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MISCELLANEOUS FOREST LEGISLATION

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HEARINGS

BEFORE THE
SUBCOMMITTEE ON FORESTS

OF THE

COMMITTEE ON AGRICULTURE
HOUSE OF REPRESENTATIVES

EIGHTY-SEVENTH CONGRESS

SECOND SESSION

ON

H.R. 7195, H.R. 8535, H.R. 9219, H.R. 9220, H.R. 9274,
H.R. 9545, H.R. 9728, H.R. 10835, H.R. 10853, H.R. 11111,
H.R. 12434, S. 3064, and S. 3112

JULY 23, 24, 25, 1962

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FORESTRY RESEARCH

MONDAY, JULY 23, 1962

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON FORESTS OF THE
COMMITTEE ON AGRICULTURE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10 a.m., in room 1310, New House Office Building, the Honorable George M. Grant (chairman of the subcommittee) presiding.

Present: Representatives Grant, Matthews, Harding, McIntire, Teague, Short, and Mrs. May.

Also present: Christine Gallagher, clerk.

Mr. GRANT. The committee will come to order.

H.R. 8535 by Mr. McIntire, H.R. 9219 by Mr. McMillan, H.R. 9220 by Mrs. May, H.R. 9274 by Mr. Grant, H.R. 9545 by Mr. Moulder, and H.R. 10835 by Mr. Matthews are identical bills the text of which follows:

A BILL To authorize the Secretary of Agriculture to encourage and assist the several States in carrying on a program of forestry research, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That it is hereby recognized that research in forestry is the driving force behind progress in developing and utilizing the resources of the Nation's forest and related rangelands. The production, protection, and utilization of the forest resources depend on strong technological advances and continuing development of the knowledge necessary to increase the efficiency of forestry practices and to extend the benefits that flow from forest and related rangelands. It is recognized that the total forestry research efforts of the several State colleges and universities and of the Federal Government through the Forest Service of the Department of Agriculture are more fully effective if there is close coordination between such programs.

SEC. 2. In order to promote research in forestry, the Secretary of Agriculture is hereby authorized to cooperate with the several States for the purpose of encouraging and assisting them in carrying out programs of forestry research. Such assistance shall be in accordance with plans to be agreed upon in advance by the Secretary and land-grant colleges and other State-supported colleges and universities offering graduate training in the sciences basic to forestry and having a forestry school. The plan shall provide for the allotment of Federal funds to the cooperating college or university to carry out the forestry research provided for by this Act.

SEC. 3. To enable the Secretary to carry out the provisions of this Act there are hereby authorized to be appropriated such sums as the Congress may from time to time determine to be necessary. Funds appropriated and made available to the States under this Act shall be in addition to allotments or grants that may be made under other authorizations.

SEC. 4. The amount paid by the Federal Government to any State college or university under this Act shall not exceed during any fiscal year the amount available to such college or university during the same fiscal year for forestry research from State funds or private grants. The Secretary is authorized to make such expenditures on the certificate of the appropriate official of the State

college or university having charge of the forestry research for which the expenditures as herein provided are to be made. If any or all of the colleges or universities of any State eligible to receive funds under this Act fails to make available for forestry research in any fiscal year sums at least as much as the amount for which it would be eligible for such year under this Act, the difference between the Federal funds available and the funds made available by the college or university shall be reapportioned by the Secretary to other eligible colleges or universities of the same State if there be any which qualify therefor and, if there be none, the Secretary shall reapportion such difference to the college and universities of other States participating in the forestry research program.

SEC. 5. Apportionments among participating colleges and universities of the States and administrative expenses in connection with the program shall be determined by the Secretary after consultation with a national advisory board of not less than five officials of eligible State institutions chosen by a majority of such institutions. In making such apportionments consideration shall be given to pertinent factors including, but not limited to, areas of non-Federal commercial forest land and volume of timber cut annually from growing stock.

SEC. 6. The Secretary is hereby authorized and directed to prescribe such rules and regulations as may be necessary to carry out the provisions of this Act. It shall be the duty of the Secretary to furnish such advice and assistance as will best promote the purposes of this Act.

SEC. 7. The term "forestry research" as used in this Act shall include investigations relating to: (1) Reforestation and management of land for the production of crops and timber and other related products of the forest; (2) management of forest and related watershed lands to improve conditions of water-flow and to protect resources against floods and erosion; (3) management of forest and related rangelands for production of forage for domestic livestock and big game and improvement of food and habitat for wildlife; (4) management of forest lands for outdoor recreation; (5) protection of forests lands and resources against fire, insects, diseases, or other destructive agents; (6) utilization of wood and other forest products for expanded forest industries and new and more effective uses of forest products; (7) economic and social considerations underlying establishment of sound policies for the management of forest lands and the harvesting and marketing of forest products; and (8) such other studies as may be necessary to obtain the fullest and most effective use of forest resources.

SEC. 8. The term "State" as used in this Act shall include Puerto Rico.

Mr. GRANT. This morning we will start with the witnesses on H.R. 8535 and companion bills. Mr. McIntire is the author of H.R. 8535, and since he is a member of this subcommittee and we are going to need him up here until other members come in, I am going to ask Mr. McIntire if he will kindly take the witness stand first.

STATEMENT OF HON. CLIFFORD G. McINTIRE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MAINE

Mr. McINTIRE. Thank you very kindly, Mr. Chairman.

Mr. Chairman, H.R. 8535 is a bill which I introduced on August 7, 1961. This bill was the result of some time, thought, and work on my part, together with some of the folks in my State of Maine who are very closely associated with our forestry work at the State and university level—the University of Maine—and some of the lumber industry folks. Out of these discussions with Dr. Winthrop Libby, dean of our college of agriculture at the University of Maine; Mr. Albert Nutting, director of the school of forestry at the university; and Dr. George Bow, director of our Maine Agriculture Experiment Station, we have, over a period of many months, been discussing some of the needs of specific funding in the area of research, and particularly as it might be associated with our schools of forestry. Some

ideas we had developed, and I then requested the Forest Service to give me some assistance on legislative drafting of the ideas which I had in mind.

Out of this came the draft of H.R. 8535, which was introduced, as I say, on August 7.

Mr. Chairman, I have a prepared statement which I have left with the clerk, but I would like to brief the statement so as to conserve time and to point out to you some of the steps which have been taken, as well as some of the ideas which lie behind this legislative proposal.

(Mr. McIntire's prepared statement follows:)

STATEMENT OF HON. CLIFFORD G. MCINTIRE, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF MAINE

Mr. Chairman, H.R. 8535—and companion legislation—is designed to advance the very desirable end of forestry research, doing this by providing Federal matching grants to land-grant colleges and other State-supported institutions qualified for research work in forestry.

In a large sense, this legislation represents a goal long sought after, and it seeks to lend vitality and dynamics to a research force that presently is functioning at considerably less than optimum capacity. The legislation before this committee would do this by providing a "line item" authorization directed toward forestry research in the forestry schools and experiment stations of our land-grant colleges and through the facilities of other qualified State-supported educational institutions.

I am convinced that this approach is superior to one that would authorize additional funds for the expansion of forestry research through the Hatch Act and the Forest Service, and I have arrived at this decision through consultation and association with representatives of the U.S. Forest Service, land-grant colleges, and others interested and involved in forestry research work.

I want to direct the committee's attention to the fact that the approach embodied in H.R. 8535 is neither new nor unique, for any money flowing from this authorization would be directed to forestry research in much the manner that Hatch Act funds are apportioned out for agricultural research. I would further say that presently under the Hatch Act there are some funds extended for furthering forestry research; however, the research permitted through this facility falls far short of the clear-cut and direct approach to forestry research implicit to the legislation before this committee.

Mr. Chairman, I would request permission to insert into the record a schedule showing the Federal-grant expenditures used by individual States for forestry research in fiscal year 1961.

Mr. Chairman, I would like to place particular emphasis on the fact that it is not the object of this legislation to interfere or conflict with existing Federal-State programs; instead, this legislation provides a vehicle for implementing an even stronger than present research service, doing this in coordination with, rather than in opposition to, those Federal-State programs operating in forestry and agriculture.

In summary, then, this legislation gives recognition to outstanding results that have been, and are being, accomplished through Federal-State cooperative programs. It moves forward to capitalize on the splendid cooperation that presently is in evidence among the States, the U.S. Forest Service, and our schools of forestry. And this very desirable objective would be attained merely by extending support to those programs of forestry research which presently are in process at our land-grant and other State-supported academic institutions.

I would like to say, Mr. Chairman, that this legislation has called forth an enthusiastic response, so much so, in fact, that I found it necessary to arrange with the House document room to print up an extra issue of my bill, the original supply of 500 copies having been exhausted. The most enthusiastic supporters have, of course, been the land-grant colleges, the Forest Service, and the private lumber industry.

For the record I would like to state that along with many other supporters, the Maine Forest Products Council endorses the principles underlying H.R. 8535.

Mr. Chairman, at this point I would like to say that over the past many weeks I have conferred and otherwise communicated with those principals largely interested in this legislation, and I have received the benefit of counsel and suggestions for constructive changes in H.R. 8535, my original legislation. I have moved to incorporate some—but by no means all—of these changes in my legislation, and I have supplied each of the members of this committee with copies of the proposed amendments and the revised bill for study and analysis.

If it meets with the approval of the chairman and the members of this committee, I shall now direct my attention to the pertinent amendments, making a brief section-by-section analysis of the original H.R. 8535 and the revision thereof, and in this way provide a focal point for the commencement of these proceedings. In this manner, both committee members and witnesses would have an opportunity to express their views with respect to the proposed amendments, and the committee would then be well equipped to pass on the merits of these amendments.

In short, then, Mr. Chairman, I am offering a starting point for these proceedings, and if there are no objections, I will so proceed.

Mr. McINTIRE. At this time I want to express my particular appreciation to Senator Stennis, along with others in the Senate, and the House, who have evidenced an interest in this bill, including our chairman. And I want to say that I have, for many months, discussed many aspects of this proposal with a lot of folks within the industry, the forestry industry community, and the academic field, hoping to gain the advantage of their constructive suggestions. At this time I want to advise the committee that among those whom I have reviewed this with are Mr. R. W. Westveld, director, School of Forestry, University of Missouri. He is listed as a witness, Mr. Chairman, as speaking for the Association of Forest School Directors.

Also, Mr. W. S. Bromley, executive secretary of the American Pulpwood Association; Mr. W. C. Hammerle, manager, policy program, American Pulpwood Association; Mr. Kenneth Pomeroy, American Forestry Association; Mr. Ralph Hodges, National Lumber Manufacturers Association; Mr. Albert Hall, Albert Hall Associates, consulting foresters; Mr. Edward Drafts, former Assistant Chief of the Forest Service, who has now been appointed Director of the Outdoor Recreation Bureau of the Department of Interior; and Dr. W. L. Harper, Assistant Chief for Research, U.S. Forest Service.

These are the folks I have discussed this legislation with and I am very happy that with their counsel and assistance we have come up with some constructive amendments. I have taken the liberty of appointing a committee from time to time for these discussions and some suggested changes have evolved, and I want to present those to the committee this morning. I have prepared a revision or suggested draft of a bill which I thought the committee could perhaps use in its deliberations. This, together with the constructive suggestions of other witnesses, might make it in order for us to mark up a new draft and perhaps consider the proposition of introducing a new draft, all of this following executive consideration of the committee and making it so that our full committee might have a new bill presented to it.

These suggestions or changes I would like to go into in detail a little bit following a comment as to what I consider to be the importance of this legislation.

We are all aware of the fact that the U.S. Forest Service conducts a very constructive and a very broad program in forestry research not only on lands which are under their direct supervision but also through

their regional offices and suboffices, a very comprehensive and very constructive program of forest research in all of its phases, both as to its importance in public lands as well as its importance in private forested areas.

We are also aware of Hatch Act activity and I would like to make part of the record a table of the sums of money which are appropriated under the Hatch Act which go out through our agricultural experiment stations for use in forestry research. The total sum is approximately \$900,000 divided among the several States in amounts which are relatively small in some States and a little bit larger in other States. However, I worked with the objective of trying to firm up some specific funding in the area of research in support of our schools of forestry and in support of graduate studies or other academic work. After looking over the availability of funds through the Hatch Act and recognizing that cooperation between the several experiment stations and the several schools of forestry was very excellent in many States in spite of limited funds; and after exploring with the Forest Service the possibility of getting reasonably substantial allocations of funds appropriated for research to the Forest Service, I came to the conclusion that in each of these areas—the experiment stations on the one hand with the Hatch Act funds and the Forest Service with its program of research on the other hand—there was a real need of a line item appropriation approach for forestry research funding that would get into the area specifically usable by the schools of forestry.

It was my general concept that this type of funding should be participated in by the several States and I feel particularly that an opportunity should be extended for these funds to be supplemented from the private industry areas of interest.

So, in this legislative proposal, there is a requirement that, these Federal funds shall not represent in excess of 50 percent of the total amount of funds available and that they be matched equally by the States and private industry cooperatively. We have tried to keep within this legislative proposal funding at the State and private industry level in order that within each State the characteristics of the program might well be adapted to each State.

Recognizing another point—that there is Federal funding through the Forest Service—we also were searching in this legislative proposal to direct the funding under this authorization into areas which are somewhat aside from the public lands. We felt, however, that on the forest industry side or the commercial side, you might say, of the use of forest products, this was a very important element within the total forestry economy in States that had a large degree of public lands.

So, we have provided a guideline approach, not a strict formula, but a guideline approach here which would require the distribution of these funds to be related for guideline purposes to the non-Federal commercial forest lands in the States as one factor, with another factor being volume of growing timber in the several States.

Our use of this term “growing timber” has been a point of some discussion, but may I say that, as far as I am concerned, my objective in the use of the term was that these funds could be put on a sort of formula basis, at least for guideline purposes in the States that

had large forestry industry—even if the raw materials came off public lands. So, at first, we are trying to recognize in the allocation here the private forest interests as far as total acreages are concerned, leaving out the acreage of Federal lands in this particular. In the second guideline, we try to recognize the total forest industry use, including the States that have public lands in that category.

May I refer to some of our proposed revisions?

Mr. SHORT. Mr. Chairman, could I ask Mr. McIntire a question?

Mr. GRANT. Yes.

Mr. SHORT. Does the Forest Service carry on some research work of its own on the part of the Forest Service as such, and not in cooperation with any State experiment stations?

Mr. MCINTIRE. It is my understanding that they do.

Mr. SHORT. Would this be in the field of utilization or would it be largely in the field of reforestation, perhaps erosion control in forested areas, fire control, and that sort of thing?

Mr. MCINTIRE. It is my understanding that their research is very broad. Certainly, the Forest Products Laboratory in Wisconsin is one you might say is strictly in the area of utilization, but, of course, research work also goes over into the areas of wildlife management and water management, so the base of U.S. Forest Service research is indeed very broad.

Mr. SHORT. This Forest Products Research Laboratory you referred to, in Wisconsin, is maintained, financed, operated, and directed by the Forest Service?

Mr. MCINTIRE. I would invite corrections on that point, but it is my understanding that this is the case.

Mr. SHORT. It is not managed and operated in conjunction with or in cooperation with the State experimental operation of any kind?

Mr. MCINTIRE. It is my understanding, as I say—and I would certainly stand to be corrected—but it has always been my impression this is a research laboratory separate and apart from the cooperative State programs. However, I am certain that the Forest Service has been cooperating with States who might be following with interest the results of this research, or even taking the interest of the State in a particular utilization problem and working it out in that facility.

Mr. SHORT. I was just trying to get the pattern here of where is the research and experimentation being carried on, and by whom.

Mr. MATTHEWS. Would the gentleman yield?

Mr. SHORT. That is all for now.

Mr. MATTHEWS. Mr. Chairman, may I make this comment on Mr. Short's questions? My own district in Florida has two excellent examples of research work done by the Department of Agriculture in the Olustee Forest Research Experiment Station and in the Olustee Naval Stores Research Station.

I understand, Mr. McIntire, this research is entirely separate from the land-grant college work 50 miles away. We do have a school of forestry connected with the University of Florida and they do their own research. It is my understanding these two research stations are operated by the Department of Agriculture entirely separately?

Mr. MCINTIRE. That is my understanding, too, Mr. Matthews. I would say further that I think we both would want the record to show

that, although these respective research areas are sympathetic one to the other, they are nonetheless separate and apart from each other.

Mr. MATTHEWS. If you would yield for one more moment, I would also like the record to show I hope nothing happens to these two wonderful stations and I hope their work can continue to expand and prosper.

Mr. McINTIRE. May I say to that point, the objective of this legislation would certainly not be in any way to diminish the research work already being done nor to interfere with funding through the existing sources. Its purpose is to set up a line item appropriation directed toward our schools of forestry in the several States, recognizing that this is also an important area in which some funds, as the Congress approves, could well and constructively be used.

I have one or two other short points, Mr. Chairman, because other witnesses will go into more detail.

We have set up in this legislative proposal some two advisory committees: One would be made up, as selected by the Secretary, of officials of State-certified eligible institutions, this being an advisory committee on the apportionment of the funds; the other advisory committee would be one that could meet periodically to counsel with the Secretary in connection with the programs on which these funds are being utilized.

I might also say we have amended the original bill specifically to authorize the appointment of a director of cooperative forest research, in order that the administration of this program would be tied specifically to an individual who, in turn, could use these two committees in an advisory capacity.

We have felt that the amendments proposed by many in the industry have been constructive and the revisions incorporate a great many of the proposals made by those on the industry side of the forest economy; hence the revisions we are proposing would incorporate many of the suggestions on the part of the industry.

Mr. Chairman, I feel that other witnesses will cover many aspects of this proposal in further detail, and I want to say I appreciate the consideration of the chairman and the members of the committee for this legislative proposal. I do want to express in this hearing my sincere appreciation for the cooperation and counsel that I have had from the Forest Service, from the experiment station interests, the academic interests through the directors of the schools of forestry, and also from the industrial side, including manufacturers, the pulpwood association, and others. I am certain they will have some suggestions, and I sincerely hope that the committee can find these suggestions all in the context of the objective of this legislation, because I have been very pleased at the tremendous interest this legislation has created.

When I first introduced the bill, I had the usual 500 copies of the bill available, but this supply ran out on the basis of the demand from around the country, so we had to get an additional printing in order to supply the demand for copies of the bill.

I think we have made some very constructive suggestions for revision of the original draft. We have kept the original purpose of the bill intact and have worked out some better ways in which it could be handled and directed toward the purpose we had in mind.

Thank you very kindly, Mr. Chairman.

Mr. GRANT. Just a moment.

Mr. TEAGUE of California. Mr. McIntire, are you and Senator Stennis substantially together on your proposals which will be presented?

Mr. McINTIRE. As far as I know, we are. I have discussed them with the Senator, and I am very appreciative of his very deep interest in the bill. I think we are in accord on the situation.

Mr. TEAGUE of California. Then it is good. Maybe we have a good case here with that much maligned coalition of southern Democrats and Republicans operating effectively.

Mr. GRANT. Is that off the record?

Mr. TEAGUE of California. No.

Mr. GRANT. Thank you very much, Mr. McIntire. You have been most diligent in your work on this bill, and the committee certainly appreciates your interest. If you will now take your place with the committee, we will proceed.

Mr. McINTIRE. Thank you very kindly, Mr. Chairman.

Mr. GRANT. We are happy to have Senator Stennis from Mississippi with us this morning.

Senator, we will certainly be glad to hear from you at this time.

STATEMENT OF HON. JOHN C. STENNIS, U.S. SENATOR FROM THE STATE OF MISSISSIPPI

Senator STENNIS. Mr. Chairman and members of the committee, I certainly thank you. I really count it a privilege to be here this morning. I have enjoyed thoroughly Representative McIntire's discussion of the bill and its background. I appreciate also the great interest he has shown in this proposal. I am delighted to be here because I like to come over every once in a while not only to renew old acquaintances but to learn more about the arts and skills of real legislators.

Mr. GRANT. If you pardon me—keep the common touch?

Senator STENNIS. Gentlemen of the committee, I shall certainly be brief, but I think Mr. McIntire has largely outlined my points and position on the bill. However, I thought I would come over this morning to hear the testimony and to aid in any way I could as an expression of interest on the part of the Senate. I believe the kinks, if there were any to start with, have been ironed out. I am fairly familiar with the present program of the Forest Service in research, fairly familiar with it throughout the Nation, and I have been in contact with it a great deal in my part of the country.

I had the privilege of attending a land-grant college and have kept up my association through all these years by way of the alumni association as well as faculty association.

As I look upon it, this is an enabling act for the Forest Service in forestry research to utilize the talents and facilities which exist all over the country in these land-grant and other colleges and universities.

This program is past due; it would utilize those talents. I think the Forest Service has done a magnificent job in its own program of research. It has expanded tremendously in the fields of genetics, better land use, better management, and more use of these products.

There is a great potential all over the Nation in State institutions, as I have said, which already have science equipment, students, and forestry schools, and we have not reached in and utilized them, this bill would do.

Mr. Chairman, my statement is quite brief, and I will proceed with it.

Mr. Chairman and committee members, I appreciate the opportunity to speak in support of H.R. 8535 and identical bills which would authorize the Secretary of Agriculture to encourage and assist the several States in carrying on a program of forestry research. As you know, I have previously introduced a similar bill, S. 2403, for Senator Aiken, Senator Eastland, and myself. I think the authority contained in the bills you are considering today is needed and would greatly benefit forestry in the Nation by accomplishing at least three things: (1) It would open a new avenue to strengthen and stimulate forestry research at State colleges and universities; (2) it would bring the skills of additional scientists to bear on difficult forestry problems.

This ability and machinery and know-how, as well as the buildings, are already there.

(3) It should stimulate the training of graduate forestry researchers so badly needed by private and public research institutions and agencies.

I have discussed these matters with some of the leading forestry men in Mississippi today. Most of them are former members of the National Forest Service and came to my State as area foresters. They stayed on and are in business affairs of various kinds. One is with Sears, Roebuck, in charge of all forestry research and management throughout the entire South.

We have a forestry school of our own at Mississippi State University. It started in a small way but is growing rapidly—I understand you have some young men here from one of the forest schools in Pennsylvania.

At the present time forestry research is lagging at many State colleges and universities. To be sure, some excellent work is underway by research people in some forestry schools and in scientific fields that relate to and support forestry. But in comparison to the real needs, the States are behind required levels in forestry research. I am told that only about 7 or 8 percent of the total research effort in forestry by Federal, State, and industry groups is now being handled at the educational institutions. This should be greatly expanded but the States need the encouragement and support of and leadership of the Federal Government and the Department of Agriculture—a seasoned and experienced forestry research agency—to achieve this desirable goal.

In getting into the matter of genetics of the southern pine tree, we now have a modest laboratory and a special program for this, for any area of the country. I found that the research we are having to do now—and it takes a long time in that field since we cannot grow a generation of pines as quickly as we can cattle or pigs—this basic research, much of it, was done with reference to the kind of pine tree they had in Germany 70 years ago. I understand there are 75 or 80 different types of pine trees in the world, major types, but the research

we are now doing is 70 years behind the type of pine they have there, which illustrates the growth possibilities.

There are many scientists in the universities where skill as chemists, physicists, botanists, or engineers could greatly benefit progress on difficult research undertakings in forestry. These men need to be stimulated to take an active part in many of the basic phases of research on forestry problems. Not long ago I visited a western university where the Department of Agriculture had a small forestry research program underway. Also there exists at this university a valuable reservoir of scientific talent represented by its faculty but little of it at present is being funneled into forestry research projects. Stimulation by a program such as would be authorized under H.R. 8535 is needed to attract and support this talent on forestry research.

Finally, I want to emphasize the value which the proposed legislation would have in training research workers of the future. Forestry research has been expanding and it is going to expand more in the years ahead as fuller use is made of the timber, water, forage, wildlife, and recreational resources of the Nation. Many studies and analyses have been made of the future forestry research needs. They all agree in one respect—that forestry problems of the next few years will require additional research effort. This means increasing numbers of trained scientists.

Ladies and gentlemen, one thing that impressed me in getting into this matter years ago was that the Federal Government did not have a particular training school for scientists in this great field. It is perhaps our greatest reproducible natural resource and even though the leadership had been good as far as it has gone, the training of personnel and producing scientists and tying the programs together, had all fallen to the States. The need had not been realized or recognized, and I think this legislation is overdue, if I may say so.

I am delighted that you, with your fine knowledge and thoroughness, are going into it so well.

Mr. Chairman, may I add just one word here with reference to another bill that has to do with the same subject matter. It is relatively minor. It has already passed the Senate, and this merely increases the authorization to be appropriated annually for resurveys of our national forestlands and timber resources. The law, as you recall, authorizes only \$1.5 million. The cost has hit that ceiling and the job cannot be done any longer within this limit in view of increased prices. The bill which passed the Senate increases the authorization to \$2.5 million, and I am sure Representative McIntire is familiar with it. As I remember, you introduced a bill on the same subject over here.

Mr. MCINTIRE. Congressman Matthews has a bill on that.

Senator STENNIS. Excuse me, Congressman.

You are fully familiar with it. It was passed in the Senate to increase to \$2.5 million the ceiling on it, and if you find it acceptable it could just move along. Again, I thank you very much.

Mr. GRANT. Senator, thank you very much.

Senator STENNIS. Thank you for the privilege, Mr. Chairman.

Mr. MATTHEWS. Mr. Chairman, I would like to tell the Senator we appreciate his not making us meet him half way.

Senator STENNIS. I want to tell you that I invited Congressman Harry Sheppard to preside over the conference he and I would have with our committees to consider the military construction appropriation bill, and he replied with fine magnanimity and declined the invitation.

It is unreasonable to expect the universities to turn out more and more qualified forestry research workers without an adequate vehicle to train their graduates in research. This is why the schools should be strengthened in forestry research. Programs of the Federal Government, as well as those of other agencies, will then be strengthened by an adequate supply of trained scientists.

Thus, I strongly endorse the principles of H.R. 8535 and similar bills. I urge that the committee give favorable consideration to them. Their ultimate enactment will go a long way toward establishing the machinery under which a strong forestry research program can be developed.

Mr. GRANT. Come to see us again, Senator.

Senator STENNIS. Thank you, sir.

Mr. GRANT. I believe the next witness is Mr. V. L. Harper.

We are glad to welcome you to the committee.

**STATEMENT OF V. L. HARPER, ASSISTANT CHIEF, FOREST SERVICE,
U. S. DEPARTMENT OF AGRICULTURE**

Mr. HARPER. Mr. Chairman and committee members, I am glad to make this statement on behalf of the Department of Agriculture concerning H.R. 8535, H.R. 9219, H.R. 9220, H.R. 9274, H.R. 9545, and H.R. 10835. These are identical bills, to authorize the Secretary of Agriculture to encourage and assist the several States in carrying on a program of forestry research, and for other purposes.

The Department of Agriculture in its report of April 23, 1962, recommended that these bills be enacted with certain amendments.

I shall not describe the provisions of these bills because they are summarized in the Department's report which you have before you, and the members of the committee are familiar with the bills. I should like to point out briefly why the Department thinks this legislation is necessary and some of the advantages it will bring by speeding the solution of forest resource problems nationwide. I shall also discuss briefly the amendment we propose.

Last year, in his special message to the Congress on American Agriculture, President Kennedy opened his remarks on forest resources with these words: "One of our most important natural resources, and one of our most neglected, is our forest land." He went on to point out that forestry programs needed rejuvenation, expansion, and new emphasis. He observed that forestry research should be expanded to meet the needs of accelerated forest development programs.

In 1953, the expansion of forestry research was emphasized by the American Forestry Congress and by the Mid-Century Conference on Resources for the Future. A 1955 study by a special committee of the Society of American Foresters concluded that the existing level of research expenditures should be more than quadrupled.

We in the Department also have carefully analyzed the status and progress of forestry research at intervals over the years. Our find-

ings agree essentially with those of others who have assessed the trends in technology and the needs for new knowledge. We would echo President Kennedy's recent reference to the need for accelerated forest development programs and expansion of research.

At the present time the forestry research expenditures by Federal, State, and private agencies combined is an estimated \$94.6 million, divided approximately as follows:

	Million dollars	Percent of total
Federal agencies.....	\$23.4	24.7
Private industries.....	62.0	65.6
Colleges and universities.....	7.0	7.4
Other.....	2.2	2.3
Total.....	94.6	100.0

Analysis of research expenditures by major lines of work and by the various agencies involved points to two things: (1) The general level of research needs strong acceleration, and (2) no one agency could possibly hope to perform all of the difficult research tasks that lie ahead. Colleges and universities which now expend only about 7.4 percent of the total available for forestry research must figure prominently in any future balanced program. This participation is of direct concern to the Federal Government. It will mobilize much research skill and bring it to bear on forestry problems. Of particular importance, it will aid in training research scientists needed in Federal research.

There is presently at the land-grant colleges and universities a strong body of scientists qualified to do research in the many disciplines basic to forestry. Some of these scientists are identified with forestry schools at the universities. Others are with biology, chemistry, physics, engineering, or other departments. All have direct potential interest in various aspects of forestry research. They represent a reservoir of skilled research talent that could be brought to bear on difficult forestry problems. Future development of forest technology will require utilization of this research talent effectively.

Of course, a principal responsibility of the colleges and universities is to train people, including the broad training of those who would make a career in research. It is difficult to imagine an adequate training program at the graduate level in an institution without a going research program to serve as the vehicle for advanced training. For this reason, colleges and universities must have strong, well-equipped, and well-staffed research programs if they are to turn out numbers of trained research scientists.

The Federal agencies are highly dependent on the supply of trained scientists turned out by the universities. This is true in the field of forestry research as well as in other research fields. Many scientists in many disciplines will be required to do the research on which a speeded technology in forest resource development depends. Thus, it is in the direct interest of the Federal Government to see strong forestry research programs at the educational institutions.

While some good research is underway now at colleges and universities, the pace with which these institutions have been able to develop

forestry research is far too slow. As pointed out earlier, only about \$7 million is available for forestry research at colleges and universities. Of this total, about \$901,000 is currently being made available from Federal sources through the Hatch Act. The Hatch Act has not proved to be a stimulus to forestry research. Its formula, designed to fit rural agricultural programs, is based on farm crop situations, not forestry. The pressing priorities apparent with many annual farm crop problems have often pushed forestry research needs back again and again with the result that support has been limited, sporadic, and ineffective. This situation is understandable but the cooperative programs that should be possible are not moving ahead in the forestry research fields.

The total effort and the Federal contributions for forestry research are much too small in terms of current and future needs. A program of Federal assistance, such as proposed in the bill, would stimulate development of adequate research programs in the forestry schools and other departments. Experience has shown that cooperative assistance as proposed would stimulate growth and expansion of research. For example, the States now spend on agricultural research, 3.7 times the Federal grant-in-aid funds. They have spent substantially more than the required 50 percent matching amounts for many years. We believe that a program such as is proposed under the authority of the bill is a logical way to progress in forestry research at a satisfactory pace.

The Department believes that the effectiveness of both Federal and State efforts would be improved through the coordination of research that will come about through cooperative programs such as proposed. The joint financing as would be required under the bills would stimulate such coordination. Such coordination would arise through exchange of scientific information, joint participation in regional projects, planning committee activities, central project reporting services, and other devices that have worked well with the Federal-State cooperative programs in agricultural research under the Hatch Act.

The Department, through the Cooperative State Experiment Station Service, plans to administer the cooperative forestry research program under authority of the proposed bills as a companion and coequal program to that of the long-established cooperative agricultural research under authority of the Hatch Act. Even though each program would be aimed at a different set of problems with separate authority adapted to its purposes, there would be much in common between the two programs. Both would involve the States and, generally speaking, the same State-supported colleges and universities. Both would require matching of Federal expenditures. The Department believes the cooperative forestry research program under the proposed bills would be most easily and economically administered through the Cooperative Experiment Station Service. Administration would include responsibility for coordination of the forestry research supported by funds under authority of the proposed bills with forestry research in the Department's Forest Service laboratories and with relevant research in other Federal agencies and at State institutions. There would be the full cooperation of the Forest Service to assist in this task.

There may be some question about the meaning of the bills with respect to eligibility of a State institution not having a forestry school. We recommend that the proposed legislation be amended to clarify this point by changing the second sentence in section 2, lines 10-14, page 2, of the bill as suggested in the Department's report. The suggested amendment would eliminate any doubt that the land-grant colleges would be eligible for assistance under the bill without regard to whether they have forestry schools. Most States have a forestry school or department at a land-grant institution. Regardless of this, however, each State has, at a land-grant institution, graduate training and research programs involving disciplines—plant physiology, genetics, pathology, entomology, engineering, chemistry, and others, that are essential to research on forestry problems and to the graduate training of scientists in the broad field of forestry.

The Department's report also recommended another amendment to add a new section relating to the authorization for appropriations needed to keep current the forest survey under the McSweeney-McNary Act of May 22, 1928. The Senate has already passed S. 3064 which would accomplish the purpose of that proposed amendment. S. 3064 is now before your committee and enactment of that bill would eliminate the need for this amendment to these research assistance bills.

In summary, these bills would be desirable legislation. They would provide a means of stimulating forestry research in each State at land-grant institutions and at such other State institutions that have a forestry school and have graduate training in subjects basic to forestry. They would speed training of forestry research scientists needed now and for the future. They would stimulate cooperation and coordination of research between Federal agencies and educational institutions.

Thank you very much.

Mr. GRANT. Thank you very much for your statement.

Do you have any questions?

Mr. MATTHEWS. Mr. Chairman.

First of all, I would like to thank Mr. Harper for his very fine statement. I am one of those who introduced some of the legislation we are considering today. I introduced legislation in the House similar to S. 3064, and I feel confident this subcommittee will discuss that matter and I am reasonably confident they will soon report it.

If I may, I want to establish a little information for the record concerning the status of the existing Federal research stations, our wonderful forestry research stations in particular.

I am very fortunate in my own district because I have the University of Florida which is a great land-grant college, and also fortunate in having these two great stations we have mentioned: the Forestry Research Station at Olustee and the Naval Stores Research Station close by. As I understand, it certainly is not your feeling that the activities of these Federal research stations will be eliminated or curtailed as a result of this legislation?

Mr. HARPER. No, sir; it would not.

My feeling is that in the whole field of forestry research there is needed a considerable expansion. This expansion should come about by using all of the agencies which are capable of doing research and which are needed in a balanced program. In the Department's view,

these stations at Olustee, that you speak of, one under the administration of Agricultural Research Service and the other under the administration of the Forest Service, would continue with some expansions in their programs in the future.

This bill would strengthen the cooperative research program; that is, the funding of cooperative work at the land-grant college located in Gainesville. So there would be these three institutions doing research in the field of forestry in Florida.

It would be our opinion they should be continued and strengthened.

Mr. MATTHEWS. Thank you, sir.

Now for one final statement.

I am reasonably familiar with this wonderful experiment station work throughout the country. I certainly endorse the idea of using the experiment station idea to develop this program, and I certainly feel through this legislation, as you have indicated, we have a good chance to improve this overall program of forestry research.

Thank you, sir.

Mr. GRANT. Mr. McIntire?

Mr. MCINTIRE. Mr. Chairman, may I make a comment or two?

I want to express my appreciation for the appearance of Dr. Harper and the assistance he has been to me, as well as his associates, in discussing this legislation and trying to clarify some points from the administrative standpoint as well as other aspects of the bill.

I note with interest on page 6 of your statement, Dr. Harper, there has been some resolution of administrative thoughts were this bill enacted. It appears then, the matter of the legislation's administrative coverage, so to speak, has been rather definitely firmed up in the minds of the Department; that is, the program would be covered for administrative purposes in the framework of the cooperative State experimentation service.

Mr. HARPER. That is correct.

Mr. MCINTIRE. In the bill we have simply set down a Director of Cooperative Forest Research. The cooperative station service is, of course, a creation of administrative action and not legislative action.

In this regard would you have a recommendation to the committee as to whether or not the designation of a Director of Legislation is adequate, or should we perhaps incorporate some language a little more specific? I am sure the Department probably has indicated its policy position, but do you have any further thought on this matter and how far we should go? Can you cover it pretty much on the basis of the legislative record?

Mr. HARPER. Mr. McIntire, I think that in our Department report on the original bill we rather favored the original language which left it up to the Department to determine how this would be administered. As you have just indicated, that question has been discussed in the Department and resolved. It would be administered in the cooperative State experimentation station services. I believe that is adequate on this point. In view of this testimony, I believe it would not be necessary to write into the bill how this particular act would be administered.

Mr. MCINTIRE. Does this set a very good legislative record as far as intent is concerned?

Mr. HARPER. I think it does. The legislative history on this point will be very clear.

Mr. McINTIRE. I want to express my appreciation to you and to your associates in the Department, because this is the point on which we have had some rather interesting discussion. I think it was extremely helpful you folks have resolved this matter in order that it may be made a part of the legislative record, and I want to express appreciation for that.

Mr. GRANT. Are there any further questions?

If not, thank you so much for your statement.

Mr. HARPER. Thank you, sir.

Mr. GRANT. The next witness is Mr. R. H. Westveld, director, School of Forestry, University of Missouri.

Mr. McINTIRE. Mr. Chairman, I think Mr. Westveld has others here associated with him in the Association of State Forestry School Directors. I might make the suggestion they join Mr. Westveld, and he will introduce them.

Mr. GRANT. Yes, if they will come around.

Mr. WESTVELD. I would appreciate that, and I will introduce them as they come around.

This is Dr. R. J. Preston, dean, School of Forestry, North Carolina State College; Prof. Albert D. Nutting, director, Department of Forestry, University of Maine, Dr. P. W. Fletcher, director, School of Forestry, Pennsylvania State University; and R. M. Kallander, administrator, substituting for W. F. McCulloch, dean, School of Forestry, Oregon State University.

We have a representation from the entire United States, you might say, regional.

Mr. GRANT. Proceed, and we will be glad to hear from you.

STATEMENT OF R. H. WESTVELD, DIRECTOR OF THE SCHOOL OF FORESTRY, UNIVERSITY OF MISSOURI, AND CHAIRMAN OF THE COMMISSION ON FORESTRY AT LAND-GRANT AND OTHER STATE INSTITUTIONS; ACCOMPANIED BY R. J. PRESTON, DEAN, SCHOOL OF FORESTRY, NORTH CAROLINA STATE COLLEGE; P. W. FLETCHER, DIRECTOR, SCHOOL OF FORESTRY, PENNSYLVANIA STATE UNIVERSITY; A. D. NUTTING, DIRECTOR, SCHOOL OF FORESTRY, UNIVERSITY OF MAINE; AND R. M. KALLANDER, ADMINISTRATOR, FOREST RESEARCH LABORATORY, OHIO STATE UNIVERSITY

Mr. WESTVELD. Chairman Grant and members of the subcommittee, we welcome and appreciate this opportunity to meet with you to present our views on legislation designed to encourage forestry research at State colleges and universities. We are officers and members of the advisory committee of the Commission on Forestry at Land-Grant and Other State Institutions composed of 53 institutions.

I am R. H. Westveld, director of the School of Forestry, University of Missouri, and chairman of the Commission on Forestry at Land-Grant and Other State Institutions. With me are the other two officers and two of the four members of the advisory committee of the commission. They are R. J. Preston, dean, School of Forestry, North Carolina State College; P. W. Fletcher, director, School of Forestry, Pennsylvania State University; A. D. Nutting, director, School of

Forestry, University of Maine; and R. M. Kallander, substituting for W. F. McCulloch, dean, School of Forestry, Oregon State University.

We are appearing before you today in support of this legislation. We know we have a sympathetic audience because five members of this committee have introduced identical bills. We believe the enactment of this legislation is needed to bring graduate education and basic research programs in forestry to a level more nearly comparable to those in other scientific fields. Currently, forestry research receives small Federal financial support.

These bills have two objectives: (1) To expand forestry research at State colleges and universities, thereby accelerating solutions of the Nation's problems of management of forest, range, and watershed lands, and of new and more effective use of forest products; and (2) to stimulate and strengthen graduate education in forest science. More certain financing of forestry research at State colleges and universities through basic Federal support would make it possible to take advantage of the full potential in personnel and facilities at these schools.

EDUCATING SCIENTISTS FOR FOREST RESEARCH

With increased funds, forestry schools can develop the forest scientists needed by private and public research agencies as they expand their research programs beyond the current annual expenditures of \$87 million. I might add Dr. Harper had a figure a little later than mine which is somewhat higher than the \$87 million.

To provide the proper environment for educating forest scientists, schools in the future must have greatly expanded research programs. We believe that in the future the Federal Government should bear more of the cost of the forest research and graduate programs than it has in the past. We agree with the President's Science Advisory Committee report of November 15, 1961, entitled "Scientific Progress, the Universities, and the Federal Government." It recommends:

The Federal Government should continue and enlarge the practice now followed with great success in a few agencies, of providing research support over long terms and for broad objectives.

To date, forestry has not received such support.

EXPANDING FOREST RESEARCH AT STATE EDUCATIONAL INSTITUTIONS

The need for much greater effort in forest research is widely recognized because of the certain increased future demands for timber, water, forage crops, wildlife, and other products from forest lands. "Timber Resources for America's Future," published by the U.S. Forest Service in 1959, predicts that the demand for wood in the year 2000 will be 83 percent greater than in 1952. These increased requirements must be met despite constant attrition of forest lands by (1) urban and suburban expansion (2) dams, highways, and transmission lines, and (3) withdrawal of forest lands from production in response to social pressures. Therefore, forest land must be made more productive and wood must be utilized much more completely, if the Nation's future need for wood is to be fulfilled.

The State colleges and universities with forestry research and education programs constitute the greatest unrealized potential for expanded forestry research. These schools have a core of experienced

forest research scientists and many assets not fully utilized because of inadequate budgets. They consult and cooperate with scientists in agronomy, soil science, genetics, agricultural engineering, entomology, botany, chemistry, physics, statistics, agricultural economics, and other fields. Many schools have expensive laboratory equipment such as nuclear reactors, radio carbon laboratories, electron microscopies, controlled environment growth chambers, computing centers, and excellent libraries covering all fields of scientific knowledge which give maximum efficiency to their work. Only on college and university campuses is forestry research supported by the combination of other disciplines, equipment of a specialized nature in related fields, and an adequate library. These assets put the research foresters at the schools in an especially strong position to conduct basic research—a segment of investigation that too long has been neglected in forestry and related fields.

Basic research is essential to the education of scientists. As the report of the President's Science Advisory Committee points out:

The central proposition of this report is that science and the making of scientists go best together. This means that when it can be managed, basic research should be done in, or at least in association with, universities.

Most of the State colleges and universities engaged in forest research are at land-grant institutions which have the added advantage of close association with the Agricultural Extension Service and the State forest service. This assures that research results will reach the forest landowners and managers and the wood-using industries promptly and thus receive early application.

The forestry schools, with a current research budget of nearly \$8 million, are doing about 7.5 percent of all the forestry research. Now 76 percent of the funds for forestry research at the schools come from State and private sources. The State governments have also invested \$12 million in laboratories, greenhouses, and nurseries for forestry research. Thirty of the fifty-three reporting schools have invested heavily in costly computer centers which are used by forestry scientists.

We believe that greater financial aid to forest research at the State colleges and universities by the Federal Government would lead to substantially greater support by the States. This has been demonstrated in agricultural research where under the stimulation of the Hatch Act, which now provides \$35 million annually for agricultural research, the States have increased appropriations faster than the Federal Government and now are spending \$3.5 for every dollar of Federal money.

DEVELOPMENT AND STATUS OF FORESTRY RESEARCH AT STATE COLLEGES AND UNIVERSITIES

Forestry research at land-grant and other State institutions began late. Early progress was slow because faculties were small, the great need of forest administrators was for practitioners who could apply simple extensive forestry practices, not research scientists, and few faculty members were themselves qualified to do research. Only recently has professional forestry education, still young compared to other educational fields, achieved sufficient maturity to qualify for developing strong research programs.

The total expenditure for forestry research in colleges and universities in the late thirties was estimated to be approximately \$100,000. Limited expansion of forestry research occurred prior to World War II and, since the war, expansion, in relative terms, has been great. However, the research effort is still small in comparison to agricultural research by the State experiment stations—approximately \$150 million annually while for forestry research, it is about \$6 million. Other State schools spend another \$2 million annually for forestry research. Although the average budget for the year 1961-62 of the 43 reporting schools is \$179,000, 34 of them are below this average and 20 have budgets of less than \$100,000 for the year (fig. 1). Three schools have annual budgets of \$600,000 to \$1 million.

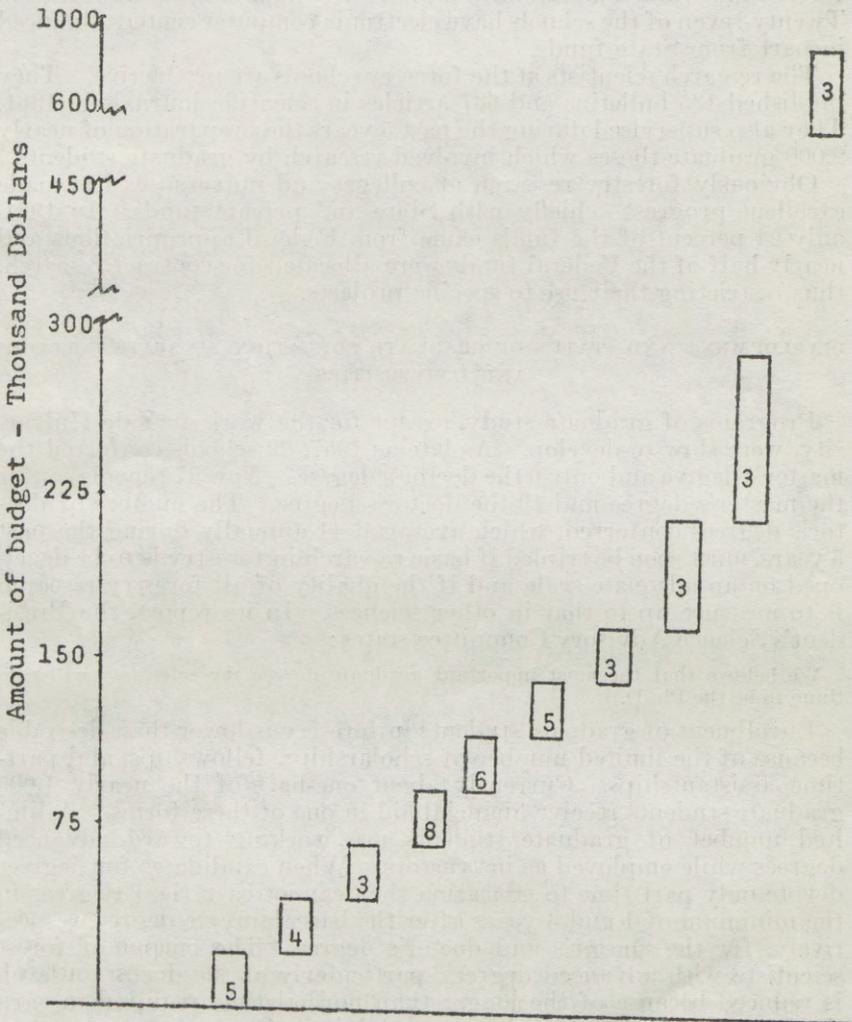


FIGURE 1.—Number of schools with different sized budgets for forestry research, 1961-62 (43 reporting schools).

The State colleges and universities play a smaller role in the total public research effort in forestry than in agriculture. For example, the State experiment stations expend about twice as much as the U.S. Department of Agriculture for agricultural research, but they expend only one-fourth as much as the Department for forestry research.

State funds account for nearly 80 percent of the current expenditures for forestry research at the State colleges and universities. State funds have provided nearly all the money for laboratories and other physical facilities used for forestry research at the schools. They have invested more than \$10 million in 450,000 square feet of research laboratories, nearly \$1 million in tree nurseries, more than \$1 million in greenhouses. They own more than 300,000 acres of forest land, valued at \$28 million, part of which is used for research. Twenty-seven of the schools have electronic computer centers, financed in part from State funds.

The research scientists at the forestry schools are productive. They published 135 bulletins and 637 articles in scientific journals in 1961. They also supervised during the past 5 years the preparation of nearly 2,000 graduate theses which involved research by graduate students.

Obviously forestry research at colleges and universities has made excellent progress—chiefly with State and private funds. In 1961, only 24 percent of the funds came from Federal appropriations and nearly half of the Federal funds were allocated for contract research, thus restricting their use to specific projects.

DEVELOPMENT AND STATUS OF GRADUATE EDUCATION AT STATE COLLEGES AND UNIVERSITIES

Programs of graduate study, except for the work at Yale University, were slow to develop. As late as 1957, 22 schools conferred the master's degree and only 6 the doctor's degree. Now 27 schools confer the master's degree and 19 the doctor's degree. The number of doctor's degrees conferred, which averaged 41 annually during the past 5 years, must soon be tripled if basic research in forestry is to be developed on an adequate scale and if the quality of all forestry research is to measure up to that in other sciences. In its report, the President's Science Advisory Committee states:

We believe that the most important graduate degree for scientists will continue to be the Ph. D.

Enrollment of graduate students in forestry is lower than desirable because of the limited number of scholarships, fellowships, and part-time assistantships. Currently about one-half of the nearly 1,000 graduate students receive financial aid in one of these forms. A limited number of graduate students are working toward advanced degrees while employed as instructors. When candidates for degrees devote only part time to education they cannot earn their degrees in the minimum of 1 and 3 years after the baccalaureate degree, respectively, for the master's and doctor's degree. The output of forest scientists with advanced degrees, particularly at the doctorate level, is reduced because of the longer than normal time required to earn the degree. The President's Science Advisory Committee says:

Lack of financial means is probably the greatest single difficulty faced by the American graduate student. It is their lack of means, for example, that is mainly responsible for the undue length of time so often consumed in achieving

the Ph. D. degree. Too many students simply cannot find the money for sustained full-time study and drop out or take part-time jobs that delay their progress and flatten their spirits.

NEED FOR FEDERAL SUPPORT OF FORESTRY RESEARCH AND GRADUATE EDUCATION AT STATE COLLEGES AND UNIVERSITIES

Stronger Federal support of forestry research at State colleges and universities is justified on the premise that the Federal Government has a fundamental responsibility in basic research and graduate education which it is not now meeting. The viewpoint of the Federal Government's responsibility is clearly stated by the President's Science Advisory Committee:

Whether the quantity and quality of basic research and graduate education in the United States will be adequate depends primarily upon the Government of the United States. From this responsibility the Federal Government has no escape. Either it will find the policies—and the resources—which permit our universities to flourish and their duties to be adequately discharged—or no one will.

We have already pointed out that the State governments have spent many millions of dollars to provide such facilities as laboratories, greenhouses, nurseries, forest land, and electronic computers for forestry research. Equally important to the pursuit of basic research are the libraries and the scientists in all fields of knowledge which can be drawn upon by forest scientists in the development of their research. Whereas the States have invested \$30 million for these tools of science at their colleges and universities, the Federal Government has invested only \$5 million on these campuses. Yet nowhere is the environment for basic forestry research as ideal as on a college campus.

Today the Federal Government's need for forest research scientists with doctor's degrees is estimated to be equal to the current annual output of 40 persons. Since many of the 53 colleges and universities having forestry research programs and private industries need the same type of personnel, qualified personnel is spread thinly. Federal agencies estimate that they will need to employ annually approximately 100 persons with doctor's degrees for forestry research 10 years hence. The requirement of all forestry research agencies will probably be two to three times this number. Yet, remember that during the last 5 years, the number of Ph. D. degrees conferred annually has averaged only 41. Unless the future needs can be met the quality of forestry research will decline. The responsibility of the Federal Government to assist in developing forest scientists for its own needs should be quite clear.

Not only have the State governments borne nearly all of the costs of facilities for forestry research at their colleges and universities but they, with some support from private industry, are financing about 80 percent of the annual cost of operating these programs.

DESIRABLE FEATURES OF THE LEGISLATION

These bills have many highly desirable features for developing effective forestry research and graduate education programs at State colleges and universities.

The partnership between research and graduate training, provided for in section 2, is advantageous, and in line with the principle stated in the report of the President's Science Advisory Committee—

the process of graduate education and the process of basic research belong together at every possible level. We believe that the two kinds of activity reinforce each other in a great variety of ways and that each is weakened when carried out without the other. * * * The apprentice scientist learns best when he learns in an atmosphere of active research work. * * * In all forms of scientific work a man's effectiveness is multiplied when he has that depth of understanding of his subject that comes only with the experience of working at a research problem.

Matching of Federal funds with State funds or private grants as required by section 4 is a desirable requirement. This would have the effect of requiring the States to meet their full responsibility in forest research.

Section 5 states that the apportionment of funds shall be determined by the Secretary of Agriculture after consultation with a national advisory board chosen by the schools. We consider this a fundamentally sound arrangement. The principle is preferable to having funds allotted under a fixed formula which may meet current conditions well, but may be very inequitable at some future date as conditions change. Such a stipulation would burden Congress with frequent amendment of the legislation.

Another desirable feature is that authorized funds are grant funds, not contract funds. This gives greater flexibility in use. A research agency needs most of its funds available for flexible use in order to meet changing emphasis and new conditions and to give the program continuity. If too much of its budget comes from contract funds the program will have limited flexibility. In commenting on this subject, the President's Science Advisory Committee says:

But on balance and in the long run the grant is a better instrument than the contract—it is more consistent with the nature of basic research.

Forest research is defined broadly enough in section 7 to allow any State institution to meet its local needs.

SUMMARY

We are gratified with the interest of this committee in the needs of land-grant and other State institutions in forestry research as shown by the five bills introduced by members of the Forestry Subcommittee.

We strongly believe that this legislation is needed to provide the means of (1) expanding forestry research to meet the future demands on our forests and forest industries, and (2) educating the forest scientists so badly needed to carry on forestry research for national benefit.

The schools with their core of scientists in forestry and related fields, specialized laboratories, and libraries have ideal environments for research. They have a strong base upon which to build excellent research programs at minimum cost.

No Federal laws provide a basis for appropriations for grants to States specifically for forestry research.

We believe that the passage of this legislation is needed so that the land-grant and other State institutions can make their proper contri-

bution to forest research and the training of scientists qualified to do the kind of forestry research needed in this scientific age.

I would like at this time to introduce a letter which I have from Ed Stegner of the Conservation Federation of Missouri. I am not going to read this letter. I will just make this comment that the Conservation Federation of Missouri is an organization of 18,000 people in the State of Missouri who are vitally interested in all phases of conservation and they have gone on record as giving their support to these bills.

MR. GRANT. Without objection the letter will appear in the record at this point.

(The letter follows:)

CONSERVATION FEDERATION OF MISSOURI,
Jefferson City, July 17, 1962.

HON. GEORGE M. GRANT,
Chairman, Subcommittee on Forests,
House Agriculture Committee,
Washington, D.C.

DEAR MR. GRANT: At a meeting of our board of directors on January 14, 1962, the provisions of H.R. 8535, H.R. 9219, H.R. 9200, H.R. 9274, and S. 2403 were reviewed and discussed. It was the consensus of the board that this legislation is needed for the proper development of forestry research at the land-grant and other State institutions. The board voted to support the enactment of this legislation and directed me to ask the members of the Missouri delegation in Congress to support it. As chairman of the Subcommittee on Forests, I wanted you to know of our interest in this legislation and of the action we have taken.

Missouri's 15 million acres of forest land support a substantial amount of wood-using industries which are extremely important to the State's economy. We believe that through research our forests can serve industry more effectively. We believe that an expanded forestry research program would provide the basis for further development of a fine program in farm forestry and fire protection under the administration of the Missouri Conservation Commission. The University of Missouri School of Forestry is in a strong position to take advantage of the financial support which this legislation could provide, because since 1960 it has had available well-equipped research laboratories in the new agriculture building, which was built solely with State appropriations. The school has had a fine record in graduate education and in cooperating with the Forest Service in research, which would be enhanced greatly by the enactment of this legislation.

We speak for an organization of 18,000 members. We hope the committee will see fit to support this legislation.

Sincerely yours,

ED STEGNER, *Executive Secretary.*

MR. WESTVELD. If you care to have any supplemental statements from the gentlemen who are with me, you may do so. Thank you.

MR. GRANT. I wish to ask you one question. I notice you set out in your statement that there are, I believe, as of today, 53 forestry schools. I was interested in the statement made by Dr. Harper in regard to these funds, that the bill should probably be amended so that some of these funds may go to schools which necessarily did not have a forest department but which have schools of chemistry and other schools where they would be useful in forestry research.

What is the feeling of your organization as to the limitation of these funds?

MR. WESTVELD. Let me make this comment first as a point of correction: The 53 institutions to which I referred do not all have forestry schools. There are 53 institutions that have research programs. That is, these are all State institutions. There are 43 States that have forestry schools.

Now, coming to your specific question, we feel that the agricultural experiment stations which do not have forestry schools should be included in eligibility. I would like to comment particularly that in the case of Ohio and Texas—I single those two out because they are particularly good examples—they have very strong and fine research programs in forestry and yet they do not have a forestry school; and they are making a real contribution to the research efforts in those particular States.

Mr. GRANT. Thank you very much.

Mr. MATTHEWS. Mr. Westveld, I would like to thank you very much for a very splendid testimony. There are just two questions or observations I would like to make. One is, in our various States in addition to the forestry research by the Department of Agriculture, the schools of forestry, and similar agencies, we have certain work that is done by the States. I have in mind the tree nurseries that we have, for example, in Florida. Could you tell me if there is any liaison now between that type of work and the work carried on by our schools of forestry and the Federal research stations?

Mr. WESTVELD. There is, very definitely. For example, referring to my own State with which I am most familiar, of course, it so happens that the Forestry Division of the Missouri Conservation Commission has a cooperative arrangement with the University of Missouri whereby the forestry division annually gives us a certain sum of money. We consult with them very closely in terms of the kinds of research that we should do. In other words, we are trying to serve them as effectively as we can and I think this is probably typical of what is happening in the other States.

Mr. MATTHEWS. You do not envision any difficulty in that area for this legislation?

Mr. WESTVELD. No. As a matter of fact there are very few forestry organizations that have research programs, so there is no conflict. Of course, the personnel at the colleges and universities are really trained to do research whereas the people with the State forestry organization, for example, are trained as administrators and this is their job, primarily. So I think the relationships are good between the universities and the State forestry organization.

Mr. MATTHEWS. I feel that is certainly true in my own State of Florida and I have such a high regard for all this work I wanted to be sure in your opinion we would not develop these problems or these controversies in these various areas.

Now, one other observation: I am very proud as I know you are of the splendid work industry has done in research. I would imagine we are going to have testimony later from the forest industry. Do you feel the private enterprise segment of the forest industry is agreeable to this kind of legislation?

Mr. WESTVELD. We have been, of course, in close consultation with members of the industry. As a matter of fact, in February I appeared before the legislative committee of the American Pulpwood Association in New York City to express our views and to get their views, and as a result of these discussions some of these amendments which have been proposed have come about, and we feel very strongly at the moment that we do have the backing of the industry—later testimony will possibly reveal this. So I think we do have the support of the industry at this point.

Mr. MATTHEWS. Speaking as one Congressman being cognizant of a big national debt I know Members of Congress are going to be interested in about how much money this will cost. If private industry has done such a good job as they have done in this area we surely don't want to do anything to discourage their future participation and we don't want to do anything that would lead them to not be cooperative with this program. I know you agree with that statement.

Thank you very much.

Mr. WESTVELD. I would like to make one further comment. We have rather close association with the Forestry Association in Missouri. It so happens a branch of the Central States Forestry Experiment Station is right on the campus of the University of Missouri. As a matter of fact our offices are together. We are provided housing in the agricultural building for these people. We are in constant consultation with them in order to develop good cooperative relationships and to see to it that we are all familiar with what the other fellow is doing so there is going to be no duplication of effort, so I would say again here as far as the Federal agency is concerned that we have excellent relationships and I think this again is an example of what prevails in other States.

Mr. MATTHEWS. Thank you.

Mr. TEAGUE of California. Mr. Chairman, I have a suggestion to the sponsors of this legislation. I happen to be one of the Members who is opposed to most Federal aid to education proposals. I think I can see a very clear distinction here because of the fact that such a large percentage of our forest lands are under Federal ownership and off the tax rolls but there are lots of people in Congress in both parties who take a dim view of many aid to education proposals. I think it might be well to have something in the record and possibly in the report which will point out this distinction, if it is valid.

Mr. GRANT. Mr. McIntire.

Mr. McINTIRE. Mr. Chairman, may I make an observation to Mr. Teague's point. I think the distinction is valid.

The Agricultural Marketing Act does provide a basis for cooperative marketing research and we ought also to consider this legislation in the context of the Hatch Act, which is the basic Federal authorization for funding in cooperative agricultural research work. I think some of us who have worked on this legislation have been very specific in our thinking that we are strictly over in the area of cooperative funding for research purposes and not over into the area of funding for education in the broad sense. This is strictly orientated into the area of cooperative funding in research work and not strictly on the academic side.

Your comment, Mr. Teague, I think is appropriate and I hope this is the understanding. It certainly has been my understanding that we are working in a traditional framework of the land-grant college system, the Hatch Act, and other cooperative arrangements for research, whether on one hand it be in the broader field of agriculture, or as in this instance, in the specific field of forestry.

Mr. TEAGUE of California. If the gentleman will yield, I assume it is true that successful research and development inures to the Federal Government and the general public to a large extent.

Mr. GRANT. We would certainly be glad to have any of the other gentlemen to make any comment they wish to.

Mr. McINTIRE. I don't want to be presumptuous but in this group associated with Mr. Westveld today is Mr. Albert Nutting, who is director of the school of forestry at the University of Maine. As I indicated in my testimony, some of my preliminary discussions which led up to my introducing this legislation were with Mr. Nutting and I am delighted that he is here and I am happy to introduce him to the committee.

Mr. NUTTING. Mr. Chairman, I won't take your time in going into detail because I agree with what Dr. Westveld has said in his testimony as chairman of our committee. I do come from one of the old forestry schools in the country. We started in 1903. Maine is also a State whose economy is based on forests and the products from the forest. Eighty-five percent of our land is in forests. I worked, as Congressman McIntire says, closely with him on this legislation because I think we badly need the assistance and cooperation of the Federal Government in order to have an effective research program in our State.

I am well acquainted with our forest industry people. I have talked with them in all branches. The lumber branch and in our pulp and paper and with the principles of this bill and they do support it and believe in it. I am very happy to be here.

I will submit a brief statement to the committee and before closing I want to say that I also am very much interested in the bill to increase the forest survey funds. As a former State forester I attempted a number of times to have our survey made earlier in Maine and I would like very much to see it on a basis so that it would be done in each State at least once in 10 years.

Mr. GRANT. Thank you very much. Your statement will be filed in the record without objection.

(The prepared statement follows:)

STATEMENT OF ALBERT D. NUTTING, DIRECTOR OF THE SCHOOL OF FORESTRY,
UNIVERSITY OF MAINE

I am Albert D. Nutting, director of the school of forestry at the University of Maine in Orono, Maine. I am representing the school and the advisory committee of the forestry schools as a regional member of their legislative committee.

I want to approve and endorse the statements of our committee chairman, Dr. Westveld. I believe he has well expressed the thinking of the forestry school executives over the country. The school executives in New England and other Northeastern States whom I represent are very much interested in H.R. 8535 and companion bills and believe it is essential legislation if we are to make needed progress in forest research and training.

The school of forestry at the University of Maine had its beginning in 1903 and has been giving forestry degrees since that time, which makes it one of the oldest forestry schools in the Nation. We have a student body of 225. Approximately half of our students come from other States in the Northeast. This is a pattern which has been followed for many years.

Maine's economy is based on the products from its forest land. Over 85 percent of our land is in forests, and one-third of our working people are employed by wood-using industries. Pulp and paper manufacture is the leading industry of the State. Recreation, quite largely based on the use of forest areas, is our second most important industry in the State. This indicates why Maine and the university are very much interested in the training of foresters and need a broad research program in timber growing, marketing, and manufacturing, as well as the other uses of forest land.

Until recent years there has been very little public-supported research in forest land management or products in Maine. At the present time we have a forest research budget of about \$75,000 with a gross income from forest products in Maine of over \$500 million.

The school of forestry at the university is trying to build up its graduate student program. At the present time we have four graduate students in forestry and two in wildlife management. H.R. 8535 could provide a means of building our graduate program to a level which would provide needed research workers and well-trained foresters for other forest purposes.

I believe the University of Maine illustrates quite well the fact that forestry and research has both local and regional aspects and needs.

Maine supplies wood-base products to all Northeastern States and, in the case of paper, to many other areas of the country. As mentioned above, our students come from many States to the University of Maine. Maine is the recreation land for a large population from New York, New Jersey, and Pennsylvania, as well as other nearby States.

This indicates why the Federal Government has a stake in our forests and should be supporting our research programs. We need local research which can best be done at a State institution. The same species of trees vary in their growing habits and problems by regions. Successful research in different areas of the country need to be tried and applied from other regions before they are proven successful locally. We have widely varying problems from the southern section of Maine to the northern. This means there are many unsolved problems which need competent men studying them if they are to be solved.

I have discussed H.R. 8535 with Maine forest industry leaders. They agree with its purpose and principles. I hope this committee will give this bill thought and approval.

Mrs. MAY. Mr. Chairman, as long as we are getting into geographical representation here I wonder if I might take this time to go from Maine out to the west coast, since we have a representative of the Oregon State University here.

I introduced a companion bill to the one before us, H.R. 9220, in September of last year, and since then I have been in close conference with the representatives of the States of Washington and Oregon, including representatives of our land-grant college, Washington State University, and the University of Washington where we have a fine school of forestry. And I have had quite a long consultation on this legislation with Dean Marckworth; also the commissioner of the Washington State Department of Natural Resources, Bart L. Cole, who has been very interested in this legislation; and then I have had discussions with both Dean Price and Mr. McCulloch of the Oregon State University. At this time, just for the record, Mr. Chairman, I thought of a statement Dean Price made to us when we were on our subcommittee trip and had a hearing out in Oregon, which I assume the chairman will remember, concerning this problem of research in forestry. It was a very articulate statement which simplified the subject in these words:

One hundred years ago our forests were in our way. Even less than 100 years ago forests were burned to make room for farms and livestock. Forests were regarded as unlimited and inexhaustible and what was important was to grow food crops that would be sold for cash. But this situation has certainly changed today. We know now our forest resources are not inexhaustible. Insects and diseases are taking great toll, new forests must be established. Improvements are needed, better understanding of forest soils is needed, better watershed management for maximum water and tree yield must be discovered.

I think there, probably, is the simple distilled statement of what is the problem we are trying to help solve with the legislation that is before us today.

Mr. Chairman and gentlemen, the names that I have mentioned who represent the forest industry in the great States of Washington and Oregon are in agreement in their support of this legislation. They feel it will advance the training of young forestry scientists and technicians, that it will promote more efficient watershed management,

that it will improve management of forest rangeland and it will overall advance the science of forest management.

With your permission, Mr. Chairman, and that of the committee, I would like to submit for the record the statements made by these gentlemen in letters to me, including a recent one just received this morning, which Mr. McIntire might be interested in.

Dean Marckworth of the University of Washington has had a chance to study the amendments, Mr. McIntire, that you have proposed recently to your own bill. And in this letter which I will introduce into the record he says:

I have gone over Mr. McIntire's proposed changes and his comments relative thereto and it seems to me that these have clarified a number of points on which there were questions in the original bill.

Mr. GRANT. Without objection the material will be filed in the record.

(The documents follow:)

STATEMENT OF F. E. PRICE, DEAN OF AGRICULTURE AND DIRECTOR OF THE AGRICULTURAL EXPERIMENT STATION, OREGON STATE UNIVERSITY

Forestry produces Oregon's greatest source of primary income and income from agriculture is the second largest source. This relationship is relatively recent, as agriculture was in first place in come-wise for many years. During these many years when agriculture was producing the greatest annual income in Oregon and in other Pacific Northwest States, many problems were recognized and more food and fiber were in demand to meet the needs of our rapidly growing Nation.

Our agricultural leaders and our statesmen found themselves in agreement that research and only research could answer many of the problems confronting the Nation's producers of food and fiber. State agricultural experiment stations were organized as a part of the State land-grant colleges and universities and were financed by funds from their respective State legislatures. The agricultural experiment station in Oregon was established in 1883. The same year the Congress passed the Hatch Act authorizing the Congress to assist or cooperate in financing agricultural research at the State agricultural experiment stations through grants of funds to the stations. The Hatch Act was supplemented in later years by the Adams, Purnell, and Bankhead-Jones Acts and the Research and Marketing Act of 1947, all providing for grant funds to the State agricultural experiment stations.

Legislation was also passed in the early years for agricultural research by the U.S. Department of Agriculture. This cooperative effort in agricultural research has been unequaled by any Nation in the world. It has resulted in adequate food production for our rapidly growing population through new methods and efficiencies and made possible this production with a smaller percent of our population.

It has been the basis for phenomenal industrial development in this country by releasing workers from food production for work in industry. Only 12 percent of our population is currently engaged in the production of our food and fiber. One hundred years ago this was nearly reversed.

One hundred years ago forests were in our way. Even less than 100 years ago forests were burned to make room for farming and livestock. Forests were regarded as unlimited and inexhaustible. What was important was to grow food crops that could be sold for cash. This situation has changed.

We know now our forest resources are not inexhaustible. Insects and diseases are taking great tolls. New forests must be established. Genetic improvements are needed. Better understanding of forest soils is needed. Better watershed management for maximum water and tree yield must be discovered.

The first recognition of forestry needs resulted in the organization of the U.S. Forest Service. This organization has done much for advancement of forestry in this country.

Oregon has recognized the importance of forestry as a basic industry in recent years and has increased findings of forest research. Much more is needed.

I believe the provisions of H.R. 8535 are needed to advance forest research at State colleges and universities where young scientists are being trained to staff private, Federal and State agencies engaged in scientific management and reestablishment of forests on our cutover lands. Forest research must be expanded at these institutions to strengthen the teaching programs needed to train the forestry scientists that are needed now and will continue to be needed by these agencies. I believe the passage of H.R. 8535 would advance much-needed forest research as the Hatch Act and related acts have aided in the advance of agricultural research. There are 36,250 owners of timberland in Oregon. They need research assistance. I urge the passage of H.R. 8535 as a major step in advancing (1) the science of forest management, (2) our forest rangeland management, (3) more efficient watershed management, and (4) the training of young forestry scientists and technicians.

UNIVERSITY OF WASHINGTON,
COLLEGE OF FORESTRY,
Seattle, July 19, 1962.

Hon. CATHERINE MAY,
U.S. House of Representatives,
Washington, D.C.

DEAR MRS. MAY: If you recall, I spoke to you some months ago when you were in Seattle relative to Congressman McIntire's proposed legislation in support of forest research at institutions of higher learning—H.R. 8535.

I understand that there is to be a hearing on this bill in Washington at 10 a.m. on Monday, July 23. I have gone over Mr. McIntire's proposed changes and his comments relative thereto and it seems to me that these have clarified a number of points on which there were questions in the original bill.

I appreciate your interest in this legislation and hope that you will be able to give it your full support. I am sure it will be of assistance in strengthening our forest resource and its value.

My kindest personal regards.

Sincerely yours,

GORDON D. MARCKWORTH, *Dean.*

STATE OF WASHINGTON,
DEPARTMENT OF NATURAL RESOURCES,
Olympia, Wash., December 1, 1961.

Hon. CATHERINE MAY,
Member of Congress,
Yakima, Wash.

DEAR CATHERINE: Reference is made to your letter of November 2 concerning your bill H.R. 9220.

Recently, we received from Congressman Don Magnuson a copy of S. 2403, together with several questions from Don. We find that this S. 2403 is identical to your bill and therefore our comments to Don Magnuson will be of interest to you.

Enclosed is a copy of Don Magnuson's letter of August 31, and our answer of October 30.

As mentioned in our letter to Don, we are very much interested and highly favorable to legislation.

Very truly yours,

BERT L. COLE, *Commissioner.*

OCTOBER 30, 1961.

Hon. DON MAGNUSON,
House of Representatives, Washington, D.C.

DEAR DON: Reference is made to your letter of August 31, 1961, concerning legislation for a program of Federal matching funds to State-supported colleges and universities for research in forestry.

Needless to say, we are very much interested and highly favorable to such legislation.

With regard to your specific questions, our comments follow:

1. The State of Washington, through the Department of Natural Resources, is active in a program of forestry research. Our program, however, is limited by a rather meager appropriation and we have only one full-time

research forester presently engaged on problems in rehabilitating nonstocked and poorly stocked lands. In addition, we have some informal and personal type research which is being carried on by our forestry personnel in their spare time. If we had the funds and facilities, no doubt we could formalize and develop considerable information from the personal observations made by our men. Their observations cover a wide range of forestry activities.

Enclosed is a copy of the Second Biennial Report of the Department of Natural Resources. On pages 16 and 17 you will find information concerning cooperative research of the department. Other information in this report indicates the broad scope of activity by our department and the areas in which research is needed.

2. The Department cooperates with both the University of Washington and Washington State University on research projects. For example—the Institute of Forest Products of the University of Washington has a well organized minimum staff to work on forest research problems. They are in urgent need of funds to expand this program to meet the increasing research demand. A member of the department of natural resources is also a member of the forest products commission which in turn is an advisory board to the institute of forest products. We also have been and currently are working with Washington State University in planting experiments. Small scale projects, such as fertilization of Christmas trees have also been under study in conjunction with the University of Washington. A recent project in cooperation with Washington State University involves employment of an entomologist to study the European pine shoot moth in an attempt to develop methods of controlling it through the use of sprays.

With Washington State University, our Department has been active during the past year in establishing a forestry and range research center on several thousand acres of State lands in the Clouckum Creek area. This area lies about 20 miles southwest of Wenatchee and includes a wide variety of forest and range conditions and problems. It is our expectation that this center will provide the State university and others interested in range and forestry problems with a practical on-the-ground research area where our east-side conditions prevail. Lack of funds has hampered WSU's progress in setting up this program as rapidly as had been hoped.

A further tie between the University of Washington, Washington State University, and the department of natural resources is indicated by the fact that the dean of forestry of University of Washington and the director of agricultural sciences of Washington State, Washington are both members of the five-man board of natural resources which controls the department of natural resources. Forest research and related activities are a frequent topic of concern and consideration by the board of natural resources at its monthly meetings.

3. We are highly in favor of aid to forestry research in our State. We can assure you that any assistance given to the University of Washington, Washington State University, and our department of natural resources will prove of great value to the future of forestry and the forest industry.

Under section 5 of the proposed bill S. 2403, we are concerned from the standpoint of having adequate representation by the Western States on the National Advisory Board. We hope that provision will be made for representation in proportion of the importance of industry in our area.

Sincerely yours,

BERT L. COLE, *Commissioner.*

PACIFIC NORTHWEST SECTION,
AMERICAN SOCIETY OF RANGE MANAGEMENT,
OREGON STATE UNIVERSITY,
Corvallis, Ore., July 10, 1962.

Hon. CATHERINE MAY,
House of Representatives,
Washington, D.C.

MY DEAR MRS. MAY: At its last annual meeting, the Pacific Northwest Section of the American Society of Range Management passed the following resolution: "Resolved, That the Pacific Northwest section, through official contract with the U.S. Senators and Representatives in Washington and Oregon, vigorously support the current proposed act to appropriate additional funds for research in the field of forestry and range management and that we encourage other sections and our national office to also give support to this act."

This is to let you know officially of our action with the hope that you will do everything you can to stimulate research activity at the Federal level and, where you have opportunity, at the State level in these important fields of range management and forestry. These are extremely important natural resources throughout the West and stable range and forest resources are vital to the economy of the Northwest.

Our section of the American Society of Range Management consists of about 325 members and we represent professional range management specialists, ranchers who are taking the use and management of their range resources very seriously, and a small cross section of game management specialists, sportsmen, and business people interested or concerned with the stability of the range resource.

If you wish more specific information on the nature of research needs in the range resources and management area, we will provide you with the best information we have available.

Very sincerely yours,

CHARLES E. POULTON,
President.

AUBURN UNIVERSITY,
SCHOOL OF AGRICULTURE AND
AGRICULTURAL EXPERIMENT STATION SYSTEM,
Auburn, Ala., October 25, 1961.

HON. CATHERINE MAY,
House of Representatives,
Washington, D.C.

MY DEAR CONGRESSWOMAN MAY: As head of a department of forestry located at a land-grant university I am especially interested in your bill to strengthen forestry research. This interest is shared by all members of the commission on forestry at land-grant and other State institutions. At a meeting of the commission held in Minneapolis, Minn., on October 8, 33 representatives of these institutions from 28 States unanimously endorsed the bill in principle.

I would appreciate receiving 25 copies of H.R. 9220 for use in soliciting support of State and regional organizations in this legislation.

Enactment of this bill by the Congress early in 1962 will make possible a program of forestry and related research that, in my opinion, is about 30 years past due. You are to be commended for taking the leadership in introducing this bill.

Very truly yours,

W. B. DEVALL, *Head.*

WASHINGTON STATE FORESTRY CONFERENCE,
Seattle, Wash., November 24, 1961.

HON. CATHERINE MAY,
House of Representatives,
Washington, D.C.

DEAR MADAM: At its 40th annual conference, this organization adopted the following resolution regarding the supporting of forestry research by the Government:

"In the past, forestry research has received comparatively little financial support from our Federal and State Governments, although almost unlimited funds have been provided for research in agriculture. The advancement of forestry is dependent upon research, both basic and applied. Much of the basic research has been conducted by the forestry schools, primarily through faculty directed graduate students. However, this work has been seriously handicapped by lack of funds. The Federal Government has for many years cooperated with the States in fire prevention, reforestation, forest management, and various special studies. There is now before Congress legislation which would enable the Government to expand its cooperation to include forestry research on a matching basis with State-supported forestry schools having adequate graduate programs: Therefore be it

"Resolved, That this Washington State Forestry Conference endorse such legislation (as set forth in Senate bill 2403 and House bill 8535) provided that it contain equitable methods for distribution of available funds and urge our Representatives in both Houses of Congress to vigorously support the passage

of this legislation at the next session of the Congress, and that a copy of this resolution be sent not only to the Members of Congress from our State, but also to Senator Stennis and Representative McIntire, authors of the legislation now before Congress."

It can be said that forest land is under more pressure to produce than is any other major classification of lands. This pressure involves the production of many values, including timber, recreation, water, grazing, etc. As the pressures increase even further, management techniques must become more intensive. The intensification of these technical management measures will require ever-more research for their solution. It is for this reason the conference passed this resolution.

Yours very truly,

WILLIAM H. LARSON, *Secretary-Treasurer.*

OREGON STATE UNIVERSITY,
SCHOOL OF FORESTRY,
Corvallis, Oreg., November 21, 1961.

HON. CATHERINE MAY,
House of Representatives,
Washington, D.C.

DEAR CONGRESSWOMAN MAY: I appreciate that this note will arrive in your office while you are at home. However, I did wish to place on the record the thanks of professional foresters, recognizing your fine work on behalf of forest research. This significant area of natural resource management has been too long neglected, and we are grateful that you are giving it your support. Our thanks for your introduction of H.R. 9220.

Sincerely,

W. F. McCULLOCH, *Dean.*

Mr. HARDING: I would like to add right here that not only are Washington and Oregon wholeheartedly in support of this fine legislation but I have here a telegram from Dean Ernest Wohletz of the College of Forestry, the University of Idaho, and they are also in full support of this bill. I would like to ask unanimous consent to include this telegram at this point in the record and state further that this is the type of legislation I like to see come before the subcommittee. So far, with the fine statements from Congressman McIntire, Senator Stennis, and Dr. Harper and now Dr. Westveld the support has been unanimous. I do not know when the opposition is going to come in here to testify but it certainly appears that this bill is one that has only proponents.

The support of this legislation has certainly been impressive to me.

Mr. GRANT: Thank you. Without objection the telegram will be included in the record at this point.

(The telegram follows:)

MOSCOW, IDAHO, July 20, 1962.

Congressman RALPH R. HARDING,
House of Representatives,
Washington, D.C.:

I support principles involved in H.R. 8535 along with amendments which McIntire proposes to make. Urge your careful consideration of this bill as it would if passed have a profound influence on forest research in Idaho.

ERNEST WOHLLETZ,
Dean, College of Forestry, University of Idaho.

Mr. TEAGUE of California. I think for the record I should state also I have word from the University of California in support of the legislation.

Mr. GRANT. We will be glad to hear from our friend from North Carolina.

Mr. PRESTON. I am Dean Preston from North Carolina State College. The South has a somewhat different forestry problem than the rest of the country. Over 60 percent of the land of the South is reforested. Much of this land is relatively unproductive because most of it is owned privately by small individuals. Most of the forest industries in the South are small and many of them are not able to finance their own research programs. Hence they are quite dependent upon public research in order to remain in competitive position.

In my position nothing can help the economic position of the South more than getting their forest lands, this 60-plus percent of their total land area, into a full productive condition.

Mr. GRANT. Thank you very much.

Are there any other statements, Doctor, from anyone in your group?

Mr. FLETCHER. I have a prepared statement which in the interest of time I will just file with the committee which alludes to several thoughts coming from the State of Pennsylvania.

Mr. GRANT. It will be included in the record at this point.

(The prepared statement follows:)

STATEMENT OF PETER W. FLETCHER, DIRECTOR, SCHOOL OF FORESTRY,
PENNSYLVANIA STATE UNIVERSITY

I am Peter W. Fletcher, director of the School of Forestry, the Pennsylvania State University. I welcome this opportunity to meet with the committee and present this brief statement of my views about the need for increased support to strengthen forestry research and graduate education at the forestry schools.

Because these are the objectives of the several bills, Penn State favors them, and I favor them, officially and personally. I sincerely hope that a final legislative draft can be written which will have the support of all interests, both public and private, at Federal and State levels. Writing such legislation is a task far beyond my ability. I speak only to Pennsylvania's needs and to the educational principle of freedom of inquiry.

PENNSYLVANIA'S FOREST RESEARCH NEEDS

With 53 percent of Pennsylvania's land surface in forest growth, our wood using industries alone contribute about 5 percent of the State's total value of production and related activities of manufacturing industries. Of the \$1.2 billion annually contributed by our wood-using industries to the economy of the Commonwealth at the manufacturing level, only 0.025 percent is invested in forest research by Federal, State, and private interests. We can't take much pride in this low level of support, particularly when a research investment of at least 1.25 percent is often considered essential to the healthy growth, development, and change of many industries and the communities where they are located.

As you know, Pennsylvania has moved far toward an industrial and business economy from the farm economy of earlier times. Industries based on forest resources, including wood, outdoor recreation, water, and wildlife, now account for 35 percent of our total farm and forest values at the manufactured or consumer level. Further research is needed to assure wise development and use of our forest lands so that these areas and resources can make even greater contributions to the flagging economy of rural areas. Outstanding research needs—to guide the decisions of policymakers—include (1) research in new uses of wood and wood fiber, (2) basis for recognizing the quality of forest sites for tree growth, water, and wildlife production, and (3) economic studies to enable both public and private interests to meet the greatly increased demands for outdoor recreation.

Penn State's Agricultural Experiment Station now invests 5 percent of its funds for forestry research. Of the \$214,000 budgeted for this purpose for 1962-63, 25 percent is from Federal sources, 50 percent is from State sources, and 25 percent is from foundations, forest industries, and other private grant and con-

tract sources. Our forest industries now pay \$62 million in Federal taxes, but only 1.4 percent of the forestry research total. However, they are showing a willingness to help seek additional funds for forestry research.

FREEDOM OF INQUIRY

As you know, the forest industries have given serious consideration to this legislative proposal. I have encouraged this. A key consideration to them, and to me, is that this legislation be drafted to guard against possible loss of academic freedom. I am not afraid to accept Federal funds because I'm confident that Pennsylvanians will find some way to far oversubscribe Federal contributions and thereby remain the majority stockholder. As Dr. R. H. Westveld has pointed out, the States have stayed well ahead of Federal contributions to agricultural research financed under provisions of the Hatch Act. I like the fund-matching idea of the proposed legislation because this will spur State and private interests to work with the school heads to secure State and private support, and also become more intimately acquainted with their school's research and graduate education programs.

Like many others, I have seen Federal controls move in on those States and communities which default on their own local responsibilities. I don't think that Pennsylvanians will let such a vacuum develop in forestry education and research. In fact, I'm counting on it. Therefore, I join the several Pennsylvania organizations and associations who have already reported that they endorse, in principle, the proposed legislation. I am confident that, if enacted, our school of forestry can better discharge its research and graduate education functions without being unduly influenced either by Government interests, on the one hand, or private interests, on the other.

In this connection, the record over many years shows that the educational function has not been unduly influenced by the Hatch Act. First, research proposals originate at the educational institutions themselves, not in Washington. Second, the funds are administered by a "benign" branch of the Department of Agriculture which is not itself actively engaged in land management. I believe that such an arrangement would be highly desirable in the long run.

STATEMENT OF R. M. KALLANDER, ADMINISTRATOR, FOREST RESEARCH LABORATORY, OREGON STATE UNIVERSITY

Mr. KALLANDER. Mrs. May and gentlemen, I am very happy to have this opportunity to speak for Dean McCulloch who, if he were here, would make the statement that he and others in Oregon State and in the Western States are vitally interested in this legislation. It is gratifying to hear the statement by a number of you people concerning communications with people in the Western States.

I would like to add to this that Congressman Cooley, chairman of the House Committee on Agriculture, would have received a wire from Mr. Glascock of the Forestry Conservation Association, which represents the Western States, in which he stated this group supports the principles of the bill.

Also Mr. McCracken, executive vice president of Western Forest Industries, asked me to indicate to this group today that his organization supports the principles of the bill and he would be glad to furnish a letter to this effect if it is required.

I cannot let this opportunity pass without indicating why the people of Oregon are so interested in this proposal. We have in Oregon some 62 million acres of land of which 30 million, or one-half, are in forests. Fifteen million are controlled by the Federal Government, 1 million by State, county, and municipalities, and 10 million by over 30,000 private forest land owners.

A number of years ago the State of Oregon enacted legislation on behalf of the forest industry to support forest research in the State

through a 5-cents-per-thousand severance tax on all timber harvested, so you see we have a forest research program underway, and industry and public agencies have been working together very closely for quite some time and there is strong interest on the part of both. I am sure when the details of the bill have been ironed out there will be much more supporting evidence. Thank you.

Mr. GRANT. Thank you very much.

(The prepared statement of Mr. Kallander follows:)

STATEMENT OF R. M. KALLANDER, ADMINISTRATOR, FOREST RESEARCH LABORATORY,
OREGON STATE UNIVERSITY

Mr. Chairman, Mrs. May, gentlemen, I am R. M. Kallander, administrator of the Forest Research Laboratory at Oregon State University. It is a pleasure to be here today representing Dean McCulloch, School of Forestry, Oregon State University. If he were here today, he would tell you that he and many others in forestry in Oregon and in the Western States are vitally interested in the proposed legislation in support of forest research at our State institutions of higher learning. Also, I particularly want to thank Mrs. May for commenting on statements presented by Dean McCulloch and Dean Price, director of the Oregon Agricultural Experimental Station, before this Subcommittee on Forests in Portland on October 6, 1961.

Dr. Westveld and others have very ably outlined our thinking on value and need for the legislation. I should like to point out some of the sources of support for the proposal. In addition to the communications received by Mrs. May and Messrs. Harding and Teague in support of the legislation, I believe Chairman Cooley received a wire from Western Forestry and Conservation Association, representing the Western States, endorsing principles of the legislation. The West Coast Lumbermen's Association and Western Pine Association will have their views expressed through Mr. Bill Hammerle of the National Forest Industries Council. A fourth organization, the Western Forest Industries Association, through its executive vice president, Mr. J. W. McCracken, asked me to inform the committee that this organization supports the principle of the legislation. A letter so stating will be provided by Mr. McCracken, if this is needed. The State foresters of the Western States, through the Association of State Foresters, support the principles of the bill. There will be much more support forthcoming as details of the bill stabilize.

I can't let this opportunity pass without indicating why we in Oregon so strongly favor this proposal to support forest research in our colleges and universities. Here are some of the reasons:

Oregon leads the Nation in the volume of commercial standing timber and in production of lumber and plywood. We have 21 percent of the commercial timber and produce 22 percent of the lumber and 55 percent of the plywood manufactured in the United States.

Oregon encompasses some 62 million acres; 30 million acres are in forests, 4 million of these acres are considered noncommercial or high elevation alpine types and practically all are in public ownership, and 26 million acres are classified as commercial forest lands. Fifteen million acres are owned by the Federal Government, 1 million acres are owned by State, county and municipal government, and 10 million acres are in private ownership. The gross State forest product runs well over a billion dollars a year. Roughly, 80,000 people earn almost \$450 million a year while several thousand additional workers earn their livelihood indirectly from the forest industry. Almost 60 percent of the State's economy derives from the forest resources. No matter what the future may bring in the way of new industries, Oregon will always be a leader in supplying the Nation's needs for forest products.

The forest industry realizes its obligations in this regard by supporting forest research through a harvest tax that provides approximately \$400,000 a year for research in forest products utilization and forest management. These are some of the reasons why both private and public forest agencies are united in support of this bill to encourage research. Legislation of this nature is one of the important keys to supplying the technically skilled scientist to do the job and the research effort to help find the answers to forestry problems in growing and managing forests, utilizing the raw material, and marketing the resulting forest products.

With reference to H.R. 8335, I think Congressman McIntire has done a superb job in uniting the various forest interests, both private and public, so that all can support this fine piece of legislation. Research in forestry has been much too slow in getting underway. Passage of this bill well may be the beginning of a new era in forest research.

Particularly gratifying was Dr. Harper's statement on administration of forest research funds through CSESS as a companion and coequal program to agricultural research under the Hatch Act. I am sure the forest industry subscribes to this proposal. There is a long and fine history of cooperation among the USFS, the forest industry, and the institutions of higher learning. Dr. Harper's statement bears this out.

There appears to be universal agreement that forest research in our State colleges and universities needs to be stimulated and stronger and more productive programs developed. The proposal before this committee, if enacted into law, would provide a giant step in the right direction.

Mr. McINTIRE. I want the record to show I deeply appreciate the cooperation of Mr. Westveld and his associates. We have been in contact over many, many months in an effort to have a clear understanding of what we are trying to do in this legislation. I also appreciate Mr. Nutting and others coming along to appear before this committee.

Mr. WESTVELD. Thank you. We appreciate the opportunity to be here.

Mr. GRANT. The next witness is Dr. George F. Dow, Director of the Experiment Station, University of Maine.

Mr. McINTIRE. Mr. Chairman, I should like the privilege of introducing Mr. Dow to the committee, for Dr. Dow is not only director of our experiment station at the University of Maine but is also affiliated with the land-grant colleges in an association and legislative capacity. He is a man I have known for many years and he has done very excellent work in our Maine experiment station and excellent administrative work in stations throughout the country. I am sure his statement today will be a very important addition to the testimony in relation to this legislation.

Dr. Dow, we are very happy to have you.

STATEMENT OF DR. GEORGE F. DOW, DIRECTOR, MAINE EXPERIMENT STATION, UNIVERSITY OF MAINE

Mr. Dow. Mr. Chairman and members of the House Committee on Agriculture, my name is George F. Dow. I am the director of the Maine Agricultural Experiment Station. I appear before you today representing all of the State station directors as I speak for the Legislative Committee of the Agricultural Experiment Stations Sections in the American Association of Land Grant Colleges and State Universities.

The proposed legislation included in H.R. 8535, to provide an expanding program of research in forestry, has strong support from our land-grant colleges and State universities. The directors of the State Agricultural Experiment Stations, at their annual meeting in Kansas City on November 14, 1961, voted their approval of H.R. 8535 and identical bills. The executive committee of the American Association of Land Grant Colleges and State Universities has likewise voted support of these bills. It also is my understanding that the Forestry School Executives at their annual meeting in October were unanimous in the support of this proposed legislation.

IMPORTANCE OF FORESTS

The forests and related rangelands of the United States are among this country's most important resources. The importance of forestry, and its direct and indirect benefits for all our citizens, justify a substantial expansion in the research program.

Timber is a great renewable natural resource with many known uses and many others possible through research. One-third of the total land area in the United States is in forests. The Nation has nearly one-half billion acres of commercial forest land. Half of our States have over 40 percent of their land area in forests. One-quarter of the States have a much higher percentage, with one State having 86 percent in forest land. All States and citizens are users of forest products and the water and outdoor recreation which come from our woodlands. Well-managed forests are essential to clean water supplies and outdoor recreation, as well as for timber growing. The income received from the forests, and the price paid by the consumer for forest products in the future, will be governed by future timber supplies and how well and completely the forest crops are used. Improvements can be made only through research and its application.

Over 10 billion cubic feet of timber are harvested annually in the United States and coastal Alaska. This provides work for 1¼ million workers in the actual production of these wood products, with gross wages of over \$5 billion annually. The 1954 Timber Resource Review stated that total employment in timber-connected industries included 3.4 million man-years with wages of \$11 billion.

FUTURE TIMBER REQUIREMENTS

This rather startling information is taken from "Land and Water Resources," a policy guide of USDA, May 1962, page 41:

The projected demand for timber for 1980 is 16 billion cubic feet, or about one-third above the current annual consumption. Needed growth to meet this demand is estimated at 68 million board feet, or about 44 percent above present production. Projected growth, based on the continuation of recent trends and no significant changes in the area of forest land, would fall short of needed growth by about 14 percent. Deficits of about 28 percent would occur in growth of eastern softwoods and western species.

Research to improve our timber production is a necessity to prepare for the future. Growing timber as a crop requires many years from seedling to harvest. Much of the lumber supply required by the next generation of U.S. citizens must be obtained from trees already growing in our forests. But, according to "Land and Water Resources," page 16:

Productivity of forest land in farm and other small ownerships is far below potential, and substandard stocking following harvest cutting is especially serious. Timber quality is uniformly poor. Volumes per acre are far below optimum growth conditions and relatively few small forest properties are under management to produce timber volumes efficiently.

It is obvious that improved management is essential for our present stand of trees, if a greater potential is to be achieved in meeting timber demands in the not-too-distant future.

From a longer time standpoint, we recognize that one-fourth of our commercial forest land is inadequately stocked. "Land and Water

Resources" states that almost half of this area will require planting to be restored to productivity within a reasonable time.

On the remainder, natural regeneration, improved protection, and better management practices are needed to achieve better stocking. Annual losses from disease, insects, and fire must be decreased significantly in order to meet future timber needs.

Improved harvest and cultural practices are needed on millions of acres to increase the growth and quality of timber products. Removal of cull and defective trees, release from competing vegetation, and pruning and thinning of immature stands are only a few of the measures needed.

NEED FOR MULTIPLE LAND USE

Pressure on the use of forest land, other than for timber, has brought about general acceptance of the term "multiple use." This concept of managing forest land requires much more factual information as a basis of planning future forest land management. This type of research is important to citizens of nonforested, as well as forested, States, for they want to use the water, recreation, and timber that will be produced from these lands.

Secretary Freeman, in an address at the White House Conference on Conservation on May 24, 1962, made the following statements.

Privately owned land produces 80 percent of the game taken by hunting, and has 85 percent of the wildlife habitat economically feasible of improvement. Publicly provided recreation facilities cannot keep up with the booming demand for outdoor recreation. But with expansion of recreational opportunities on privately owned land—the demand can be met.

This expanding demand is evidenced by the number of recreational visits to the national forests which was 102 million in 1961—an increase of 340 percent in the last 10 years. It is expected that the number will jump to 300 million by 1980, and to about 635 million by the beginning of the next century.

URGENT NEED FOR INCREASED FOREST RESEARCH

The needs of forest research encompass a wide range of problems, involving improvement of the forests and their management in meeting the expanding demand for conventional uses of wood and wood products, and also for game refuges, recreation, and watersheds. These problems must be attacked vigorously, with a strong program of both applied and basic research, if more effective use is to be achieved of our large areas of forest land.

Forestry needs the same type of scientific guidance and assistance that agriculture has developed during the last 50 years. However, forestry needs an accelerated program to catch up with 50 years of comparative neglect, and to project a necessary margin into the future.

In recent years the State agricultural experiment stations, including their departments and schools of forestry, have made a start in developing a stronger research program in forestry. Federal grant funds allocated by the State stations to all types of forestry research (including forest insects, utilization, genetics, etc.) increased from \$257,000 in 1955 to \$660,000 in 1960, to \$901,000 in 1961, and will probably be up an additional 25 percent in 1962. Non-Federal funds, spent by the State stations for direct forest research, have increased even faster, from \$686,000 in 1955, to \$1,554,000 in 1961. However,

the combined total of these Federal and State funds spent by the State stations is now only about \$3 million a year, which is far from adequate in coping with the many problems now facing the industry.

WIDESPREAD BENEFITS FROM FOREST RESEARCH

A greatly strengthened research program in forestry will be an excellent investment from many standpoints. As already indicated, many farm stands have been relatively neglected and have contributed little to farm income. For all U.S. farms, the woodland area comprises 121 million acres or 17 percent of all farmland, but forest product sales contribute only 1 percent of all farm income. With the cost-price squeeze on other agricultural products, there is mounting interest in the opportunities to increase the income from farm woodlands. An expansion in forest research also will be of maximum value to the general economy of many low-income areas of the United States which are included in the rural area development program.

The benefits of increased forest research will be widespread over much of the United States. This is obvious because 45 percent or more of all the land area is in commercial forest land in such States as Maine, Pennsylvania, and West Virginia, in the Northeast; Arkansas, Alabama, Georgia, Mississippi, North and South Carolina, Tennessee, Kentucky, and Virginia in the South; Michigan and Wisconsin in the North Central States; and Washington and Oregon in the West.

FIELDS OF RESEARCH HAVING HIGH PRIORITY NEEDS

1. Life processes, chemistry, and environmental responses of trees: More and more, we are coming to think of the living tree as a system for producing and transporting many different chemical substances having specific functions, but all contributing something to the life of the tree and its environmental responses. There is much yet to learn in order to understand how to achieve ideal tree growth in scientific forest management.

We need more knowledge about the living tree in order to increase its chances for survival in the forest, speed up its growth rate, improve in various ways its usefulness as a raw material and as a material of construction.

2. Breeding better trees: In all major forest areas, faster growing, better formed, and more resistant trees are now being sought in the forest and through measures such as hybridization. Breeding better forest trees, with attention to a particular characteristic, begins with a close look at what Nature has to offer. She often presents the breeder with trees which show some surprising and desirable differences. Recently Prof. James T. Greene at the University of Georgia, hunting for loblolly pines which produce seed cones earlier than most trees of this highly important southern species, found 3- and 4-year-old specimens bearing cones from which he later collected sound seed. Professor Greene's discovery may result in a giant step forward in speeding up development of genetically superior planting stock, for geneticists had usually to wait 8 to 10 years or more for the first year of flowering in loblolly pine. The next step is to find out how readily the early cone trait found in these trees may be transmitted through the seed to the next generation.

3. Protecting the growing forest: Seedlings and mature trees, occasional forest stands and whole forest regions continue to fall prey to destructive pests in the forest at a staggering annual rate. We must pursue each of these major destroyers of trees and find ways to strongly curb its activity.

In every case the pursuit must be led by vehicles of research. The reason for this is that we simply do not know enough about the destroyers to know how to combat them. A few spot examples will identify some of them, show what they are doing in the Nation's forests today, and make clear the kind of critical information which research must uncover.

Insect and small mammals now take a far greater toll of trees and woodlands than fire, which was once the major destroyer. In all parts of the country, for instance, trees are subject to attack from defoliating insects. Examples are the spruce budworm, the gypsy moth, and sawflies. Sudden outbreaks, sometimes covering millions of acres, reduce wood growth sharply and often kill trees. Not nearly enough is known about why these outbreaks take place.

A new destroyer which needs much attention is the balsam woolly aphid. Introduced accidentally several years ago, it has already killed large volumes of Pacific coast fir and an outbreak has now been discovered in Fraser fir stands in the Appalachians. I would add here it is also destroying large numbers of balsam fir along the Maine coast.

Emergency fighting of fires requires a large part of the hundred-million-odd dollars which we are spending annually for forest fire protection. Such fires start small but are so aggressive that existing methods are not adequate to suppress them. Methods to cope with such fires depend upon increased research. As the value of forest resources continues to increase, another major research attack is needed to step up our knowledge of how we keep potential fires from starting.

We must combat diseases, if we are to reap the hoped-for benefits from many years of tree planting. First we must learn how to combat the killing root-rot disease called *Fomes annosus*, which attacks planted pines and other conifers. Pine species have been planted extensively in most of our forest regions and many more are being set out each year. The *Fomes* disease has been found to be widely established and spreading in pine plantations, taking a large toll in older plantations, especially where there has been thinning.

An estimated quarter million cubic feet, including almost a billion board feet of saw timber, is still sacrificed annually to the blister rust organism of white pine and to the fusiform rust of the southern loblolly and slash pines. Funds are needed now to speed progress along several hopeful avenues toward control of these diseases.

The activities of rodents, birds, and deer are thwarting, in several major forest regions, the establishment of new trees by both artificial and natural means. Here is a case where both short-range and long-range control measures are sought. Repellant coating applied to forest tree seeds offers an immediate possibility for avoiding failures when reproduction is attempted by scattering seed over an area.

4. Learning more about wood, and putting the new facts to work: We do not yet know nearly enough about wood—about its properties,

how it is formed in the tree, how it is influenced during growth by factors inside and outside of the tree. This is, however, "must knowledge" if we are to grow wood of superior quality—and therefore of increased unit value; point the way for tree breeders, who are now increasingly looking for guidance in breeding for better wood properties; make the fullest possible use of each tree which is cut; provide leads for developing both improved and new kinds of products and uses for this relatively cheap raw material from our wild forest lands.

5. Harvesting and marketing of forest products: Pressures from several directions today are focusing attention on the need to reduce the costs of harvesting, handling, and marketing of forest products through more efficient operation. Improved equipment and methods of several kinds are promising, but research is needed to prove out the more economical methods. These studies involve problems of road construction under widely varying conditions, more efficient product procurement, and comparisons of alternative manufacturing operations and marketing channels.

6. Multiple-use management of forest lands: How the same forest land areas can be managed for several distinct uses simultaneously is one of the newer and more pressing forest problems. As everybody knows, it has been intensified by the rising demand for forest recreation facilities and by pressures for increases in land area reserved in wilderness status. How can we determine what is the most desirable management policy for a particular forest land area? Some of the contributing questions are:

What uses are indicated for the area?

To what extent can they be fitted together? What do basic biological phenomena, technological status, population data, and the economic facts of life have to say about this?

How may these major factors change in the future?

What needs to be done to assure that in the long run policies and practices will be worked out to achieve maximum returns from the standpoint of all groups involved?

Obviously only well-directed, skillful, and well-interpreted research can yield the answers needed, and suggest how they are to be put together.

RESEARCH POTENTIAL OF THE LAND-GRANT COLLEGES AND STATE UNIVERSITIES

Many forest problems require the cooperation of scientists trained in several disciplines in order to determine the basic life processes of living trees, and how to put such knowledge to effective uses by the forest industry.

The land-grant colleges and State universities provide unique advantages in conducting both basic and applied research. These State research centers include many departments and schools of forestry along with allied departments. These opportunities are provided for consultation and cooperation by forest specialists with workers in agriculture, such as agronomy, soil science, genetics, agricultural engineering, entomology, botany, chemistry, physics, statistics, agricultural economics, and other important scientific specialties as an aid to production, utilization, and marketing research. Expensive laboratory equipment such as nuclear reactors, radio carbon laboratories,

electron microscopes, controlled environmental growth chambers, computing centers, and other facilities are available at the State agricultural experiment stations to give maximum efficiency to their work. Library facilities are also excellent at the State universities.

An important product of such forest research at the land-grant universities and other State-supported universities is the training of additional research scientists by using graduate research assistants. An increase in the number of trained forest research men is especially urgent if the forest industry is to make rapid progress in achieving its potential increase in production and income. I would like to add in answer to one of the questions raised that this legislation is similar in many ways to other legislation that we now have in forestry land-grant colleges. It is similar to that for marketing funds known as title II, which is administered to our land-grant universities to strengthen our marketing program, and this work also is closely coordinated with our other research and marketing activities at our land-grant colleges.

From the standpoint of the administration of this proposed act, for strengthening forest research, our major concern is that this be closely coordinated with the present \$7 million that are now being expended of State and Federal funds at our land-grant universities and colleges, and, therefore, I would like to certainly support the recommendation which was presented by Dr. Harper that this legislation be recognized as a high standing of administration, and it be recognized as a coequal program as the Hatch Act. We believe this would provide for setting this legislation up on a level of importance which this research warrants, and, it being on a level with that of the Hatch Act, it would assure good coordination and effective administration of this legislation.

RESEARCH COOPERATION

This proposed legislation to assist the land-grant colleges and State universities will provide a means of supplementing the research being done by the U.S. Forest Service, and will make possible increased cooperation in the effective use of forest research personnel and facilities. This type of research program should result in the most effective use of available funds and help assure the constant supply of research scientists necessary to the welfare of this portion of our State, regional, and National economy.

IN CONCLUSION

In closing, may I express my appreciation for this opportunity to present our needs in the States for this proposed forest research legislation. A program to provide a rapid setup in research on the many problems facing the forest industry will, we believe, prove to be an excellent investment. Such research will assist many farmers and others who own and operate forest lands, and will also benefit all our citizens who enjoy the opportunities of forest recreation, hunting, fishing, and a pure and adequate water supply.

Mr. GRANT. The appendages to your prepared statement will appear in the record at this point.

(The appendages follow:)

Forest statistics for the United States (Continental United States and coastal Alaska)

<i>Item</i>	<i>Units</i>
Land area (in millions of acres) :	
All land.....	1, 939
Land in forest.....	664
Commercial forest land.....	489
Forest land ownership, commercial (in million of acres) :	
Farms.....	165
Private.....	193
National.....	85
State and other public.....	27
Number of private forest ownerships :	
Under 500 acres.....	4, 462, 000
Over 500 acres.....	49, 000
Volume of growing stock (in million cubic feet) :	
Total growing stock.....	516, 935
Estimated net annual growing stock.....	14, 243
Annual cut.....	10, 757
Lumber production (in million feet, board measure).....	35, 404
National income from timber industries connected (in millions).....	\$15, 000
Compensation of employees (in millions).....	\$11, 000

Above information, except for lumber production and income, is from "Timber Resources for America's Future," by E. C. Crafts, Forest Resource Report No. 14 (1958), Forest Service, USDA. Lumber Production is from Forest Resources Handbook, 1953-54, "Facts About the Nation's Lumber Industry," American Forestry Production Industry, Inc., Washington, D.C. Income data are from U.S. Department of Commerce, 1955, National Income, 1954 edition.

PERCENTAGE OF TOTAL LAND AREA THAT IS IN COMMERCIAL FOREST LAND, FOR EACH STATE HAVING MORE THAN 10 PERCENT COMMERCIAL FOREST LAND

States having 75 percent or more: Maine, 86 percent; New Hampshire, 81 percent.

States having 50 to 74 percent: Massachusetts, 65 percent; Georgia, Rhode Island, West Virginia, 64 percent; Alabama, Connecticut, Vermont, 63 percent; Florida, 62 percent; South Carolina, 61 percent; North Carolina, Virginia, 60 percent; Arkansas, 57 percent; Louisiana, 55 percent; Mississippi, 54 percent; Michigan, Pennsylvania, 52 percent.

States having 25 to 49 percent: Wisconsin, 47 percent; Maryland, Tennessee, Washington, 46 percent; Kentucky, 45 percent; Oregon, 42 percent; New Jersey, 40 percent; New York, 39 percent; Delaware, Minnesota, 35 percent; Missouri, 34 percent; Idaho, 25 percent.

States having 10 to 25 percent: Ohio, 21 percent; California, Indiana, Montana, 17 percent; Oklahoma, 13 percent; Illinois, 11 percent.

U.S. average, 25 percent.

Mr. Dow. I am happy to say also, Mr. Chairman and members of the committee, that the U.S. Forest Service and its personnel located in our State in their regional office are moving on to our campus which will continue to assure the fine cooperation which has always existed between the U.S. Forest Service and our station.

Mr. GRANT. Thank you so much for your testimony.

We have next, Mr. Wible, and I believe you have associated with you, Mr. Wilkins. Perhaps you gentlemen could go ahead with your statements.

Mr. McINTIRE. Mr. Wilkins is also a member of the legislative committee of the Association of State Forest Commissioners and I am very happy that Mr. Wilkins is able to be here to join with Mr. Wible in his testimony today.

Mr. GRANT. You may proceed, sir.

STATEMENT OF RALPH C. WIBLE, STATE FORESTER OF PENNSYLVANIA; ACCOMPANIED BY AUSTIN H. WILKINS, CHAIRMAN, LEGISLATIVE COMMITTEE, ASSOCIATION OF STATE FORESTERS

Mr. WIBLE. Thank you, Mr. Chairman and members of the committee.

Gentlemen, my name is Ralph C. Wible, State forester of Pennsylvania and currently president of the Association of State Foresters.

I appreciate this opportunity to appear before you and briefly present for your consideration some important testimony in support of H.R. 8535.

Research is very important in our national economy. Almost every phase of our daily living is affected by the products of some type of research effort. Today it is truer than ever that basic research is the pacemaker of technological progress. The accomplishments of applied research have given research new stature in the public mind.

In 1962, 2 percent of the total gross national product in the United States was spent for all types of research. In contrast, forestry research lagged far behind this average as indicated by the fact that only 0.34 percent of the gross national product produced by the timber industry was spent for forestry and related research.

The year 1953 was the 25th anniversary of the McSweeney-McNary Act of 1928 which provided for a forest research program in the United States. Based on the year 1953, a study of forestry research progress in 25 years and recommended goals during the next 25 years was conducted by the Society of American Foresters under the direction of a steering committee of professionals in this field. Findings and recommendations were incorporated in a book entitled "Forestry and Related Research in North America" that was published in 1955. As the title indicates, the report dealt not only with the timber resource and its products but included the wildlife, range, watershed, and recreation resources having their basis in the forest. The survey found that the value of timber products in 1952 was \$13 billion and recommended that the 1953 expenditure of \$45,400,000 for forestry and related research gradually be increased until it reached \$200 million in 1978. Actually the 1953 expenditure of \$45,400,000 represents but 1 percent of national research in all fields.

How important are the forests and related resources of the United States? The general land-use classification shows that the forestry and related research effort is concerned with products and activities involving about one-half of the total land area of the United States.

Foresters, as a group, are chiefly interested in the 624 million acres of forest lands composed of 461 million acres of commercial forest land; of 150 million acres of noncommercial forest land, and forested parks and other recreational lands representing 13 million acres.

The fruit of additional forestry research would be especially helpful to owners of small woodlands. There are 3,800,000 such ownerships in the United States and their combined ownership totals 121 million acres. This is equal to all the public ownerships combined. There is great economic importance in the potential of this large acreage in small timber tracts. We must find additional markets for the small volumes of timber in these woodlands as well as more uses for hardwoods.

We also must learn more about management of vegetation on watersheds, revegetation of areas that had been stripped for coal, fertilization of forest stands, and forestry-related management of wildlife and recreational uses.

We all know that a crisis exists in preserving some of the open space land near heavily populated areas. Programs for acquisition and development of such lands currently are being inaugurated by government at all levels—National, State, and local.

All these fields that I have mentioned, and there are others, urgently require diligent research.

Research is as essential to the progress of forestry as to that of any other business, profession, or science. New facts are the life tonic which stimulates it to better and more efficient practice. Success will be determined by the methods, practices, techniques, and procedures that are adopted in the handling of our forests. We cannot permit forest practices to be determined by opinions, traditions, inferences, or guesses. They must be based upon scientific truths obtained from reliable experiments or by other methods of investigation.

Forestry covers a diversified field involving many of the basic sciences. These include biology, botany, taxonomy, physiology, ecology, genetics, pathology, entomology, zoology, geology, soil, physics, chemistry, and economics.

Foresters are concerned not only with growing and marketing of wood crops, but also with direct and indirect influences of forests on watersheds, soil and water conservation, shelters for wildlife, and areas for public recreation.

A profession covering such a broad scope has a multitude of problems to solve. Wood itself is a vital necessity because the products of the forest are used, directly or indirectly, in practically every human activity. This implies the need of more funds and the employment of additional competent research foresters and other scientists.

We believe the U.S. Forest Service should administer the funds if H.R. 8535 is enacted. Our past experience in dealing with the U.S. Forest Service has proved most effective in administering other cooperative forestry programs. Perhaps the oldest forestry cooperative forest compact is the forest fire prevention and control program authorized under the Weeks law of 1912 wherein the U.S. Forest Service works directly with the States in providing funds on a 50-50 basis.

This program, although complicated by unique, individual, and special problems on a State and regional basis, is dealt with effectively by the U.S. Forest Service to provide the maximum benefits to the States under this program. In my estimation the U.S. Forest Service is in an excellent position to solve problems that can be expected to arise, especially in the fields of allocating funds and organizing research. In Pennsylvania our relations and cooperation with the U.S. Forest Service have been cordial and beneficial resulting in economic and effective administration of the programs.

Pennsylvania has more than its share of persistent unemployment areas where 6 percent or more of the work force is unemployed, discounting seasonal or temporary factors. In my opinion, an increase in essential forestry research projects and the resulting benefits from these investigations would decrease this high unemployment percentage.

H.R. 8535 states that the proposed forestry research will be conducted at the several State colleges and universities having accredited forestry schools. This is very appropriate since these institutions of higher learning already have valuable equipment available for such research (examples: electron microscopes and electronic computing machines). They also offer graduate training in the sciences basic to forestry. The country is in urgent need of more scientists who have attained master and doctor of science degrees. The importance of graduate education in research cannot be stressed too much.

The 28 forestry schools in the United States that are accredited by the Society of American Foresters have played a modest role from the standpoint of research expenditures. Yet since 1898, when the first collegiate school of forestry was established at Cornell University, they have performed a major function in the training of research personnel and the conduct of basic research as funds would permit. The schools recognize training as their first responsibility, but are confident they can make greater contributions by expanding their research programs. They have expansion plans and some of the best scientist-teachers to initiate and direct research. In most cases they have adequate facilities, laboratories, and experimental forests. Insufficient money and staff members are the hurdles.

Architects currently are designing a proposed \$1 million forestry research center at the Pennsylvania State University by funds provided by the Pennsylvania Legislature. When completed, it is planned to utilize it about equally for forest production and wood products research. The intent at the Penn State School of Forestry also is to markedly expand its graduate program. Annual funds provided to the Nation's agricultural research stations have had surprisingly little impact on forestry research. For example it is a well-known fact that not more than 5 percent of the stations' research funds at Pennsylvania State University are used for forestry research taken over a period of many years.

Education and research are inseparable allies. To make the proper advances in both of these general areas of importance requires first that research activities at the universities and colleges be bolstered.

I want to thank the committee for making time available to me to present information representing the thinking of State forestry agencies. I am hopeful that this testimony will be helpful in clarifying this important issue.

This bill proposes research at several State colleges and accredited forestry schools. This is essentially because valuable equipment is there, and this has been stated before. It provides more graduate work, greater incentive, and it results in science. The country needs science. It results in better teachers, better professors, and it results in students and graduate students of a higher quality which may be disseminated throughout the Nation.

An example of an actual expansion of forest research comes to mind, and I point again to my home State of Pennsylvania where architects are now designing a million-dollar forestry research center at Penn State University for research in wood products, as well as many other things, that affect the economy of Pennsylvania where 52 percent of the State is wooded.

We normally think of our State as being an industrial State, but many of our neighbors and other parts of the country think of Pennsylvania as an industrial State, or perhaps agricultural. Actually, we are looming up as an important wood-using and wood-industry State.

In the past funds for research have not been practical as far as forestry is concerned from the agricultural research stations. They have had little impact on forestry programs, and I am sure that less than 5 percent of these funds have been diverted at Pennsylvania State for forestry programs during the past several years.

I have here a copy of the most recent issue of the American Forest, which is a national magazine, and on page 5 there is a number of speeches, entitled "Cancerous Trees."

It indicates in this article that our scientists and medical people are now looking to trees to determine some of the answers for national problems, and the tragedy of cancer. They are looking at some of the trees that have perhaps had cancer. Large bowl trees have been affected by this and they are trying to perhaps find some of the answers in this one particular field and tying the national welfare of people in with forestry.

In conclusion, I believe that education and research are inseparable allies to make proper advances in both fields, and this requires a bolstering of both at our colleges and universities.

I want to thank the committee for permitting me to present this material, and I am hopeful that this testimony will be helpful in clarifying this very important subject.

Thank you very much.

Mr. GRANT. Thank you so much for your contribution. I am sorry we were limited here on time somewhat.

Mr. Wilkins, we will be glad to hear from you at this time.

STATEMENT OF AUSTIN H. WILKINS, FOREST COMMISSIONER OF MAINE

Mr. WILKINS. Mr. Chairman and members of the committee, I recall meeting with Congressman Grant earlier, and it is a pleasure to appear before this committee. I have about a 3-minute statement which will supplement what President Wible has said with regard to the Association of State Foresters.

My name is Austin H. Wilkins, forest commissioner of Maine, and currently serving as chairman of the legislative committee of the Association of State Foresters. I appreciate the opportunity to appear as a witness before this committee and to speak favorably for H.R. 8535, a bill to encourage and assist the several States in carrying on a program of forestry research, and for other purposes.

Several witnesses have already preceded me and others will follow covering various aspects of this bill. I shall not dwell upon specifics of the bill as there are others more qualified. My approach will be to emphasize, on behalf of my State forester colleagues, the need, and the benefit we will receive from this important legislation.

We strongly support the objectives of this bill in view of present trends and projected forecasts for timber and forest products by 1975 and the year 2000. To accomplish the anticipated needs, some important answers to problems must be found through basic forest

research. The 624 million acres of forest land play an important role in our national economy. That includes State and private lands throughout the country. In my own State of Maine, growing forests and timber harvesting is the No. 1 economy. Means to develop to the fullest this vast renewable forest resource is extremely important, and more especially under multiple-use concepts.

The President has requested his Science Advisory Committee to review the inadequacy of skilled scientists, engineers, and technicians. It is important in the field of forestry that more men be trained in the techniques of production, protection, and utilization of the forest resources. Through technological advances, many of the hidden values will become known and will be beneficial to the economy of the people of this country. We feel that H.R. 8535 recognizes forest research as an important development in the field of forestry. It will help strengthen forest research at colleges and universities having accredited schools of forestry and further develop forest scientists and forest graduate work.

In conclusion, we urge the passage of H.R. 8535 as a legislative measure which will meet the challenges of expanding and demanding American population.

Thank you for the privilege of appearing before your committee.

Mr. GRANT. Thank you so much.

Mr. WILKINS. Thank you, Mr. Chairman.

Mr. GRANT. I believe the rest of the witnesses are local people, so we stand adjourned until 10 o'clock tomorrow morning. May I say to the members of the committee—promptly at 10 o'clock tomorrow morning.

(Whereupon, at 12:05 p.m., the subcommittee recessed, to reconvene at 10 a.m., Tuesday, July 24, 1962.)

STATEMENT OF AUSTIN H. WILKINS, FOREST COMMISSIONER OF MAINE

Mr. Chairman and members of the committee, I am pleased to appear before you today. I have been a member of the Maine Forest Commission since 1958 and have served as its Chairman since 1961. I am pleased to have the opportunity to discuss the Forest Resources of Maine and the need for the proposed legislation. The Forest Resources of Maine are a valuable asset to our State and our Nation. They provide a source of timber, recreation, and wildlife. They also provide a source of oxygen and help to regulate the climate. The Forest Resources of Maine are also a source of pride and a source of income for many of our citizens. I believe that the proposed legislation will help to protect and develop these resources for the benefit of all Maine citizens.

FORESTRY RESEARCH

TUESDAY, JULY 24, 1962

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON FORESTS OF THE
COMMITTEE ON AGRICULTURE,
Washington, D.C.

The subcommittee met, pursuant to adjournment, at 10 a.m., in room 1310, New House Office Building, Hon. George Grant (chairman of the subcommittee) presiding.

Present: Representatives Grant, McMillan, Abernethy, Hagen of California, Jennings, Matthews, Harding, Hagan of Georgia, McIntire, and Short.

Also present: Christine Gallagher, clerk.

Mr. GRANT. The committee will come to order, please.

I believe our first witness is Mr. Hammerle.

We will be glad to hear from you, sir.

I was going to suggest the other gentlemen come up with you.

STATEMENT OF W. C. HAMMERLE, SECRETARY, FOREST INDUSTRIES COUNCIL; ACCOMPANIED BY HENRY BAHR, VICE PRESIDENT AND GENERAL MANAGER, NATIONAL LUMBER MANUFACTURERS ASSOCIATION; AND T. H. MULLEN, AMERICAN PAPER & PULP ASSOCIATION

Mr. HAMMERLE. I am William C. Hammerle, forester and manager of policy programs for the American Pulpwood Association, appearing here this morning as secretary of the Forest Industries Council.

The council is the policy coordinating organization for the forest industries. It is composed of members of the American Pulpwood Association, American Paper & Pulp Association, and National Lumber Manufacturers Association.

Accompanying me are Mr. Henry Bahr, vice president and general manager of the National Lumber Manufacturers Association, and Mr. T. H. Mullen, Washington, D.C., representative of the American Paper & Pulp Association.

Mr. Chairman, I am not going to read my full statement but just certain paragraphs of it, but I would appreciate it if the statement could be included in the record.

Mr. GRANT. Yes, without objection, it will be included in the record.

Mr. HAMMERLE. After hearings yesterday, and amendments proposed by Mr. McIntire and others here, I find that, being last, they have covered just about everything we were interested in, to tell you the truth.

Research at forestry schools has been, and is being, aided by these forest industries. They have, on numerous occasions, financed specific research projects at forestry schools. The results of these research projects have been valuable and at the same time this research work conducted at the forestry schools has likewise provided for the training of research workers. Research is a primary tool in teaching for the forestry schools. Our forest industries need men trained in research if we are to keep pace with the technological advances of all industry. We are keenly aware of the value of forestry school research activities and the need for the adequate training of graduate students as research workers for both industry and public agencies.

Yesterday Senator Stennis emphasized the importance of training research workers, as did a number of others appearing yesterday. We feel that perhaps this important phase of the forestry research program might well be cited in section 1 of the bill itself. The previous witnesses, who indicated a number of amendments, particularly those proposed by Congressman McIntire, as I have already stated, are practically the same as those we would recommend, so I am just going to briefly outline some of those.

For example, in section 3, Mr. McIntire definitely recommended limiting the authorization of funds to be appropriated annually by the Congress, to an amount not exceeding one-half of the amount appropriated for Federal forestry research in the Department of Agriculture for the preceding fiscal year. That we are definitely in accord with and we feel it is an excellent amendment.

Under section 4, Mr. McIntire likewise recommended that the Federal aid should not exceed in any year the amounts available to the eligible college or university for forestry research from State and also private funds. I believe the bill calls for "or private funds." We feel the "and" should be in there instead of the "or." It should be both funds because in that way you are encouraging not only State funds but likewise funds from private industry and other private sources.

In section 5, I believe Mr. McIntire recommended an increase in the number of officials on the National Advisory Board from five to seven. This, we feel, would give broader representation on this National Advisory Board.

There are about 44 schools of forestry located in 33 States of which 30 of the schools provide for graduate study, which is really the source of our trained research workers.

We feel that a slight increase, from five to seven, would provide for much better representation regionally or sectionally.

Also, in section 5, I believe Mr. McIntire likewise recommended yesterday that members of the National Advisory Board represent the eligible forestry schools rather than just the heads of the institutions and universities and colleges. We feel that the heads of the forestry schools are the logical ones for this advisory committee. They are the ones which will be engaged in really supervising this forestry research work and certainly know the most about it.

In the last sentence in section 5, beginning on line 23, on page 3, and ending on line 2 of page 4, there are certain items indicated as factors which need to be considered. There is a question in our minds as to whether the bill needs to have these factors cited even though

it points out that the apportionment should not be limited to these particular factors.

It is our feeling that the National Advisory Board, in conjunction with the Secretary of Agriculture, is really the logical body to determine the pertinent factors and the limitations to be used.

In section 6 of the bill, Mr. Harper yesterday announced that the Department of Agriculture felt that the administration of the program and allotment of funds should be done through the Cooperative State Experiment Station Service. I want to say we were very pleased to hear this because this was exactly the way we felt the thing should be set up. Our impression was that possibly it should be provided in the bill because this agency is the agency that is set up to handle this particular type of cooperative program that is proposed under the bill, and, further, it is the agency to provide proper coordination of such program with similar departmental research in the field of forestry.

However, we do recognize that the CSESS was created by Executive order in 1961 and could, likewise, be changed. We would say that if the committee feels that this fact might be detrimental to the proposed program, perhaps the committee might consider establishing this agency by legislative action.

Mr. McIntire likewise recommended the Director of Cooperative Forestry Research. We feel that, likewise, such a Director for this particular job should be included in the CSESS. We feel that, in that way, more attention, more adequate attention, and prompt action in the administration and functioning of the forestry program would result, with one man who had that as his major activity.

We also recommend an advisory committee, which I believe Mr. McIntire also had in his recommendations yesterday, for amendments, to provide counsel and guidance to the Director of Cooperative Forestry Research and the National Advisory Board.

As far as we can see, this committee could serve without compensation.

I believe Mr. McIntire yesterday mentioned that this advisory committee might be comprised of representatives from Federal and State agencies dealing with the development and utilization of the Nation's forest resources to the extent of 50 percent, and the remaining 50 percent from representatives of the forest industries.

Federal representation on such an advisory committee might include the Forest Service, Bureau of Land Management, Fish and Wildlife Service, Soil Conservation Service, and such others deemed essential by the Secretary of Agriculture.

The State foresters would be the logical State representatives since they are charged with the actual work of carrying out forestry within their respective States.

Equal representation by the forest industries is provided and suggested because the industry finances considerable research in the colleges and the industries are major employers of research workers and directly interested in this training.

We recognize that total forestry research efforts in forest industries, State government, Federal Government, several colleges and universities are more fully effective if there is close coordination between such programs. This coordination of research activities can

and should be accomplished by representation on the advisory committee.

Mr. Chairman, we appreciate the opportunity of appearing here before you. I want to say it is because of the conferences we have had with Mr. McIntire, with a number of the deans of the forestry colleges, as well as letters from men throughout the country, that our industry—that is, all three of these industries—have gone together in this presentation today. Ordinarily, in most cases, we appear separately, but we felt that on this particular program with the interest shown and the importance of this legislation in setting up financial assistance to the States in this particular activity, that being in unanimous agreement in our approach to it, as a result of the various conferences we have had and the assistance particularly that Mr. McIntire and some of the deans have given to us, we felt we should appear as one group in support of the measure with amendments as suggested.

Thank you very much.

(Mr. Hammerle's prepared statement follows:)

STATEMENT BY WILLIAM C. HAMMERLE, ON BEHALF OF THE
FOREST INDUSTRIES COUNCIL

I am William C. Hammerle, forester and manager of policy programs for the American Pulpwood Association with headquarters in New York City. I am appearing here as secretary of the Forest Industries Council. The Forest Industries Council is the policy-coordinating organization of the forest industries and is composed of industry representatives from the American Paper & Pulp Association, the American Pulpwood Association, and the National Lumber Manufacturers Association. Appearing with me are Mr. Henry Bahr, vice president and general manager of the National Lumber Manufacturers Association of Washington, D.C., and Mr. T. H. Mullen, Washington, D.C., representative of the American Paper & Pulp Association.

These three associations, composing the Forest Industries Council, have long recognized that research is a basic requisite to their economy. Forestry and related research—dealing with the timber resources, its products, its utilization—is important to the continued development of these industries. Research at forestry schools throughout the country has been and is being aided by these forest industries, which have on numerous occasions financed specific research projects at forestry schools. The results of these research projects have been valuable and at the same time this research work conducted at the forestry schools has likewise provided for the training of research workers. Research is a primary tool in teaching for the forestry schools. Our forest industries need men trained in research if we are to keep pace with the technological advancement of all industry. We are keenly aware of the value of forestry school research activities and the need for the adequate training of graduate students as research workers for both industry and public agencies.

With respect to H.R. 8535, after thorough consideration of the needs and the purposes of this particular bill, we were authorized to support this bill provided certain amendments were made. It is to these suggested amendments that I wish to direct your attention.

SECTION 3

We recommend that section 3 be amended so as to place a ceiling or limitation on the amount of Federal funds appropriated for the purpose of the act in any year. We deem this to be good fiscal policy, and in accord with the precedent established by the Congress itself in most of its authorization bills. We believe this bill should be considered a stimulus to forestry school research programs, but not a crutch to be depended upon indefinitely. For this reason, we recommend an amendment to section 3 which will limit the authorization of funds to be appropriated annually by the Congress to an amount not exceeding one-half the amount appropriated for Federal forestry research for the preceding fiscal year. We also suggest that this committee consider setting a cutoff date—say 5 or 10

years hence—at which time the appropriate committees of Congress would make a further appraisal of the needs for Federal assistance to the forestry schools. This would be a further and even greater stimulus to forestry schools to build up a sound forestry research program.

SECTION 4

We concur in the provisions of section 4 requiring that Federal aid shall not exceed, in any year, the amounts available to the eligible college or university for forestry research from State funds and private grants. We believe this to be the intent of the bill. To clarify the point the word “or” in line 2 on page 3 should be deleted and the word “and” substituted.

SECTION 5

Section 5 of the bill should be amended to provide a National Advisory Board of seven officials instead of five, so as to allow for broader representation on this board. There are 44 schools of forestry located in 33 States, of which 30 schools provide for graduate study—the source of trained research workers. The slight increase in the number of members of the National Advisory Board is needed to secure better regional or sectional representation.

We further recommend that section 5 be amended so that members of the National Advisory Board represent the eligible forestry schools rather than the institutions of which they are a part. The forestry school heads, or deans, are the logical representatives on such a National Advisory Board since they are the ones directly concerned with the teaching of forestry and the needs for functioning of forestry research programs. We do not believe that the last sentence in section 5, beginning on line 23 on page 3, and ending on line 2 of page 4, are essential to the bill even though the wording indicates that apportionments are not limited to the factors cited. In our opinion, the National Advisory Board is the logical body to determine pertinent factors and the limitations to be used.

SECTION 6

Section 6 of the bill should be amended to provide more specifically for administration of the bill's provisions in the Office of the Secretary of Agriculture. We recommend, for the consideration of this committee, assignment for the administration of the program and the allotment of funds through the Cooperative State Experiment Station Service under the Federal-State Relations Division of the Secretary's office.

The CSESS is not an action agency and does not conduct research on its own. It administers Federal grant funds used for research by the State agricultural experiment stations. It is responsible for review and evaluation of State research proposals and for their coordination with departmental research. The CSESS is already doing the same type of job for the land-grant colleges, many of which have forestry schools. This procedure would require no new agency. It would set up the activity in an agency already established to handle the type of cooperative program proposed by the bill and further to coordinate such a program with similar departmental research in the field of forestry. We recognize that the CSESS was created by executive order in 1961 and could likewise be changed. If the committee feels that this fact may be detrimental to the proposed program, the committee might consider establishing this agency by legislative action.

We also recommend that provision be made in section 6 for the Secretary to appoint a Director of Cooperative Forestry Research in the CSESS. This would assure adequate attention and prompt action in the administration and functioning of the forestry research program. It would provide for adequate coordination with other departmental forestry research.

We recommend further amendment to section 6 so as to provide for appointment by the Secretary of Agriculture of an Advisory Committee to provide counsel and advice to the Director of Cooperative Forestry Research and the National Advisory Board. This committee could serve without compensation. It would be comprised of representatives from Federal and State agencies dealing with the development and utilization of the Nation's forest resources to the extent of 50 percent; and the remaining 50 percent from representatives of the forest industries. Federal representation on such an Advisory Committee might include: The Forest Service, Bureau of Land Management, Fish and Wildlife

Service, Soil Conservation Service, and such others deemed essential by the Secretary of Agriculture.

The State foresters would be the logical State representatives. Equal representation by the forest industries is provided because the industry finances considerable research in the colleges and the industries are major employers of research workers and directly interested in their training.

CONCLUSION

In concluding, I wish to briefly summarize our recommendations for desirable amendments to this legislation. They are as follows:

Section 3: Provide a ceiling or limitation on the authorization of Federal funds to be appropriated for the purposes of this act, and consider specifying a cutoff date on the appropriation of Federal funds as an incentive and stimulus to the forestry schools to build up adequate sources of forestry research funds within their respective States.

Section 4: Limit the amount of annual Federal aid to the colleges to that of matching the combined amount of State and private funds available for forestry research.

Section 5: (1) Increase the National Advisory Board to seven officials.

(2) Provide that the National Advisory Board be composed of the heads or deans of the forestry schools chosen by a majority of these officials from the eligible institutions.

(3) Delete the last sentence in section 5 which cites two factors to be considered in making apportionments.

Section 6: (1) Provide for specific designation of the Cooperative State Experiment Station Service, within the Secretary of Agriculture's office, for administration of the bill's provisions.

(2) Provide for appointment of a Director of Cooperative Forestry Research in the CSESS.

(3) Provide for appointment of an advisory committee composed of 50 percent of Federal and State representatives and 50 percent of forest industry representatives to provide counsel and advice to the Director of Cooperative Forestry Research and the National Advisory Board.

Our favorable consideration of this legislation is based on the desirability and need for stimulating greater interest on the part of the respective States and the forest industries in developing and advancing the field of forestry research at our forestry schools. If the present bill is amended, or a new bill brought out, which meets the recommendations for amendments which we propose, our industries desire to support the passage of this legislation. We do, however, wish to particularly emphasize the importance of specifically designating the administration of the program and the allotment of funds through the Cooperative State Experiment Station Service under the Federal-State Relations Division of the office of the Secretary of Agriculture. Research at the forestry schools should not be controlled by any action agency, such as the U.S. Forest Service or the Agricultural Research Service which have large and intensive research programs of their own and also are responsible for setting policies in their fields. Also, we recognize that the total forestry research efforts of the forest industries, the State government, the Federal Government, and the several colleges and universities are more fully effective if there is close coordination between such programs. This coordination of research activities can and should be accomplished by representation on the advisory committee.

Mr. GRANT. Thank you very much for your statement.

Would the gentlemen with you like to make a statement?

Mr. BAHR. He has incorporated our position.

Mr. GRANT. Are there any questions?

Mr. MATTHEWS. I would like to congratulate the gentlemen on the splendid work they have done on their own in this great field of forestry research. As I said yesterday, I think it is a very inspiring example of what private industry has done.

Mr. HAMMERLE. Thank you very much, Mr. Matthews.

Mr. SHORT. Mr. Chairman, it seems to me that there is a need now so far as the record of these hearings is concerned, at least for my

enlightenment—I hope I am not the only one who has recognized seemingly that there is a lack of emphasis here on forest products utilization. If I have understood the testimony, it seems the emphasis has been more inclined, or at least the understanding that I have received, as we have been going along here, is that the emphasis was on forest management, production of forest products. It seems to me one of the big problems of the lumber industry today is the utilization of forest products.

Will somebody enlighten me and for the purposes of the record state how broad this research effort is in getting at the problems of the lumber industry in maintaining and expanding the use of timber products? After all, if you do not find a market for your product, all of this other research is not very effective. It seems to me, at least, that the utilization of lumber in building construction is declining. Certainly here in Washington it is hard to find a home that is built entirely out of lumber.

Other products are more and more taking over in the construction of homes.

Do any of you gentlemen care to comment and inject into the record, for the purposes of clarifying the record, how much of this research we are talking about is going to be devoted to finding new and perhaps better uses of lumber and timber products?

Mr. HAMMERLE. Mr. Short, I believe, under the bill itself, the purposes, or rather the field of research, is broad and would include utilization as well as all the other phrases of forestry research.

With respect to the lumber industry, I would defer to Mr. Bahr here, since he is from the lumber industry.

Mr. BAHR. There are quite a number of products research programs underway statewide and industry programs as well as the Forest Products Laboratory at Madison. Certainly, as a supplement to that, research by universities enter into it would be very well and we would be very happy to find some new uses for our forest products.

Mr. SHORT. The point I was getting at is, Is that a part of this research program we are talking about?

Are there utilization projects being carried on?

Mr. BAHR. Is is my understanding it is not specifically allocated to products as compared to forestry, but it is anticipated that there will be some of the projects to be undertaken in both fields.

Mr. HAMMERLE. Mr. Short, that is provided, I believe, right in section 1.

Mr. SHORT. I will grant you that. I am sure the broad perspective here would encompass everything from the production to the final utilization, but in the discussion here it seems to me—maybe inadvertently I have received the impression that most of the research we were talking about had to deal more with the production of timber products than it did with the utilization of finished timber products. Maybe I am wrong, and if I am, I would like to be corrected and have the record corrected.

Mr. HAMMERLE. That would not be our impression. We would feel that forestry research would cover the whole field of research, production, and utilization.

At least, that is my impression and I know a number of the schools have facilities for carrying on some utilization research today.

Mr. BAHR. Yes, sir.

Mr. SHORT. If you gentlemen are satisfied with it, I am sure I should be. I probably come from a State that has less timber than any State in the Union.

Mr. HAMMERLE. If we were not, I do not believe we would be here, Mr. Chairman.

Mr. McINTIRE. May I join with the others in expressing a deep sense of appreciation to Mr. Hammerle, Mr. Bahr, and Mr. Mullen, and others of their organizations. I have counseled with these individuals throughout the weeks and months that we have been working on this legislation, and I want to say that their suggestions have been most helpful. I have been very happy to work with them in the recommendations they have made, these being incorporated in the amendments which I proposed in my testimony.

I want to express to you gentlemen my personal appreciation for the fine conferences we have had. We had mutual interests with respect to the legislation and we worked out how to arrive at a desirable objective by keeping it within a framework that is of deep interest to our organizations, other interested parties, and myself.

On this matter of utilization, Mr. Short, I think that the very purpose of the bill sets this forth in line 4 of the bill, on page 1. Here it mentions progress in developing and utilizing the resources of the Nation's forests and rangelands, and so forth. I realize that is broad language, but as one who has studied this legislation I think your interests underlie the purpose of the legislation. The bill will provide research at the State level, centered somewhat in the forestry schools. Some funding would permit assistance in financing research work. Graduate study is another thing, for certainly the personnel that would be involved and supported by this funding would study utilization of the species that are indigenous to the State itself and that is right where the practical application of the use of these species would be most valuable. An added advantage is that, in this kind of study, all of the industrial complex using wood resources in the State would cooperate with the facilities of the schools of forestry, with these studies going right out into the forest lands and into the milling facilities. This would be so whether it was byproducts, manufactured lumber, or whether it was pulp and paper.

All of these are in the industrial complex of each State in utilizing wood resources.

I certainly hope, Mr. Short, that this is very definitely understood; that is, that this legislation is broad enough so that utilization in the States and research in this field could be coordinated with research in the Wisconsin Laboratory in utilization and that all of the utilization studies would be tied together. These funds would have particular application to utilization in the several States on the products which are right there.

I think that is where the emphasis would come with this legislation.

Mr. SHORT. I thank you very much. I think this should be clarified. Maybe someone else would have the same concern that I have, perhaps inadvertently, gathered from listening to the testimony, that perhaps a little too much emphasis was being put on production and maybe not enough to find some way of stabilizing the use of lumber and forest products.

I am always reminded whenever I go to buy a new screen door—I have been doing this recently—I was always advised that aluminum framed screen doors are much to be preferred over wooden framed screen doors. I am not completely convinced that this is true.

I still think there are some highly desirable characteristics of lumber that should be emphasized and retained. The lumber industry is fighting, it seems to me, for its share of the domestic market in products of this kind.

Mr. HAMMERLE. I am sure Mr. Bahr greatly appreciates your statement.

Mr. BAHR. I certainly do.

Mr. HAMMERLE. I would like to say this: In Mr. Grant's own State of Alabama, several years ago—they may still be carrying on this—they carried on research work in the joining of short pieces of lumber, which is right along the line you are thinking of. That is one of the important items. That was work carried on at the forestry school itself.

Mr. SHORT. Getting down to specifics again, I, as a farmer, find that, in building farm buildings, with some modern treatment of forest products, you can build a building perhaps a little cheaper than you can build one of the much publicized steel buildings. You can perhaps build it at a substantial saving in cost, and it is a building that is resistant to fire and is easily constructed. In fact it can be constructed with the normal labor that is available on a farm. That is all, Mr. Chairman.

Mr. GRANT. Thank you, gentlemen, very much.

Our next witness will be Mr. Meyering, assistant executive secretary of the Society of American Foresters.

STATEMENT OF JOHN R. MEYERING, ASSISTANT EXECUTIVE SECRETARY, SOCIETY OF AMERICAN FORESTERS

Mr. MEYERING. Mr. Chairman and members of the committee, I am John R. Meyering, assistant executive secretary, Society of American Foresters. We deeply appreciate the opportunity to appear before this committee and wish to offer the following statement.

The Society of American Foresters is a professional society with a membership of 14,000 professional foresters whose interests are “* * * to promote the science, practice, and standards of forestry in America.” While we normally prefer not to take a stand on specific legislation, we are, in this instance, delighted to endorse the principle of Federal aid to forestry research in the forestry schools.

As evidence of our interest in this principle, and in order to strengthen the research and graduate training programs of the forestry schools, the Council of the Society of American Foresters in March of 1958 unanimously adopted the following policy:

The Council of the Society of American Foresters recognizes the need for a considerably larger and continuing supply of well-trained scientists to conduct research in forestry and related fields. The effectiveness of graduate training for research careers can be greatly strengthened by coordination of such instruction with broad and active programs of forestry research. Accordingly, the Council endorses in principle more widespread use of * * * arrangements between the U.S. Department of Agriculture and the forestry schools and other appropriate units of research as a means of strengthening the research and graduate training programs of those institutions.

The Society of American Foresters is deeply concerned over the need for expansion in forestry research. Such research has always lagged behind that in other more popular areas. We have found that whereas average expenditure for research in all areas in this country is 2 percent of the gross national product, research in forestry amounted to only one-third of 1 percent of the gross national product.

This fact of a sixfold lag in research expenditures is alarming in itself. It becomes a source of deeper concern, however, when related to the 772 million-acre extent (one-third the land area of this country) and the immeasurable value of this Nation's great forest resource.

The Society of American Foresters is convinced that measures to stimulate the States to support forestry research are necessary. We note, therefore, with satisfaction that the legislation being considered by your committee aims to encourage and intensify coordinated research programs between the U.S. Department of Agriculture and the several State-supported colleges and universities.

The Society of American Foresters recommends that legislation of this nature be passed.

Mr. Chairman, we appreciate this opportunity to appear before you.

Mr. GRANT. Thank you very much for your statement.

Are there any questions of Mr. Meyering?

Mr. McINTIRE. We certainly appreciate your being here today and also appreciate your support of the legislation.

Thank you very much.

Mr. GRANT. Thank you, sir.

Mr. MEYERING. You are welcome, sir.

Mr. GRANT. Mr. Myers.

STATEMENT OF J. WALTER MYERS, JR., EXECUTIVE DIRECTOR, FOREST FARMERS ASSOCIATION

Mr. MYERS. Mr. Chairman and members of the committee, my name is J. Walter Myers, Jr., and I am executive director of the Forest Farmers Association. It is a pleasure to appear before this committee as a representative of our association. As you may know, the Forest Farmers Association is an organization of timberland owners—and primarily small owners—in 15 Southern States. Our association headquarters is in Atlanta, Ga.

As an official spokesman for the Forest Farmers Association, I am appearing before you to strongly endorse H.R. 8535, and to urge this committee's approval of this important legislation. As you know, H.R. 8535 authorizes the Secretary of Agriculture to encourage and assist the several States in carrying out a program of forestry research in cooperation with land-grant and State-supported colleges and universities.

Our organization feels that forestry research is a vital requirement to the development and fuller utilization of the Nation's forest resources, and that the various land-grant colleges and other State-supported universities have repeatedly demonstrated their ability to conduct top-level forestry research work. We also feel that closer coordination of the research work conducted by these State-supported schools and the U.S. Forest Service would make a stronger and more effective program of forestry research, overall.

In addition, such strengthening of forestry research programs at State-supported colleges and universities would, undoubtedly, result in increased facilities and better training opportunities for students who will be tomorrow's research scientists; men sorely needed if our current programs are to be maintained and expanded. While some Federal assistance for forestry research is now available to States, we believe that coordination and effectiveness of Federal and State research efforts would be much further stimulated under the cooperative arrangements as proposed in H.R. 8535.

The Forest Farmers Association feels that the spirit and intent of H.R. 8535 are highly commendable. We strongly endorse this measure particularly with such provisions as necessary to assure essential academic freedom to these State-supported schools, so that there would be no possibility of domination of free academic study and thought by any agency of the Federal Government.

The committee's courtesy in hearing me is appreciated.

Mr. GRANT. Thank you, sir.

Are there any questions?

Mr. McINTIRE. I would like to express my appreciation to Mr. Myers for taking the time to be here and give his views on this legislation. I am happy to know that the Forest Farmers Association finds that this legislation—with some amendments that have already been discussed and proposed—might well fit in as a part of a constructive pattern in expanding forest research.

Mr. GRANT. Thank you so much, Mr. Myers.

I believe that completes the list of witnesses on H.R. 8535 and companion measures.

Mr. JENNINGS. Mr. Chairman, I have a letter from Mr. John F. Hosner, head of the Department of Forestry and Wildlife, Virginia Polytechnic Institute, Blacksburg, Va., which letter I request be made a part of the record at this point.

Mr. GRANT. Without objection, it is so ordered.

(The letter follows:)

JULY 19, 1962.

To: Hon. W. Pat Jennings.

From: John F. Hosner, head, Department of Forestry and Wildlife, Virginia Polytechnic Institute, Blacksburg, Va.

Re: H.R. 8535.

Additional research is vital to the continued output of goods and services from our Nation's forests. Demands upon all facets of our forest resources can be expected to continue at an accelerated rate as both the population and the per capita use of the goods and services of forests increase. Current planning is necessary to meet the needs one or more decades in the future; hence, there is a great urgency to carry out the research that will guide the management of forest lands for continuous and increasing production.

The situation in one area of the forest economy will indicate some of the problems that need to be met through research. Currently, the products of forest industries are valued at more than \$20 billion a year. Seven and one-half percent of all the people engaged in manufacturing in the United States are associated with forest based industries. However, technology in much of the forest economy, according to Dr. William A. Duerr, chairman of the Department of Forest Economics, State University, College of Forestry, has lagged behind that in other industries. He further stated that "if this trend goes on (in forest economy), we have the prospect of reaching, simultaneously, values high for end products and critically low for raw material." Such a prospect, of course, is not in the best interests of society. Research is needed to point the way toward a more prosperous future in the wood using industry.

The information needed to meet the projected future demands for recreation, water, wildlife, and other less tangible areas, although different in kind, are equally pressing. There is no substitute for the research necessary to meet the challenges ahead in our forest economy.

It appears to me that the only feasible way to sufficiently accelerate the needed research programs on a national basis is through the passing of the legislation in H.R. 8535.

JOHN F. HOSNER.

Mr. HAGAN of Georgia. Mr. Chairman, before you get away from Mr. Myers here, I would like to say that we folks in Georgia are certainly delighted to have the association headquarters in our State. We are quite familiar with the work Mr. Myers and the association are doing in our Southern States down there. We are delighted to have you with us and appreciate your statement.

Mr. GRANT. I have several letters here and one telegram from the president of the Southern Illinois University in regard to this measure. Also a letter from the Western Forestry and Conservation Association, a letter from the American Forestry Association, one from the Franconia Paper Corp., one from the California Industrial Forest Consultants, which documents will be filed for the record if there is no objection.

(The above-mentioned communications and others follow :)

CARBONDALE, ILL., July 23, 1962.

Congressman GEORGE GRANT,
*Chairman, House Subcommittee on Forestry,
House Office Building, Washington, D.C.:*

At its July 19 meeting the North Central States Forest Service Advisory Council asked me to transmit to you its position on Federal grant-in-aid forestry research legislation you now are considering. The council strongly favors a program such as proposed in H.R. 8535. The council further urges that this program be administered and coordinated by the Forest Service through the Secretary of Agriculture.

DELYTE W. MORRIS,
President, Southern Illinois University.

WESTERN FORESTRY & CONSERVATION ASSOCIATION,
Portland, Oreg., July 21, 1962.

HON. GEORGE M. GRANT,
*Chairman, Subcommittee on Forestry, House Agriculture Committee,
Washington, D.C.*

DEAR CONGRESSMAN GRANT: We wish to record our support for the general principles embodied in the forestry research bill, H.R. 8535 (McIntire). We strongly urge enactment of legislation along these general lines which makes adequate provision for advice from representatives of the various public and private forestry organizations which use such research.

Western Forestry & Conservation Association believes that basic research is primarily a responsibility of public research institutions, including colleges and universities, while the responsibility for applied research and field testing should be shared by local public and private forestry organizations. The association urges continuing research programs commensurate with recognized need in the following fields: forest fire, including fire weather; forest pests, including their behavior and the possible influence of silvicultural practices on their spread and control; forest genetics; forest soils, including forest fertilization; timber utilization; forest products marketing; and forest economics.

We request that these remarks be included in the record of the July 23 House hearings on H.R. 8535.

Respectfully yours,

H. R. GLASCOCK, JR.,
Forest Counsel.

THE AMERICAN FORESTRY ASSOCIATION,
Washington, D.C., July 20, 1962

HON. GEORGE M. GRANT,
Chairman, Subcommittee on Forests,
House Agriculture Committee, Washington, D.C.

DEAR MR. GRANT: The American Forestry Association wishes to make known its endorsement of H.R. 8535, a bill to encourage and assist the several States in carrying on a program of forestry research.

Research is essential to forestry progress in that it supplies the knowledge which leads to better methods of growing, harvesting, and utilizing forest products. Although much information has been obtained, a great deal more needs to be known about watershed management, control of insects and diseases, forest genetics, utilization of little-used species, economics aspects of forest management, forest products marketing, and land-use conversion. This knowledge must be acquired if forestry is to keep pace with other aspects of national development.

The responsibility for fundamental research should be borne, in large part, by public agencies and institutions. We assume this to be the intent of H.R. 8535.

The forest industries have a responsibility, in turn, to test promising leads from fundamental research in pilot-plant operations. Past experience indicates that the forest industries will explore such leads as rapidly as the knowledge becomes available. Successful applications of research findings mean more jobs and a better standard of living for many Americans.

Sincerely yours,

FRED E. HORNADAY,
Executive Vice President.

FRANCONIA PAPER CORP.,
Lincoln, N.H., July 19, 1962.

HON. GEORGE M. GRANT,
Chairman, Subcommittee on Forests of the
House Committee on Agriculture,
Washington, D.C.

DEAR MR. GRANT: It has come to my attention that H.R. 8535, introduced by Congressman McIntire, of Maine, is scheduled for hearing beginning July 23.

I regret very much the fact that I must express myself in opposition to this particular bill inasmuch as Congressman McIntire since college days has been one of my dearest friends. I do feel, however, that creeping bureaucracy will eventually end in complete control of all of our day-to-day activities and is a trend which must not be condoned as regards the educational process. I have consistently informed the congressional delegation of my home State, New Hampshire, of my thoughts regarding this important issue. I will not belabor the matter further other than to refer to a paper presented February 15, 1962, before the Washington section of the Society of American Foresters by Albert G. Hall, a member of the society. I am proud to state that I am a member of the Society of American Foresters and I support wholeheartedly his stand regarding H.R. 8535, except that I am disappointed that he would even suggest changes in the wording of the bill rather than to reject it in full.

If possible I would suggest that my letter and Mr. Hall's statement be incorporated into the records of the hearing.

Very sincerely yours,

HENRY C. WALDO.

CALIFORNIA INDUSTRIAL FOREST CONSULTANTS,
San Francisco, Calif., July 20, 1962.

HON. GEORGE M. GRANT,
Chairman, Forestry Subcommittee,
House Committee on Agriculture,
Washington, D.C.

DEAR CONGRESSMAN GRANT: I understand that your Subcommittee on Forestry is scheduled to hold hearings on a number of bills affecting forestry July 23-25. Among the bills before your committee are H.R. 8535 and similar bills proposing Federal subsidies to forestry schools for research; H.R. 9728, increasing Federal subsidies to the States for work on private forest lands under the Cooperative Forest Management Act; and S. 2064 and H.R. 10853, increasing the authorization for the forest survey.

As a consulting forester representing a number of private timber operators in the West and as a trustee of Western Forestry & Conservation Association, I would respectfully request that your committee hold in abeyance final action on H.R. 8535 and H.R. 9728, until complete evidence may be presented supporting opposition to these measures in their present form. The subject matter of both of these proposals has raised a very strong opposition by both large and small timber owners as well as among professional foresters.

The forest industry of the West and members of the forestry profession are in accord with the continuance of the forest survey. It is the general consensus in the industry that S. 2064, which has been passed by the Senate with an increased authorization to \$2.5 million, will adequately carry out the necessary program and is a much more sound and realistic approach to the problem than H.R. 10853, which now provides for an unlimited annual authorization.

On behalf of the forestry profession, my clients, and the forest industry, may I respectfully urge that your committee give due consideration to the suggestions offered herewith.

Respectfully yours,

W. R. SCHOFIELD, *Consulting Engineer.*

PORTLAND, OREG., August 5, 1962.

HON. GEORGE M. GRANT,
House Office Building, Washington, D.C.

Western Forestry & Conservation Association strongly supports H.R. 12688 assisting State forestry research. Urge enactment amending page 5, section 7, subsection 7 to read "Economics of management of forest lands and the harvesting, manufacturing, and marketing of forest products." Association represents public, private forestry organizations all Western States.

H. R. GLASCOCK, Jr., *Forest Counsel.*

WESTERN FOREST INDUSTRIES ASSOCIATION,
Portland, Oreg., August 3, 1962.

HON. GEORGE GRANT,
House of Representatives, Washington, D.C.

DEAR CONGRESSMAN GRANT: On July 23, R. M. Kallander, administrator, forest research laboratory, Oregon State University, mentioned to your committee that our organization supported the principles of H.R. 8535. This letter is written to confirm this statement and to provide you with some additional information.

The Western Forest Industries Association is an organization of small- and medium-sized independent mills whose major log supply is derived from public timber. We have long felt the need for greater effort in forest research and because of this our industry now supports forest research in Oregon through a severance tax on timber harvested in the State. With the growing complexities of the industry and the rapid advancement of technology in other fields, it is very apparent that much more needs to be done in this direction. Encouragement and stimulation of forest research in our State institutions of higher learning through Federal grants can be very helpful, especially where matching State and private funds are required. The proposal that administration of funds be handled by a nonaction agency is attractive to us. There is a great need to preserve the rights of freedom of inquiry both in research and in higher learning. This can best be insured through the manner in which grants are administered.

We believe that the general principles set forth in H.R. 8535 and in the amendments that have been proposed by Mr. McIntire and the forest industry will result in an outstanding piece of legislation that will make great contributions to the progress of forestry and forest products utilization.

Very truly yours,

JOSEPH W. McCracken,
Executive Vice President.

Mr. GRANT. Is there anyone else to testify on this particular series of bills?

If not, we will go to the next legislation.

(Whereupon the subcommittee took up consideration of other bills.)

SURVEY OF TIMBER AND FOREST PRODUCTS

TUESDAY, JULY 24, 1962

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON FORESTS OF THE
COMMITTEE ON AGRICULTURE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:45 a.m., in room 1310, New House Office Building, Hon. George Grant (chairman of the subcommittee) presiding.

Present: Representatives Grant, McMillan, Abernethy, Hagen of California, Jennings, Matthews, Harding, Hagan of Georgia, McIntire, and Short.

Also present: Christine Gallagher, clerk.

Mr. GRANT. The committee will come to order. We will now take up H.R. 10853 and companion measures.

(H.R. 10853, the report of the Department thereon, and S. 3064 follow:)

[H.R. 10853, 87th Cong., 2d sess.]

A BILL To amend the Act of May 22, 1928, relating to the comprehensive survey of timber and forest products required to be made by the Secretary of Agriculture

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the last sentence of section 9 of the Act entitled "An Act to insure adequate supplies of timber and other forest products for the people of the United States, to promote the full use for timber growing and other purposes of forest lands in the United States, including farm woodlots and those abandoned areas not suitable for agricultural production, and to secure the correlation and the most economical conduct of forest research in the Department of Agriculture, through research in reforestation, timber growing, protection, utilization, forest economics, and related subjects, and for other purposes", approved May 22, 1928, as amended (16 U.S.C. 581h), is amended to read as follows: "There is additionally authorized to be appropriated annually such sums as may be necessary to keep the survey current."

DEPARTMENT OF AGRICULTURE,
Washington, D.C., May 14, 1962.

HON. HAROLD D. COOLEY,
Chairman, Committee on Agriculture,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request of March 30, 1962, for a report by this Department on H.R. 10853, a bill to amend the act of May 22, 1928, relating to the comprehensive survey of timber and forest products required to be made by the Secretary of Agriculture.

This Department recommends enactment of the provisions of the bill.

H.R. 10853 would remove the limitation of \$1,500,000 on the amount now authorized to be appropriated annually for resurveys of the Nation's forest land and timber resources and permit the annual appropriation of such sums as may be necessary to keep the nationwide forest survey current.

Section 9 of the McSweeney-McNary Forest Research Act of May 22, 1928, authorized and directed the Secretary of Agriculture to make and keep current a comprehensive survey of the present and prospective requirements for timber and other forest products in the United States, and of timber supplies, including a determination of the present and potential productivity of forest lands, and of such other facts as may be necessary in the determination of ways and means to balance the timber budget of the United States. The act authorized an initial forest survey with both an annual and total limitation. This initial survey of the Nation's 770 million acres of forest land has now been essentially completed.

Amendments to the McSweeney-McNary Forest Research Act in 1944 and 1949 also authorized continuing resurveys to keep the forest survey current. The amendment of 1949 established a limitation of \$1,500,000 on the amount authorized to be appropriated annually for these continuing resurveys. Since 1949 the costs of conducting survey work have risen more than 50 percent. In addition, there is increasing need for more frequent and more intensive forest inventories in all States. Even with substantial assistance from cooperating State agencies, forest industries, and other groups, the rising costs of survey work have made it impossible to provide adequate timber inventories within the authorization established in 1949 when price levels were materially lower. Hence, removal of the present limitation on annual appropriations for the forest survey is needed to permit adequate financing of this important field of research.

The forest survey provides the only comprehensive source of basic information on one of the Nation's most important natural resources. It provides facts on the area, condition, and productivity of forest lands; the volume, kind, quality, and location of standing timber; the present and prospective growth of timber of various species; losses to fire, insects, diseases, and other destructive agents; the present and prospective volumes of timber cut for various forest products; and interpretations of information on timber supplies and timber use to provide factual guides to the conservation and use of the Nation's forest land and timber resources. Since forest resources are constantly changing as a result of timber growth, cutting for industrial products, and losses to fire and other destructive agents, resurveys at regular intervals are necessary to provide up-to-date information.

Federal and State agencies, private forestry groups, landowners and timber operators all need adequate and up-to-date facts about timber resources and needs as sound bases for policy and program decisions. The production, manufacture, and use of timber products currently generates an estimated \$20 billion of gross national product annually. Trends in forest conditions and the availability of timber supplies for prospective markets thus are of direct concern to many groups throughout the Nation's economy.

To public agencies, survey facts provide an essential basis for policy decisions on various programs involving the production and use of timber. To forest industries, survey facts on timber supplies are of broad practical value for guiding business decisions relating to location of wood-using plants, plant acquisition, and wood-procurement programs.

The removal of the limitation on appropriations for resurveys, as provided for in this bill, would place the financing of this important research activity on the same basis as other fields of research authorized by the other sections of the McSweeney-McNary Forest Research Act. Adequate control over the amounts appropriated annually, as in the case of other forestry research of the Department, can, of course, be maintained through the usual budgetary processes.

Present estimates indicate that as much as \$2½ million annually may ultimately be needed to maintain the forest survey at an adequate level.

In reporting to you on H.R. 8535 and companion bills we recommended the enactment of that bill with the addition of a section to accomplish the same thing as H.R. 10853. We believe the enactment of this provision either as a part of H.R. 8535 or as a separate enactment to be highly desirable.

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

Sincerely yours,

ORVILLE L. FREEMAN.

[S. 3064, 87th Cong., 2d sess.]

AN ACT To amend section 9 of the Act of May 22, 1928, as amended, authorizing and directing a national survey of forest resources

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the last sentence of section 9 of the Act of May 22, 1928, as amended (45 Stat. 669, 702; 16 U.S.C. 581h), is hereby amended by striking out "\$1,500,000" and inserting in lieu thereof "\$2,500,000".

Passed the Senate June 15, 1962.

Attest:

FELTON M. JOHNSTON, *Secretary*.

Mr. GRANT. I believe Mr. Meyering is the first witness on this. We will be glad to hear from you again, sir.

STATEMENT OF JOHN R. MEYERING, ASSISTANT EXECUTIVE SECRETARY, SOCIETY OF AMERICAN FORESTERS

Mr. MEYERING. Mr. Chairman and members of the committee, I am John R. Meyering, assistant executive secretary of the Society of American Foresters, a national association of 14,000 professional foresters established in 1900, with headquarters in Washington, D.C.

We appreciate this opportunity to offer our support in behalf of S. 3064 and H.R. 10853 to authorize an increased annual appropriation to the U.S. Forest Service to keep the forest survey current.

We would like to emphasize the importance of this country's forest resource, which covers 772 million acres or about one-third the land area of our country. From this resource is generated employment for more than 3 million people and an estimated \$20 billion of gross national product annually from timber production, manufacture, and use alone.

The survey conducted by the Forest Service is the only source of basic information to professional foresters whose job it is to manage this valuable resource for today's demands and to plan for an adequate yield of this long-term crop to meet the Nation's future needs.

While our society normally takes no stand on specific legislation, we are in this instance aware of the need of funds adequate to continue the forest survey. Therefore, in accordance with the society's objects "* * * to promote the science, practice, and standards of forestry in America" we wish to urge your favorable action to authorize such an increased annual appropriation.

Mr. Chairman, I thank you for this opportunity to appear and offer our support.

Mr. GRANT. Thank you very much for your statement.

Do you, individually, feel and does your Society of American Foresters feel, that your organization, or I might say the individual members and the trade in general, have been handicapped by lack of funds to make the complete surveys in the past?

Mr. MEYERING. Sir, I cannot speak for the membership on that specifically. We have not an expression of the members, but I would say that the members as professional foresters generally would feel that increased knowledge, resulting from a more adequate survey of our timber resources kept up to date at least over a period of 10-year intervals, would be essential to continuing their professional work, essential to continuing accurate appraisals of the timber on hand at present and in order to plan for the growth of this timber and anticipate what it might be in another generation. I do not mean a human

generation; I mean a generation of trees, which can be, of course, 60 to 100, or 150 years.

I feel that undoubtedly the members of our society have felt in the past that additional information of this nature is necessary for their work. I do not know that they would feel they have been hampered by it terribly, but I do feel that they would say their work could be much more effective with it.

Mr. GRANT. Thank you very much.

Mr. McINTIRE. I have one question of Mr. Meyering.

Is this survey the only comprehensive survey that the forest industries have in this country?

Is this considered to be the one and the basic survey that gives to the total industry the most accurate and the most broadly accepted figures as to forest resources, or are there other surveys that are considered to be more the dictionary, you might say? Or is this survey considered to be the industry dictionary of forest resources?

Mr. MEYERING. This survey is undoubtedly the only comprehensive source, Mr. McIntire, of the forest resources in our country. No other survey, to my knowledge, covers the ground that this does.

There are, of course, individual surveys done at educational institutions which are concerned with their particular State or with particular species of trees, or with particular industries' needs, but there is no survey that can compare with this one in quantity and quality of information.

Mr. McINTIRE. On the quality point, as this survey has progressed over the years, and as, of course, it is checked by those who know intimately some phases of forest resources, this survey is considered to be of high quality and reliable by other than those who make the survey; is that right?

Mr. MEYERING. I would say so, sir.

Mr. MATTHEWS. As I understand, the amendment limiting the amount of the survey annually to \$1,500,000 was passed in 1949. I do not know whether you recall that or not, but as I remember it, that is true.

Would you say that the cost of surveys—in other words, just to get the same survey now that you did back in 1949 would probably cost about twice as much?

Mr. MEYERING. I should think so, Mr. Matthews. In conversations with the Forest Service, I have understood that this is the case.

Mr. GRANT. Thank you so much for your testimony, Mr. Meyering. I believe Mr. Walter Myers is our next witness.

STATEMENT OF J. WALTER MYERS, EXECUTIVE SECRETARY, FOREST FARMERS ASSOCIATION

Mr. MYERS. Mr. Chairman and members of the committee, my name is J. Walter Myers, Jr., and I am executive director of the Forest Farmers Association is an organization of timberland owners—and as a representative of our association. As you may know, the Forest Farmers Association is an organization of timberland owners—and primarily small owners—in 15 Southern States. Our association headquarters is in Atlanta, Ga.

The Forest Farmers Association strongly endorses the lifting of the ceiling on the forest survey, as provided in S. 3064 and H.R. 10853.

We believe that S. 3064, as amended and passed by the Senate, will provide the needed authorization to carry forward this important research activity.

In the Southern States the forest survey has provided an invaluable guide to the remarkable growth of the forest economy of the region. It was the forest survey which in the 1930's first indicated the surprising regeneration of our southern pine forests and the subsequent buildup in forest inventory. This revealing information provided a powerful stimulus and guide which contributed greatly to the tremendous southwide expansion of the pulp and paper industry.

Today, forest survey statistics are used by every segment of the wood-using industries in helping to determine locations for new plants, planning wood procurement programs and developing forest management plans. In addition, the survey provides a valuable measure of trends in the growth and drain balance of our forests, and also serves to indicate the effectiveness of our public and private forestry programs.

As the tempo of southern forest development has increased, there have been increased demands for more specific forest resource information, and for shorter time intervals between surveys. It is a matter of good business and sound public policy to know such facts and keep abreast of the trends in all States and localities where timber is an important source of employment and income. Such a stepped-up forest survey program cannot, however, be accomplished under the currently authorized ceiling of \$1,500,000.

The Forest Farmers Association, therefore, urges this committee to approve a much-needed increase in the authorization for appropriations for continuing resurveys of our Nation's forest resources. A ceiling of \$2,500,000, as authorized by the Senate-passed measure, S. 3064, would provide—in the opinion of the Forest Farmers Association—adequately for maintaining forest survey activities at a satisfactory level. It is our hope that this committee will concur in this recommendation.

Your consideration to this suggestion is invited, and I appreciate your courtesy in allowing me to present our association's views.

Mr. GRANT. Thank you very much, Mr. Myers.

Are there any questions?

Very well. If not, thank you, sir.

I believe our next witness is Mr. Austin Wilkins.

STATEMENT OF AUSTIN H. WILKINS, CHAIRMAN, LEGISLATIVE COMMITTEE, ASSOCIATION OF STATE FORESTERS

Mr. WILKINS. Mr. Chairman and members of the committee, this is my second appearance before this group on the second day.

My name is Austin H. Wilkins, forest commissioner of Maine, and currently serving as chairman of the Legislative Committee of the Association of State Foresters. I appreciate the opportunity to appear as a witness before this committee and to speak favorably on H.R. 10853, a bill to increase the authorization for comprehensive survey of timber and forest products and introduced by Congressman D. R. Matthews of Florida. Mindful of your busy schedule I shall be brief and only highlight pertinent points in my presentation.

My forester colleagues from the 50 States which I represent, strongly support the measure to amend section 9 of the act of May 22, 1928. Support also comes from the various forest industries of the country. This legislation would provide additional funds to carry out the remaining initial forest survey work and the continuation of resurvey forestry programs on an approximate 10-year interval.

It is my understanding that the authorization granted by the Congress under this act (\$11 million) for initial survey work covered approximately 780 million acres of forest land in the country. There still remains the recently added State of Alaska. My own State of Maine was among the last to be surveyed, with a contribution of approximately \$175,000 from the State and industry. Many other States have already received first and second periodic resurveys, so it is important that there be a removal of the limitation on appropriations to permit additional funds for this purpose because of rising field costs.

The importance and value of the forest surveys cannot be over-emphasized. The collected forest resource facts provide a basis for public and private forestry policies and programs. There are many other avenues of the practical application of this type of information. A specific illustration would be, again referring to my own State of Maine, areas to be planted as a basis for requesting funds from the legislature for forest nursery production, determination of the rate of forest growth versus annual drain, and whether or not a certain area could support the establishment of another forest industry. It is a means whereby an individual State could shape its future forestry program.

With little money needed for the remaining initial survey work, there is the need to support the request for additional funds for resurvey work. Since the amendment of 1949, the costs of conducting survey work have risen by an average of more than 50 percent. Even with substantial cooperation from States, industries, and other agencies, the rise in costs of operation has made it impossible to provide adequate timber inventories at the scheduled intervals within the 1949 authorization of the Congress. Some of the additional costs are new techniques in collecting and compiling the field data; training of men; establishing more field plots to strengthen growth data; use of electronic machines to speed up information output, cut down errors, preparation of data for most any unit area; and finally the establishment of national standards.

In conclusion I would like to again repeat our support of the amendment proposed under H.R. 10853 for an increased authorization for comprehensive survey of timber and forest products. We are mindful of the action taken by the Senate under companion bill S. 3064 and have no objection.

Thank you for the privilege of appearing before your committee.
Mr. GRANT. Thank you so much for your statement.

Mr. McINTIRE. Mr. Chairman, I would like to say that I am delighted that Mr. Wilkins is here speaking for the legislative committee of the Association of State Foresters. I believe Dr. Harper perhaps will also be testifying on this bill, and I would like to withhold questioning at this time. However, Mr. Wilkins, if you could remain a few moments, I would like to get into the matter of data in relation to movement of forest products across our international boundary. I

am sure that is a question that will be of interest to you. I am only mentioning this because I would like to ask that question of Dr. Harper.

Mr. GRANT. Dr. Harper and Mr. Josephson.

**STATEMENT OF V. L. HARPER, ASSISTANT CHIEF, FOREST SERVICE,
U. S. DEPARTMENT OF AGRICULTURE; ACCOMPANIED BY H. L.
JOSEPHSON, DIRECTOR, FOREST ECONOMIC AND MARKETING
RESEARCH DIVISION, U. S. DEPARTMENT OF AGRICULTURE**

Mr. HARPER. Mr. Chairman and members of the committee, I appreciate the opportunity to make this statement on behalf of the Department of Agriculture in support of S. 3064 and H.R. 10853, bills to amend the McSweeney-McNary Act by removing the limitation of \$1½ million on the amount now authorized to be appropriated annually for continuing resurveys of the Nation's forest land and timber resources. S. 3064 has the same basic purpose but, instead of removing the limitation on the amount authorized to be appropriated annually, it would increase the authorization from the present \$1½ million to \$2½ million. That bill as it was introduced would have removed the limitation but it was amended in committee.

The need for this legislation is outlined in the Department's report of May 14, 1962, which you have before you. Since it was stated in that report that present estimates indicate as much as \$2½ million annually may ultimately be needed to maintain the forest survey at an adequate level, we concur in the amendment made by the Senate committee and adopted by the Senate in the passage of S. 3064.

Briefly, the forest survey provides a basic inventory of one of our most important natural resources. Through periodic surveys in each State it furnishes comprehensive facts on the area and condition of forest lands, the volume, quality and location of standing timber, the present and prospective growth of timber stands, the rate of loss to fire, insects, and other destructive agents, present and prospective cutting of timber for industrial use, and the interpretation of information on timber supplies and use to provide guides for conservation policies and programs. Forest resources are constantly changing as a result of growth and cutting for industrial use. Hence, resurveys at regular intervals are needed to provide up-to-date information and guides to forestry programs.

The present limitation of \$1½ million annually on amounts authorized for forest resurveys was established in 1949 by amendment of the McSweeney-McNary Forest Research Act. Since that time costs of conducting work have risen substantially and an increase in the authorization for resurveys is therefore needed to permit adequate financing of this important field of research.

The forest survey is an important part of a comprehensive program of forestry research. It provides basic resource information that is essential to every forestry group in determining the need for and effectiveness of forest policies and programs. It is likewise of major importance to forest industries in guiding wood procurement programs and the location and development of wood-using plants.

We strongly recommend enactment of this legislation to insure adequate and continuing inventories of one of our Nation's most important natural resources.

Mr. GRANT. Are there any questions?

Mr. McINTIRE. Dr. Harper, I am interested in this survey.

It is not limited, is it, to simply a survey of standing timber resources? Is not your survey a little broader in that it also projects volume of use and characteristics of use?

Mr. HARPER. Yes; that is true. The survey does include in its program trends on consumption, consumption of different kinds of forest products, different uses of timber, so that consumption trends can be projected into the future to help us estimate future requirements.

Mr. McINTIRE. Does your survey also attempt to incorporate the import and export of our timber items, our resources?

Mr. HARPER. Yes.

Mr. McINTIRE. Do you attempt to put into categories of manufactured products the import and export movement of these items?

Mr. HARPER. Yes; in trying to arrive at a balance between timber supply and demand, we try to keep track of all of the elements, some of which may come by imports and some of which are canceled out by exports.

On the statistics on timber and wood products import and export, we depend substantially on other agencies for those statistics. We obtain them from the other agencies, and such statistics are interpreted in terms of forestry situations.

Mr. McINTIRE. I do not know whether there are other States along the border or not that are similar to my State of Maine, but Commissioner Wilkins is under a statutory requirement in Maine to provide a report, which is a public document of his department, on the forest resources, utilization uses, et cetera.

Mr. Wilkins and I have been working on this problem in that some of the information available to Mr. Wilkins from the Department of Commerce is a little less than the detail which the statute of Maine requires.

Mr. Chairman, if I might make the inquiry of Commissioner Wilkins, if you will pardon me, Dr. Harper. I think it would be interesting while we are dealing with the broader survey authorized under this act, nevertheless, I am assuming that other States similar to Maine are following their resources rather closely, and some may have a statutory requirement incumbent upon their commissioners of forestry to report periodically.

Mr. Wilkins, would you comment on this because I think it is pertinent to this legislation.

Mr. WILKINS. Mr. Chairman and members of the committee, we have a common boundary between Maine and the Province of Quebec of about 175 miles. The peculiar situation is that in the northwestern part of the State of Maine, we have a vast wilderness area of about 10 million acres. All the roads and the mills and populated areas are on the Canadian side. These roads dead end in Maine in the woods. The Maine pulpwood companies and land holding companies sell stumpage to these Canadians. They come in and cut the wood and the primary processing is done in Canada.

Our problem is that we have not been too successful in getting the true picture of the volume of logs by species going through customs. This is our problem.

I am much concerned to get the true picture of the drain versus the growth in our State. We have been using a guesstimate that approximately 150 million feet of logs goes to Canada. I have a strong suspicion that figure is much greater. My problem is: How can we get the true picture through customs or some other means of what the volume of wood is going through customs?

So far we have not been too successful.

Mr. McINTIRE. Thank you, Mr. Wilkins.

Dr. Harper, my question at this point is this: In view of the fact you are reporting in the survey authorized by this legislation movement of import and export, do you have, or do you feel, that this type of information that Mr. Wilkins refers to could be perfected under the authority that you have in this act? Is there any way in which there could be steps taken with the Customs Bureau that would give more accurate information? I am not questioning the accuracy of the information you are using up to the point of its true validity. I only want to bring out for the record that we are experiencing in Maine a problem of refining this to a point which we think is a far better figure and a far more essential figure than what has been available in the statistics recorded by the Department of Commerce up to date.

Would you have any comment on that, Dr. Harper?

Mr. HARPER. Speaking to your question in general, first, I would say this. That we often consult and collaborate with other agencies about the forest products statistics they collect and that we use thus making use of our more detailed knowledge of the forestry situation and of the needs and uses which forest industries and States make of forest statistics. Our mutual purpose is a set of statistics that is as useful as we can make it.

As to your specific question about the situation in Maine. I am not familiar with it in detail. Perhaps Dr. Josephson, who is in charge of our forest survey, might like to add to what I have said.

Mr. JOSEPHSON. Mr. Chairman and Mr. McIntire, we do have the same situation in quite a number of areas. When we try to determine the forest situation in a particular State such as Maine or Michigan or Wisconsin, it is necessary to determine this cross boundary movement of logs and pulpwood and other products.

The forest survey only covers a State about once in 10 years. During that particular year we normally make surveys to determine exactly what the movement of timber products in and out of the State may be. The survey is not intensive enough, however, to do this on an annual basis.

As a rule, we have to depend on the more general statistics of the Customs or upon local surveys, and to supplement these periodically to obtain a complete picture just once during the cycle of the survey.

Mr. McINTIRE. How often does the Maine statute require those inventories to be made by your department?

Mr. WILKINS. I have to prepare an annual report of volume of wood harvested in Maine, and I am still trying to get an answer to this matter of export of logs. This data somewhere along the line is available. I offered to mask out the name of the shipper. All I am concerned about is volume of wood by species. This wood is primary processed and brought back into Maine. The Department of Commerce said for a fee of \$1,000 a year this data could be compiled. This

seemed to be rather excessive and I do not think is quite what we are after.

Mr. McINTIRE. Are there other States along the international boundary line that require periodic surveys similar to the one Mr. Wilkins has?

Mr. JOSEPHSON. I think this is the only State with a legislative requirement for a report.

What we normally do in making these special surveys is to get from the pulp companies, for instance, or from producers, reports on their actual production or receipts or shipments, but this can be a pretty expensive job if you do it everywhere, every year.

Mr. McINTIRE. Actually, the Customs Bureau has got these figures. They are there. Every one of these export movements must be reported.

Mr. Chairman, I do not want to belabor this question, but I did feel that it is important, in order that the survey, which is the responsibility of the Department we are discussing in this bill, does include this movement. I wanted to make a matter of record the situation that we are confronted with, not just particularly in Maine, but, nevertheless, all along the international boundary line.

I would like to suggest that this matter be examined by the Department and that perhaps it could be studied further to see if there is a place where they can refine the data which is in one agency to make it available to another, so that we can get this movement in our statistics.

Perhaps it could be in better detail than is available now.

With that, I do not want to prolong the hearing. I know this movement is very substantial, not only in Maine but in other places, and I think there needs to be perhaps a pretty close examination as to how we can get this information into the survey and make it available to the several States, because I think it is important information to them.

Thank you, Mr. Chairman.

Mr. HARPER. Mr. Chairman, Mr. McIntire's suggestion is well taken. We would be very glad to look into this further to see what can be worked out on it.

Mr. McINTIRE. It is very kind of you.

Mr. GRANT. Are there further questions?

Thank you, gentlemen.

That will close the hearings on H.R. 10853 and similar bills unless there are some further statements to be filed within the next few days.

(Whereupon, the subcommittee proceeded to the consideration of other business.)

COOPERATIVE FOREST MANAGEMENT

TUESDAY, JULY 24, 1962

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON FORESTS OF THE
COMMITTEE ON AGRICULTURE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 11:15 a.m., in room 1310, New House Office Building, Hon. George M. Grant (chairman of the subcommittee) presiding.

Present: Representatives Grant, McMillan, Abernethy, Hagen of California, Jennings, Matthews, Harding, Hagan of Georgia, McIntire, and Short.

Also present: Christine Gallagher, clerk.

Mr. GRANT. Now we will take up H.R. 9728.

I believe the first witness here from the Department is Mr. A. R. Spillers.

STATEMENT OF A. R. SPILLERS, DIRECTOR, DIVISION OF COOPERATIVE FOREST MANAGEMENT, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Mr. SPILLERS. Mr. Chairman and members of the Subcommittee on Forests, I am happy to be with you today to talk in favor of H.R. 9728 and H.R. 9953. Gentlemen, if you will forgive me for one personal reference. I am proud to have been associated with this farm forestry program since its inception in 1937 with the exception of the World War II years, and I have been in charge of it since 1947.

This program is built around the cooperation between the Forest Service and the State foresters with their 650-700 farm foresters. Farm foresters—or service foresters, as they are called in some States—are our State and private forest management and processing specialists on the ground. They are the foresters who help the woodland owners and loggers do the many technical jobs of management and utilization. They are the frontline troops of almost any forestry activity which involves small woodland ownership. In addition to regular duties they have been called upon to help expand timber production for World War II and make surveys for the timber resource review. They are now assisting in the agricultural conservation program and the stimulation of employment opportunities by the rural areas development program.

In connection with the timber resource review, it was found that the small private forest ownerships in the United States hold the key to the Nation's future timber supply. There are 4.5 million such ownerships. Their average size is 59 acres. Their 257 million acres amount

to about half of all the commercial forest land in the Nation and they comprise the most accessible and potentially some of the most productive woodland. Unfortunately, many of these acres are producing at only one-third of their potential timber growing capacity.

If this large acreage of forest land is to furnish its share of the Nation's future timber supply, sawtimber growth on these lands must be doubled within the next four decades. Likewise, full production of quality timber by these small forest ownerships is necessary to insure full contribution of the resources of these lands in solving the problem of substantial and persistent underemployment in many rural areas. You will be interested to know that about 59 percent of the counties "designated" as having serious unemployment problems have more than one-half of their entire land resources classed as woodland.

Neither of these goals can be attained without skillful application of technical forestry practices on these small forest properties. Technical management skills are needed to evaluate the complex factors of soil, slope, elevation, species, growth, quality, markets, and other variables which make each area different and difficult to prescribe proper silvicultural treatment. Few owners have the necessary technical skills to manage timber crops, nor do any of them have enough timber individually to warrant hiring a forester even on a part-time basis. The same situation confronts them in the difficult jobs of marketing specialized products, preparing sale contracts, and timber harvesting. Similarly, small industries have problems in manufacturing techniques and plant efficiency in connection with the processing of primary forest products.

In the last year of record, 1961, we reached almost 90,000 small woodland owners. This seems like a lot but it is still only 2 percent of the total. We are making progress but we should be reaching annually about 5 percent of the small woodland owners. For the fiscal year 1962, planned State appropriations account for \$3,386,000 or 58 percent of the estimated \$5,886,000 total program cost. The States have steadily increased cooperative forest management program funds and increases have been made in Federal appropriations to the limit of \$2,500,000 presently authorized under the act. However, the demands for technical forestry services far exceed the ability of the program under this limitation. The States fully recognize the need to strengthen the program but anticipated increases in State funds alone cannot be expected to carry the load. Investment in woodland improvement and utilization will help alleviate rural unemployment and contribute to both the gross national product and the long-term growth rate of the Nation.

The increased annual appropriation which H.R. 9728 and H.R. 9953 would authorize would be a step in the right direction. However, for the reasons stated in the Department's report, it is recommended that the bills be amended so as to remove the statutory limitation.

Thank you, gentlemen. I will be happy to answer any questions.

Mr. GRANT. Thank you very much.

As I understand it, this is to help the farmer on a cooperative basis with a man who gets down to the grassroots, so to speak, by whatever name—district forester—the man I think in my section of the country is there with an area of three, four, five, or six counties. He visits those counties and visits the individual farmers.

Mr. SPILLERS. Yes sir.

Mr. GRANT. He helps the farmer lay out a plan for a limited number of acres.

Mr. SPILLERS. That is absolutely right, sir. The men are State employees. They are employed by the State forester. The Forest Service is a partner in the program. We furnish part of the funds from Federal sources. We assist in the training and in the supervision of the men. But the farm foresters, the service foresters, or area foresters, are State employees.

Mr. GRANT. And with a limitation on row cropping—cotton, corn, tobacco, wheat, peanuts, and other things—this is about the last resort that a small farmer can go to, timber growing on the acres that he diverts from row crops.

Mr. SPILLERS. Yes.

Mr. GRANT. Are there any questions?

Mr. JENNINGS. Has any attempt been made to coordinate activities of other Federal and State agencies that are operating in this same category, or operating with the same group of people?

Mr. SPILLERS. We have given it a lot of thought. We think the best way to do this job is through the cooperative program with the State.

These foresters employed under these bills are State employees, and we feel that that is the best way to get a dollar's worth of Federal money, to put it out with the State in a cooperative program.

Mr. JENNINGS. Do you think that will preserve States' rights, to let the Federal Government furnish the money and the States determine how it should be spent, and who they will employ, and so forth?

Mr. SPILLERS. We are working on an annual program with the State foresters and a plan is drawn up each year, a budget is prepared each year, the plan is made, the States spend their money first, then we reimburse them up to the maximum of 50 percent as called for under this act.

Mr. JENNINGS. If you got the \$5 million rather than \$2.5 million, would that change the proportionate ratio from a 50-50 proposition to 60-40 or 75-25?

Mr. SPILLERS. There would be no change in the matching provision.

Mr. JENNINGS. It would just employ additional people?

Mr. SPILLERS. That is right.

Mr. JENNINGS. You think we can do that better through the Federal Government by appropriating more money rather than leaving this to the States and having them appropriate the money, also?

Mr. SPILLERS. This program, Mr. Jennings, has been set up since 1937.

Mr. JENNINGS. A lot of these programs have been set up since that time, since 1932.

Can you tell me of a program we have set up we have terminated or let expire?

Mr. McINTIRE. The Reconstruction Finance Corporation.

Mr. JENNINGS. No; we changed that and about everything else. We made four different bureaus out of the RFC.

Mr. McINTIRE. That has been years and years before.

Mr. JENNINGS. We changed that over to private ownership and instead of getting rid of RFC we have had about four different organizations, including the SEA.

I am not opposed to all of them, but we have not gotten rid of any of these organizations that I can think of.

Can you think of any that have phased out?

Mr. SPILLERS. Not at the moment; no, sir.

Mr. JENNINGS. Let me ask you this question: Would you recommend this be increased from \$2.5 to \$5 million if we had to borrow the money to pay the States?

Mr. SPILLERS. Mr. Jennings, I think this is a very worthwhile activity. I think the limitation does not quite provide the funds necessary for it.

Mr. JENNINGS. No; but that is just the first step. Once we authorize it, the next thing to do is to act on our authorization. You say it was authorized and it is a commitment, moral obligation, on the part of the Congress to provide the funds that were authorized. This is just the first step and the second step is actually appropriating moneys.

Mr. SPILLERS. We realize that, Mr. Jennings.

We expect to go before the Appropriations Committee each time, you see, for this.

Mr. GRANT. Off the record.

(Discussion off the record.)

Mr. GRANT. On the record.

Mr. JENNINGS. If the Federal Government is going to spend funds, should we not oversee these funds and be responsible for their direction? Should we not take the blame if they are misappropriated and take the credit if they are properly expended? I can tell you this is not happening with most of these cooperative funds. These people are State employees.

They would not even acknowledge, back some time ago, that 50 percent of the money comes from the Federal Government that pays them. They will go on record as opposing it if you will leave it up to them, not as an individual, but endorsing this overall philosophy.

May I point this out: Can we not coordinate some of these activities? We have got too many people farming the farmers, and this is just going to add to it. If I had to pick out one group who is doing a good job assisting the farmers, your group would rate right up at the top of the list, because they are doing a fine job. I think you are doing a fine job, but somewhere down the line the Secretary of Agriculture or the Congress should see if we cannot take a little from one of these other agencies and give it to the Forest Service which is doing such a fine job instead of adding more and more.

It would take a farmer a day just to go to all of these agencies represented in the county seat.

That is all, Mr. Chairman.

Mr. McINTIRE. Mr. Chairman, I would certainly want the record to show that the members of the committee have taken note of this: The fact that Mr. Spillers has headed this program since 1947. I think that is a very commendable record and relationship which has been established under the program at the State level, and certainly everything I know of it shows it has proceeded in an excellent way. Just as one member of the committee, I want to make note of the fact that

your long capable service in administering the funds under this act has been recognized and appreciated.

I think the record should also note that in fiscal year 1961, the Federal appropriation was \$1,354,000, but that the State contribution of matching funds was \$2,941,000, which is a ratio of almost 1 to 3. There are a number of States where the ratio of contribution to Federal contribution will run from 1 to 3, to 1 to 5, and 6, which is an interesting point to establish in the record.

While this bill is seeking an authorization to increase from \$2.5 million to some other figure, the Senate bill is putting the figure at \$5 million.

You in the Department are recommending it to be an open-end authorization?

Mr. SPILLERS. Yes, sir.

Mr. McINTIRE. From the enactment of the bill, which I am assuming authorized \$2.5 million, was that in the additional legislation?

Mr. SPILLERS. Yes, sir.

Mr. McINTIRE. To date this figure for 1961 fiscal year was \$1.3 million?

Mr. SPILLERS. Yes, sir; 1962 was \$2.5 million.

Mr. McINTIRE. Progressively, the use of this authorization has been strictly on the basis of a program as it has developed and on the justification that you make to the Appropriations Committee?

I am assuming that it is your plan, under any extended authorization, under any increase of authorization, that this approach will prevail and that you are ready with respect to justifying the expenditure that you shall recommend to the Appropriations Committee?

Mr. SPILLERS. Absolutely, Mr. McIntire.

Mr. GRANT. Thank you very much.

Mr. JENNINGS. Mr. Chairman, just as a matter of interest on how that works, I have observed the county board of supervisors in the State and this is how that works. They come down to the local level, the State government, and say, "The Federal Government appropriated this much money and it is only going to cost us half. If we can get this man for half, it is only going to cost us that much so we should take advantage of it."

They do take advantage of it and the Federal Government representatives come to the Appropriations Committee and say, "The States appropriated this much money and they have asked for this. If we do not appropriate, it will only cost us half, so we will not be able to take advantage of that situation otherwise."

They say we have a moral commitment, a moral obligation if they put up some money and we cannot match it. One encourages the other and the county gets into the crossfire of the situation.

I think the Forest Service is doing a good job.

Has any thought been given to putting these people under the local forest ranger.

Mr. SPILLERS. Mr. Jennings, in all the years I have been connected with this program we have never met the demand of local farmers for this technical assistance. Each year we have had a lot more requests for work than we could possibly handle.

As to putting a man under the local forest rangers, in most States these farm foresters work directly under the State district foresters so there is no duplication there.

Mr. JENNINGS. Is there any coordination?

Mr. SPILLERS. Absolutely. When a man works under the district forester, the district forester is his boss.

Mr. JENNINGS. The district forester is a State man?

Mr. SPILLERS. Surely.

Mr. JENNINGS. How about the national forester there? He has his timber management specialist in his office and I realize that he is dealing primarily with Federal forest lands. Is there coordination between those two?

Mr. SPILLERS. There is coordination at the Federal level through the State forester. The State foresters are in charge of the farm foresters. The National Forest Service man who may be there is in charge of national forest property there.

Mr. JENNINGS. That is right; but what coordination goes on between these two? Do you have a liaison officer between them?

Mr. SPILLERS. Of course, if they are in the same area they are closely alined. They know each other and work together. In our own State of Virginia, of which I am a resident, we have a wonderful State forester there in George Dean.

Mr. JENNINGS. I agree.

Mr. SPILLERS. He has an organization of district foresters and these farm foresters work under his district foresters.

In the State of Virginia, for example, we have two forest supervisors; one at George Washington National Forest and one at Jefferson. I know both of them very well and I know they cooperate fully with George Dean and his State forestry organization.

If there is a matter of a fire, they cooperate in putting the fire out.

In my opinion, and I get around quite a bit—

Mr. JENNINGS. What could you expect as an individual farmer managing a forest?

Mr. SPILLERS. If you have a tract of forest land in the State of Virginia and you want help on it, I would suggest you get in touch with George Dean and ask that one of his men visit you and walk over your property with you.

Mr. JENNINGS. I have and they did a fine job.

Mr. SPILLERS. And make a plan of that.

Then I would suggest you follow that plan closely and if you have any timber for sale, I would suggest you call them and ask them to help you mark the timber for sale and make a sale of it.

Mr. MATTHEWS. Mr. Chairman?

Mr. JENNINGS. They did just that.

Mr. SPILLERS. Were you not pleased with their assistance?

Mr. JENNINGS. Very well pleased, but is there any coordination between that group and the national—

Mr. MATTHEWS. That is a question I wanted to bring out. It seems to me you have two entirely different categories here; the National Forest Service is supposed to work in the national forests and they are concerned with stands of trees and concerned with the cutting of timber to see that the counties get a proper proportion of the revenues. They are supposed to deal with problems of fire in the national forests and insofar as any kind of coordinated activity is concerned they just operate in different areas, do they not?

Mr. SPILLERS. Thank you, Mr. Matthews. That is right, just like we do in Florida and in Virginia; but I would want to answer Mr. Jennings' question:

There is coordination. We are all working in this national program of forestry, Mr. Jennings.

Mr. JENNINGS. Why should we, at the Federal Government level, give 50 percent of the money for the State of Virginia? Why should not they give 50 percent to manage our national forests in Virginia? They are located in the State of Virginia and they are getting revenue from that source. Why should we not ask them to give 50 percent toward national forests? It would make just as much sense as to pay one-half of Bill Curnutt's salary as it would to pay half of George Dean's salary.

Mr. SPILLERS. May I answer your first question first, Mr. Jennings, about why we should pay 50 percent of this cooperative program: That is the program for which I am personally responsible. I think in the national interest, we should pay up to 50 percent of the cooperative forestry work with the States because we want it to be a national program.

Mr. JENNINGS. You have no control over it, do you?

Mr. SPILLERS. Yes, we do.

Mr. JENNINGS. You do?

Mr. SPILLERS. Absolutely.

Mr. JENNINGS. It is not completely a State program if we exercise any control. We just set up some guidelines.

Suppose we did not have a good cooperative man like George Dean? What could we do to change it?

Mr. SPILLERS. The first thing I would do would be to build up a good cooperative man like George Dean. Take the positive approach. We work with these State foresters over the years and we are mighty proud of them. I do not know of a one who would not cooperate with us.

Incidentally, in this program now we have only one State left out of that program and that is Arizona.

Mr. JENNINGS. I am surprised they have not come in with this 50 percent incentive.

Mr. SPILLERS. They have very little forest. You see, in the last few years, they brought in Alaska and Hawaii and even Wyoming. So we think we are on the right track with this cooperative program. We are very proud of it.

Mr. JENNINGS. What is the answer to the second question? Let us assume you are on the right track and have all good men like George Dean. Why should not the State pay half of Bill Curnutt's salary in the national forest? If we have an obligation to pay half of the State's program, why should not they pay half of the Federal program costs because it is in their State? It is within the borderline and we pay a certain amount of the bills and we build Forest Service roads and build up tourists attractions and so forth.

Do they not have some obligation to come in and assist on a cooperative basis? Is this a one-way street or should it be?

Mr. SPILLERS. Mr. Jennings, I am not in charge of the national forests but I would like to say that the two were set up under entirely different legislation.

Of course, they have different rules and regulations to guide them and I do think we have a great deal of cooperation with the national forests from the people of my State of Virginia. I do think we have a great deal of interest in the local people and the national forests.

Of course, the funds for the national forests all come from the Federal Government but the money that is earned by those national forests, in Virginia, a considerable amount of that goes to the State.

Mr. McINTIRE. Would the gentleman yield?

Mr. JENNINGS. Yes.

Mr. McINTIRE. Twenty-five percent by counties?

Mr. SPILLERS. Yes, sir.

Mr. GRANT. In effect, this is getting down to the individual tree-grower, the individual farmer and you might be dealing in the national forests with a county or State. However, you are not dealing with individuals?

Mr. SPILLERS. That is what this cooperative program is aimed at, yes, sir, to get to the individual farmer with a man out there on the ground working under the State forester.

Mr. JENNINGS. This cooperative program boils down to this: In connection with the Federal Government and the State Government, it is a 50-50 proposition on things that pertain to the individuals of the States and the State government, and the things that pertain to the Federal Government and the State on a national basis it is 100 percent Federal Government and zero State government. The proceeds, or results, from the first, from the State local, and then 100 percent to the individuals and the proceeds from the Federal portion for Federal funds are 75 percent Federal and 25 percent State. That is the street we are traveling on this cooperative basis, is it? In other words, once we pay 50-50, we say, "You take all of the benefits except from the overall national benefits, which we will agree are considered, and now the benefits derived from the 100 percent proposition, the Federal Government pays 100 percent on it and we will take 75 percent and give you 25 percent because it is located within your State."

Is that correct?

Mr. SPILLERS. I am not sure I understand your question.

Mr. JENNINGS. We pay 50 percent of the cooperative activity on a State level, the Federal Government does?

Mr. SPILLERS. The Federal Government pays 50 percent; yes, sir.

Mr. JENNINGS. You sell timber as a result of that but what does the Federal Government get in return for the sale?

Mr. SPILLERS. I would say it gets a contribution to the national welfare. It gets a contribution to prosperity.

Mr. JENNINGS. Economic development?

Mr. SPILLERS. Contribution to preparation in the event of war; it gets employment; it gets many things. Of course, it gets no money back immediately except maybe through taxation.

Mr. JENNINGS. If we sell property on the national forests, managed by and paid for 100 percent by the Federal Government, what do the States get and what does the Federal Government get?

Mr. SPILLERS. The local counties get 25 percent of the gross sales in lieu of taxes.

Mr. JENNINGS. The Federal Government gets 75 percent?

Mr. SPILLERS. Right.

Mr. JENNINGS. That is the question I asked. Is that not the street we are traveling?

Mr. SPILLERS. That is the situation as I understand it; yes, sir.

Mr. JENNINGS. That is right; and that is the point I wanted to understand. That is the way I understand it.

This bill is asking, according to you, for an open-end appropriation and knocking out the \$2.5 million that is now authorized?

Mr. SPILLERS. Yes, sir.

Mr. JENNINGS. You want unlimited authorization?

Mr. SPILLERS. Yes, sir; right.

Mr. JENNINGS. That is all, Mr. Chairman.

Mr. GRANT. Thank you very much, Mr. Spillers, for your contribution.

Mr. SPILLERS. Thank you very much, Mr. Chairman and members of the committee.

Mr. GRANT. I believe we will have time to hear one other witness.

Mr. Wilkins, proceed.

STATEMENT OF AUSTIN H. WILKINS, FOREST COMMISSIONER OF MAINE

Mr. WILKINS. Mr. Chairman and members of the committee, I would like to present this statement for the record.

Mr. GRANT. Without objection, it will be filed in the record.

(The statement of Mr. Wilkins follows:)

STATEMENT OF AUSTIN H. WILKINS, FOREST COMMISSIONER OF MAINE

Gentlemen, my name is Austin H. Wilkins, forest commissioner of Maine, and currently serving as chairman of the legislative committee of the Association of State Foresters. I appreciate the opportunity to appear as a witness before this committee and to speak favorably on H.R. 9728, an amendment to increase the authorization for cooperative forest management from \$2,500,000 to \$5 million. This measure was introduced by Congressman George M. Grant, of Alabama. A companion bill, H.R. 9953, was also introduced by Congressman Clifford G. McIntire, of Maine. Mindful of your busy schedule, I shall be brief and only highlight pertinent points in my presentation.

The Association of State Foresters, which I represent today, strongly urges your consideration of the recommended authorization increases. We are most appreciative that the present full authorization of \$2,500,000 appears in the 1963 Budget Bureau Report and accepted by the House and Senate Appropriations Committees but awaiting final action by the committee of conference.

The following background should be helpful in your deliberations. The Cooperative Forest Management Act of 1950 provided for 50-50 Federal matching funds with State expenditures for technical assistance to small woodland owners. This is considered by all State foresters as important forestry legislation. Attached is a supplemental sheet showing Federal allotments and State expenditures during the period 1951-52. It is to be noted that State and private expenditures are in a ratio of nearly 2 to 1 of Federal funds.

Three-fourths of the 435 million acres of State and private forest lands in the Nation is held by nearly 4½ million small woodland owners. Of these, 3½ million are farmers with an average of 49 acres per farmer. One-half of all the privately owned commercial forest land is in private ownership. It is these small holdings where technical assistance is badly needed to help make these poorly managed areas more productive. This is where the future "woodpile" of tomorrow is to be found. Added to this serious problem is the forest land shrinkage brought about through encroachment of urban expansion; road, highway, and airport construction; new reservoirs; power and pipe line construction; etc. Approximately 1 million acres are retired annually through these encroachments.

During the period of 1950-62, within the present \$2,500,000 authorization, much has been accomplished by the States throughout the country. Cumulative figures show 573,000 requests for assistance with 33,321,000 acres involved, 1,800,000 acres harvested, \$105,534,000 of stumpage return to owners, \$125,134,000 return to farmers for chopping, yardage, etc., and 29,000 forest product operators assisted. These are significant accomplishment figures under this cooperative forest management program. The individual States which you gentlemen represent have greatly benefited.

The Chief of the Forest Service of the U.S. Department of Agriculture shows the following 1961 accomplishments in his annual report: 89,254 woodland owners assisted, 4,313,000 acres of woodland treated, 495,325,000 board feet of forest products harvested, and \$12 million gross sale value.

May I be pardoned for using my own State of Maine for the following examples: We have a landownership pattern of many thousands of small woodland owners, with forest products from their holdings contributing nearly 50 percent of the annual harvest. The aggregate acreage is about 6 million acres, or nearly one-third of the forested area of the State. Interest is high in this work program and continues to increase each year. This is equally true with other States of the country.

The second Maine example is the forest unit productivity project study in cooperation with the Forest Service, U.S. Department of Agriculture. Using four contiguous towns, it is hoped that a pattern may be developed for better small woodland management for other States to use. A copy of the brochure is attached.

In conclusion there is a need for an increase in the authorization from \$2,500,000 to \$5 million to step up the small woodland management program to meet the projected timber and forest product needs by 1975 and the year 2000.

The needs of timber and forest products must necessarily come in large measure from the small privately owned woodlands. These areas are accessible and potentially the most productive.

The services provided by the additional money requested under this legislation will greatly enhance the quality and quantity of forest growth and contribute immensely to the forest economy and all other multiple uses in the Nation.

The Budget Bureau has no objection to this proposed legislation.

The Association of State Foresters urges your support of the amendment of H.R. 9728 and H.R. 9953.

Thank you for the privilege of appearing before your committee.

FEDERAL AND STATE EXPENDITURES

Cooperative forest management, Cooperative Forest Management Act of 1950

[Dollars in thousands]

Fiscal year	Federal allocation to States ¹	State and private	Total	State and private expenditures of multiple of Federal funds	Fiscal year	Federal allocation to States ¹	State and private	Total	State and private expenditures of multiple of Federal funds
1962 ²	\$2,284	\$3,680	\$5,964	1.6	1956.....	\$572	\$1,432	\$2,004	2.5
1961.....	1,354	2,941	4,295	2.2	1955.....	534	1,386	1,920	2.6
1960.....	1,371	2,484	3,855	1.8	1954.....	537	1,228	1,765	2.3
1959.....	1,353	2,391	3,744	1.8	1953.....	540	1,176	1,716	2.2
1958.....	1,329	1,750	3,079	1.3	1952.....	537	986	1,523	1.8
1957.....	866	1,503	2,369	1.7	1951.....	549	886	1,435	1.6

¹ These allocations do not reflect the total Federal appropriation. Funds are withheld for administrative purposes.

² Estimate.

Mr. GRANT. In answer to the question that the forest rangers are in the employment of the Federal Government and can look after that, large paper companies and mills are financially able to employ foresters to look after their timber growth.

This is legislation that applies to the small man, to the small farmer who is not financially able to employ a man and could not with his limited acreage employ a forester himself?

Mr. WILKINS. That is correct.

Mr. GRANT. I understand that that is the crux of this whole matter.

Mr. WILKINS. In my State we have 77,000 individual forest land owners of which 76,000 are small owners. The other 1,000 own pretty nearly 12 million acres of forest land. They do employ their own industrial foresters.

Mr. HAGAN of Georgia. Mr. Chairman?

Mr. GRANT. Yes, sir.

Mr. HAGAN of Georgia. Is it not true that some of these large companies send men out to work with individual farmers to increase their production so as to insure their future?

Mr. GRANT. I think they do.

Mr. WILKINS. They do through the tree farm market family program. I think this is not in conflict with your woodland management program, to encourage production and feed wood through these mills. They have a tremendous farm family program.

Mr. HAGAN of Georgia. I know they do down home because they used to call on me and offer this assistance long before I got to Congress.

Mr. WILKINS. Mr. Jennings, I would like to say that in my State there are 50,000 acres of national forest from which we receive the benefit in the way of a 25-percent return. This is a very token figure. I would say it would not exceed, in any 1 year, three or four thousand, but it is plowed back into the small towns for schools and roads.

We do allocate and prorate this among the seven or eight towns.

Mr. JENNINGS. Mr. Chairman, let me ask this question: Are you finding any encroachment on your rights by these people from private industry in trying to get these farmers assistance? Do you feel there is any encroachment there?

Mr. WILKINS. Not a bit. We are a very happy family.

Mr. JENNINGS. Improving everything?

Mr. WILKINS. That is right. They are taking part of the overload of these requests we cannot currently afford to handle under the present setup.

Mr. JENNINGS. What are you getting in return for this service you are rendering to these people?

Mr. WILKINS. Speaking for the State?

Mr. JENNINGS. Yes.

Mr. WILKINS. As State forester, we feel, as Mr. Spillers indicated, we are improving the economy of Maine.

We are providing employment and various other aspects of the economy of the area.

My main concern is that we have 6 million acres of presently poorly managed area.

Mr. JENNINGS. What type of State laws do you have that provide for the harvesting of these acres?

Mr. WILKINS. There is no particular statute.

Mr. JENNINGS. Do you feel there should be?

Mr. WILKINS. We think that under the present setup, through the cooperative setup, we, in carrying out a management program, have selected cutting and we have done, we feel, a very creditable job in selling the farmer the idea that by selective cutting and proper management, he is going to insure a residual stand after each cutting that later on he can come in there and make another harvest.

Mr. JENNINGS. But he may under your State law cut everything that will make a 2 by 4 if he wants to. He can just have mass cutting.

Mr. WILKINS. That is right. It is an educational program to encourage him in the long run.

Mr. JENNINGS. You have no laws at all. After giving this service, 50 percent furnished by the State, 50 percent furnished by the Federal Government, you have no control over him mismanaging and misusing it completely?

Mr. WILKINS. We have no regulatory laws that govern the man, how he shall or shall not cut.

Mr. JENNINGS. Have you asked the State legislature? First, do you feel there should be some laws in the protection of the national interest?

Mr. WILKINS. In my opinion and experience, Mr. Jennings, the answer is we have been so successful in the last 10 years in convincing people that selective cutting management on their own basis is most encouraging. Take for example, the International Paper Co. and the Great Northern Paper Co., large holdings in Maine, are managing their lands voluntarily on the selective management basis.

Mr. JENNINGS. That is the large companies that the chairman and Mr. Hagan were talking about. They are doing that. Do you feel that you need any State laws that will carry out the recommended management practices that you have?

Mr. WILKINS. Not at the present moment. As I say, the last 10 years—

Mr. JENNINGS. So you do not need additional men for educational purposes out of this \$2,500,000 to increase that to an open end \$5 million? You do not feel you need any of that to encourage properly carrying out these practices?

Mr. WILKINS. Yes. We need the money for—

Mr. JENNINGS. But you do not need any laws?

Mr. WILKINS. I think the way it is set up is very satisfactory, on a voluntary basis.

Mr. JENNINGS. I would have to say I disagree with you on that because after the Federal Government furnishing 50 percent of the money and the State furnishing 50 percent, trying to get these people to put in these practices, assist them in making the recommendations, then the only thing you have is the power of suggestion and education and persuasion to prevent them practicing something that is not in the interest of the State program or the Federal program.

Don't you feel that in some cases where we cooperate on this basis that anything below 8 inches should not be cut, or certainly 6 inches or somewhere down the line; that is, for sawtimber, unless it is going to make pulpwood? That could be cut whenever it is the best.

Mr. HAGAN of Georgia. Will the gentleman yield?

Mr. JENNINGS. Yes.

Mr. HAGAN of Georgia. What are you going to do when a man is about to lose his little farm and a man comes along and tells him, "If you will let me cut it clean, that will pay off the mortgage." How are you going to pass a law to tell this man he cannot clean his whole forest if he wants to?

Mr. JENNINGS. That is where cooperation comes in and we bring in these other loans of Government—Farm Home Administration, Conservation and Extension Service, Vocational Agriculture, ASC,

Area Redevelopment, Rural Redevelopment, Home Demonstration Agency and the others come in. The forester comes in to educate him and persuade him that he should not do that.

Mr. HAGAN of Georgia. Then that will keep him from doing it?

Mr. JENNINGS. To prolong it, not necessarily to tide him over. I definitely feel the States have failed in this responsibility in this field. I feel they have not accepted their responsibilities in this field and maybe this is a good opportunity to help them correct their errors. If we offer this 50 percent to them in order to get them to put up the other 50 percent, maybe we could say, "You should pass State laws that will not permit indiscriminate cutting." I think you will agree that that is certainly a good practice and yet we do not have anything in the way of laws that gives us a return on our investment. Apparently you do not advocate anything.

Mr. McINTIRE. Will you yield?

Mr. JENNINGS. Yes.

Mr. McINTIRE. I think the gentleman is getting over into an area—

Mr. JENNINGS. Of States rights.

Mr. McINTIRE. I was not going to come to that, but getting into an area which is probably an interesting exercise in—

Mr. JENNINGS. Futility.

Mr. McINTIRE. Discussion of responsibilities in the public interest. But I do think you cannot overlook the fact that in getting into this area you are running right straight into the property rights of an individual. Shall we accept the principle of zoning every acre of land in the United States and then making the management of those acres comply with the zoning?

Surely in urban areas we generally accept the idea of zoning as being in the public interest, but if your idea is developed to its ultimate application, it might arrive to the point where a county agent is the responsible person in each county to tell each individual landowner in a farming community what crops he can plant and just where his rose shall grow. I think we have not come to that point yet, and I will lay my bets on the side of the inherent characteristics of American people and their education process that better management and utilization can come about. I think this program is directed on that principle. Too, anyone can go out here and clean cut his woodlands if he chooses to. Denying him the right is a step we have not taken yet, with the exception of those crops which are managed under price stabilization programs, which is another issue entirely; however, outside of that field we still accept the idea that the right to own property in this country is a right inherent in the Constitution subject to some regulations like zoning in urban and metropolitan areas. But we have some rights as to how these acreages shall be managed.

As I say, the point which you raise is an interesting exercise for discussion, but I think if you propose doing anything you have to get back to the basic principle and consider what are to be the tenets and inherent rights of private ownership. This may be to the detriment of public interest in the opinion of someone who does not own the property, but again you have to get back to what are the rights of a property holder. I do not think just because we have an agricultural county agent who may be associated with a program of assistance from

State, Federal, and county sources, and who may be a specialist in marketing, I do not think that the principle should carry through to the proposition that if a person wanted to market a dozen eggs he would have to ask the county agent for permission to do it. I think this is another step which is not inherent in the right of property ownership in this country. There are minor exceptions; that is, particular programs which we worked on a lot in this committee relating to production management, in the interest of income stabilization. The other exceptions are the planned patterns of urban and metropolitan development.

Mr. JENNINGS. Is the gentleman through?

Mr. McINTIRE. Yes. I do not expect to revise the record on that point.

Mr. JENNINGS. Let me just make this comment on his point: Certainly if you would carry it on to the point that he was talking about, it would be rather far fetched, but I see nothing wrong with this being a voluntary program and the voluntary part should come at the time they accept the service in the beginning rather than after the fact. It is not something new in agriculture. You are doing it in the conservation program. You agree at the time you get Federal aid to build a farm pond that you are going to build it in such a manner and use it in such a way as it will benefit not only the farmer, but the moneys will be wisely expended. You are entering into a contract at the beginning in which you agree that you will do certain things. You enter into a contract on conservation, on diverted acres, on the soil bank, on the acreage reserve program, and I just contend that this is something that should be voluntary but when the man volunteers to go into the program he should volunteer that he is going to carry out the program and give something in return for the moneys that are expended. It should be a contractual obligation on both parts, that you are going to make a contract with the man and say, "We will provide you with what we say we will provide in the way of services and in return you are voluntarily accepting that contract to do certain things including proper cutting and management.

"You are going to do something in return. You are going to manage these lands in such a manner as to give the public, who is providing the moneys for these managements, a certain remuneration for the services involved."

It is a voluntary cooperation. It is not encroaching upon individual liberties and property rights. It is, I repeat, on a voluntary contractual relationship. That is what I say should be done. I think these States certainly should pass some legislation that would provide for the benefits of the taxpaying public that are giving the moneys for these programs. I do not think we have any in my own State of Virginia. I think after George Dean and his associates go out there and help these people, if they want to, they can just, denude the property and start back again with the assistance of your management.

I want to reiterate that I think from the national standpoint, from the National Forest Service and from the State forest service, that this is probably the best program of cooperation we could possibly point to. Not for a minute do I want to leave the impression that I am opposed to this Federal-State cooperation. I just want it to be a little more of a two-way rather than a one-way street. I think it is

needed badly in all the States. I still think the State should accept some responsibility. I believe if you can get the State forester off to one side to talk to you, you will agree to it privately, whether you agree to it publicly or not.

Mr. GRANT. I will say to the witness that is a pretty long question. I do not believe we will have the time to have an answer.

Mr. HAGAN of Georgia. I certainly do not want to take any more time but in connection with what the gentleman from Virginia has said, I think what he is advocating will in time probably come after the agencies, as represented here, do a wonderful job similar to what they have done in the past in a number of instances, and I think of the forest fires, for instance. I can remember when it was a common practice to burn woods, your own woods and everyone else's woods. I can remember these Government men putting it on movies and everything. They finally educated our people to the fact that it was stupid on their part to burn woods and finally you have seen it come around to where it is against the State laws to burn woods.

Mr. JENNINGS. That is not encroachment on individual property rights, to prevent a man from burning his forest, is it?

Mr. HAGAN of Georgia. By the same token, he ought to have the right to burn off what he wants to but he has been educated because of the plugging that these boys have done until he finally became educated to the fact that that was a terrible thing for the general economy.

(The following statement was also submitted to the subcommittee:)

STATEMENT OF HON. HAROLD T. JOHNSON, A REPRESENTATIVE IN CONGRESS FROM
THE STATE OF CALIFORNIA

Mr. Chairman, I would like to speak for a moment in favor of the bills which you now have under consideration, H.R. 9728 and H.R. 9953, which would provide some much needed amendments to our cooperative Forest Management Act.

In California we have some fine national forests and we also have some excellent State and private woodland. In fact, in California about half of the woodland is State and private. This is one of our most valuable resources and we are anxious to do everything possible to increase its contribution to the local economy.

The importance of the private timberlands to our natural resource program was stressed most effectively March 1 of this year by President Kennedy in his conservation message to the Congress. I would like to quote this message.

"For an effective national timber resources conservation effort, however, we must depend upon the quarter-billion acres of private timberlands, consisting primarily of small tracts in more than 4 million ownerships.

"Improved timber management practice on these small tracts is difficult because of such problems as nonresident ownership, short tenure, owner's lack of knowledge or interest in forestry, limited economic incentives, and the inefficient size of forest units. Existing technical and financial assistance programs have proven inadequate, and I have therefore directed the Secretary of Agriculture to intensify the efforts of his Department to develop a program for improving the management of these small forests."

One of the best ways to improve this resource is to provide the technical assistance to small woodland owners and timber processors which is made possible by the Cooperative Forest Management Act of 1950. This act, as you know, provides for a cooperative agreement between the State forest service and the Federal Forest Service. The States administer the program while the Forest Service provides financial aid, appropriate inspections, and assists in training and the development of new techniques. The States employ the farm or service foresters who are the men on the ground working with the small woodland owners and loggers in forest management and utilization.

Nationwide, I have been told, we have a big problem in trying to reach 4½ million small woodland owners. While these small woodland owners—three-

fourths of whom are farmers—individually have only relatively small tracts, in the aggregate they add up to some 265 million acres—more than three times the commercial forest land in our national forests. From a national standpoint I submit this is an important segment of our valuable forest resources.

In California this year the State put up \$67,493 and the Federal Government contributed \$39,700. We wish that we could be matched 50-50 as intended by the act, but there wasn't enough Federal money. For 2 years now the Forest Service has been operating at the maximum authorized by the act, \$2½ million. The bills which you are considering would make it possible for the Congress to provide up to \$5 million which would, of course, help the Forest Service match the States, and result in more assistance to small woodland owners.

Looking into the record I find that when legislation was considered in 1949 as a replacement for the old Norris-Doxey Act, a total of 28 different bills were introduced, there were 27 personal appearances by Congressmen and Senators—both Democrats and Republicans—and there were 58 statements in favor of those bills. My only point in mentioning this is that farm forestry has always been a bipartisan activity. I commend you for considering doubling the authorization for Federal appropriations for this worthwhile activity. We have only 10 farm foresters in the State of California and about 650 through the Nation but we hope within the next year or two we can at least double the numbers of these helpful technicians. Your favorable consideration of these bills is the first step in this direction.

Gentlemen, I thank you for your consideration.

MR. GRANT. There is a quorum call. Thank you so much.

I believe this takes care of the testimony on H.R. 9728 and related bills. Tomorrow we have four more bills. We hoped we might continue today, but we will have to postpone that until tomorrow. The committee will adjourn until 10 o'clock tomorrow morning.

Thank you.

(Whereupon, at 12:20 p.m., the committee adjourned to reconvene at 10 a.m., Wednesday, July 25, 1962.)

MISCELLANEOUS FOREST LEGISLATION

WEDNESDAY, JULY 25, 1962

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON FORESTS OF THE
COMMITTEE ON AGRICULTURE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10 a.m., room 1310, New House Office Building, Hon. George Grant (chairman) presiding.

Present: Representatives Grant, McMillan, Matthews, Harding, Hagan of Georgia, McIntire, and Short.

Also present: Christine Gallagher, clerk.

Mr. GRANT. The committee will come to order, please.

We have set down for hearing this morning H.R. 12434 and related bills.

(H.R. 12434 and the Department of Agriculture report follow:)

[H.R. 12434, 87th Cong., 2d sess.]

A BILL To facilitate the work of the Forest Service, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That purchasers of national forest timber products may be required by the Secretary of Agriculture to deposit the estimated cost to the United States of erosion control work necessitated by their operations, such deposits to be covered into the Treasury and constitute a fund to be available for such work until expended: *Provided,* That any deposits in excess of the amount expended for such erosion control work shall be transferred to miscellaneous receipts, national forests fund, to be credited to the receipts of the year in which such transfer is made.

SEC. 2. Where lands under the jurisdiction of the Forest Service have been acquired and are being administered under laws which contain no provision for their exchange, the Secretary of Agriculture may convey such lands and in exchange therefor may accept on behalf of the United States title to any lands which in his opinion are suitable for use in connection with activities of the Forest Service. The value of the lands so conveyed by the Secretary of Agriculture shall not exceed the value of the lands accepted by him.

SEC. 3. The Act of July 8, 1943 (57 Stat. 388), as amended (5 U.S.C. 567), is further amended by striking out the words "within twenty years."

SEC. 4. Not to exceed \$35,000 annually of funds available to the Forest Service may be expended for providing recreation facilities, equipment, and services for use by employees of the Service located at isolated situations and, where deemed to be in the public interest, by members of the immediate families of such employees.

SEC. 5. The Act of June 11, 1906 (34 Stat. 233), as amended and supplemented (16 U.S.C. 506-508, 509), is hereby repealed.

SEC. 6. The provision of the Act of August 10, 1912 (37 Stat. 269, 287), which reads, "That the Secretary of Agriculture, under such rules and regulations as he shall establish, is hereby authorized and directed to sell at actual cost, to homestead settlers and farmers, for their domestic use, the mature, dead, and down timber in national forests, but it is not the intent of this provision to restrict the authority of the Secretary of Agriculture to permit the free use of timber as provided in the Act of June fourth, eighteen hundred and ninety-seven" is repealed.

SEC. 7. The Act of June 4, 1897 (30 Stat. 11, 35; 16 U.S.C. 551) is amended by deleting from the second full paragraph on page 35 the portion thereof reading "as is provided for in the Act of June fourth, eighteen hundred and eighty-eight, amending section fifty-three hundred and eighty-eight of the Revised Statutes of the United States" and inserting in lieu thereof "by a fine of not more than \$500 or imprisonment for not more than six months, or both."

Section 32(f) of the Act of July 22, 1937 (50 Stat. 526; 7 U.S.C. 1011(f)) is amended to make the last sentence thereof read as follows: "Any violation of such rules and regulations shall be punished by a fine of not more than \$500 or imprisonment for not more than six months, or both."

SEC. 8. Section 2 of the Act of May 27, 1930 (46 Stat. 387; 16 U.S.C. 574) is amended by changing the amount in the proviso from \$500 to \$2,500.

SEC. 9. Funds available to the Forest Service shall be available for expenses of, or payment of assessment for, construction of sidewalks, curbs, or street paving along the boundary of Government-owned residential or otherwise improved lots.

SEC. 10. Section 13 of the Department of Agriculture Organic Act of 1956 (70 Stat. 1034; 15 U.S.C. 579b) is hereby amended by deleting from the second sentence thereof the comma after the word "assets" and the words "but such capitalization shall not exceed \$25,000,000."

SEC. 11. The Secretary of Agriculture is authorized under such regulations as he may prescribe, to issue permits for terms not in excess of fifty years, for the production of natural steam from National Forest or other lands under the jurisdiction of the Forest Service, and for the utilization of such steam on such land or for removal of it therefrom, and for the use and occupation of so much of such land as may be needed for such purposes.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., April 20, 1962.

HON. JOHN W. MCCORMACK,
Speaker of the House of Representatives.

DEAR MR. SPEAKER: Enclosed for the consideration of the Congress is a draft bill to facilitate the work of the Forest Service, and for other purposes.

This Department recommends enactment of the draft bill.

The draft bill would provide authority which we believe is needed to more efficiently and effectively administer Forest Service programs. The several sections of the bill are independent and each would provide specific authority which would facilitate the administration of Forest Service programs.

The draft bill would—

(1) Authorize the Secretary of Agriculture to require deposits from purchasers of national forest timber products for erosion control work.

(2) Authorize the Secretary of Agriculture to exchange lands under the jurisdiction of the Forest Service for which no exchange authority exists.

(3) Remove the 20-year limitation on the authority of the Secretary of Agriculture to re-vest in rightful owners by quitclaim deed title to lands under his administration where it has been found that such title is legally insufficient for the purposes for which the land was acquired or that it was acquired through mistake, misunderstanding, error, or inadvertence.

(4) Authorize the Secretary of Agriculture to provide recreation facilities, equipment, and services for certain employees of the Forest Service located at isolated situations as an aid to improving and maintaining employee morale, safety, welfare, physical conditions, and work production. Authorize for this purpose use of not to exceed \$35,000 annually of funds available to the Forest Service.

(5) Repeal the Forest Homestead Act which authorizes and directs the Secretary of Agriculture to classify national forest lands chiefly valuable for agriculture and which may be occupied for agricultural purposes without injury to the national forest and which are not needed for public purposes and to list them with the Secretary of the Interior for homestead entry.

(6) Repeal the provision of the act of August 10, 1912, which authorizes and directs the Secretary of Agriculture "to sell at actual cost, to homestead settlers and farmers, for their domestic use, the mature, dead, and down timber in national forests."

(7) Reduce the penalty for violation of regulations of Secretary of Agriculture with respect to protection and use of national forests and national grasslands to make such violations punishable as a petty offense.

(8) Increase from \$500 to a maximum of \$2,500 the authorization of the Secretary of Agriculture to reimburse owners of private property for damage or destruction to their property caused by nonnegligent action of Federal employees in connection with the protection, administration, or improvement of the national forests.

(9) Authorize the use of Forest Service funds to pay expenses of or assessments for, construction of sidewalks, curbs, or street paving along the boundary of Government-owned residential lots.

(10) Remove from section 13 of the Department of Agriculture Organic Act of August 3, 1956, the limitation on the amount of capitalization in the Forest Service working capital fund.

(11) Authorize the Secretary of Agriculture to permit the production and use of natural steam on national forest and other lands under the jurisdiction of the Forest Service.

Attached to the draft bill are statements explaining the purposes of each of the sections in the draft bill.

A similar letter is being sent to the President of the Senate.

The Bureau of the Budget advises that there is no objection to the submission of this proposed legislation to the Congress for its consideration.

Sincerely yours,

ORVILLE L. FREEMAN.

(The draft bill referred to above is identical to the bill, H.R. 12434, supra.)

SUMMARY AND JUSTIFICATION OF PROVISIONS OF DRAFT BILL

SECTION 1

Authorize the Secretary of Agriculture to require deposits from purchasers of national forest timber products for erosion control work.

Logging operations and other operations for the harvesting and removal of national forest timber products are a recognized cause of soil erosion. Contracts for the sale of timber may contain provisions to prevent improper practices which might lead to undue soil erosion. Such contracts may also require the purchaser to take steps to minimize the impacts of logging and other operations which may lead to soil erosion. These include seeding grasses; constructing barriers to waterflow in temporary truck roads, tractor roads, and log-skidding roads; and removing debris from natural drainage channels. The cost of soil erosion prevention work is estimated and allowed as an operating cost in appraising the timber or other products for sale. In order for some of the erosion control measures to be fully effective the maintenance of erosion control structures must be continued for several years after completion of the logging or other operations and until the disturbed areas become stabilized. However, it is not practicable or desirable to keep the sale contract in effect during the post-sale stabilization period.

Under present authority purchasers may voluntarily deposit funds and let the Forest Service perform the work. This enables the work to be completed after the sale is closed. However, unless the purchaser elects to make deposits, there is no practicable means to have the purchaser perform the post-sale stabilization work.

Authority to require purchasers to make deposits into a fund for erosion control work would assure the effective completion of such work and particularly the part that needs to be accomplished after the sale is closed.

Inasmuch as the estimated cost of doing the erosion control work is allowed as an operating cost in the appraisal, any excess of such required deposits over and above the actual cost of doing the work should be transferred to the national forests fund.

SECTION 2

Authorize the Secretary of Agriculture to exchange lands under the jurisdiction of the Forest Service for which no exchange authority exists.

The Forest Service has many tracts of land largely located outside of national forest boundaries which have been acquired under the act of March 3, 1925 (43 Stat. 1133; 16 U.S.C. 555) as amended by section 13 of the act of April

24, 1950 (64 Stat. 82) and several emergency relief acts of the 1930's. These lands are not exchangeable under present laws. Due to the pattern of settlement and development or to changing administrative and resource management needs, development of some of these tracts is not necessary or desirable although a site in another location may be badly needed. Opportunities arise to exchange these lands for tracts better suited for administrative use or for private lands within the national forests suitable for national forest purposes. Eight special laws have been enacted since 1949 authorizing exchange of such tracts. Additional cases are expected to develop. General authority for the Secretary of Agriculture to exchange these lands will avoid the cost and work involved in enacting special legislation to consummate each individual exchange.

SECTION 3

Remove the 20-year limitation on the authority of the Secretary of Agriculture to revest in rightful owners by quitclaim deed title to lands under his administration where it has been found that such title is legally insufficient for the purposes for which the land was acquired or that it was acquired through mistake, misunderstanding, error, or inadvertence.

The Department has acquired large acreages of land for national forests, land utilization and conservation projects, and other purposes. A large part of these acquisitions were made during and since the 1930's. Despite the care that was taken, typographical error, erroneous surveys, and mistakes in abstracting resulted in certain cases in the Government acquiring title or color of title it did not intend to take. The 1943 act permits the Secretary of Agriculture to make title adjustments in these cases. A 10-year limitation from the date of acquisition was originally imposed by the act. In many cases, the need to make such adjustments did not become known until after the 10-year period had expired. To permit action on these additional cases, Congress increased the time limit to 20 years by an amendment in 1952 (66 Stat. 11).

In the light of the then existing conditions, it was thought that most cases requiring such title adjustments would develop and be cleared within the authorized 20-year period because the major acquisition programs were conducted in the 1930's and 1940's. Since 1952, title adjustments have been made in 206 cases involving 2,428 acres. Of these, 139 cases involving 1,478 acres have been developed and closed within the last 5 fiscal years.

Over 100 cases have been found in which title adjustments should be made but in which action is barred because the 20-year period has expired. It is known that this number will be increased materially as national forest landline survey and marking programs progress, and more intensive utilization of national forest lands is established. In addition to the accelerated program of landline location, surveys in connection with road construction and timber sale projects are disclosing claims to and disputes over landownership that have not heretofore developed because adjoining landowners have had no occasion to question the location of their property lines or those of the Government. In some of these disputes, it probably will develop that title adjustments are necessary.

To facilitate equitable and prompt adjustment of these cases when they arise, with due regard for the interests of the claimant and the Government, the Secretary of Agriculture should have authority to make such adjustments as are found justified regardless of the lapse of time between acquisition of a tract by the Government and discovery of the error.

SECTION 4

Authorize the Secretary of Agriculture to provide recreation facilities, equipment, and services for certain employes of the Forest Service located at isolated situations as an aid to improving and maintaining employe morale, safety, welfare, physical condition, and work production. Authorize for this purpose use of not to exceed \$35,000 annually of funds available to the Forest Service.

In the protection and management of the national forests, the Forest Service maintains many permanent and temporary work centers which employ from 10 to 150 employees each. The work centers are generally isolated from established recreation facilities by distance, lack of transportation, or because of job requirements which restrict employees to the work center area during normal recreation periods. The authority would permit the Forest Service to provide minimum recreation facilities and opportunity for its employees consistent with

the degree of isolation and permanence of the individual work centers. At temporary work centers or tent camps recreation equipment would be limited to the kind which would require inexpensive facilities for use, such as softball, volleyball, badminton, and horseshoes. In addition, a recreation tent or room would be provided. It would be equipped with small games such as chess and checkers, writing facilities, a few selected books and quality magazines, and radio and television if electricity is available.

As permanent work centers all of the above equipment and facilities would normally be provided plus a modest combination tennis, volleyball, badminton, basketball court, and an improved softball field.

Transportation for recreation trips for isolated crews and for families in isolated places such as Alaska would be provided. The benefits to employee morale, safety, physical condition, and work production have long been recognized by the armed services and private industry. In recognition of the worth of these benefits the armed services and leading private industry have provided recreation equipment, facilities, and services for their people. The isolated situation of some Forest Service work centers may closely parallel that of a military base on a Pacific island.

Of the 31,000 peak season Forest Service employees it is estimated about 6,000 of the temporary or seasonal employees work in isolated situations that need provisions for recreation. A large percentage of these employees are young men just out of high school or college students. For many, this is their first real job and their first time away from home. An essential measure in developing and maintaining high morale and work performance is to channel their energies during leisure hours into healthful recreation pursuits. A small investment in their safety and physical condition will yield higher morale and increased work performance for the Forest Service today and to the Nation tomorrow.

SECTION 5 (REPEAL OF THE ACT OF JUNE 11, 1906 (34 STAT. 233), AS AMENDED AND SUPPLEMENTED (16 U.S.C. 506-508, 509))

Repeal the Forest Homestead Act which authorizes and directs the Secretary of Agriculture to classify national forest lands chiefly valuable for agriculture and which may be occupied for agricultural purposes without injury to the national forest and which are not needed for public purposes and to list them with the Secretary of the Interior for homestead entry.

The Forest Homestead Act was enacted in response to public demand that reserved public domain lands suitable for farming in the national forests to be made available for homesteading. In response to the act, the national forests were systematically examined, largely from 1906 to 1919, and lands having possibilities for agricultural use so classified and listed. Some 21,000 tracts covering 2 million acres were listed. Some listed lands subsequently were found clearly not suited to agriculture and were withdrawn, but the majority were entered and patented. During the same period, areas embracing over 29 million acres were eliminated from the national forests, thus making the public lands within their areas available for entry under other appropriate laws if suitable. There now remain no lands listed for homestead entry in the national forests, except a small acreage in Alaska which have remained unentered for years.

Lands listable under the June 11, 1906, act criteria have been made available and patented. The Forest Homestead Act has served its purpose and its continuance is unnecessary. Its continued existence, however, leads to occasional demands for classification of lands by people who desire to obtain national forest lands for private use. These requests must be investigated in detail, with consequent cost in time and money. Repeal of the law therefore is recommended.

SECTION 6 (REPEAL OF A PROVISION OF THE ACT OF AUGUST 10, 1912 (37 STAT. 269, 287))

Repeal the provision of the act of August 10, 1912, which authorizes and directs the Secretary of Agriculture "to sell at actual cost to homestead settlers and farmers, for their domestic use, the mature, dead, and down timber in national forests."

The provision was enacted at a time of relatively low economic activity contrasted to the present, and it was a time when the Government was seeking to encourage settlement of the West. National forest timber made available by this means helped homesteaders and settlers get established. Other markets

and uses for the timber were very limited, and in many localities totally non-existent.

Circumstances warranting the provision are now largely eliminated. The West is no longer an undeveloped agricultural frontier. Modern farming calls for the use of processed forest products in specialty form now readily available on the market. Sharp competition for national forest timber has now developed and it is both impracticable and costly to administer the provision as originally intended. It is increasingly difficult to distinguish between qualified settlers or farmers and such people as dude ranchers, summer-home residents, and suburban gardeners. There is uncertainty as to whether corporations and associations qualify. The Government is placed in the position of assuring that timber so sold is used for domestic purposes.

Elimination of the provision would not affect the discretionary authority of the Secretary to permit free use of national forest timber by bona fide settlers, miners, residents, and prospectors for firewood, fencing, buildings, mining, prospecting, and other domestic purposes.

SECTION 7

Reduce penalty for violation of regulations of Secretary of Agriculture with respect to protection and use of national forests and national grasslands to make such violations punishable as a petty offense.

At the present time, violations of the rule and regulations of the Secretary of Agriculture with respect to the use and occupancy of the national forests and national grasslands are punishable by a fine of not more than \$500 or imprisonment for not more than 1 year, or both. The Federal Government has proprietary jurisdiction over the national forests and national grasslands. U.S. Commissioners, under certain circumstances, may try and sentence persons committing petty offenses in places over which the United States has exclusive or concurrent jurisdiction.

There is now before the Congress legislation which would authorize U.S. Commissioners specially designated for that purpose to try and sentence persons committing petty offenses in any place over which the United States has any form of jurisdiction.

Experience has shown that enforcement of the regulations for the protection and occupancy of the national forests and national grasslands would be greatly facilitated if the persons violating such regulations could be taken before U.S. Commissioners for trial and sentence, rather than having them tried in the U.S. District Courts, whose dockets are already overcrowded with other matters.

A petty offense is defined as one for which the penalty is not to exceed 6 months' imprisonment or a fine of not more than \$500, or both. Thus, it is necessary that the penalty for violations of the rules and regulations of the Secretary with respect to the national forests and national grasslands be reduced to make such violations a petty offense if the legislation to enlarge the jurisdiction of U.S. Commissioners is to be of benefit in the administration of the national forests and national grasslands.

SECTION 8

Increase from \$500 to a maximum of \$2,500 the authorization of the Secretary of Agriculture to reimburse owners of private property for damage or destruction to their property caused by nonnegligent action of Federal employees in connection with the protection, administration, or improvement of the national forests.

The Secretary of Agriculture has authority under the 1930 act to reimburse owners of property for damages up to \$500 caused by employees of the United States in connection with the protection, administration, or improvement of the national forests. This authority has no application to damage caused through negligence. Values of real and personal property have increased considerably since the enactment of the reimbursement authority in 1930. Likewise, the costs of labor and materials for repair of damages to property have increased to several times the costs in 1930. The Congress has recognized these increased values and costs in the Tort Claims Act of June 25, 1948, as amended (62 Stat. 982), and the act of January 31, 1931, as amended (16 U.S.C. 502) by increasing the dollar limitation on settlement authorization to \$2,500.

While the majority of claims arising from damage to private property are handled under these two acts, each year we have several claims to process under the Nonnegligence Claims Act of May 27, 1930. It is important that this act be amended to be consistent with the settlement authorization limitations of other acts, and to facilitate prompt settlement of claims for payment of damages involving nonnegligent action.

SECTION 9

Authorize the use of Forest Service funds to pay expenses of, or assessments for, construction of sidewalks, curbs, or street paving along the boundary of Government-owned residential lots.

In recent years the Forest Service has been constructing, annually, from 75 to 100 dwellings for key personnel. Many of these units are being constructed in towns and cities on individual lots purchased by the Government. Selected lots for such purposes are usually located in scattered, individual locations throughout residential areas of towns and cities where sidewalks, curbs, and street paving are normally installed in front of all lots. These improvements generally are built by the city and financed by assessment of adjoining owners. There is no present authority for the Federal Government to pay its share of the costs. As a result, we have residences in many towns where these improvements are installed in front of all lots on a street except the one held by the Forest Service. This results in short gaps in street paving, sidewalks, and curbs that are unsightly and detract from the neighborhood. In other instances, the Federal Government's normal share of the costs is borne by the other property owners.

The authority to meet this problem will permit the Forest Service to redeem its civic duty as any property owner or "neighbor" would be expected to do—to improve its property in line with other property on the street or block and to bear its proper share of improvements that directly benefits its property.

SECTION 10

Remove from section 13 of the Department of Agriculture Organic Act of August 3, 1956, the limitation on the amount of capitalization in the Forest Service working capital fund.

The working capital fund is a revolving fund set up to furnish equipment and supply services to Forest Service programs. Program expansion requiring increases in motorized equipment such as trucks, tractors, graders, air fleets, and expansions and additions of three nurseries consequently requires increased capitalization in this fund. Measured in terms of appropriations, program expansion in the past 5 years has been more than 60 percent. Capitalization in the working capital fund necessarily has increased accordingly to take care of this expansion. Projections indicate that total capitalization resulting from program expansion will soon approach the point where it cannot remain within the present \$25 million limitation.

The fund was originally established to provide a practicable method of financing and accounting for the various service operations that are necessary to serve, concurrently, the program of fire protection, timber utilization, construction and maintenance of roads and other improvements, reforestation, watershed, forest research, and other conservation activities of the Forest Service. It facilitates the work of the Forest Service by providing an orderly method of distributing costs of these service operations equitably between the various programs.

Since the Working Capital Fund is a facilitating device in connection with equipment and supply services, the amount of capitalization in the fund is almost wholly dependent upon the size of the Forest Service programs. Control over the size of such programs is exercised through the appropriation process. This, in effect, provides control on the size of the working capital fund.

Elimination of the capitalization limitation would permit the Forest Service to capitalize and operate, under the working capital fund, additional equipment purchased from appropriated funds, or obtained from surplus Government sources at no cost as the needs of expanded programs dictate.

SECTION 11

Authorize the Secretary of Agriculture to permit the production and use of natural steam on national forest and other lands under the jurisdiction of the Forest Service.

The Secretary of Agriculture does not now have the authority to permit the production and use of natural steam from national forest or other land under the jurisdiction of the Forest Service. Natural steam is not subject to disposition under the mineral leasing laws.

The Forest Service has been requested to grant permission to drill for natural steam to be used in the generation of electric power for commercial or industrial use. The prospective applicant has been operating a pilot plant which utilizes steam, produced from private land, in the vicinity of the proposed permit area.

Development and utilization of this resource, under such terms and conditions as are found necessary, would be consistent with resource management of lands under the jurisdiction of the Forest Service. The applicant is unwilling to make the necessary investments without securing adequate protection of tenure.

Mr. GRANT. Our first witness this morning is Mr. Reynolds Florance.

I believe you have been patiently waiting for this moment and we will be glad to hear from you now.

**STATEMENT OF REYNOLDS FLORANCE, DIRECTOR, DIVISION OF
LEGISLATIVE REPORTING AND LIAISON, FOREST SERVICE, U.S.
DEPARTMENT OF AGRICULTURE**

Mr. FLORANCE. Thank you, Mr. Chairman and members of the committee.

My name is Reynolds Florance and I am Director of the Division of Legislative Reporting and Liaison, Forest Service, U.S. Department of Agriculture.

H.R. 12434 is a bill to facilitate the work of the Forest Service and for other purposes.

There was transmitted to the Congress by executive communication dated April 20, 1962, from the Secretary of Agriculture a draft bill which was introduced as H.R. 12434. It contains 11 separate and distinct sections which actually are unrelated to each other.

It is a bill, as its title indicates, designed to facilitate the work of the Forest Service. The letter from the Secretary had attached to it, in addition to the draft bill, a summary and justification of the provisions of the draft bill.

I will not undertake to go into great detail on each of the sections because of the number of bills the committee has for consideration this morning, but I will touch briefly on each of the sections in order.

Section 1 of the bill would authorize the Secretary of Agriculture to require deposits from purchasers of national forest timber products for erosion control work.

At the present time the Secretary of Agriculture has authority in connection with the sale of timber and other products from the national forests to require the purchasers to do certain erosion control work in connection with, and as a part of, their operations.

This section would not enlarge the authority of the Secretary to require such work to be done. The only thing that it would do would be to enable the Secretary to require the purchasers to make deposits with the Forest Service which would then be available to the Forest Service to perform the work.

At the present time there is authority for the Forest Service to receive deposits from purchasers of timber to perform this type of work and to use the moneys for that purpose.

The distinction is that this bill would enable the Secretary to require these deposits to be made. One of the basic reasons for this section is that in order for the erosion control work to be performed effectively a certain amount of it needs to be done after the normal timber sale operations are completed. At the present time it is inconvenient in many cases for the operator to have to go back into the sale area and perform this type of work after the sale is closed.

This would enable the Secretary to have that work performed through the Forest Service and thus be convenient to both the Forest Service and the operator.

Mr. Chairman, I can proceed to discuss each section, or all of the sections in order. However, you may want to ask questions, if you have some, about each section as we complete it.

Mr. McINTIRE. Mr. Chairman?

Mr. GRANT. Yes, sir.

Mr. McINTIRE. I do have a question on this point.

In order that we might have it in the record, it might be well to take these individually.

When a tract of timber is opened up and bids are taken on it, are the specifications from which an interested party is bidding such that they set forth the requirement of erosion control?

Mr. FLORANCE. Yes, sir; those are included in the prospectus for the timber sale so that at the present time the operator who may be a prospective bidder on the sale knows at the time he makes his bid, the nature and quantity of work for erosion control that he must perform in connection with that timber sale.

Mr. McINTIRE. In the bid specifications, is he required to separate this from other factors on which he is basing his bid price, the erosion control for stumpage? Is that an item he is putting in his bid and do the bid specifications require this item be identified from other items?

Mr. FLORANCE. At the present time, this item is not included in either the stumpage payments or the required deposits. Actually, the bidder must consider this as a cost which he must bear in the same manner as the cost of hauling the logs from the woods to his mill.

Mr. McINTIRE. The specifications might also set forth that he is to construct access roads to the timber according to the specifications in a manner satisfactory to the Forest Service?

Mr. FLORANCE. That is correct.

Mr. McINTIRE. What I am trying to develop for the record is the fact that this provision you are asking for here is that deposits be required and these deposits are to cover erosion control work.

How does the bidder know, in dollars and cents, what this is going to be and when does he know it? Is there any possibility of a retroactive assessment after the operation is closed?

I think the record ought to be clear on this, Mr. Florance, just how this is intended to be administered.

Mr. FLORANCE. Yes, sir.

Upon the enactment of this section, the amount of deposit for this type of work would be specified in the timber sale prospectus. He would know the amount of deposit he would be required to make.

When that deposit is made, except in those instances where the timber sale contract may provide for adjustments in stumpage rates and other items, where the contract extends for more than a 3-year period, we usually have that type of provision in our contracts.

Except in those cases, he would not be required to deposit any more than the amount specified in the timber sale prospectus.

Mr. McINTIRE. This might be less than the total cost of doing this control work? Is it intended the deposit will be equivalent to what is estimated as the cost of that operation?

Mr. FLORANCE. It is intended that the deposit will be equivalent to what is estimated as the cost. At the present time that estimated cost is allowed as an operating cost in the appraisal of the timber.

That same thing would be true except that instead of the purchaser performing the work himself he would make the deposit with which the Forest Service would perform that same work. The amount he would deposit would be the amount specified in the timber sale prospectus or invitation for bid.

That would be the same amount as was calculated in the timber sale appraisal.

Mr. McINTIRE. Would it be the policy of the Forest Service to expect that he might work out these practices and his deposit might be returned to him?

Mr. FLORANCE. Under this language the authority to require these deposits is a discretionary authority. It does not necessarily follow that the deposit would be required in all cases. In some cases, the sale offering might specify the work to be done and indicate that the operator may do that work himself, but if the deposits are required, then he would not perform that work. The Forest Service would perform it.

Mr. McINTIRE. Then you are saying that when a deposit is required, it is anticipated that the Forest Service will perform the erosion control work and this is simply compensation to them for doing that?

Mr. FLORANCE. That is right.

Mr. McINTIRE. If the cost is any less than the deposit, what is the policy in that regard?

Also, for the record, would you comment on what would be the situation if a deposit was required? What would be the situation if the Forest Service found that the cost of doing the work, as specified in the contract, exceeded the deposit? What is the situation there? I think the record ought to be clear as to what the policy is to be.

Mr. FLORANCE. In the latter case, if the estimate of cost is low and the actual cost of performing the work is more than the estimated amount, that additional cost would not be charged back against the operator. By the same token, if the actual cost of performing the work was less than the estimated cost, then the difference, under the language of the bill, would be transferred to miscellaneous receipts. Of course, the reason for each of those situations is that the amount of the deposit will be the same as the estimate allowed in timber appraisals for that particular work.

Mr. McINTIRE. You are not concerned that these estimates might turn out to run a little on the plus side most of the time and covering the balances in there?

Mr. FLORANCE. No, sir. I do not think that would happen. I think the estimates would be reasonably accurate.

Mr. McINTIRE. I am sure they would be intended to be but there is this problem and this is bound to arise.

Mr. FLORANCE. That is right. There is always a chance for some margin of error in either case. The amount that would be deposited would be the same as the estimate allowed in the timber appraisal. The operator would not be expected to make additional deposits over and above those that he has made in accordance with the timber sale contract.

Mr. McINTIRE. The Forest Service is requesting this authority, I assume, because they do find from experience that the performance of these erosion practices under a contract in which the purchaser does this work results in this work not being done in the period they anticipated; hence, there is a need for the Forest Service to carry out the erosion control work? This request is predicated on the fact that there is some degree of problem there and through these deposits they are assured that funds are adequate and the work would be done?

Mr. FLORANCE. That is correct. In many instances, the erosion control work can most efficiently and effectively be performed after the sale. If you require the purchaser to perform that work after the logging operations are concluded it means that he has to go back in, perhaps months later, after he has already completed his woods work, and move to another location.

Mr. McINTIRE. The amount of erosion control work necessary, I suppose, varies widely because of topography and the characteristics of the stand and the logging operations?

Mr. FLORANCE. That is correct.

Mr. McINTIRE. Where the road goes in, where the cut is being made—these are factors. Then there is yarding and the bringing in of the logs to a central loading point and the resultant exposure of the slope from that kind of an operation; therefore, every sale has its individual characteristics in this regard?

Mr. FLORANCE. That is correct.

Mr. McINTIRE. That is all. Thank you very much.

Mr. GRANT. Is it not six of one and half a dozen of the other, regardless of the manner in which it is handled, that in the final analysis the Forest Service would continue to get about the same revenue from this? What I am attempting to say is that if this work is performed by the Forest Service itself, the net profit to those who bought the timber would be approximately the same?

Mr. FLORANCE. That is correct.

Mr. GRANT. It would give you more uniformity, you might say, in looking after this than would be the case otherwise? He would know what to expect over a period of years?

Mr. FLORANCE. That is right. In this manner the cost of the work would be deposited with the Forest Service whereas if the work is performed by the operator he bears the cost directly himself. The cost in effect, for all practical purposes, is the same.

Mr. GRANT. Continue.

Mr. FLORANCE. Section 2 of the bill would authorize the Secretary to exchange lands under the jurisdiction of the Forest Service for which no exchange authority presently exists. There are certain lands which are under the jurisdiction of the Forest Service, mainly those acquired under the Administrative Site Act of 1925, or under one of

the Emergency Relief Acts of the middle 1930's, for which, at the present time, no exchange authority exists.

This situation is not generally true as to the Forest Service lands. For instance, the national forest lands withdrawn from the public domain are subject to the General Exchange Act of 1922 and the acquired national forest lands, those acquired under and subject to the Weeks law of 1911, are subject to the exchange provisions of that act.

These lands we are referring to here are mainly those outside the national forests boundary and, in most instances, are the ones which have been acquired to meet administrative site needs. In some of those instances, the site can still serve its purpose but not as effectively as another site might.

This section would enable the Secretary to exchange those lands in such circumstances.

Mr. SHORT. Mr. Chairman?

Mr. GRANT. Yes.

Mr. SHORT. Would this suggested authority for exchanging lands apply to lands that were acquired under the Bankhead-Jones Farm Tenant Act and now administered by the Forest Service?

They are subject to a mechanism for exchange now?

Mr. FLORANCE. That is correct. There is exchange authority with reference to those lands at the present time.

Mr. SHORT. This provision in this suggested law is not directed at those lands?

Mr. FLORANCE. This provision is directed only at those lands for which no present exchange authority exists. It does not supersede or replace the exchange authority as to the national grasslands or other lands administered under title III of the Bankhead-Jones Farm Tenant Act, or to either the acquired Weeks law national forest lands, or the national forest lands withdrawn from the public domain.

Section 3 of the bill would remove the 20-year limitation on the authority of the Secretary of Agriculture to revest in rightful owners by quitclaim deed title to lands under his jurisdiction where it has been found that such title or color of title is legally insufficient for the purpose for which the lands were acquired, or that it was acquired through mistake, misunderstanding, error, or inadvertence.

The act of July 8, 1943, originally had a 10-year limitation in it. In other words, the authority to quitclaim could be exercised only where that was done within 10 years from the date on which the Government acquired either the title or color of title.

That act was subsequently amended so as to increase the limitation to 20 years.

We have now found that there are still many situations in which, through error or mistake, or inadvertence, the Government either has title or color of title to parcels of land which should be reconveyed. We have just had enacted this year, through this committee, a bill to revest certain lands in the State of Florida to the Drake heirs where title had been acquired through error or mistake, and more than 20 years had elapsed.

The reason for that special bill was only that more than 20 years had elapsed. We find that we have perhaps more than 100 cases we know of at this time where more than 20 years has elapsed.

Also in connection with our boundary markings and locations of corners, we are uncovering additional cases as we go along. Since most of the lands we have acquired were acquired prior to 1942, it is almost certain that those cases we uncover today will be more than 20 years old.

I might point out that over the period 1952 through 1962, there was a total of only 215 cases involving 2,968 acres in which quitclaim deeds were executed under this authority.

So, the situation is not one of deeding back large areas or numerous tracts. It is only to correct those situations where genuine mistakes or errors have occurred and where, in all fairness and equity, the Government should remove a cloud from the title.

Mr. SHORT. This provision would apply to lands acquired under title III of the Bankhead-Jones Tenant Farm Act?

Mr. FLORANCE. That is correct.

Mr. SHORT. This would cover the lands I referred to a minute ago that are now administered by the Forest Service?

Mr. FLORANCE. That is correct. If we had situations, or a case in which either title, or color of title, had been acquired through mistake or error, we could correct that by the issuance of a quitclaim deed.

Section 4 of the bill would authorize the Secretary of Agriculture to provide recreation facilities, equipment, and services, for certain employees of the Forest Service located at isolated situations as an aid to improving and maintaining employee morale, safety, welfare, physical condition, and work production.

Authorization for this purpose would not exceed \$35,000 annually of the funds available to the Forest Service.

The Forest Service has a large number of seasonal employees many of whom are college boys and in many instances the job they are on may be their first real situation where they have been some distance from home, other than in school.

We found that there have been a number of situations where, in order to provide recreational equipment for these boys who are in camps located at isolated communities or who, because of their working conditions and requirements, are, in effect, isolated, the supervisory personnel have through their own funds gone out and bought badminton sets and other types of equipment so that these boys could entertain themselves in off hours.

We feel that this request is for a very modest amount and we feel that we can do a real service, not only from the standpoint of maintaining the morale of the Forest Service employees but we can increase their work production. We can stimulate and help to build up the human resource through this method and provide wholesome off-hour entertainment that these men need.

Mr. GRANT. Does this mean a maximum of \$35,000 for all of this service?

Mr. FLORANCE. A maximum of \$35,000 per year for the entire Forest Service.

Mr. McINTIRE. How many weeks of employment are involved in these temporary groups?

Mr. FLORANCE. This varies, Mr. McIntire, according to the type of seasonal work. Usually it runs from along in the early or middle part of June until September.

Mr. McINTIRE. To the last of August?

Mr. FLORANCE. That is correct. There is no set period, however.

Mr. McINTIRE. In your explanation here it is represented that some of these funds will be used for transportation to isolated places? Where did I see that?

Mr. FLORANCE. Yes, sir; that is in here. That is explained at the top of page 5 of this summary and justification.

The transportation for recreation trips for isolated crews and for families in isolated places such as Alaska would be provided.

We contemplate that that authority would be used very sparingly and only in these situations where it is found to be essential. In Alaska there are many employees who are located in very small communities where roads quite generally are not sufficient to justify the employee having his own personal car, for instance.

Mr. McINTIRE. It would not do him any good in some places?

Mr. FLORANCE. That is right because there are no roads to travel on.

Mr. McINTIRE. He could not get in and out.

Mr. FLORANCE. There are many of these areas up there where around a particular community there may be only a few miles of passable roads. As you say, a car would not do him any good if he had one for his own personal use. Yet, there may be a need for that employee and his family to get out at least a few miles from his home for some form of outdoor recreation.

Mr. McINTIRE. You said "employee and his family"? Are these temporary employees there with families?

Mr. FLORANCE. This is not limited to temporary employees. We have some permanent employees who are located in these isolated situations and that is one of the real problems in Alaska where we have a ranger or other Forest Service people located in some of these very small communities that do not have transportation facilities.

Mr. McINTIRE. In connection with your statement about 31,000 peak employees in the Forest Service, it is estimated that about 6,000 temporary or seasonal employees work in isolated situations.

You say they need provision for recreation? Is this about the size of your summer crew or temporary crew?

Is your summer employment on this temporary basis in about this number? How many do you have in the summertime in the way of these people who go back into summer work?

Mr. FLORANCE. Mr. McIntire, this particular figure is the one that applies only to those seasonal employees who are situated at these isolated situations.

Mr. McINTIRE. This does not represent all of the seasonal employees?

Mr. FLORANCE. This does not represent all of our seasonal employees. Many of our seasonal employees are not located at isolated camps or in situations that, because of work requirements will they become isolated.

Mr. McINTIRE. Do you have any idea, offhand, as to what your total applications are for employment in relation to the total job opportunities for temporary employment in the Forest Service?

Mr. FLORANCE. The relationship of the total number of applications for employment to those who can be employed?

Mr. McINTIRE. Yes.

Mr. FLORANCE. I am not sure I can give you the exact figure, Mr. McIntire, but I do know we have many applications for every job we have available. I have in mind we have had times when we have had as many as 10 applications for every job we have available.

Mr. McINTIRE. I thought this was the type of opportunity for summer employment a great many were interested in?

Mr. FLORANCE. That is correct. We have to turn down many every year.

Mr. McINTIRE. That is all.

Mr. FLORANCE. Section 5 of the bill would repeal the Forest Homestead Act. That is the act of June 11, 1906, as amended, that authorizes and directs the Secretary of Agriculture to classify national forest lands chiefly valuable for agriculture and which may be occupied for agricultural purposes without injury to the national forests and which are not needed for public purposes and to list them with the Secretary of the Interior for homestead entry.

As you can see from the date of the Forest Homestead Act, it was passed at a time when the western part of the country in particular was still in an early stage of development. The national forests had been carved largely out of the public domain and this act directed the Secretary to go out and examine those lands that had been included in the national forests which were suitable for homestead entry, which could be listed for entry without damage to the national forests, and which were not needed for public purposes.

That classification and listing was accomplished, and the lands that were listed have all been either entered and homesteaded or the lists have been canceled because later examination disclosed that the original listing perhaps should not have been made.

The summary and justification states that there now remain no lands listed for homestead entry in the national forests except a small acreage in Alaska which has remained unentered for years.

Actually, these remaining lands that were listed in Alaska have now been canceled so that at the present time there remain no lands listed for entry under this Forest Homestead Act.

The very fact that the act is on the books, however, prompts many inquiries to be made of the Forest Service as to the availability of lands within the national forests for homestead entry. Occasionally magazine articles refer to this act as an act under which lands can be acquired through homestead entry. These and similar references in other publications stimulate inquiries. The result is that not only a great deal of work comes about for the Government but in many instances disappointment to the people who are seeking some lands to acquire.

In effect, we feel that this act has served its purpose, a good purpose, but it no longer serves any beneficial purpose. On the contrary, it causes both expense to the Government and disappointment to many who would seek homestead entries.

Mr. SHORT. Mr. Chairman, may I ask a question right there?

Mr. GRANT. Yes.

Mr. SHORT. First of all, in the paragraph at the top of page 6 of your summary and justifications, analysis of the different provisions, it says that no lands listed for homestead entry in the national forests except a small acreage in Alaska have remained unentered for years.

Did I understand you to say a minute ago that this exception is not actually true?

Mr. FLORANCE. Since that statement was prepared those lists have been canceled.

Mr. SHORT. I see.

Let me ask you this: I do not understand the pattern of land administration. Are there lands that are not forest lands in Alaska that would be available for homestead entry?

Mr. FLORANCE. There is public domain there, Mr. Short. I am not—

Mr. SHORT. This is the point I was getting at: All of the land in Alaska obviously is not in the national forest?

Mr. FLORANCE. No, no.

Mr. SHORT. There must be some land in the public domain category that perhaps would be available for homestead entry; is that correct?

Mr. FLORANCE. I do not want to attempt to speak for the Department of the Interior which administers the public domain, but certainly there is a great deal of public domain in Alaska. Whether it is suitable for homestead entry, I really do not know.

Mr. SHORT. This brings up this question: Again perhaps I am asking you a question not within your province, because this is subject to Department of the Interior determination: The Department of the Interior public domain lands conceivably might be open for homestead entry, but does the Department of the Interior have authority to designate whether or not these lands are eligible to be homesteaded?

Mr. FLORANCE. Those lands that are open for entry, as I understand it, can be entered. In other words, if they are open for entry, then they can be entered, and if the entryman proves up, in effect, on his entry, he can get patent to it. As I understand it, the Secretary of the Interior has authority to make certain classifications and all of the lands that were formerly a part of the public domain that are administered by Interior are not open to—I should not say all of the lands are open to entry.

Mr. SHORT. Not necessarily?

Mr. FLORANCE. That is right.

Mr. SHORT. Thank you.

Just one more question:

If I understand what you have said and what this report says, there has been no utilization of this provision of law which made it possible to homestead land within the national forests? There has been no utilization of this provision of law for quite some time; is that correct?

Mr. FLORANCE. That is correct. In the early days it was used very effectively, although I will say that many of the lands that were homesteaded under this were found later not to be suitable. Many of them have been reacquired by the Government, but within the last 10 or 15 years there have been no complete homesteads entered under this, to our knowledge.

Mr. SHORT. While we are on that subject, does the Forest Service allow acquiring of land within national forests under a mining claim approach? Is that the thing I hear about, people acquiring locations within national forests they desire to use more for the purpose of acquiring just a spot where they can have a camp or a cabin within a national forest, rather than actually utilizing it for the purpose the law intended, actually using it as a mining claim?

Mr. FLORANCE. That is right. The mining laws are generally applicable to the national forest lands which have been set apart and reserved from public domain.

Under the mining laws, a person may go out and locate a mining claim. If he has a valid discovery and has a valid location, then he can use that location for mining purposes. He can apply for patent and get patent for it.

Mr. SHORT. People have used this authority, or this opportunity, to acquire a spot perhaps for a cabin within the national forest, some place that happened to be along a good fishing stream?

Mr. FLORANCE. That is correct. There have been many mining patents issued that have been used practically none for actual mining purposes. They may have been based on a valid discovery though.

Mr. SHORT. Is there not a requirement that they must do so much development work each year in order to retain the claim?

Mr. FLORANCE. That is correct. They must do a certain amount of annual assessment work, not actually to hold the claim against the Government, so to speak, but to hold the claim against another locator. After they have performed, I believe it is \$500 worth of assessment work, then they can get patent for that land for a nominal fee.

Mr. SHORT. How much land? What acreage?

Mr. FLORANCE. Each patent generally, or each claim generally, is about 20 acres. That is the maximum size.

Mr. SHORT. Is one individual limited to one claim?

Mr. FLORANCE. No, you can get as many claims as you can locate.

Mr. SHORT. Is much of this sort of thing being done now?

Mr. FLORANCE. There has been quite a bit of it, Mr. Short. You may be familiar with the recent report the General Accounting Office made in connection with mining locations on national forests.

Mr. SHORT. I am not familiar with the report, but I have heard people speak who are close to some of the forest lands, particularly some of the ranchers who use forest lands for grazing purposes.

Mr. FLORANCE. It is a real serious problem to the Forest Service, the questionable use of mining laws to obtain rights and to occupy these lands.

In many instances we are finding there is no actual valid discovery of minerals. Of course, that presents problems, both for the locator and for the Government.

Mr. SHORT. Assuming they would make a finding—and I do not know what authority they would have to go on and take steps in trying to make a finding—that there was no legitimate use as a mineral claim—can the Government then cancel the filing and eliminate the claim and remove the individual from the land?

Mr. FLORANCE. There is a process available to the Government to protest his location. If a person has a mining location and is occupying it, we can go out and examine that location, and if we conclude there has been no valid discovery, then there is a procedure through the Department of the Interior whereby that location can be protested. A determination can be made then by the Secretary of the Interior as to the validity of that location.

If the location is declared invalid, then the locator has no further rights to occupy that claim. If the location is valid, then, of course, he has the right to occupy it for mining purposes and to proceed to patent provided he otherwise complies with the mining laws.

Mr. SHORT. Must he restrict his use of this land to mining purposes, this 20 acres, if it was a legitimate claim in the first place? Is there any restriction as to what use he can put this claim to?

Mr. FLORANCE. Prior to the claim going to patent, his rights are to the use of that claim only for mining purposes. After it goes to patent, there is no restriction on his use of that area any more than there is a restriction on any other property owned in fee by an individual.

Mr. HARDING. Would the gentleman yield?

Mr. SHORT. Yes. You are perhaps more familiar with this.

Mr. HARDING. I will not say I am more familiar with this, but is it not true that in the General Accounting Office report you mentioned, there is testimony about a nudist colony on a mining claim out near Boise, Idaho?

Mr. FLORANCE. Yes, sir.

Mr. HARDING. Was that not one of the most flagrant violations?

Mr. FLORANCE. Actually that particular camp was on patented land.

Mr. HARDING. It was on patented land?

Mr. FLORANCE. It was on patented land owned in fee. It was within the national forest boundary.

Mr. HARDING. That is right. That emphasized what you were saying, after it goes to patent the Forest Service does not have any jurisdiction?

Mr. FLORANCE. That is correct. Had that particular land not gone to patent, then the Government could have gone in and prevented a use for purposes other than mining.

Mr. HARDING. I thank the gentleman for yielding.

Mr. SHORT. That is all, Mr. Chairman.

Mr. GRANT. Proceed.

Mr. FLORANCE. Section 6 of the bill would repeal the provision of the act of August 10, 1912, which authorizes and directs the Secretary of Agriculture to sell, at actual cost, to homestead settlers and farmers, for their domestic use, the mature, dead, and down timber in national forests.

Again, this is an act which was passed at a time when a large part of the country was still under intensive development. The need for this legislation, we believe, has passed. Actually, its existence on the books tends to cause difficulty in the administration of the national forests. One of the reasons is that in order to determine whether sales can be made under this act, we must make certain that the applicant for the timber is a settler or farmer, that the intended use is within the provisions of the bill, and there is a policing process, so to speak, we have to go through to see they do actually use it for the authorized purpose.

The repeal of this act would in no way affect the authority of the Secretary to permit any free use of timber to settlers or to miners.

We feel that the removal of this authority from the books will actually save work and effort on the part of the Government, and yet not do any damage to those for whose benefit it really was intended.

Section 7 would reduce the penalty for violation of regulations of the Secretary of Agriculture with respect to protection and use of national forests and national grasslands to make such violations punishable as a pretty offense.

At the present time, the U.S. Commissioners are authorized to hear and try petty offenses under certain conditions. The penalty for violations of the Secretary's regulations with respect to the national forests and national grasslands exceeds that which is made applicable to a petty offense. Actually, the enactment of this section would not, of itself, give the U.S. Commissioners jurisdiction to try minor offenses on National Forests, due to the fact that the jurisdiction of the U.S. Commissioners is limited to those areas where the United States has either exclusive or concurrent jurisdiction. At the present time, the United States has what is referred to as a proprietorial jurisdiction over these lands.

However, there are proposals which would modify the jurisdiction of the U.S. Commissioners, and if that is done, then enactment of this section would make it possible for the Forest Service to use the U.S. Commissioners to try minor offenses which are committed on the national forests.

At the present time, we are required to take offenders into the U.S. district courts. This not only crowds the dockets in the U.S. district courts but it makes the job of enforcing the regulations far more difficult and a great deal more inconvenient to the offender.

Mr. GRANT. I think there is one thing here, too. In the district court, they are not always open for trial of cases but the commissioners court would be—

Mr. FLORANCE. That is correct. This would be a real convenience in many instances, both to the Government and the offender.

Section 8 would increase from \$500 to a maximum of \$2,500 the authorization which the Secretary of Agriculture would have to reimburse owners of private property for damage or destruction of their property caused by nonnegligent action of a Federal employee in connection with the protection, administration, or improvement of the national forest.

There are instances where, through the activities in protection and development of national forests, private property is damaged. Actually, this may result through no negligence on the part of the Government but for which the private person should be compensated.

This particular authority was first enacted in 1930. The amount for which settlement may be made has never been increased. The authority to settle claims under the Tort Claims Act and under other acts is presently about the same amount as we are recommending this authority be raised to.

Mr. SHORT. For the record, could you give us an example of the type of claim that might be involved here? I notice you said this authority applies to damage caused not through negligence. It is not the intent to cover that, is it?

Mr. FLORANCE. That is covered under other authority. One illustration is that in the big Santa Anita Canyon there was a tree felling operation by the Forest Service, and not through negligence, but one of the trees fell and injured a cabin on private property. The felling activity was done after normal precautions were taken, and yet the injury occurred. So that in that instance compensation up to \$500 was authorized.

Mr. SHORT. But that was the limit?

MR. FLORANCE. That was the limit; that is correct. This section would increase that limit to \$2,500. Actually, we have very few of these cases in any one year.

Section 9 would authorize the use of Forest Service funds to pay the expenses of or assessments for construction of sidewalks, curbs, or street paving along the boundary of Government-owned residential or otherwise improved property.

The Forest Service is now in the process of either acquiring or constructing from 75 to 100 residences a year for its employees, mostly in small communities. At the present time we do not have authority to pay either street paving assessments or sidewalk assessments with reference to those properties.

MR. SHORT. The property is not subject to taxation?

MR. FLORANCE. The property is not subject to taxation, being Government property. The result is that in some instances we either find that while we are in effect living in the community, we either have to shift the burden of this sidewalk cost in front of our property to our neighbors or else we have to have the sidewalk come up to our line, stop, and pick up again at the other side. This section will enable the Forest Service to be good neighbors in these communities, to pay its own proper share of these improvements, which actually have the result of improving and enhancing the value of the Government property.

MR. GRANT. You do not think that shifting the street and the paving and gutter assessments to the neighbors would make for very good neighbors?

MR. FLORANCE. No, sir; we would rather be good neighbors and bear our share of this cost.

MR. SHORT. Of course, this question arises continually in relation to all kinds of Government installations. I know at home this question has continually arisen in connection with a veterans hospital. It always seems to me the Government has taken a rather curious position in that they would not share the cost of the paving and curb and gutter that went by this installation, particularly in view of the fact that they were paying no taxes on the property on which the building was constructed.

Could you give us anything on that? When you went into this, did you have occasion to examine what other Government agencies are doing along this line? There are many Government agencies building homes for Government personnel of the agency on land that has been acquired by the Government.

MR. FLORANCE. I do not know of any authority that any other agency has to do this.

We find ourselves in the situation of building most of these residences in small communities.

MR. SHORT. I have seen some.

MR. FLORANCE. We think that presents a somewhat different situation than where you are building in a very large city or where you are building another type of property. Of course, the Comptroller has ruled that in the absence of specific legislative authority, you cannot use appropriated funds to pay for these items.

Section 10 of the bill would remove from section 13 of the Department of Agriculture Organic Act of August 3, 1956, the limitation on

the amount of capitalization in the Forest Service working capital fund.

Section 13 of the 1956 act set up authority for what we refer to as our working capital fund. It included a provision that such capitalization shall not exceed \$25 million.

At that time we, frankly, thought that our maximum needs for that fund would probably run no greater than \$18 or \$19 million. However, since 1956, the appropriations and the work level of the Forest Service have increased about 92 percent. We started out with that fund at a capitalization of around \$13 million. This year the capitalization reached a little over \$23 million. So that we are actually pushing up against the ceiling on this.

This fund basically is a servicewide fund through which is financed the equipment, machinery, supplies, work camps, and we are now capitalizing our nurseries through this fund.

The basic purpose of it is that you have these Service operations which service many different activities. The level of the needs in all these activities is governed by the level of your overall operating programs. So that the level of this fund is controlled by the level of the Forest Service programs. For that reason we have recommended that the ceiling of \$25 million on this fund simply be lifted.

Mr. McINTIRE. Lifted? Eliminated completely? Removed?

Mr. FLORANCE. Removed. I used the word "lifted" in the sense of taking away.

Mr. McINTIRE. I wanted to make sure you are not recommending another figure. You are not. You are recommending that the ceiling be removed—

Mr. FLORANCE. That is correct.

Mr. McINTIRE. Rather than to increase it to \$35 million?

Mr. FLORANCE. That is correct; that it be removed.

Mr. McINTIRE. You go through the appropriation process the same as any other agency, of course. In the appropriation process do you have to justify investment which you actually fund out of this program? Is there a limitation here in the appropriation process so that you are accounting for your use of this fund and setting forth for the Appropriations Committee what your needs are and what are your plans for capitalizing out of this fund?

Mr. FLORANCE. It does not work just that way, Mr. McIntire. Actually, there are no direct appropriations into the working capital fund.

Mr. McINTIRE. Where did it get its start?

Mr. FLORANCE. It got its start in this way. After 1956 the equipment and supplies were capitalized into this fund at their current or fair value. Then as our programs increased in size and the need for additional equipment arose, that additional equipment was obtained by using a pro rata proportion of the funds appropriated to the various activities, and the equipment was then moved into the working capital fund.

So that, for instance, forest road and trail fund may have borne, we will say, 40 percent of the cost of a fleet of trucks. Another fund may have borne 20 percent, and so on, until the whole thing was prorated out. Those prorations were on the basis of the past experience and the estimated use of that type of equipment for those activities for which appropriations were made to the Forest Service.

Mr. McINTIRE. In other words, when this fund was set up, all the assets characteristic of what you wanted to cover in the fund were transferred to the fund?

Mr. FLORANCE. Yes.

Mr. McINTIRE. You had an asset inventory on a dollar value basis?

Mr. FLORANCE. Yes.

Mr. McINTIRE. Then as you have gone along there has been a certain amount of money necessary to maintain the equipment inventory and increase it as necessary, which has been transferred from various appropriations into the fund?

Mr. FLORANCE. Yes.

Mr. McINTIRE. In the appropriation process is this equipment allowance an item which is approved in the appropriation process or do you have free administrative latitude to take 40 percent out of the forest roads and 20 percent out of something else, or how is this done? In other words, you want no ceiling.

Mr. FLORANCE. That is right.

Mr. McINTIRE. I think the record ought to show what constitutes administrative procedure here and what constitutes a limitation on the Forest Service. I am not criticizing, but from the standpoint of good administration, what constitutes the limitations on this fund if you take the ceiling off?

Mr. FLORANCE. There is no specific item in the budget for this. Actually, the level of this fund is controlled by the program that you have.

Mr. McINTIRE. The programs which you operate?

Mr. FLORANCE. That is right; the total programs that the Service has.

Mr. McINTIRE. In the appropriations for those programs annually, is there a line item or an authorization that permits the use of dollars for equipment purposes which, dollarwise, would transfer into the fund? Is there any vehicle here which is a guideline on the appropriation process that will discipline this fund to the point of good administration?

Mr. FLORANCE. There is nothing actually in the appropriation language—I do not believe there is anything in the appropriation history—that ties it directly. Actually, it depends upon your needs for equipment and services in carrying out your programs. History over the past few years has shown, for instance, that there is a very direct relationship between your working capital fund and your level of appropriations.

For instance, in 1957 the direct appropriations to the Forest Service were a little less than \$109 million. At that time the working capital fund amounted to \$13 million. In 1962 the direct appropriation to the Forest Service amounted to slightly less than \$209 million, an increase of about 92 percent. The working capital fund had increased to \$23 million, about 92 percent.

The years between it flowed almost in a direct relationship. The control actually is within the Service. This, of course, is in effect a service fund to all activities of the Forest Service so that each activity for which a direct appropriation is received is, naturally, interested and concerned in how much of its moneys may be diverted into the working capital fund.

Actually, the amount of the direct appropriations for a particular activity that goes into the working capital fund depends upon two things. The first is as equipment that is capitalized is used on a particular activity, a unit charge for the use of that equipment is made to each activity in connection with which it is used. One month it may be used on one type of activity and in another month it may be used on another activity. These unit charges are made on the basis of the amount of use. Those charges go to pay the cost of the operation and maintenance of that equipment and also to anticipate your needs for the replacement of that particular equipment.

The only time a charge is made against an activity for other than actual use of the equipment is when your program needs make it necessary to put into the working capital pool an increase in the equipment fleet. At that time, then the cost of that new equipment, which is an increase above your present level, is prorated among the activities on the basis of your estimates of how those activities would use that equipment.

Mr. McINTIRE. Then in case of the equipment which is declared surplus to your needs, does the Forest Service put this into the general surplus equipment that is handled through GSA, or, under this working capital fund, are you permitted to offer this for sale by the Forest Service and take the income from it and put it into this fund for reinvestment in new equipment?

Mr. FLORANCE. After the equipment has served its purpose in the Forest Service, we can take that equipment and sell it and use the proceeds as a part of the replacement funds for that piece of equipment. Generally speaking, that takes place when the equipment has reached a stage where it really should be traded in.

If there are actual excesses to our needs, then, of course, we declare it excess through the usual surplus property procedures.

Mr. McINTIRE. When you have a piece of equipment that you consider outmoded?

Mr. FLORANCE. We do not consider that excess.

Mr. McINTIRE. That is not excess to your needs?

Mr. FLORANCE. No, sir.

Mr. McINTIRE. You do control the disposition of this?

Mr. FLORANCE. That is correct, but if it is excess to our needs and we do not need that piece of equipment or one like it, then we may declare that piece of equipment excess.

Mr. McINTIRE. You are not saying that if you have a tractor or bulldozer that you want to trade in or want to liquidate, you have to reinvest in another bulldozer or declare the bulldozer excess? You have more latitude than that, do you not?

Mr. FLORANCE. We would not have to buy the exact same type of equipment. For instance, if we had a program going on where we were using particular types of drills and we had no longer any need for any kind of drills or equipment of that kind, then we would declare that excess.

Mr. McINTIRE. This gets to the question I wanted to lead up to. Are there any disciplines that prevent the exchange of equipment when there is considerable utility in the equipment you have? Or don't you have that temptation?

Mr. FLORANCE. No, sir; I don't think so. Actually, equipment is replaced when the need for replacement exists and the replacement of equipment is not considered as an increase in the equipment pool. You are replacing existing equipment.

I think one of the best controls over this fund is the very fact that in any organization where you have a number of different activities you can be absolutely sure that the people who are responsible for those activities are jealous to see that their activity is not overcharged.

Mr. McINTIRE. Thank you.

Mr. GRANT. Go ahead.

Mr. FLORANCE. Section 11 of this bill would authorize the Secretary of Agriculture to permit the production and use of natural steam on national forest and other lands under the jurisdiction of the Forest Service.

At the present time there is no authority in the Secretary of Agriculture or, as far as we have been able to ascertain, in any other agency to permit the production and use of natural steam from national forests.

We have one locality that so far we have determined has a potential for natural steam production. That is in the Inyo National Forest in California. There is some interest in the production of steam from that forest. At the present time we could issue a revocable type permit perhaps, but that would not give to the applicant the security of tenure that we feel should be given whenever the Government would authorize an activity of this kind.

Mr. SHORT. What use would be made of this steam?

Mr. FLORANCE. Generally it would be used for production of electricity or other power purposes. In other words, it is the energy that you get from the steam that is the valuable thing.

Mr. SHORT. Is this steam from hot springs or geysers like in Yellowstone Park?

Mr. FLORANCE. That is correct.

Mr. SHORT. What we are talking about here is the capturing of that steam and putting it to work for some purpose?

Mr. FLORANCE. Some beneficial purpose. It would not necessarily be the geyser type. You might drill for this. But it is that type.

Mr. SHORT. Would the Forest Service permit the production and use of natural steam on national forest and other lands, or is it contemplated that the Forest Service—I guess the word "permit" explains it—that the Forest Service would lease in some manner the right to develop and use.

Mr. FLORANCE. It would issue permits, the right to develop and use and produce this steam from the national forest land and to use the associated lands either in the production or removal of the steam.

In other words, it would be necessary not only to drill and to produce the steam but also to occupy adjacent areas. You might have a situation where you would transport that steam to a plant at some distance. You would need the intervening right-of-way.

Mr. SHORT. Is there someone that has a particular plan in this specific instance?

Mr. FLORANCE. There have been applications for this by some interested concerns in California. As I say, we have had this question arise only in that location up to this point. But we have had applications for it.

I understand this is actually being done on some private land there not too far from the national forest area.

Mr. SHORT. Where this same steam is available?

Mr. FLORANCE. That is correct.

Mr. McINTIRE. This is being done in Australia, is it not?

Mr. FLORANCE. Frankly, Mr. McIntire, I am not sure.

Mr. McINTIRE. It is being done somewhere. I have seen reports.

Let me inquire as to this. On the explanation that accompanies this bill before us, you state here on page 11 that the Forest Service has been requested to grant permission to drill for natural steam with a view to generation of electric power for commercial or industrial uses.

Do I interpret this language correctly when I gather that it is not your request here for this source of power, this energy source, to be developed as an adjunct to a public utility, whether for private or public power? Do you not intend that this would be used strictly as a source of energy for a particular commercial or particular industrial use and would not become a source of power for transmission into a utility?

Mr. FLORANCE. This could become a source of power for a utility company.

Mr. McINTIRE. So your request here, through an interpretation of the word "commercial" is intended to be broad enough so that the power could be used in a system of distribution of electrical energy for public service?

Mr. FLORANCE. That is right. We intend that word to be broad enough to include that.

On page 4 of the bill there is one typographical error in line 10, where citation is made to 15 U.S.C. 579 (b). That should be corrected to read 16 U.S.C. 579 (b).

Mr. McINTIRE. One further question on this section 11.

If your request is in the context just recently discussed, then this would be subject to Federal Power Commission licensing, et cetera; is that right?

Mr. FLORANCE. Our information is that the Federal Power Commission does not feel it has authority to issue licenses for this type of situation. That is the reason there is need for getting authority in some agency to permit this to be done.

Mr. McINTIRE. I am not going to quarrel with your observation, for I very much doubt either of us has the appropriate answer; however I see no reason why the Federal Power Commission would have jurisdiction over the energy inherent in falling water, a natural power resource, and not over natural steam, another natural power resource.

Mr. FLORANCE. I must say I had the same question, but this was the information we received.

I would like to ask, if it would not automatically be done, that the transmittal letter and the summary and the justification statement be made a part of the record.

Mr. GRANT. Yes; it has already been included in the record. (See p. 90.)

Thank you so much. That will close the hearing on H.R. 12434.

(Whereupon, the subcommittee proceeded to the consideration of other business.)

H.R. 7195, TO ADD CERTAIN LANDS TO THE WASATCH NATIONAL FOREST, UTAH, AND FOR OTHER PURPOSES

Mr. GRANT. We will go to H.R. 7195.
(H.R. 7195 and the report of the Department follow :)

[H.R. 7195, 87th Cong., 1st sess.]

A BILL To add certain lands to the Wasatch National Forest, Utah, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That to aid in the control of floods that may originate thereon and the reduction of soil erosion through the restoration of adequate vegetative cover and to promote their management and protection as national forest lands under principles of multiple use and sustained yield, the lands described in section 2 hereof are hereby included in the Wasatch National Forest. Subject to any valid claims now existing and hereafter maintained, any of such lands owned or hereafter acquired by the United States are hereby added to such national forest and shall be subject to laws and regulations applicable to the national forests. The Secretary of Agriculture is authorized to acquire any such lands not owned by the United States which he finds suitable to accomplish the purposes of this Act.

Sec. 2. This Act shall be applicable to the following described lands :

SALT LAKE MERIDIAN

Township 2 north, range 1 east, section 1, lots 1 to 4, inclusive, south half north half.

Township 3 north, range 1 east, sections 1 and 2; section 3, lots 1 and 2, south half northeast quarter; section 11, east half; sections 12 and 13; section 35, northwest quarter, south half northeast quarter, southeast quarter; section 36, south half northwest quarter, northeast quarter, south half.

Township 4 north, range 1 east, section 1, lots 3 and 4, south half northwest quarter, southwest quarter; sections 2 and 3; section 4, east half; section 9, east half; sections 10 to 15, inclusive; section 16, east half; section 21, east half; sections 22 to 27, inclusive; sections 34 to 36, inclusive.

Township 5 north, range 1 east, south half of sections 26 to 28, inclusive; section 29, southeast quarter; section 33, north half, southeast quarter; sections 34 and 35.

Township 2 north, range 2 east, sections 6 and 7; section 18, north half; southeast quarter.

Township 3 north, range 2 east, sections 18, 19, 30, and 31.

Sec. 3. There is hereby authorized to be appropriated not to exceed \$400,000 to carry out the purposes of this Act.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., February 23, 1962.

Hon. HAROLD D. COOLEY,
*Chairman, Committee on Agriculture,
House of Representatives, Washington, D.C.*

DEAR MR. COOLEY: There is pending before your committee H.R. 7195, a bill to add certain lands to the Wasatch National Forest, Utah, and for other purposes.

We recommend that the bill be enacted.

H.R. 7195 would add certain lands to the Wasatch National Forest in Utah to aid in the control of floods, the reduction of soil erosion, and to foster the management of such lands under principles of multiple use and sustained yield.

The records of our Bureau of Land Management indicate that there are approximately 2,366 acres of public lands described in the bill of which 960 acres are vacant public lands unreserved save for the general order of withdrawal,

Executive Order 6910 of November 26, 1934. The remainder of the public lands is in existing withdrawals for flood control, power, and reclamation purposes. The other lands described in the bill are shown to be patented.

We note the public lands described in the bill could be made a part of the national forest through a public land order issued by this Department under section 24 of the act of March 3, 1891 (26 Stat. 1103), as amended, 16 U.S.C. 471, and Executive Order 10355 of May 26, 1952 (17 F.R. 4831). However, the addition of the privately owned lands to the national forest would require legislation, as would the authorization for appropriations. It would seem, therefore, that the various facets of this matter have been consolidated for convenience into one legislative bill.

The transfer of the public lands to the jurisdiction of the Department of Agriculture would have no adverse effects on programs of this Department. The primary value of the lands is for watershed purposes. We believe that they can be best managed in conjunction with the other lands in the national forest.

However, it should be noted that the lands proposed to be added to the Wasatch National Forest are presently occupied in part by irrigation works of the Weber Basin project. These works include the Gateway tunnel and canal which traverse parts of sections 26, 27, 28, 29, 34, and 35, and the powerplant, headworks, wasteways, two caretakers' residences, and an access road, which are located in sections 27 and 34, all in township 5 north, range 1 east, Salt Lake meridian, Utah. Administration of this area by the Forest Service, Department of Agriculture, as a part of the Wasatch National Forest, would need to take into consideration reclamation needs for operation and maintenance of the Weber Basin project.

We believe that the legislative history of the bill should show that adequate consideration of reclamation needs, as identified above, will be afforded by the Department of Agriculture. We recommend that a statement to this effect be included in the committee report.

We understand that the Department of Agriculture desires to have the bill amended so that any lands situated in the townships designated in the bill which are subsequently acquired by the United States would become a part of the Wasatch National Forest. We believe that such an amendment would conform to principles of proper land pattern and management, and we recommend the adoption of such an amendment.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

JOHN A. CARVER, JR.,

Assistant Secretary of the Interior.

Mr. GRANT. Our first witness will be Mr. Grover.

**STATEMENT OF FREDERICK W. GROVER, DIRECTOR, DIVISION OF
LAND CLASSIFICATION, FOREST SERVICE, U.S. DEPARTMENT OF
AGRICULTURE**

Mr. GROVER. Thank you, Mr. Chairman. My name is Frederick Grover. I am the Director of the Division of Land Classification, Forest Service, U.S. Department of Agriculture.

H.R. 7195 would include, in the Wasatch National Forest in Utah, some 23,836 acres of adjoining lands as described in the bill, in order to promote control of floods, reduction of soil erosion, and management of these lands under sustained yield, multiple-use principles. About 5,400 acres of the described lands are now owned by the Federal Government. These would be included in the national forest and made subject to national forest laws and regulations, subject to valid claims.

Under the bill, the Secretary of Agriculture would be authorized to purchase non-Federal lands which he finds suitable to accomplish the purposes of the bill, and an appropriation of not to exceed \$400,000 would be authorized.

By his letter of February 19, 1962, Secretary Freeman, in reporting on H.R. 7195, recommended enactment of the bill subject to certain amendments which are set forth in the report and which I will note subsequently.

If I might talk to the map a moment, Mr. Chairman, the Wasatch National Forest in Utah, in this particular area, is bounded on the east side largely by the summit of the very rugged Wasatch Mountains. This heavy black line is the easterly boundary of the Wasatch National Forest. The lands that would be included in the national forest by H.R. 7195 are delineated by the red line on the map. So they are comprised of this rather narrow and long block of land.

The Weber River, one of the principal sources of water for the area around Salt Lake and Ogden, lies just to the east. These lands drain into the Weber River. They are very rough and mountainous lands, and largely are covered either by coniferous and aspen type timber or by brush, browse, and grass.

Adjoining these lands, and at the foot of the steep slopes, there is a major irrigation canal which is part of the Weber Basin reclamation project financed by the Federal Government. At the foot of the slope, and in the river canyon, there is also being constructed U.S. Highway Interstate No. 80. The Union Pacific Railroad also traverses this canyon.

These lands have a very high watershed value in that particular area. They also have value, we think, for public recreation, for production of wildlife, and for production of forage for grazing livestock.

At the present time they are used for livestock grazing under a lease arrangement with private owners, and are used largely for sheep grazing. Over the years the vegetative cover has become quite depleted, and the desirable forage species and desirable plants for watershed protection have been replaced by annual plants of inferior value for those purposes.

The net result has been that accelerated erosion has set in on the upper reaches of the land, with extensive sheet erosion at higher elevations, and considerable gullying and scouring of the small creek bottoms. Even on the lower benches there is erosion, both gully and sheet erosion. Of particular significance in this particular area, there are frequently very heavy summer storms, and if these fall on the watershed, depleted in this manner, there is a continuing danger of flash floods and mud-rock flows. These have happened in the past at the north end of this unit. There is a distinct possibility that they will happen again. If there is generated from this land flash floods and mud-rock flows, there is a distinct possibility that they will damage both the highway and this irrigation canal which is a part of the Federal reclamation project.

It seems to the Department of Agriculture that prudent protection of these Federal facilities, and of the farmlands nearby in the river basin, requires that these lands be restored and rehabilitated and given permanent management to assure they are not again depleted or abused. H.R. 7195 would provide the method for doing this. There is no apparent basis to expect that the job will be done otherwise.

To restore these lands, it will be necessary to reduce the grazing on a large portion and to discontinue entirely, grazing of livestock on substantial parts of the upper lands.

It will also be necessary to reseed several thousand acres to range grasses and other vegetation, to do some mechanical terracing on the most eroded areas, and to do gully plugging and other types of erosion control.

These lands adjoin the Wasatch Forest, and are very similar to the other lands within it. The necessary management and restoration work is similar to that successfully accomplished on the west side of the Wasatch Range in the Davis County watershed. The Forest Service has skilled people and an organization in place so that this restoration and management job, we think, can most effectively be done by including these lands in the national forest.

In its report on this bill, Mr. Chairman, the Department of the Interior calls attention to the fact that the Bureau of Reclamation, in connection with this Gateway Canal, the major transmission artery of their Weber Basin reclamation project, has certain facilities and improvements on parts of the lands which would be included in the national forest. The Department of the Interior asked that the record show that its needs for these lands would be given full consideration by the Forest Service if H.R. 7195 is enacted.

We would like the record to confirm that the Forest Service will cooperate fully with the Bureau of Reclamation in meeting any needs it might have for lands in this area if the bill is enacted.

In his report Secretary Freeman recommended that the bill be amended for the purpose of broadening the land purchase authority contained in it to permit the purchase of lands within the existing national forest as well as in this proposed addition. The reason for this recommendation is that it will be necessary to acquire private lands in this proposed addition and some of the larger ownerships extend westward from the addition into the present national forest. Those owners will probably desire to sell all of their lands if they sell any of them. The amendment recommended by the Department would permit the Secretary to buy all of the lands which a given owner might have, whether they be in the addition to the national forest or in the existing national forest, provided they are in the same townships as described in the bill.

If there are any questions by the committee, Mr. Chairman, I would be very glad to try to answer them.

Mr. GRANT. How many acres, approximately, did you state this involved?

Mr. GROVER. There is a gross area of 23,836 acres in the proposed addition, of which approximately 5,400 acres now are owned by the Federal Government.

Mr. McINTIRE. What ownership is involved in the 5,400 acres. I realize it is all in the Federal Government, but what particular jurisdictions do these lie in right now?

Mr. GROVER. About 3,000 acres are national forest lands acquired many years ago as part of a similar program on the west side of the mountains. Those are managed by Forest Service but have not been made part of this specific national forest.

The other roughly 2,400 acres are scattered tracts of public domain.

Mr. McINTIRE. How many acres would be involved in private ownership, which would be covered by the amendment which the Secretary is asking the committee to consider?

Mr. GROVER. Roughly 7,500 acres of lands in the present national forest that would come under the purchase authority of the recommended amendment.

Mr. McINTIRE. Then this \$400,000 figure is not the figure that you need if you were to take the amendment the Secretary is recommending? If you do that, how much does that figure need to be increased?

Mr. GROVER. If I may recapitulate, there are about 17,000 acres in the extension which would need to be acquired eventually and about 7,500 acres within the present national forest, making a total of around 25,000 acres that should eventually be acquired. We think the \$400,000 would do that job.

Mr. McINTIRE. I have been up in some of this area where you were doing soil erosion work. Where does the city of Salt Lake and the city of Ogden lie in relation to this area?

Mr. GROVER. The city of Ogden would be roughly in this direction, northwest. The city of Salt Lake would be southwest.

Mr. McINTIRE. It is all east—

Mr. GROVER. All east of the Wasatch Summit. Weber River flows this way and makes a sort of horseshoe bend through the canyon there. Water is transported around through this canal and utilized on the west side of the Wasatch Mountains for irrigation and for domestic water supply.

Mr. McINTIRE. The Wasatch National Forest goes much farther north?

Mr. GROVER. Yes, sir, it goes mainly west and south of this unit. The Cache National Forest joins it on the north side and is contiguous and extends northerly to the Idaho line.

Mr. McINTIRE. Thank you, Mr. Chairman.

Mr. GRANT. Mr. Florance, do you have anything to add to this?

Mr. FLORANCE. No, sir, I have nothing to add.

Mr. GRANT. Thank you very much, Mr. Grover. Our next witness is our colleague Mr. Peterson.

STATEMENT OF M. BLAINE PETERSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF UTAH

Mr. PETERSON. Mr. Chairman and members of the committee, I appreciate this opportunity to appear before you in support of H.R. 7195, a bill which I introduced to extend the Wasatch National Forest in Utah to include a small area of lands in the headwaters of tributaries to the Weber River.

I have brought with me this map which indicates the present boundaries of the national forest as well as those areas which it is proposed to add to the national forest. Land under private, municipal, or State ownership is also indicated on this map.

The purpose of adding these lands to the Wasatch National Forest is to aid in the control of floods and the reduction of soil erosion in this area and to promote the management of such lands under the multiple-use programs of the Forest Service. I have here a few photographs which I think may give you some idea of the type of country involved in this addition to the national forest and also the erosion and drainage problems which we have there.

Under provisions of H.R. 7195 the Secretary of Agriculture would be authorized to acquire any of the described lands not owned by the

United States which he finds suitable to accomplish purposes of the bill. An appropriation not to exceed \$400,000 would be authorized. The Secretary in reporting on the bill recommended that the authorization for land purchase be broadened to permit purchase of nearby lands within the national forest. This amendment is desirable. Some ownerships in the proposed extension extend into the present national forest and most owners will wish to sell all lands they own in the vicinity. Some private lands in the present forest are also closely related to the problems of this area. The Secretary should be able to purchase these if he finds it necessary to do so.

Total acreage of the lands proposed for addition to the national forest is 23,836. Of this amount some 5,000 acres, about 21 percent, are already in Federal ownership. These consist of national-forest lands purchased in the 1930's by the Government as part of a program of watershed restoration, and of small tracts of public domain land isolated by private ownerships.

The lands covered by H.R. 7195 lie in a block that adjoins some 15 miles of the easterly boundary of the Wasatch National Forest, a boundary that in this vicinity is at or near the rugged summit of the Wasatch Mountains. The land extends eastward from 1 to 4 miles down mountain slopes that are generally steep, easily eroded, and capable of producing flash floods when protective vegetative cover is badly depleted, as is the case on substantial parts of this area. Situated at or near the foot of the slopes are croplands, small communities, major irrigation works, a highway, and railroad mainline, all of which are vulnerable to severe damage if floods occur.

Protection of the Gateway Canal which extends for several miles along the slopes below or within the area is particularly important. The canal is a key to the Weber River development for supplying water for irrigation, municipal, and industrial purposes to one of the most populous parts of Utah. This is a Federal reclamation project and improved management on the tributary area will help protect the national interest in it. Also, sound watershed conditions within the proposed addition are necessary to insure optimum flows from several permanent streams upon which local community and farming activities are largely dependent.

The mountain crest at the west boundary of the area averages more than 9,000 feet elevation, while below the east boundary the valley floor lies at 5,000 feet. Upper elevations of this steep, mountainous country have numerous rock outcroppings, sharp ridgetops, and narrow, precipitous canyons. Lower down the terrain tends to level out into broad benches cut by shallow canyons. Vegetation on upper elevations is limited to remnants of the original weed-grass cover and to timber in pockets or on favorable exposures. There are extensive stands of intermingled shrubs and short trees on the intermediate and lower elevations. Openings in this cover are largely occupied by annual grasses which have replaced better forage plants.

Early day logging and heavy, continued grazing by commercial livestock since settlement of the general locality have resulted in definite need for better management and more conservative use of the vegetative cover. Severe erosion is evident on shallow soils characteristic of the upper elevations. Drainages are commonly cut to bedrock, as you can see from the photographs. Soil movement has piled alluvium on the edges of lower benches where gradient is re-

duced. Better forage and watershed plants have been largely replaced by annual plants of limited watershed value.

These conditions cause mudrock flows and floods following torrential rainstorms common to the Wasatch Range. Several floods following such storms in the general locality and the damage they caused are of record. If depletion of protective cover continues and erosion advances, there is every reason to believe floods will recur with increasing violence.

While improvement of the watershed is the most urgent reason for bringing these lands within the national forest, the lands can also be made to benefit the public in other ways. Sites suitable for campground and picnic area development, and for recreational trails, provide opportunity for these lands to help meet outdoor recreation needs to which the President has called attention. The area includes game habitat in need of improvement, and forage and timber resources can be made more productive.

Inclusion of the area in the national forest would make possible a unified and sustained management that is integrated with that of the adjoining national forest lands. Administration would be by personnel who are already available, and who are experienced in meeting the problems and opportunities the area poses.

The Commissions of Morgan, Davis, and Weber Counties, and the Weber Conservancy District, have gone on record as favoring acquisition and Forest Service administration of the area proposed under H.R. 7195 for addition of this acreage to the Wasatch National Forest.

(The photographs submitted by Mr. Peterson may be found in the files of the committee.)

Mr. GRANT. That will close the hearing on H.R. 7195.

(Whereupon, the subcommittee proceeded to the consideration of other business.)

H.R. 11111, To AMEND THE ACT OF OCTOBER 4, 1961, AUTHORIZING THE SECRETARY OF AGRICULTURE TO SELL AND CONVEY CERTAIN LANDS IN THE STATE OF IOWA

Mr. GRANT. Next is H.R. 11111.

(H.R. 11111 follows:)

[H.R. 11111, 87th Cong., 2d sess.]

A BILL To amend the Act of October 4, 1961, authorizing the Secretary of Agriculture to sell and convey certain lands in the State of Iowa

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the first paragraph of section 1 of the Act entitled "An Act to authorize the Secretary of Agriculture to sell and convey certain lands in the State of Iowa", approved October 4, 1961 (75 Stat. 805), is amended and supplemented to read as follows: "That the Secretary of Agriculture is authorized to sell and convey to the State of Iowa, by quitclaim deed, at fair market value as determined by him, subject to all outstanding rights, and subject to the condition that the property shall be used for public purposes, all the right, title, and interest of the United States to those certain tracts of land containing approximately 4,649 acres of land, more or less, located in Van Buren, Lee, Appanoose, and Davis Counties, Iowa, in:":

**STATEMENT OF FREDERICK W. GROVER, DIRECTOR, DIVISION OF
LAND CLASSIFICATION, FOREST SERVICE, U.S. DEPARTMENT OF
AGRICULTURE**

Mr. GROVER. Mr. Chairman, for the record again, my name is Frederick W. Grover, Director, Division of Land Classification, Forest Service, Department of Agriculture.

H.R. 11111 would amend Public Law 873-76, which authorizes the Secretary of Agriculture to sell certain scattered tracts of national forest lands situated in the southeasterly portion of Iowa. The amendment proposed by H.R. 11111 would require that conveyance of these lands to the State of Iowa, should they be sold to the State, be made subject to the condition that the conveyed property be used for public purposes. There is no authority in the existing act to include such a condition in the deeds of conveyance.

The Department of Agriculture has found in recent studies that national needs for food and fiber for the next several years at least can be met with substantially less agricultural lands than now exist. The President in his January agricultural message has noted this and has pointed out the desirability of assuring that lands not needed for crops be used for forestry and public recreation and similar uses other than the production of crops.

The enactment of this bill would assure that any of these national forest lands that are sold to the State of Iowa will remain in public ownership and would give assurance that they would not be used at some future date in ways that would deplete them or that might be contrary to programs for reduction of farm crops. The bill thus is in accordance with the general programs of the Department. By his letter of June 13, 1962, the Secretary recommended that the bill be enacted.

That is all I have to say, Mr. Chairman, but if we can answer questions, we will be very glad to.

Mr. GRANT. Are there any questions?

Mr. McINTIRE. I notice this bill says it would authorize the Secretary to convey to the State of Iowa.

Mr. GROVER. Yes.

Mr. McINTIRE. Is this a matter in which the State of Iowa has officially expressed an interest in this land?

Mr. GROVER. Yes, sir.

Mr. McINTIRE. And the purposes for which they intend to use it?

Mr. GROVER. The State is interested in acquiring these scattered tracts of land through its department of conservation for park and wildlife and that type of use—public forestry, public park, wildlife, hunting areas, similar types of uses.

Mr. McINTIRE. Mr. Chairman, would it be appropriate as part of this record that something in the way of documentary evidence be made part of the record to indicate the State's request on this? Is such communication available?

Mr. GROVER. Yes, sir; we can furnish a copy. I do not have it with me, but we can furnish it.

Mr. McINTIRE. I thought perhaps as a part of the record it would be interesting to have something to show that this came about as a request from appropriate authorities of the State and that the request also incorporated commitments for its use.

Mr. GROVER. Mr. McIntire, the State has indicated an interest in acquiring the lands and has stated the purposes for which it would intend to use them. Is that what you want for the record?

Mr. McINTIRE. Yes, sir. The bill itself requires this use.
(The information referred to above follows:)

STATE CONSERVATION COMMISSION,
Des Moines, Iowa, April 26, 1962.

HON. ORVILLE FREEMAN,
*Secretary of Agriculture,
U.S. Department of Agriculture, Washington, D.C.*

DEAR MR. FREEMAN: Relative to the possibility of Iowa acquiring ownership of Federal land in southern Iowa, the Iowa Conservation Commission feels your office should be appraised as to our intentions regarding the use of this land.

First, we wish to state that we will, in no way, be interested in the sale of this land for any commercial use. The lands will be withdrawn from agricultural use such as raising row crops, forage, and grazing.

The areas will be developed in such a manner as to provide the greatest amount of public use possible and yet retain the interesting, natural resources. Open lands will be planted to trees or wildlife cover and food plantings. We will include timber management, water pond construction, erosion, and watershed practices in our overall plan. This will provide the multiple use we need in southern Iowa—all of the above integrated carefully, thus providing planned recreation facilities such as hunting, fishing, primitive camping, picnicking, hiking, and trail riding.

To carry out these objectives, the resources of all the various operating sections will be utilized. Those include forestry, fish, game, parks, waters, and engineering sections.

Our general plans include—

1. Provision of all-weather access roads and parking areas.
2. Provisions for adequate fire protection.
3. Cover map and timber inventory of existing facilities as a basis for area development.
4. Construction of work access and fire protection roads, including seeding for wildlife food.
5. Construction of artificial lakes and marshes—20 acres and over.
6. Construction of ponds for fish, wildlife, and fire protection. It is estimated that four ponds per section of land, size one-fourth acre to 10 acres, will be needed.
7. Wildlife food and cover plantings and reforestation on existing agricultural lands. An overall planting program for food and cover will aid in uniform dispersal of game.
8. Construction of game and waterfowl nesting sites.
9. Additional land acquisition to fully develop the area potential.
10. Provisions for access to Des Moines River for fishing and boating.
11. Stocking of wild turkey and ruffed grouse, implementing the deer, rabbits, squirrels, quail, raccoon and fur bearers already present.
12. The assignment of full-time manager for the area.

As you can see, the area has a good potential and we are fully aware of its value as a multiple-use area. We sincerely appreciate your consideration and know you will do your utmost to bring this to a successful conclusion.

Yours very truly,

GLEN G. POWERS,
Director, State Conservation Commission.

Mr. SHORT. What use in this land being put to at the present time?
Mr. GROVER. It is being administered by the Forest Service, Mr. Short, for national forest purposes. Part of it is devoted to tree growing. Some 900 acres, I believe, are under a permit to Iowa State University for some types of experimental work which the university is doing.

Mr. SHORT. Forestry experimental work?

Mr. GROVER. Forestry and, I think, pasture reconversion and management studies, if I remember right. A few parcels are leased to adjoining landowners for pasture purposes. The majority of it is used for general national forest purposes.

Mr. SHORT. How did the Forest Service come into possession of this land in the first place? Is it some outlying scattered portions of a larger national forest area?

Mr. GROVER. No, sir. In the late 1930's there was proposed and established three national forest purchase units in the southeastern part of Iowa, in the more or less rough hill and farm and forest area there. These 4,649 acres, in some 16 separate tracts, were then purchased under the Weeks law of 1911 for national forest purposes. Before any more land was purchased, the Weeks law purchase program more or less was discontinued with the onset of the emergency and World War II, and was never resumed. So the Forest Service has been left with the custody and responsibility for these scattered parcels of land, which it has administered over the years.

Prior to the enactment of Public Law 87-376 last year, the question of what to do with these lands was considered. Decision was that there has been sufficient change in the land-use picture, and the practicability of consolidating lands in the area so that it is not practical to consolidate these into a going national forest and it is, therefore, preferable to dispose of them.

Mr. SHORT. Are there any other national forest lands in Iowa?

Mr. GROVER. No, sir, this is all the national forest land in Iowa.

Mr. SHORT. This would be the entire forest land holdings?

Mr. GROVER. Yes, sir.

Mr. SHORT. Is any of this land under cultivation?

Mr. GROVER. None of it is under cultivation but some is under pasture permits.

Mr. SHORT. Thank you.

Mr. GRANT. Thank you very much. We will hold this record open for several days if you have any further testimony along the lines you have testified. Thank you very much.

That will close the hearing on H.R. 11111.

(Whereupon, the subcommittee proceeded to the consideration of other business.)

S. 3112, TO ADD CERTAIN LANDS TO THE PIKE NATIONAL FOREST IN COLORADO AND THE CARSON NATIONAL FOREST AND THE SANTA FE NATIONAL FOREST IN NEW MEXICO, AND FOR OTHER PURPOSES

Mr. GRANT. Mr. Grover, we will hear from you on S. 3112.
(S. 3112 and the report thereon follow:)

[S. 3112, 87th Cong., 2d sess.]

AN ACT To add certain lands to the Pike National Forest in Colorado and the Carson National Forest and the Santa Fe National Forest in New Mexico, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the exterior boundaries of the Pike National Forest in Colorado are hereby extended to include the following described lands:

SIXTH PRINCIPAL MERIDIAN

TOWNSHIP 11 SOUTH, RANGE 69 WEST

Sections 1 to 4, inclusive;
Sections 9 to 16, inclusive;
Sections 21 to 27, inclusive;
Sections 34 to 36, inclusive.

TOWNSHIP 12 SOUTH, RANGE 69 WEST

Section 2, west half west half;
Section 3, east half;
Section 10, northeast quarter;
Section 11, west half northwest quarter;
Section 12, south half northwest quarter, west half southwest quarter;
Section 13, west half northwest quarter, northwest quarter southwest quarter;
Section 14, south half northeast quarter, southeast quarter northwest quarter, northeast quarter southwest quarter, northwest quarter southeast quarter;
Section 21, north half southeast quarter;
Section 22, north half, north half southwest quarter, southeast quarter;
Section 23, southwest quarter southwest quarter;
Section 26, northwest quarter northwest quarter;
Section 27, west half southwest quarter;
Section 28, north half, southeast quarter.

TOWNSHIP 12 SOUTH, RANGE 70 WEST

Section 23, southeast quarter;
Section 24, southwest quarter, northwest quarter southeast quarter, south half southeast quarter;
Section 25, northeast quarter northeast quarter, west half northeast quarter, west half;
Section 26, northeast quarter, north half southeast quarter.

SEC. 2. The exterior boundaries of the Carson National Forest in New Mexico are hereby extended to include the following described lands:

NEW MEXICO PRINCIPAL MERIDIAN

TOWNSHIP 23 NORTH, RANGE 9 EAST

Sections 1 to 5, inclusive;
Sections 9 to 12, inclusive.

TOWNSHIP 24 NORTH, RANGE 9 EAST

Sections 1 to 4, inclusive;
Sections 9 to 16, inclusive;
Section 20, east half;
Sections 21 to 29, inclusive;
Sections 32 to 36, inclusive.

TOWNSHIP 25 NORTH, RANGE 9 EAST
 Section 1;
 Sections 33 to 36, inclusive.

TOWNSHIP 26 NORTH, RANGE 9 EAST

Sections 25 and 36.

TOWNSHIP 23 NORTH, RANGE 10 EAST

Section 3;
 Section 4, north half, northwest quarter southwest quarter, east half south-
 east quarter;
 Section 5, northeast quarter, northwest quarter southeast quarter;
 Section 6, north half, north half southwest quarter.

TOWNSHIPS 24 AND 25 NORTH, RANGE 10 EAST

All.

TOWNSHIP 26 NORTH, RANGE 10 EAST

All, except east half of sections 13 and 24.

TOWNSHIP 27 NORTH, RANGE 10 EAST

Sections 31 to 36, inclusive.

TOWNSHIP 24 NORTH, RANGE 11 EAST

Section 5, southwest quarter, south half northwest quarter, southwest quarter
 northeast quarter;
 Sections 6 to 8, inclusive;
 Sections 16 to 19, inclusive;
 Section 20, north half, southwest quarter, west half southeast quarter;
 Section 29, west half northwest quarter;
 Section 30;
 Section 31, north half.

TOWNSHIP 25 NORTH, RANGE 11 EAST

Sections 5 to 9, inclusive;
 Section 16, north half, southwest quarter;
 Sections 17 to 19, inclusive;
 Section 20, north half, southwest quarter;
 Section 31, west half.

TOWNSHIP 26 NORTH, RANGE 11 EAST

Section 6.

Also, that part of the Sebastian Martin grant, as described on survey plat
 approved December 17, 1892, and filed in volume 4, page 22, New Mexico land
 claim plat records of the Bureau of Land Management, lying east of the projec-
 tion northward of the line between lot 4 of section 33 and lot 1 of section 34,
 fractional township 22 north, range 10 east, New Mexico principal meridian,
 as shown on public land survey plat of August 8, 1924.

Sec. 3. The exterior boundaries of the Santa Fe National Forest in New
 Mexico are hereby extended to include the following described lands:

(1) The Polvadera grants as described on plat of survey approved Dec-
 ember 18, 1899; and that part of the Juan Jose Lobato grant, as described
 on plat of survey approved October 19, 1895, lying southerly of the Rio
 Chama River; excepting from the above areas the town of Abiquiu grant as
 described on plat of survey approved November 16, 1896, and also as shown
 on public land survey plat approved July 3, 1940; said grant plats being
 filed in volume 5, page 31, volume 4, page 12, and volume 8, page 6, respec-
 tively, of New Mexico private land claim plat records of the Bureau of
 Land Management.

(2) The Ojo de San Jose grant as described on plat of survey approved
 August 21, 1902, and filed in volume 5, page 14, New Mexico private land claim
 plat records of the Bureau of Land Management, excepting that triangular-
 shaped part in the northwest corner of said grant which overlaps the east
 boundary of the Canon de San Diego grant as shown on said plat of August
 21, 1902.

(3) The Juan de Gabaldon grant, as described on plat of survey approved July 27, 1896, and filed in volume 2, page 10, New Mexico private land claim plat records of the Bureau of Land Management.

SEC. 4. Subject to any valid existing rights, all lands of the United States in areas described in sections 1, 2, and 3 hereof, administered by the Secretary of Agriculture under title III of the Bankhead-Jones Farm Tenant Act of July 22, 1937, as amended (7 U.S.C. 1010-1012), or used by the Secretary of Agriculture for research purposes, are hereby added to and made parts of the respective national forests.

Passed the Senate June 26, 1962.

Attest:

FELTON M. JOHNSTON, *Secretary*.

[S. Rept. 1626, 87th Cong., 2d sess.]

ADDING CERTAIN LANDS TO THE PIKE NATIONAL FOREST IN COLORADO AND THE CARSON NATIONAL FOREST AND THE SANTA FE NATIONAL FOREST IN NEW MEXICO, AND FOR OTHER PURPOSES

The Committee on Interior and Insular Affairs, to whom was referred the bill (S. 3112) to add certain lands to the Pike National Forest in Colorado and the Carson National Forest and the Santa Fe National Forest in New Mexico, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendments is as follows:

At page 2, line 15, after the word "half" add a comma so that the line will read "Section 21, north half, southeast quarter;"

PURPOSE

The purpose of the bill is to encompass within the exterior boundaries of the Pike National Forest in Colorado about 18,100 acres and within the Carson and Santa Fe National Forests in New Mexico about 249,700 acres. These areas are now within land-utilization projects which for many years have been administered by this Department for land conservation and land utilization pursuant to title III of the Bankhead-Jones Farm Tenant Act of July 22, 1937, as amended (7 U.S.C. 1010-1012), and in part for forest and range research purposes.

The recommended bill would give national-forest status to about 223,000 acres of Federal lands within the described areas. These Federal lands adjoin or are adjacent to the national forests to which they would be added and now are protected and managed in conjunction with them. A portion of the land in Colorado additionally constitutes a part of the Manitou Experimental Forest, a Forest Service research area which also includes nearby Pike National Forest lands.

The bill would add to the Pike National Forest parts of the Fountain Creek land-utilization project and two small parcels aggregating about 84 acres presently used for forest and range research. It would add to the Carson National Forest the Taos land-utilization project and the easterly portion of the Sebastian Martin grant which is a part of the northern New Mexico grantland land-utilization project. Areas to be added to the Santa Fe National Forest are the Ojo de San Jose grant land-utilization project, the Juan de Gabaldon grant land-utilization project, the Polvadera grant, and the part of the Juan Jose Lobato grant which lies south of the Rio Chama River. The two areas last noted are parts of the northern New Mexico grantland land-utilization project.

The lands to be added to the Pike National Forest are similar in their resources to lands already in the forest, and are in the headwaters of the South Platte River. They are well suited to multiple-use management for watershed, timber, forage, and wildlife purposes, and some of them have material values for public recreation. Some currently form a part of the Manitou Experimental Forest.

The lands to be added to the Carson and Santa Fe National Forests lie in the upper Rio Grande watershed. Careful protection and management to restore and maintain adequate vegetative cover is essential to reduce soil erosion and enhance watershed capacity. They present the same multiple-use management problems and opportunities as do the nearby national forests and currently are managed in conjunction therewith.

All of the lands with which the draft bill deals have been administered by the Forest Service since about 1938, except those in the northern New Mexico grant land project which were assigned to it for management in 1954.

NEED

The legislation was submitted by the Secretary of Agriculture and recommended by him.

In eight States, mainly in the Eastern United States, some 380,000 acres of land-utilization project lands suitable for national-forest purposes recently have been given national-forest status by Executive orders. Since the addition of lands to national forest in Colorado and New Mexico is restricted by the limitations of the act of June 25, 1910 (36 Stat. 847, 848) and the act of June 15, 1926 (44 Stat. 745), the addition of the lands covered in the bill can be accomplished only by act of Congress.

Inclusion of these lands in the national-forest system would simplify administration. Accounting and other managerial details would be made easier and management generally made more effective.

A principal use of these lands is the grazing of domestic livestock by local people. Administration of this as well as other uses has been substantially in accordance with the policies applied to the national forests. Giving national-forest status to these lands will have no material effect upon the manner in which the grazing and other uses are permitted on them. The grazing permittees and other users can be assured that the addition of these lands to the national forests will not adversely affect them.

Enactment of the proposed bill would not affect the status of non-Federal lands in the areas, and would not add to the acreage of Federal lands. Local governments would continue to receive 25 percent of the receipts from the lands, for the benefit of public schools and public roads.

COSTS

Uniform administration of the lands under the laws applicable to the national forests will produce some minor administrative savings and no increase in other costs for management.

AMENDMENT

The amendment corrects a technical error in land descriptions clarifying the intention to include both the north half of section 21 as well as the southeast quarter of the section.

AGENCY REPORT

DEPARTMENT OF AGRICULTURE,
Washington, D.C., March 26, 1962.

HON. LYNDON B. JOHNSON,
President of the Senate.

DEAR MR. PRESIDENT: There is enclosed for the consideration of the Congress a draft bill, to add certain lands to the Pike National Forest in Colorado and the Carson National Forest and the Santa Fe National Forest in New Mexico, and for other purposes.

We recommend that the draft bill be enacted.

The proposed legislation would encompass within the exterior boundaries of the Pike National Forest in Colorado about 18,100 acres and within the Carson and Santa Fe National Forests in New Mexico about 249,700 acres. These areas are now within land-utilization projects which for many years have been administered by this Department for land conservation and land utilization pursuant to title III of the Bankhead-Jones Farm Tenant Act of July 22, 1937, as amended (7 U.S.C. 1010-1012), and in part for forest and range research purposes.

The recommended bill would give national-forest status to about 223,000 acres of Federal lands within the described areas. These Federal lands adjoin or are adjacent to the national forests to which they would be added and now are protected and managed in conjunction with them. A portion of the land in Colorado additionally constitutes a part of the Manito Experimental Forest, a Forest Service research area which also includes nearby Pike National Forest lands.

The bill would add to the Pike National Forest parts of the Fountain Creek land-utilization project and two small parcels aggregating about 84 acres presently used for forest and range research. It would add to the Carson National

Forest and Taos land-utilization project and the easterly portion of the Sebastian Martin grant which is a part of the northern New Mexico grant land land-utilization project. Areas to be added to the Santa Fe National Forest are the Ojo de San Jose grant land-utilization project, the Juan de Galbaldon grant land-utilization project, the Polvadera grant, and the part of the Juan Jose Lobato grant which lies south of the Rio Chama River. The two areas last noted are parts of the northern New Mexico grant land land-utilization project.

The lands to be added to the Pike National Forests are similar in their resources to lands already in the forest, and are in the headwaters of the South Platte River. They are well-suited to multiple-use management for watershed, timber, forage, and wildlife purposes, and some of them have material values for public recreation. Some currently form a part of the Manitou Experimental Forest.

The lands to be added to the Carson and Santa Fe National Forests lie in the upper Rio Grande watershed. Careful protection and management to restore and maintain adequate vegetative cover is essential to reduce soil erosion and enhance watershed capacity. They present the same multiple-use management problems and opportunities as do the nearby national forests and currently are managed in conjunction therewith.

All of the lands with which the draft bill deals have been administered by the Forest Service since about 1938, except those in the northern New Mexico grant-land project which were assigned to it for management in 1954.

In eight States, mainly in the Eastern United States, some 380,000 acres of land-utilization project lands suitable for national-forest purposes recently have been given national-forest status by Executive orders. Since the addition of lands to national forests in Colorado and New Mexico is restricted by the limitations of the act of June 25, 1910 (36 Stat. 847, 848) and the act of June 15, 1926 (44 Stat. 745), the addition of the lands covered in the draft bill can be accomplished only by act of Congress.

Inclusion of these lands in the national forest system would simplify administration. Accounting and other managerial details would be made easier and management generally made more effective.

A principal use of these lands is the grazing of domestic livestock by local people. Administration of this as well as other uses has been substantially in accordance with the policies applied to the national forests. Giving national forest status to these lands will have no material effect upon the manner in which the grazing and other uses are permitted on them. The grazing permittees and other users can be assured that the addition of these lands to the national forests will not adversely affect them.

Enactment of the proposed bill would not affect the status of non-Federal lands in the areas, and would not add to the acreage of Federal lands. Local governments would continue to receive 25 percent of the receipts from the lands for the benefit of public schools and public roads.

A similar letter is being sent to the Speaker of the House.

The Bureau of the Budget advises that there is no objection to the presentation of this proposed legislation from the standpoint of the Administration's program.

Sincerely yours,

ORVILLE L. FREEMAN.

A BILL To add certain lands to the Pike National Forest in Colorado and the Carson National Forest and the Santa Fe National Forest in New Mexico, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the exterior boundaries of the Pike National Forest in Colorado are hereby extended to include the following described lands:

SIXTH PRINCIPAL MERIDIAN

TOWNSHIP 11 SOUTH, RANGE 69 WEST

Sections 1 to 4, inclusive;
 Sections 9 to 16, inclusive;
 Sections 21 to 27, inclusive;
 Sections 34 to 36, inclusive.

TOWNSHIP 12 SOUTH, RANGE 69 WEST

Section 2, west half, west half ;
 Section 3, east half ;
 Section 10, northeast quarter ;
 Section 11, west half, northwest quarter ;
 Section 12, south half, northwest quarter, west half, southwest quarter ;
 Section 13, west half, northwest quarter, northwest quarter, southwest quarter ;
 Section 14, south half, northeast quarter, southeast quarter, northwest quarter, northeast quarter, southwest quarter, northwest quarter, southeast quarter.
 Section 21, north half, southeast quarter ;
 Section 22, north half, north half, southwest quarter, southeast quarter ;
 Section 23, southwest quarter, southwest quarter ;
 Section 26, northwest quarter, northwest quarter ;
 Section 27, west half, southwest quarter ;
 Section 28, north half, southeast quarter.

TOWNSHIP 12 SOUTH, RANGE 70 WEST

Section 23, southeast quarter ;
 Section 24, southwest quarter, northwest quarter, southeast quarter, south half, southeast quarter ;
 Section 25, northeast quarter, northeast quarter, west half, northeast quarter, west half ;
 Section 26, northeast quarter, north half, southeast quarter.
 SECTION 2. The exterior boundaries of the Carson National Forest in New Mexico are hereby extended to include the following described lands :

NEW MEXICO PRINCIPAL MERIDIAN

TOWNSHIP 23 NORTH, RANGE 9 EAST

Sections 1 to 5, inclusive ;
 Sections 9 to 12, inclusive.

TOWNSHIP 24 NORTH, RANGE 9 EAST

Sections 1 to 4, inclusive ;
 Sections 9 to 16, inclusive ;
 Section 20, east half ;
 Sections 21 to 29, inclusive ;
 Sections 32 to 36, inclusive.

TOWNSHIP 25 NORTH, RANGE 9 EAST

Section 1 ;
 Sections 33 to 36, inclusive.

TOWNSHIP 26 NORTH, RANGE 9 EAST

Sections 25 and 36.

TOWNSHIP 23 NORTH, RANGE 10 EAST

Section 3 ;
 Section 4, north half, northwest quarter southwest quarter, east half southeast quarter ;
 Section 5, northeast quarter, northwest quarter southeast quarter ;
 Section 6, north half, north half southwest quarter.

TOWNSHIPS 24 AND 25 NORTH, RANGE 10 EAST

All.

TOWNSHIP 26 NORTH, RANGE 10 EAST

All, except east half of sections 13 and 24.

TOWNSHIP 27 NORTH, RANGE 10 EAST

Sections 31 to 36, inclusive.

TOWNSHIP 24 NORTH, RANGE 11 EAST

Section 5, southwest quarter, south half northwest quarter, southwest quarter northeast quarter ;

Sections 6 to 8, inclusive ;

Sections 16 to 19, inclusive ;

Section 20, north half, southwest quarter, west half southeast quarter ;

Section 29, west half northwest quarter ;

Section 30 ;

Section 31, north half.

TOWNSHIP 25 NORTH, RANGE 11 EAST

Sections 5 to 9, inclusive ;

Section 16, north half, southwest quarter ;

Sections 17 to 19, inclusive ;

Section 20, north half, southwest quarter ;

Section 31, west half.

TOWNSHIP 26 NORTH, RANGE 11 EAST

Section 6.

Also, that part of the Sebastian Martin grant, as described on survey plat approved December 17, 1892, and filed in volume 4, page 22, New Mexico land claim plat records of the Bureau of Land Management, lying east of the projection northward of the line between lot 4 of section 33 and lot 1 of section 34, fractional township 22 north, range 10 east, New Mexico principal meridian, as shown on public land survey plat of August 8, 1924.

SEC. 3. The exterior boundaries of the Santa Fe National Forest in New Mexico are hereby extended to include the following described lands :

(1) The Polvadera grant as described on plat of survey approved December 18, 1899 ; and that part of the Juan Jose Lobato grant, as described on plat of survey approved October 19, 1895, lying southerly of the Rio Chama River ; excepting from the above areas the town of Abiquiu grant as described on plat of survey approved November 16, 1896 and also as shown on public land survey plat approved July 3, 1940 ; said grant plats being filed in volume 5, page 31, volume 4, page 12, and volume 8, page 6, respectively, of New Mexico private land claim plat records of the Bureau of Land Management.

(2) The Ojo de San Jose grant as described on plat of survey approved August 21, 1902, and filed in volume 5, page 14, New Mexico private land claim plat records of the Bureau of Land Management, excepting that triangular-shaped part in the northwest corner of said grant which overlaps the east boundary of the Canon de San Diego grant as shown on said plat of August 21, 1902.

(3) The Juan de Gabaldon grant, as described on plat of survey approved July 27, 1896, and filed in volume 2, page 10, New Mexico private land claim plat records of the Bureau of Land Management.

SEC. 4. Subject to any valid existing rights, all lands of the United States in areas described in sections 1, 2, and 3 hereof, administered by the Secretary of Agriculture under title III of the Bankhead-Jones Farm Tenant Act of July 22, 1937, as amended (7 U.S.C. 1010-1012), or used by the Secretary of Agriculture for research purposes, are hereby added to and made parts of the respective national forests.

**STATEMENT OF FREDERICK W. GROVER, DIRECTOR, DIVISION OF
LAND CLASSIFICATION, FOREST SERVICE, U.S. DEPARTMENT OF
AGRICULTURE**

Mr. GROVER. S. 3112, Mr. Chairman, would include about 18,100 acres in the Pike National Forest in Colorado, and about 249,700 acres in the Carson and Santa Fe National Forests in New Mexico. These areas, which are described in the bill, are now within land utilization projects which have been administered for many years by the Department of Agriculture under title III of the Bankhead-Jones Farm Tenant Act, and in part for forest and range research purposes.

Some 223,000 acres of these areas are Federal lands, and would be given national-forest status under the provisions of the bill.

In its report on this bill the Senate committee noted the need for a perfecting amendment on page 2 of the printed bill. This amendment, however, was not accomplished in the printed copy of the bill which has been referred to your committee.

I would like to again recommend this amendment of S. 3112 now being considered by your committee, Mr. Chairman. On page 2, line 13, insert a comma after the word "half" so that line 13 will read:

Section 21, north half, southeast quarter ;

This is a perfecting amendment to make accurate the land description.

The lands, with which this bill deals, adjoin the national forests to which they would be added by the provisions of this bill. We do not have a large map, Mr. Chairman, but we have three small maps which show the relationship of these lands to the national forests. Mr. Florance will be glad to show them to the committee.

Mr. FLORANCE. This is the Pike National Forest, as now shown basically in green. The lands which are now administered by the Forest Service under title III of the Bankhead-Jones Farm Tenant Act are shown in red. Those would be added to the national forest and administered as a part thereof.

This is the proposed addition of the title III lands to the Carson National Forest, and again the land which would be added is outlined in red and, as you will see, those lands adjoin the present national forest lands.

This is the proposed additions to the Santa Fe National Forest. These lands are all, at the present time, administered by the Forest Service. That is the Federal land in these areas.

Mr. GRANT. There is no expenditure involved in this?

Mr. GROVER. No, sir; no additional costs.

The purpose of the addition is to consolidate the areas administered by the respective national forest organizations under a common set of laws, procedures, and policies.

We think that if that is done, Mr. Chairman, there will be some economy in accounting and administrative costs.

The bill will not result in additional costs and might result in some small saving in the administration of those lands.

These lands are all suitable for multiple-use management as parts of the national forests, and are generally similar to the areas they adjoin. The ones in Colorado are in the headwaters of the South Platte River. They bear much good young timber growth and a considerable area of excellent forest plantations.

They are heavily used for public recreation in spots and a portion of them is within the Mantou Experimental Forests of the Forest Service which is devoted to research in watershed and range management.

The lands in New Mexico were rather badly depleted when they were acquired by the Department in the 1930's. These lands lie in the Upper Rio Grande Watershed. Therefore, they have a high importance for watershed purposes. Because of their character and their former depleted condition, they need continued careful administration and limitation of use in order to preserve their watershed functions and to

assure they do not become subject to erosion and contribute to the siltation of the Rio Grande.

These lands also are suitable for multiple-use management. In addition to water, they provide recreation, especially wildlife and hunting, and some more intensive types of recreation, as well as forage which is used for local livestock. Portions of them bear producing timber stands.

At the present time, the New Mexico tracts are grazed by local livestock owners, most of whom own rather small numbers of livestock. The enactment of this bill will not in any way adversely affect the uses these people now make of these lands.

In conclusion, many of the former land utilization project lands, particularly in the southeastern States, have been included in the national forests, when found suitable for national forest administration, by Executive orders.

However, in the case of these lands, because of restrictions on the addition of lands to national forests, in both Colorado and New Mexico, by the acts of June 25, 1910, and June 15, 1926, respectively, it is necessary these additions be made by act of Congress.

Mr. GRANT. Thank you very much.

Are there any further questions?

Mr. SHORT. Yes, Mr. Chairman.

On the Colorado lands, if I understood you rightly, they are not used to any great extent for grazing?

Mr. GROVER. They are used some, Mr. Short, but not predominantly so.

Mr. SHORT. There are some grazing permits held by people who live in either adjoining areas or within those areas?

Mr. GROVER. Yes, sir.

Mr. SHORT. In the instance of New Mexico, there is a greater grazing use being made of the land?

Mr. GROVER. That is correct, sir.

Mr. SHORT. The question that comes to my mind is that if this bill is passed, these lands are subject to the basic provision of law now—I assume they are, at least—and the revenue to the local political subdivision or 25 percent of the gross revenues received from these lands accrues to the local political subdivisions in lieu of taxes?

Mr. GROVER. That is correct.

Mr. SHORT. Would this situation still prevail where these lands are transferred to, or added to, or become a part of, the forest area?

Mr. GROVER. Yes, sir, it would.

Twenty-five percent of the receipts from these lands would still be returned to the States for the benefits of the schools and roads in the counties in which the lands are situated.

Mr. SHORT. What might happen to the returns received from these lands? This basic provision of law applies to a lot of lands acquired by the Federal Government, particularly the Fish and Wildlife lands. In some instances, due to the fact there is no return to the Government for the land, there is nothing they have to return to the political subdivision in lieu of taxes, and I wonder what is going to happen in these instances.

Mr. GROVER. These lands are now administered under substantially the same regulations and policies as are the adjoining national forest lands.

Therefore, the formal addition of them to the national forest should make no difference in either the use of them or the returns from them.

Mr. SHORT. You referred to recreational use. If I understand you rightly, it is not anticipated there will be, necessarily, a large increase in the recreational use made of these lands in which event there might not be much revenue?

Mr. GROVER. I would not anticipate recreational use would be such as to impair revenue-producing capabilities.

Mr. SHORT. This brings up a question of what revenue would accrue in the event the lands were being used entirely for recreation.

Mr. GROVER. At the present time revenues from them are largely from grazing use.

Mr. SHORT. That is right.

Mr. GROVER. Frankly, we do not foresee other uses impairing grazing use, at least in the foreseeable future, to the point where it would materially affect the returns.

Mr. SHORT. The point I am getting at, apparently whatever is going on there now, conceivably it would be satisfactory in the community and if no major change in the present use is anticipated, it would be a fair assumption there would be no adverse effect on the local community?

Mr. GROVER. That is correct.

Mr. SHORT. That is the only point I was trying to clear up.

Mr. McINTIRE. There is just one other point that should be made a part of the record.

As the jurisdiction of these lands transfers from the Forest Service, acting as an agent under the Bankhead-Jones Act, you might say, to the property owners, will the permits now held by individuals on grazing—or other permits—continue to be acceptable to the Forest Service with the rates and all under a similar policy?

I think the record ought to show whether it is the intention of the Forest Service to use a transfer date here, which is a statutory type of thing, as date of terminating anything of that sort. This is not the intention?

Mr. GROVER. You are correct, Mr. McIntire. Existing permits and uses have been issued by the Forest Service under practically the same regulations and policies as apply to the national forests.

The enactment of this bill would bring no change in either the permits or the uses.

Mr. McINTIRE. It does not, in any way, place in jeopardy, any outstanding permits on the effective date of the transfer?

Mr. GROVER. That is correct. It does not. It would not.

Mr. SHORT. They still can be subject to revisions from time to time as necessary in the interest of proper management?

Mr. GROVER. That is correct, but the enactment of the bill itself will not necessarily bring about any changes.

Mr. GRANT. Thank you very much, gentlemen.

The committee stands adjourned.

(Thereupon, the hearing was adjourned at 12:10 p.m.)

The further the further addition of them to the national fund should
be made in order to give the use of their own money from them
the more they are able to receive a benefit as if I understand you
rightly, the more the further they will be necessary, a large increase
in the amount of the funds in which they are to be put
not be a great advantage.

Mr. Speaker, I would not advise to accept of the bill as it is
now, as it is not a very good one.

Mr. Speaker, I think it is a very good one, and I think it
will be a great benefit to the people.

Mr. Speaker, I think it is a very good one, and I think it
will be a great benefit to the people.

Mr. Speaker, I think it is a very good one, and I think it
will be a great benefit to the people.

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