski, Kim Gange, Paul Shively, Adam Keats, Mary Byers, Michael S. Whiting, Amy K. Smith, Shamu Fenyvesi, Bert Kraft, Paul Belanger, Heidi Rae Tokerud, Radley Z. Watkins, Greg Martin, Janet Huguet Sproull, Michael J. Schmitt, Steven Leash, Tom Platt, Margaret P. Baldwin, Jason Wilmot, Meredith B. Hasiton, Sarah Fisher, Courtney Rudd, Geoffrey Smith, Steven Cohen, and Margaret C.D. Schmidt.



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