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# ALASKA MILITARY LAND WITHDRAWALS

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HEARINGS  
 BEFORE THE  
 SUBCOMMITTEE ON PUBLIC LANDS  
 OF THE  
 COMMITTEE ON  
 INTERIOR AND INSULAR AFFAIRS  
 UNITED STATES SENATE  
 EIGHTY-SEVENTH CONGRESS  
 FIRST SESSION  
 ON  
 S. 353, S. 354, S. 355, S. 356, S. 357, H.R. 2279,  
 H.R. 2280, H.R. 2281, H.R. 2282, and H.R. 2283  
 LEGISLATION PERTAINING TO ALASKA MILITARY LAND  
 WITHDRAWALS

FAIRBANKS, ALASKA, MAY 10, 1961  
ANCHORAGE, ALASKA, MAY 15, 1961

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



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OF THE  
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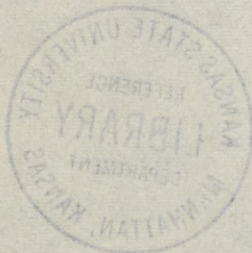
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## ALASKA MILITARY LAND WITHDRAWALS

WEDNESDAY, MAY 10, 1961

U. S. SENATE,  
SUBCOMMITTEE ON PUBLIC LANDS  
OF THE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,  
*Fairbanks, Alaska.*

The hearing convened at 10 a.m. in superior courtroom of the State of Alaska, Fairbanks, Alaska, Senator Ernest Gruening presiding. Also present: Mr. Herbert Beaser, legislative assistant to Senator Gruening.

Senator GRUENING. The hearing will please come to order. This hearing on Senate bills 353, 354, 355, 356, and 357 has been called at the direction of the chairman of the Subcommittee on Public Lands, Hon. Alan Bible, of Nevada, with the approval of the chairman of the Senate Committee on Interior and Insular Affairs, Senator Clinton Anderson of New Mexico, who appointed me as chairman of a special subcommittee to take testimony on these bills in Alaska.

This hearing will concern itself also with House bills 2279 through 2283, inclusive, which were introduced by my colleague in the House, Congressman Ralph Rivers, likewise at the request of the Secretary of the Army.

Here at this hearing in Fairbanks, we will deal only with the four bills proposing withdrawals in the Fairbanks-Big Delta area. An additional hearing has been scheduled for May 15 at Anchorage to consider the one proposed withdrawal in that area.

It should be noted that H.R. 2279 to H.R. 2283, inclusive, have already been passed by the House of Representatives, with certain amendments, and are now before the Senate Committee on Public Lands. The reason I have requested this hearing is that it is naturally difficult for Alaskan witnesses to travel all the way to Washington, and consequently some Alaskan witnesses who have indicated a desire to be heard were not heard at the House hearings.

I think it highly desirable for these hearings to be held here on the ground, both in Fairbanks and Anchorage, so witnesses may be heard. It is the hope of this subcommittee to question witnesses, not only on the original bills as introduced, but on the House amendments. There will be printed at this point, the Senate bills, together with transmittal letters of the Secretary of the Army, and the Director of the Bureau of the Budget, and the House bills, as passed by the House of Representatives.

(The exhibits are as follows:)

[S. 353, 87th Cong., 1st sess.]

A BILL To provide for the withdrawal from the public domain of certain lands in the Ladd-Eielson area, Alaska, for use by the Department of the Army as the Yukon Command training site, Alaska, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That (a) subject to valid existing rights the public lands aggregating approximately two hundred and fifty-six thousand acres in the Ladd-Eielson area, fourth judicial division, Alaska, as more fully described in application (serial numbered Fairbanks 020174) from the Department of the Army to the Department of the Interior and set forth in the Federal Register of July 31, 1958, page 5804 (Federal Register document 58-5837; filed July 31, 1958; 8:47 antemeridian), are hereby withdrawn from all forms of appropriation under the public land laws including the mining and mineral leasing laws and disposals of materials under the Act of July 31, 1947, as amended (60 Stat. 681; 30 U.S.C. 601-604) and reserved for the use of the Department of the Army as the Yukon Command training site for a period of ten years or, if extended by the Secretary of the Interior for a period of fifteen years, or for any shorter period as may be determined by the Secretary of the Army upon notice to the Secretary of the Interior.

(b) The Secretary of the Interior may, with the concurrence of the Secretary of the Army, authorize use or disposition of any of the lands or resources withdrawn and reserved by subsection (a) of this section.

(c) Upon the final termination of the reservation effected by this Act, the Secretary of the Interior shall provide for the appropriate disposition of the lands under the public land laws and other laws existing at the time of such termination. Nothing in this subsection, however, shall be construed to prevent the Secretary of the Army at that time from making application for further withdrawal and reservation of the lands involved under laws and regulations then existing.

(The letter accompanying Senate bill 353 is as follows:)

DEPARTMENT OF THE ARMY,  
Washington, D.C.

THE PRESIDENT OF THE SENATE.

DEAR MR. PRESIDENT: There is forwarded herewith a draft of legislation to provide for the withdrawal from the public domain of certain lands in the Ladd-Eielson area, Alaska, for use by the Department of the Army as the Yukon Command training site, Alaska, and for other purposes.

This proposal is a part of the Department of Defense legislative program for 1961 and the Bureau of the Budget advised on December 23, 1960, that it has no objection to the submission of this proposal for the consideration of the Congress. The Department of the Army has been designated as the representative of the Department of Defense for this legislation. It is recommended that this proposal be enacted by the Congress.

#### PURPOSE OF THE LEGISLATION

The purpose of this proposed legislation is to effect the statutory withdrawal from the public domain of 256,000 acres of land in the Ladd-Eielson area, Alaska, for continued use as the Yukon Command training site. In connection with the programs carried on by the Army units in Alaska the Yukon Command requires a trainfire area and ranges for field artillery and tank firing. The land originally selected for this purpose was designated as the Chena River maneuver site. However, when it became apparent that the use of that land in the intensive manner proposed by the Army would interfere with civilian programs, a substitute area was sought. The site agreed upon is comprised of 256,000 acres of mountainous land east of Eielson Air Force Base. On June 4, 1957, the Department of the Interior granted the Yukon Command permission to conduct maneuvers in this area.

On July 2, 1958, the U.S. Army district engineer at Anchorage, Alaska, filed an application with the Office of the Bureau of Land Management, Department of the Interior, at Fairbanks, Alaska, requesting that the 256,000 acres be withdrawn from the public domain and set aside solely and exclusively for military use. Notice to the effect that an application, serial No. Fairbanks 020174, had been filed by the Department of the Army for the withdrawal of the lands

described therein from all forms of appropriation under the public land laws, including the mining and mineral leasing laws, was published by the Bureau of Land Management at page 5804 of the Federal Register July 31, 1958 (F.R. Doc. 58-5837; filed, July 30, 1958; 8:47 a.m.). The notice provided that for a period of 60 days therefrom objections would be received by the Bureau of Land Management at Fairbanks, Alaska.

However, the Secretary of the Interior is without authority to accomplish the withdrawal. Since, under the provisions of the act of February 28, 1958 (72 Stat. 27, Public Law 85-337), no lands in excess of 5,000 acres can be withdrawn from the public domain except by act of Congress, legislation must be enacted if the 256,000 acres involved are to continue available for military use. The attached draft bill is designed to effect a withdrawal of those lands for 10 years, extendible for one 5-year term, thereby assuring periodic reviews of the military requirements and use of the property.

The application for withdrawal included the detailed data required by section 3 of the aforementioned act of February 28, 1958. As brought out in more detail in the application, the land is within the Fourth Judicial Division, Alaska, approximately 20 miles southeast of Fairbanks contiguous to the east boundary of Eielson Air Force Base.

In furtherance of the military mission outlined above and in compliance with the act of February 28, 1958, the Department of Defense on June 14, 1960, submitted a proposal for the enactment of legislation designed to effect the withdrawal of the lands involved. However, no action was taken thereon by the 86th Congress. Accordingly, the attached draft bill is submitted for consideration of Congress with the recommendation that it be enacted.

#### COST AND BUDGET DATA

Enactment of this proposal would cause no increase in budgetary requirements of the Department of Defense.

Sincerely yours,

WILBER M. BRUCKER,  
*Secretary of the Army,*

[S. 354, 87th Cong., 1st sess.]

A BILL To provide for the withdrawal of certain public lands 40 miles east of Fairbanks, Alaska, for use by the Department of the Army as a Nike range

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That (a) subject to valid existing rights the public lands aggregating approximately six hundred seven thousand and eight hundred acres described in application for withdrawal (serial number Fairbanks 022929) published in the Federal Register of May 26, 1959, page 4218 (Federal Register document 59-4405; filed, May 25, 1959; 8:49 antemeridian), are hereby withdrawn from all forms of use and appropriation under the public land laws including the mining and mineral leasing laws and disposals of materials under the Act of July 31, 1947, as amended (60 Stat. 681; 30 U.S.C. 601-604), except as provided in subsection (b) of this section and reserved for the use of the Department of the Army as a Nike range for a period of ten years or, if extended by the Secretary of the Interior, for a period of fifteen years, or for any shorter period as may be determined by the Secretary of the Army upon notice to the Secretary of the Interior.

(b) The lands and resources withdrawn and reserved by subsection (a) of this section shall be subject to use by the public in a manner that will not interfere with the use of the withdrawn area by the Department of the Army during the period December 15 to March 15 annually in accordance with schedules adopted by the Department of the Army.

(c) The Secretary of the Interior may, with the concurrence of the Secretary of the Army, authorize use or disposition of any of the lands or resources withdrawn and reserved by subsection (a) of this section.

(d) Upon the final termination of the reservation effected by this Act, the Secretary of the Interior shall provide for the appropriate disposition of the lands under the public land laws and other laws existing at the time of such termination. Nothing in this subsection, however, shall be construed to prevent the Secretary of the Army at that time from making application for further withdrawal and reservation of the lands involved under laws and regulations then existing.

(The letter accompanying Senate bill 354 is as follows:)

DEPARTMENT OF THE ARMY,  
*Washington, D.C., January 3, 1961.*

The PRESIDENT OF THE SENATE.

DEAR MR. PRESIDENT: There is forwarded herewith a draft of legislation to provide for the withdrawal of certain public lands 40 miles east of Fairbanks, Alaska, for use by the Department of the Army as a Nike range.

This proposal is a part of the Department of Defense legislative program for 1961 and the Bureau of the Budget advised on December 23, 1960, that it has no objection to the submission of this proposal for the consideration of the Congress. The Department of the Army has been designated as the representative of the Department of Defense for this legislation. It is recommended that this proposal be enacted by the Congress.

#### PURPOSE OF THE LEGISLATION

The purpose of this proposed legislation is to effect, for the use of the Department of the Army, a statutory withdrawal of 607,800 acres of public domain lands in the Fairbanks area, approximately 40 miles east of Fairbanks, Alaska. As part of the air defense of Alaska, the Department of the Army has established Nike-Hercules batteries near the Eielson Air Force Base. In addition, in connection with field artillery and tank-firing exercises, the Army has established a Yukon command training site adjacent to the Eielson Air Force Base on 256,000 acres of land, which embraces within it the Nike battery sites.

It is essential that troops manning Nike batteries be afforded an opportunity to perform service practice firing of the weapon at least once a year. Troops within the continental United States are accordingly transported annually to Fort Bliss, Tex., for this purpose. Because the ranges at Fort Bliss are already operating with capacity schedules, and inasmuch as the time and money to transport troops from Alaska for this purpose would be of major significance, the Department of the Army sought an alternate surface-to-air missile range in Alaska. Moreover, practice firing under Alaskan climatic conditions is patently desirable. The site selected is approximately 63 miles long, 13 miles wide at its western end and 20 miles wide at its eastern end, comprising an area of 607,800 acres of public domain land immediately adjacent to the Yukon command training site referred to above.

Utilization of this range will permit practice firing from one of the Nike battery sites established as part of the regular air defense of Alaska, thereby eliminating the need for any new construction. This service firing by Nike-Hercules units will require approximately 3 months each year. In order to integrate Department of the Army requirements, to the extent practical, with those of the civilian economy of Alaska, it is planned to conduct these firing sessions during the winter months when climatic conditions are such that civilian activities will be reduced, if not halted. This also affords, to the units and equipment, training under optimum conditions.

On February 10, 1959, the U.S. Army district engineer at Anchorage, Alaska, therefore, filed an application with the Bureau of Land Management, Department of the Interior, at Fairbanks, Alaska, for the use of the land involved for 3 months annually for a 10-year period with an option to renew for an additional 5 years and requested that the lands be segregated in order to preclude further disposition thereof under the public land laws. Notice to the effect that the application, serial No. Fairbanks 022929, had been filed by the Department of the Army was published by the Bureau of Land Management as a notice of proposed withdrawal and reservation of lands at page 2312 of the Federal Register for March 25, 1959, and page 4218 of the Federal Register for May 26, 1959 (F.R. Doc. 59-2482, filed Mar. 24, 1959, 8:47 a.m.; and F.R. Doc. 59-4405, filed May 25, 1959, 8:49 a.m.).

On September 4, 1959, after the Department of the Army had given assurances that there would be no contamination of the area because unexploded missiles will be recovered, the Department of the Interior granted to the Department of the Army the right to use the 607,800 acres described in the aforementioned application during the period December 15, 1959, to March 15, 1960. During that period, the commanding general, U.S. Army, Alaska, successfully conducted practice firing tests that underscored the military requirement for this range. The continued ability to test these weapons, and the men operating

them, under extreme climatic conditions, including temperatures of 60° below zero, is considered to be vital in fulfilling the mission of the troops involved.

Because the Department of the Army requires utilization of the land involved for only 3 months of the year, the possibility was explored of obtaining use of the land, without effecting a withdrawal from appropriation under the public land laws, and to permit disposition of these public domain lands subject to the Army use. However, the Department of the Interior, which is responsible for the administration of the public land laws, has determined that the Department of the Army cannot have the privilege it seeks without a withdrawal of these lands. It was further determined that the proposal to effect a reservation for use subject to disposition under the public land laws subject to the right of the Army to the use of the area for a 3-month period each year is unworkable, there being no provision in the public land laws for dispositions of that type. Accordingly, the Department of the Army, because of its urgent requirement for the use of this Nike range, determined to proceed with the request to withdraw the lands involved from all forms of appropriation but subject to maximum multiple use thereof.

In addition to providing, in the application referred to above, a detailed description of the land involved in the proposed legislation, this Department set forth the data required by section 3 of the aforementioned act of February 28, 1958. As brought out in more detail in the application, the land is approximately 40 miles east of Fairbanks adjacent to the Yukon Command training site which, in turn, is adjacent to the Eielson Air Force Base. While the Army will require use of the area annually, from December 15 to March 15, all of the lands and resources will be available for use by the public during the rest of the year.

A review by the field representatives of the Bureau of Land Management, Department of the Interior and the Department of the Army indicates that none of the lands involved have been withdrawn or reserved for any other use, but that approximately 71 unpatented mining claims have been filed. Because the missile firing practice will be accomplished during the height of the winter, the interference with civilian exploitation of potential sources of mineral deposits will be minimal.

In view of the urgent military necessity to assure continued availability of this range for use by the Nike troops in Alaska, Congress is urged to enact the attached draft bill which also provides for any use and disposition of the lands not incompatible with the Army's use during the annual December 15 to March 15 firing sessions.

In furtherance of the military mission outlined above and in compliance with the act of February 28, 1958, the Department of Defense on 21 June 1960 submitted a proposal for the enactment of legislation designed to effect the withdrawal of the lands involved. However, no action was taken thereon by the 86th Congress. Accordingly, the attached draft bill is submitted for consideration of Congress with the recommendation that it be enacted.

#### COST AND BUDGET DATA

Enactment of this proposal would cause no increase in budgetary requirements of the Department of Defense.

Sincerely yours,

WILBER M. BRUCKER,  
*Secretary of the Army.*

[S. 355, 87th Cong., 1st sess.]

A BILL To provide for the withdrawal from the public domain of certain lands in the Big Delta area, Alaska, for continued use by the Department of the Army at Fort Greely, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That subject to valid existing rights and public lands aggregating approximately five hundred and seventy-two thousand acres of land in the Big Delta area, Fairbanks recording precinct, Fourth Judicial Division, Alaska, as more fully described in application (serial number Fairbanks 019269) from the Department of the Army to the Department of the Interior and set forth in the Federal Register May 8, 1958, page 3071 (Federal Register document 58-3480; filed, May 7, 1958; 8:53 antemeridian), are hereby withdrawn from all forms of appropriation under the public land laws includ-

ing the mining and mineral leasing laws and disposals of materials under the Act of July 31, 1947, as amended (60 Stat. 681; 30 U.S.C. 601-604), and reserved for the use of the Department of the Army as the Fort Greely maneuver area for a period of ten years or, if extended by the Secretary of the Interior for a period of fifteen years, or for any shorter period as may be determined by the Secretary of the Army upon notice to the Secretary of the Interior.

(b) The Secretary of the Interior may, with the concurrence of the Secretary of the Army, authorize use or disposition of any of the lands or resources withdrawn and reserved by subsection (a) of this section.

(c) Upon the final termination of the reservation effected by this Act, the Secretary of the Interior shall provide for the appropriate disposition of the lands under the public land laws and other laws existing at the time of such termination. Nothing in this subsection, however, shall be construed to prevent the Secretary of the Army at that time from making application for further withdrawal and reservation of the lands involved under laws and regulations then existing.

(The letter accompanying Senate bill 355 is as follows:)

DEPARTMENT OF THE ARMY,  
*Washington, D.C., January 3, 1961.*

The PRESIDENT OF THE SENATE.

DEAR MR. PRESIDENT: There is forwarded herewith a draft of legislation to provide for the withdrawal from the public domain of certain lands in the Big Delta area, Alaska, for continued use by the Department of the Army at Fort Greely, and for other purposes.

This proposal is a part of the Department of Defense legislative program for 1961 and the Bureau of the Budget advised on December 23, 1960, that it has no objection to the submission of this proposal for the consideration of the Congress. The Department of the Army has been designated as the representative of the Department of Defense for this legislation. It is recommended that this proposal be enacted by the Congress.

#### PURPOSE OF THE LEGISLATION

The purpose of this proposed legislation is to effect the statutory withdrawal from the public domain of 572,000 acres of land in the Big Delta area, Alaska, adjacent to Fort Greely. A military reservation was established at Big Delta, Alaska, in 1942 with the construction of airfield facilities on 14,460 acres of public domain lands made available for that purpose. In 1948 the military reservation was placed under the jurisdiction of the Department of the Air Force and designated as the Big Delta Air Force Base. Following the establishment of the Arctic Indoctrination School, the installation was transferred in 1955 to the Department of the Army and named Fort Greely after agreement had been reached with the respective Committees on Armed Services in accordance with title VI of the act of September 28, 1951 (65 Stat. 365). Fort Greely, presently comprising 30,791 acres of land, has been developed at a cost of \$33,116,389.

The land proposed to be withdrawn was made available to the Department of the Army under permit from the Department of the Interior in November 1950 and has been used continuously by this Department since that time as a maneuver and testing area for the U.S. Army, Alaska, the U.S. Arctic Test Board, and the Cold Weather and Mountain School. It has been designated as the Fort Greely Maneuver Area.

Although the initial permit issued by the Department of the Interior expired, the use of the property was extended by authority of the Secretary of the Interior on a temporary basis. On the recommendation of the Secretary of the Army, in accordance with procedures established by the Secretary of Defense, it has been determined that long-range testing and maneuver requirements in Alaska necessitate the withdrawal of the 572,000 acres of land involved from all forms of entry and from appropriation in order to assure their continued availability.

Accordingly, on April 2, 1958, the U.S. Army district engineer at Anchorage, Alaska, filed an application with the office of the Bureau of Land Management, Department of the Interior at Fairbanks, Alaska, requesting that the 572,000 acres be withdrawn from the public domain and set aside solely and exclusively for military use. Notice to the effect that an application, Serial No. Fairbanks 019269, had been filed by the Department of the Army for the withdrawal of the lands described therein from all forms of appropriation under the public land

laws, including the mining and mineral leasing laws, was published by the Bureau of Land Management at page 3071 of the Federal Register May 8, 1958, (F.R. Doc. 58-3480; filed, May 7, 1958; 8:53 a.m.). The notice provided that for a period of 60 days therefrom objections would be received by the Bureau of Land Management at Fairbanks, Alaska.

However, the Secretary of the Interior is without authority to accomplish the withdrawal. Since under the provisions of the act of February 28, 1958 (72 Stat. 27, Public Law 85-337), no lands in excess of 5,000 acres can be withdrawn from the public domain except by act of Congress, legislation must be enacted if the 572,000 acres involved are to continue available for military use. The attached draft bill is designed to effect a withdrawal of those lands for 10 years, extendible for one 5-year term, thereby assuring periodic reviews of the military requirements and use of the property.

In addition to containing a complete description of the property proposed for withdrawal, the above-mentioned application for withdrawal sets forth in detail the data required by section 3 of the aforementioned act of February 28, 1958. As brought out in more detail in the application, the land is within the Fairbanks Recording Precinct, Fourth Judicial Division, south of the Alaska Highway between the Richardson Highway on the east and the Little Delta River on the west. Inasmuch as the intensive utilization of the property for military purposes since 1950 has precluded its availability for other use and development, withdrawal of the lands at this time will have no effect on the local economy.

In furtherance of the military mission outlined above and in compliance with the act of February 28, 1958, the Department of Defense on June 14, 1960, submitted a proposal for the enactment of legislation designed to effect the withdrawal of the lands involved. However, no action was taken thereon by the 86th Congress. Accordingly, the attached draft bill is submitted for consideration of Congress with the recommendation that it be enacted.

#### COST AND BUDGET DATA

Enactment of this proposal would cause no increase in budgetary requirements of the Department of Defense.

Sincerely yours,

WILBER M. BRUCKER,  
*Secretary of the Army.*

[S. 356, 87th Cong., 1st sess.]

A BILL To provide for the withdrawal from the public domain of certain lands in the Granite Creek area, Alaska, for use by the Department of the Army at Fort Greely, Alaska, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That subject to valid existing rights the public lands aggregating approximately fifty-one thousand four hundred acres of land in the Granite Creek area, Fourth Judicial Division, Alaska, as more fully described in application (serial number Fairbanks 012203) from the Department of the Army to the Department of the Interior and set forth in the Federal Register of December 13, 1955, page 9313 (Federal Register Document 55-10007; filed, December 12, 1955; 8:52 antemeridian), are hereby withdrawn from all forms of appropriation under the public land laws including the mining and mineral leasing laws and disposals of materials under the Act of July 31, 1947, as amended (60 Stat. 681; 30 U.S.C. 601-604), and reserved for the use of the Department of the Army as a testing and maneuver area for a period of ten years or, if extended by the Secretary of the Interior for a period of fifteen years, or for any shorter period as may be determined by the Secretary of the Army upon notice to the Secretary of the Interior.

(b) The Secretary of the Interior may, with the concurrence of the Secretary of the Army, authorize use or disposition of any of the lands or resources withdrawn and reserved by subsection (a) of this section.

(c) Upon the final termination of the reservation effected by this Act, the Secretary of the Interior shall provide for the appropriate disposition of the lands under the public land laws and other laws existing at the time of such termination. Nothing in this subsection, however, shall be construed to prevent the Secretary of the Army at that time from making application for further withdrawal and reservation of the lands involved under laws and regulations then existing.

(The letter accompanying Senate bill 356 is as follows:)

DEPARTMENT OF THE ARMY,  
*Washington, D.C., January 3, 1961.*

THE PRESIDENT OF THE SENATE.

DEAR MR. PRESIDENT: There is forwarded herewith a draft of legislation to provide for the withdrawal from the public domain of certain lands in the Granite Creek area, Alaska, for use by the Department of the Army at Fort Greely, Alaska, and for other purposes.

This proposal is a part of the Department of Defense legislative program for 1961 and the Bureau of the Budget advised on December 23, 1960, that it has no objection to the submission of this proposal for the consideration of the Congress. The Department of the Army has been designated as the representative of the Department of Defense for this legislation. It is recommended that this proposal be enacted by the Congress.

#### PURPOSE OF THE LEGISLATION

The purpose of this proposed legislation is to effect the statutory withdrawal from the public domain of 51,400 acres of land in the Granite Creek area, Alaska, adjacent to Fort Greely. A military reservation was established at Big Delta, Alaska, in 1942 with the construction of airfield facilities on 14,460 acres of public domain lands made available for that purpose. In 1948 the military reservation was placed under the jurisdiction of the Department of the Air Force and designated as the Big Delta Air Force Base. Following the establishment of the Arctic indoctrination school the installation was transferred in 1955 to the Department of the Army and named Fort Greely after agreement had been reached with the respective Committees on Armed Services in accordance with title VI of the act of September 28, 1951 (65 Stat. 365). Fort Greely, presently comprising 30,791 acres of land, has been developed at a cost of \$33,116,389.

In connection with the programs carried on by the Army units in Alaska it is necessary to have an area in which equipment-testing maneuvers can be carried out and also an area that can be devoted to aerial drop testing. The land selected for the equipment-testing maneuver area comprises an area of 48,200 acres contiguous to Fort Greely extending southeastward to Granite Creek. The drop test area is comprised of 3,200 acres in a strip of land 1 mile by 5 miles on the east side of Richardson Highway near the equipment-testing maneuver area in a manner designed to permit ready access for recovery of materiel and personnel.

On December 6, 1955, the U.S. Army District Engineer at Anchorage, Alaska, filed an application with the office of the Bureau of Land Management, Department of the Interior at Fairbanks, Alaska, requesting that the 51,400 acres be withdrawn from the public domain, and set aside solely and exclusively for military use. Notice to the effect that an application, serial No. Fairbanks 012203, had been filed by the Department of the Army for the withdrawal of the lands described therein from all forms of appropriation under the public land laws, including the mining and mineral leasing laws, was published by the Bureau of Land Management at page 9313 of the Federal Register, December 13, 1955 (F.R. Doc. 55-10007; filed, December 12, 1955; 8:52 a.m.). The notice provided that for a period of 60 days therefrom objections would be received by the Bureau of Land Management at Fairbanks, Alaska.

However, the Secretary of the Interior is without authority to accomplish the withdrawal. Since, under the provisions of the act of February 28, 1958 (72 Stat. 27, Public Law 85-337), no lands in excess of 5,000 acres can be withdrawn from the public domain except by act of Congress, legislation must be enacted if the 51,400 acres involved are to be available for military use. The attached draft bill is designed to effect a withdrawal of those lands for 10 years, extendible for one 5-year term, thereby assuring periodic reviews of the military requirements and use of the property.

Since the filing of the application for withdrawal in 1955, the Department has submitted to the Bureau of Land Management the detailed data required by section 3 of the aforementioned act of February 28, 1958. As brought out in more detail in the application, the land is within the Fourth Judicial Division, Alaska, approximately 2.5 miles southeast of Delta Junction between the Richardson and Alaska Highways extending southeastward to Granite Creek.

In furtherance of the military mission outlined above and in compliance with the act of February 28, 1958, the Department of Defense on June 14, 1960, submitted a proposal for the enactment of legislation designed to effect the withdrawal of the lands involved. However, no action was taken thereon by the 86th Congress. Accordingly, the attached draft bill is submitted for consideration of Congress with the recommendation that it be enacted.

## COST AND BUDGET DATA

Enactment of this proposal would cause no increase in budgetary requirements of the Department of Defense.

Sincerely yours,

WILBER M. BRUCKER,  
*Secretary of the Army.*

[S. 357, 87th Cong., 1st sess.]

A BILL To reserve for use by the Department of the Army at Fort Richardson, Alaska, certain public lands in the Campbell Creek area, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That subject to valid existing rights the public lands aggregating approximately four thousand seven hundred and six acres in the Campbell Creek area, Alaska, withdrawn from the public domain by Public Land Order 2029 and described in detail in the Federal Register of December 19, 1959, page 10310 (Federal Register document 59-10755; filed December 18, 1959; 8:46 antemeridian), are hereby reserved for the use of the Department of the Army in conjunction with Fort Richardson for a period of ten years, or, if extended by the Secretary of the Interior for a period of fifteen years, or for any shorter period as may be determined by the Secretary of the Army upon notice to the Secretary of the Interior.

(b) The Secretary of the Interior may, with the concurrence of the Secretary of the Army, authorize use or disposition of any of the lands or resources withdrawn and reserved by subsection (a) of this section.

(c) Upon the final termination of the reservation effected by this Act, the Secretary of the Interior shall provide for the appropriate disposition of the lands under the public land laws and other laws existing at the time of such termination. Nothing in this subsection, however, shall be construed to prevent the Secretary of the Army at that time from making application for further withdrawal and reservation of the lands involved under laws and regulations then existing.

(The letter accompanying the Senate bill 357 is as follows:)

DEPARTMENT OF THE ARMY,  
Washington, D.C., January 3, 1961.

The PRESIDENT OF THE SENATE.

DEAR MR. PRESIDENT: There is forwarded herewith a draft of legislation to reserve for use by the Department of the Army at Fort Richardson, Alaska, certain public lands in the Campbell Creek area, and for other purposes.

This proposal is a part of the Department of Defense legislative program for 1961 and the Bureau of the Budget advised on December 23, 1960, that it has no objection to the submission of this proposal for the consideration of the Congress. The Department of the Army has been designated as the representative of the Department of Defense for this legislation. It is recommended that this proposal be enacted by the Congress.

## PURPOSE OF THE LEGISLATION

The purpose of this proposed legislation is to effect a statutory reservation of use of 4,706 acres of land in the Campbell Creek area, Alaska, for the continuation as an impact area at Fort Richardson, Alaska, for tank and artillery firing.

The military installation currently designated as Fort Richardson was established in 1939 on lands withdrawn from the public domain and set apart for that purpose. The installation, which serves as headquarters for the U.S. Army, Alaska, is currently comprised of 150,927 acres of public domain lands and 2,611 acres of fee-owned lands acquired at a cost of \$62,459 and developed for military use at a cost of \$155,096,073.

The land involved in this proposal was originally withdrawn from the public domain for use of the War Department in 1944 and has been intermittently used by the Army since that time. The withdrawal and reservation for military use of 84,000 acres of land under Public Land Order No. 253 of December 7, 1944, was revoked by Public Land Order No. 576 of March 29, 1949. Thereafter, on May 11, 1950, the Secretary of the Army advised the Secretary of the Interior of the Army's requirement for 9,065 acres, part of the larger area previously withdrawn and reserved under Public Land Order No. 253, and requested these lands should once again be withdrawn from the public domain and set aside for military use. On June 21, 1956, the Department of the Army agreed to delete part of the area, reducing it to 8,465 acres.

Notice to the effect that an application, serial No. Anchorage 023002, had been filed by the Department of the Army for the withdrawal of land described therein from all forms of appropriation under the public land laws, including the mining and mineral leasing laws, was published by the Bureau of Land Management in the Federal Register for July 6, 1956 at page 5016 (F.R. Doc. 56-5336; filed July 5, 1954; 8:41 a.m.). The notice provided that for a period of 60 days therefrom objections would be received by the Bureau of Land Management at Anchorage, Alaska.

Following a further review of Army requirements, the U.S. Army District Engineer at Anchorage, Alaska, amended the application for the withdrawal on May 23, 1957, by further reducing the area involved to 4,706 acres designated as tract M, Fort Richardson.

Because the land involved had been contaminated during its original Army use under the 1944 withdrawal, the Secretary of the Interior by public land order 2029 on December 15, 1959, withdrew 4,706 acres involved from all forms of appropriation as a public safety measure, as set forth with a full description of the lands in the Federal Register for December 19, 1959, at page 10310 (F.R. Doc. 59-10755; filed Dec. 18, 1959; 8:46 a.m.).

However, the Secretary of the Interior is without authority to reserve the 4,706 acres involved for the use of the Department of the Army. Under the provisions of the act of February 26, 1958 (72 Stat. 27, Public Law No. 85-337), no lands in excess of 5,000 acres in the aggregate for one defense project may be withdrawn or reserved since the date of its enactment. Because the Secretary of the Interior withdrew, for the Department of the Army, 1,271 acres of land at Fort Richardson under public land order 1673, dated July 2, 1958, as amended by public land order 1840, dated April 29, 1959, the reservation for use of the additional 4,706 acres cannot be accomplished except by act of Congress. Legislation must, therefore, be enacted if the 4,706 acres involved are to continue available for military use. The attached draft bill is designed to effect a reservation of use of those lands for 10 years, extendible for one 5-year term, thereby assuring periodic review of the military requirements for use of the property. In the interim, the Department of the Interior, in response to a request therefor from the Department of the Army, has granted the Department of the Army permission to use the lands involved pending consideration of legislation by Congress. The permit requires the Department of the Army to (1) post roads, etc., and notify the public concerning the status of the land and the danger of trespassing; (2) take precaution to prevent fire; (3) take precaution to prevent pollution or contamination of the streams in the area; and (4) act promptly to submit legislation under the act of February 28, 1959.

Since the filing of the application for withdrawal in 1950, the Department has submitted to the Bureau of Land Management the detailed data required by section 3 of the aforementioned act of February 28, 1958. Inasmuch as the former utilization of the property for military purposes has precluded its availability for other use and development, reservation of the lands for Army use at this time will have no effect on the local economy.

#### COST AND BUDGET DATA

Enactment of this proposal would cause no increase in budgetary requirements of the Department of Defense.

Sincerely yours,

WILBER M. BRUCKER,  
*Secretary of the Army.*

## ALASKA MILITARY LAND WITHDRAWALS

11

[H.R. 2279, 87th Cong., 1st sess.]

AN ACT To provide for the withdrawal from the public domain of certain lands in the Granite Creek area, Alaska, for use by the Department of the Army at Fort Greely, Alaska, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That subject to valid existing rights the public lands aggregating approximately fifty-one thousand four hundred acres of land in the Granite Creek area, Alaska, as more fully described in application (serial number Fairbanks 012203) from the Department of the Army to the Department of the Interior and set forth in the Federal Register of December 13, 1955, page 9313 (Federal Register document 55-10007; filed, December 12, 1955; 8:52 antemeridian), are hereby withdrawn from all forms of appropriation under the public land laws including the mining and mineral leasing laws and disposals of materials under the Act of July 31, 1947, as amended (61 Stat. 681; 30 U.S.C. 601-604), and reserved for the use of the Department of the Army as a testing and maneuver area for a period of ten years or, if extended by the Secretary of the Interior for a period of fifteen years, or for any shorter period as may be determined by the Secretary of the Army upon notice to the Secretary of the Interior.

(b) The Secretary of the Interior may, with the concurrence of the Secretary of the Army, authorize use or disposition of any of the lands or resources withdrawn and reserved by subsection (a) of this section.

(c) To the extent that the Secretary of the Army determines it to be consistent with military requirements and the public safety: (1) the lands withdrawn and reserved by this Act, or selected portions thereof, shall be open during legally established seasons for hunting, fishing, and trapping, and military operations affecting the same shall be suspended during such periods and (2) access across the lands, or selected portions thereof, shall be permitted to public hunting, fishing, and trapping areas.

(d) Upon request of the Secretary of the Interior at the time of the final termination of the reservation effected by this Act, the Department of the Army shall make safe for nonmilitary uses the land withdrawn and reserved, or such portions thereof as may be specified by the Secretary of the Interior, by neutralizing unexploded ammunition, bombs, artillery projectiles, or other explosive objects and chemical agents. Thereafter the Secretary of the Interior pursuant to law shall provide for the appropriate use or disposition of all or any part of the land withdrawn and reserved under provisions of this Act. Nothing in this subsection, however, shall be construed to prevent the Secretary of the Army at that time from making application for further withdrawal and reservation of all or part of said lands under laws and regulations then existing.

Passed the House of Representatives May 1, 1961.

Attest:

RALPH R. ROBERTS, *Clerk.*

[H.R. 2279, 87th Cong., 1st sess.]

AN ACT To provide for the withdrawal from the public domain of certain lands in the Granite Creek area, Alaska, for use by the Department of the Army at Fort Greely, Alaska, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That subject to valid existing rights the public lands aggregating approximately fifty-one thousand four hundred acres of land in the Granite Creek area, Alaska, as more fully described in application (serial number Fairbanks 012203) from the Department of the Army to the Department of the Interior and set forth in the Federal Register of December 13, 1955, page 9313 (Federal Register document 55-10007; filed, December 12, 1955; 8:52 antemeridian), are hereby withdrawn from all forms of appropriation under the public land laws including the mining and mineral leasing laws and disposals of materials under the Act of July 31, 1947, as amended (61 Stat. 681; 30 U.S.C. 601-604), and reserved for the use of the Department of the Army as a testing and maneuver area for a period of ten years or, if extended by the Secretary of the Interior for a period of fifteen years, or for any shorter period as may be determined by the Secretary of the Army upon notice to the Secretary of the Interior.

(b) The Secretary of the Interior may, with the concurrence of the Secretary of the Army, authorize use or disposition of any of the lands or resources withdrawn and reserved by subsection (a) of this section.

(c) To the extent that the Secretary of the Army determines it to be consistent with military requirements and the public safety: (1) the lands withdrawn and reserved by this Act, or selected portions thereof, shall be open during legally established seasons for hunting, fishing, and trapping, and military operations affecting the same shall be suspended during such periods and (2) access across the lands, or selected portions thereof, shall be permitted to public hunting, fishing, and trapping areas.

(d) Upon request of the Secretary of the Interior at the time of the final termination of the reservation effected by this Act, the Department of the Army shall make safe for nonmilitary uses the land withdrawn and reserved, or such portions thereof as may be specified by the Secretary of the Interior, by neutralizing unexploded ammunition, bombs, artillery projectiles, or other explosive objects and chemical agents. Thereafter the Secretary of the Interior pursuant to law shall provide for the appropriate use or disposition of all or any part of the land withdrawn and reserved under provisions of this Act. Nothing in this subsection, however, shall be construed to prevent the Secretary of the Army at that time from making application for further withdrawal and reservation of all or part of said lands under laws and regulations then existing.

Passed the House of Representatives May 1, 1961.

Attest:

RALPH R. ROBERTS, *Clerk.*

[H.R. 2280, 87th Cong., 1st sess.]

AN ACT To provide for the withdrawal of certain public lands forty miles east of Fairbanks, Alaska, for use by the Department of the Army as a Nike range

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That (a) subject to valid existing rights the public lands aggregating approximately six hundred and seven thousand eight hundred acres described in application for withdrawal, serial number Fairbanks 022929 published in the Federal Register of May 26, 1959, page 4218 (Federal Register Document 59-4405; filed, May 25, 1959; 8:49 antemeridian), are hereby withdrawn from all forms of use and appropriation under the public land laws including the mining and mineral leasing laws and disposals of materials under the Act of July 31, 1947, as amended (61 Stat. 681; 30 U.S.C. 601-604), except as provided in subsection (b) of this section and reserved for the use of the Department of the Army as a Nike range for a period of ten years or, if extended by the Secretary of the Interior, for a period of fifteen years, or for any shorter period as may be determined by the Secretary of the Army upon notice to the Secretary of the Interior.

(b) The lands and resources withdrawn and reserved by subsection (a) of this section shall be subject to use, appropriation, and disposition in a manner that will not interfere with the use of the withdrawn area by the Department of the Army during the period December 15 to March 15 annually in accordance with schedules adopted by the Department of the Army.

(c) All occupancy and use under homestead entries, mining locations, mineral leases, or other appropriation or use conformable with the Public Land Laws of the United States as aforesaid which may be effectuated within the area withdrawn and reserved under subsection (b) of this Act shall be subject to the paramount and exclusive right of the Army to utilize the lands for Nike range and incidental military purposes during the period December 15 to March 15 annually until termination of the withdrawal and reservation effected by this Act, and all documents authorizing use or occupancy or effecting disposition of such lands shall expressly preserve to the United States the paramount and exclusive right above specified.

(d) Upon request of the Secretary of the Interior at the time of final termination of the reservation effected by this Act, the Department of the Army shall make safe for nonmilitary uses the land withdrawn and reserved, or such portions thereof as may be specified by the Secretary of the Interior, by neutralizing unexploded ammunition, bombs, artillery projectiles, or other explosive objects and chemical agents. Thereafter the Secretary of Interior, pursuant to law, shall provide for the appropriate use or disposition of all or any part of the land withdrawn and reserved under provisions of this Act. Nothing in this subsection, however, shall be construed to prevent the Secretary of the Army at that time from making application for further withdrawal and reservation of all or part of said lands under laws and regulations then existing.

Passed the House of Representatives May 1, 1961.

RALPH R. ROBERTS, *Clerk.*

[H.R. 2281, 87th Cong., 1st sess.]

AN ACT To reserve for use by the Department of the Army at Fort Richardson, Alaska, certain public lands in the Campbell Creek area, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That subject to valid existing rights the public lands aggregating approximately four thousand seven hundred and six acres in the Campbell Creek Area, Alaska, withdrawn from the public domain by Public Land Order 2029 and described in detail in the Federal Register of December 19, 1959, page 10310 (Federal Register Document 59-10755; filed, December 18, 1959; 8:46 antemeridian), are hereby reserved for the use of the Department of the Army in conjunction with Fort Richardson for a period of ten years or, if extended by the Secretary of the Interior for a period of fifteen years, or for any shorter period as may be determined by the Secretary of the Army upon notice to the Secretary of the Interior.

(b) The Secretary of the Interior may, with the concurrence of the Secretary of the Army, authorize use or disposition of any of the land or resources reserved by subsection (a) of this section.

(c) Upon the final termination of the reservation effected by this Act, the Secretary of the Interior shall provide for the appropriate disposition of the lands under the public land laws and other laws existing at the time of such termination. Nothing in this subsection, however, shall be construed to prevent the Secretary of the Army at that time from making application for further withdrawal and reservation of all or part of said lands under laws and regulations then existing.

Passed the House of Representatives May 1, 1961.

Attest:

RALPH R. ROBERTS, *Clerk.*

[H.R. 2282, 87th Cong., 1st sess.]

AN ACT To provide for the withdrawal from the public domain of certain lands in the Ladd-Eielson area, Alaska, for use by the Department of the Army as the Yukon Command training site, Alaska, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That (a) subject to valid existing rights the public lands aggregating approximately two hundred and fifty-six thousand acres in the Ladd-Eielson area, fourth judicial division, Alaska, as more fully described in application (serial number Fairbanks 020174) from the Department of the Army to the Department of the Interior and set forth in the Federal Register of July 31, 1958, page 5804 (Federal Register Document 58-5837; filed, July 31, 1958; 8:47 antemeridian), are hereby withdrawn from all forms of appropriation under the public land laws including the mining and mineral leasing laws and disposals of materials under the Act of July 31, 1947, as amended (61 Stat. 681; 30 U.S.C. 601-604), and reserved for the use of the Department of the Army as the Yukon Command training site for a period of ten years or, if extended by the Secretary of the Interior for a period of fifteen years, or for any shorter period as may be determined by the Secretary of the Army upon notice to the Secretary of the Interior.

(b) The Secretary of the Interior may, with the concurrence of the Secretary of the Army, authorize use or disposition of any of the lands or resources withdrawn and reserved by subsection (a) of this section.

(c) To the extent that the Secretary of the Army determines it to be consistent with military requirements and the public safety: (1) the lands withdrawn and reserved by this Act, or selected portions thereof, shall be open during legally established seasons for hunting, fishing and trapping, and military operations affecting the same shall be suspended during such periods and (2) access across the lands, or selected portions thereof, shall be permitted to public hunting, fishing, and trapping areas.

(d) Upon request of the Secretary of the Interior at the time of final termination of the reservation effected by this Act, the Department of the Army shall make safe for nonmilitary uses the land withdrawn and reserved, or such portions thereof as may be specified by the Secretary of the Interior, by neutralizing unexploded ammunition, bombs, artillery projectiles, or other explosive objects and chemical agents. Thereafter the Secretary of the Interior pursuant to law shall provide for the appropriate use or disposition of all or any part of the land withdrawn and reserved under provisions of this Act. Nothing in this

subsection, however, shall be construed to prevent the Secretary of the Army at that time from making application for further withdrawal and reservation of all or part of said lands under laws and regulations then existing.

Passed the House of Representatives May 1, 1961.

Attest:

RALPH R. ROBERTS, *Clerk*.

[H.R. 2283, 87th Cong., 1st sess.]

AN ACT To provide for the withdrawal from the public domain of certain lands in the Big Delta area, Alaska, for continued use by the Department of the Army at Fort Greely, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That subject to valid existing rights public lands aggregating approximately five hundred and seventy-two thousand acres of land in the Big Delta area, Fairbanks recording precinct, Alaska, as more fully described in application (serial number Fairbanks 019269) from the Department of the Army to the Department of the Interior and set forth in the Federal Register, May 8, 1958, page 3071 (Federal Register Document 58-3480, filed, May 7, 1958; 8:53 antemeridian), are hereby withdrawn from all forms of appropriation under the public lands laws including the mining and mineral leasing laws and disposals of materials under the Act of July 31, 1947, as amended (61 Stat. 681; 30 U.S.C. 601-604), and reserved for the use of the Department of the Army as the Fort Greely maneuver area for a period of ten years, or if extended by the Secretary of the Interior for a period of fifteen years, or for any shorter period as may be determined by the Secretary of the Army upon notice to the Secretary of the Interior.

(b) The Secretary of the Interior may, with the concurrence of the Secretary of the Army, authorize use or disposition of any of the lands or resources withdrawn and reserved by subsection (a) of this section.

(c) To the extent that the Secretary of the Army determines it to be consistent with military requirements and the public safety: (1) the lands withdrawn and reserved by this Act, or selected portions thereof, shall be open during legally established seasons for hunting, fishing, and trapping, and military operations affecting the same shall be suspended during such periods and (2) access across the lands, or selected portions thereof, shall be permitted to public hunting, fishing, and trapping areas.

(d) Upon request of the Secretary of the Interior at the time of final termination of the reservation effected by this Act, the Department of the Army shall make safe for nonmilitary uses the land withdrawn and reserved, or such portions thereof as may be specified by the Secretary of the Interior, by neutralizing unexploded ammunition, bombs, artillery projectiles, or other explosive objects and chemical agents. Thereafter the Secretary of the Interior pursuant to law shall provide for the appropriate use or disposition of all or any part of the land withdrawn and reserved under provisions of this Act. Nothing in this subsection, however, shall be construed to prevent the Secretary of the Army at that time from making application for further withdrawal and reservation of all or part of said lands under laws and regulations then existing.

Passed the House of Representatives May 1, 1961.

Attest:

RALPH R. ROBERTS, *Clerk*.

Senator GRUENING. I shall not go into the provisions of these bills in detail, at this time, since I expect the proponents of the measures from the Department of the Army, and their able representative here, to do this.

Now these hearings on these bills constitute a kind of a historical landmark. They are the first bills considered after the enactment of the so-called Engle Act, named after Senator Clair Engle, of California, who, as chairman of the House Committee on Interior and Insular Affairs during the 85th Congress, sponsored a bill, which required congressional approval of all military withdrawals in excess of 5,000 acres and which constitutes a proper recognition of the function of Congress to participate in such decisions. Formerly withdrawals of any size could be made by the executive department

without the approval of Congress. I think we should point out however, that this is a very important step toward strengthening our defenses in Alaska, and those of us who have followed the history of the efforts of Alaskans to secure adequate recognition for over a quarter of a century of the strategic importance of Alaska will so recognize these proposed steps.

Twenty-five years ago Alaskans had no defense whatsoever. In those days when Tony Dimond was the Delegate (and one of our able and great Delegates) we strove very hard to secure recognition of the importance of Alaska to the national defense. It was 26 years ago, in February of 1935 I think, that the late and great Billy Mitchell, in what was probably his last public appearance before the House Committee on Military Affairs, uttered his famous dictum about the strategic importance of Alaska, saying it was the most important place in the world for airpower. At that time he made the statement that "He who held Alaska held the world." Unfortunately for some time after that Billy Mitchell's wisdom in respect to Alaska was as much ignored by the other departments of defense as was his emphasis on the importance of airpower. But gradually a recognition of the importance of Alaska came, although in my humble judgment it has never been fully adequate, and we are striving today, when foreign bases all over the world are being gradually taken away from us for one reason or another, to establish the vital, crucial importance of Alaska, as a bastion of defense not merely for the United States, but for the Western Hemisphere and for the free world.

Therefore these hearings, while they are in no sense an effort to curtail the military power, are designed to get all points of view on these withdrawals, favorable and unfavorable, and to study the various aspects of these withdrawals.

Among the questions which we should discuss here: Are these land withdrawals necessary to the extent of the acreage demanded? Will these areas be decontaminated? And if so, how? Should fishing, hunting, trapping, and mining be permitted, and can they be, and under what circumstances? These are some of the questions that will be raised, and on which we will invite testimony from those interested.

As our first witness I'm very happy to call Major General Michaelis, the commander of the Army in Alaska, who has had the vision to understand the importance of training people in these northern parts of the Nation, where conditions exist that are not duplicated elsewhere under the flag, and familiarity with which may be extremely important in the event of an all-out war. It was General Michaelis who was the moving factor in having the Army move into what was formerly Ladd Field, when the Air Force abandoned it, and who was instrumental in establishing Fort Jonathan Wainwright. General Michaelis, we are very happy to have you here. I wish you would come forward and take your seat in front of the "mike" there and proceed as you think best.

We have here, as you have noticed, some very excellent maps, prepared by the Army, which will illustrate specifically where the withdrawals are, and in the course of the testimony, the purpose of each will be brought out. Go ahead gentlemen.

## STATEMENT OF MAJ. GEN. J. H. MICHAELIS

Major General MICHAELIS. Mr. Chairman, I appreciate the privilege of appearing before this subcommittee. I have been designated by the Department of the Army to represent the Department of Defense in the testimony we are about to hear concerning the withdrawal of four areas in the Fairbanks area.

I have with me as backup witnesses Col. Aldo H. Bagnulo and Mr. Edward W. Holden, who are members of my staff, who are prepared to furnish details concerning the use of the land areas involved; Mr. Edward Gowen, of the Office of Deputy Chief of Staff for Logistics from the Department of the Army; Mr. Loney W. Hart, from the Office of the Chief of Engineers, Department of the Army; and Col. H. E. Davidson, commanding officer of the Arctic Test Board, stationed at Fort Greely.

Before proceeding into the specific statements sir, I would like to make this point: that there are limitations contained in each of the bills, that the reservation of the use shall be for a 10-year period, subject to extension for an additional 5 years, with provision for earlier termination if not needed for the full period covered by the proposed Act. I raise that point now since I don't think that's generally understood. That this is not in perpetuity, but for a period of 10 years.

Senator GRUENING. I think that's an important point. These are temporary withdrawals.

General MICHAELIS. Yes, sir.

Senator GRUENING. For a decade, and with a possible extension of another 5 years.

General MICHAELIS. Right, sir. I have prepared a statement sir, of which I would prefer to submit for the record, and go directly into the description and utilization, proposed utilization of each of the four areas, if this meets your approval.

Senator GRUENING. It does. I think that the statement can be put in full in the record, but I think for the benefit of the witnesses if you would summarize it, with perhaps references to the map there, then all would know exactly what is contemplated.

(The statement referred to follows:)

STATEMENT OF MAJ. GEN. J. H. MICHAELIS, COMMANDING GENERAL U.S. ARMY,  
ALASKA

Mr. Chairman, I am Maj. Gen. J. H. Michaelis, commanding general, U.S. Army, Alaska. The Department of the Army has been designated as the representative of the Department of Defense for this legislation and I represent the Department of the Army for that purpose.

While these legislative proposals have been submitted as four separate bills there is an element of relationship that makes it appropriate to consider the four together. The bills before you provide for the withdrawal or reservation of public domain lands north of the range in Alaska, for continued use by elements of the U.S. Army, Alaska and the Arctic Test Board as outlined in the letters from the Secretary of the Army dated January 3, 1961, forwarding the individual bills for consideration by Congress.

Although in each case we have made application to the Department of the Interior through the Bureau of Land Management for the withdrawal and in each case notification has been duly published in the Federal Register—the dates and pages of publication are set forth in the respective letters from the Army—the Secretary of the Interior is without authority to effect the withdrawals. This is because each area exceeds 5,000 acres.

As I am sure you know, the act of February 28, 1958, which was enacted after hearings by this committee, provides that no lands in excess of 5,000 acres in the aggregate for one defense project may be withdrawn or reserved from the public domain except by act of Congress.

Before going into the details of the individual areas and bills, I would like to give you a brief general background concerning the missions of the Army in Alaska.

The principal Army forces in Alaska are the defensive units under my command. These are comprised of two infantry battle groups and Nike-Hercules air defense batteries stationed at strategic points. These forces defend an area about one-fifth the size of continental United States but with stretches, as shown on our map here, a distance as wide as the continental United States when you include the Aleutian chain.

These defense forces—as everything else in Alaska—are distributed or referred to as being “south of the range” or “north of the range,” the range being the Alaska mountain range with which I am sure you are all familiar. For additional clarity, as shown on the map, Anchorage is south of the range and Fairbanks is north of the range.

The first battle group of the 23d Infantry Regiment is stationed at Fort Richardson near Anchorage, while the first battle group of the 9th Infantry is stationed north of the range at Fort Jonathan M. Wainwright, formerly Ladd Air Force Base, near Fairbanks. The Nike-Hercules batteries are located in positions defending these respective metropolitan areas and the Elmendorf Air Force Base south of the range and Eielson Air Force Base near Fairbanks.

In addition to these defensive units other elements of the Army that are using lands involved in legislation before you today are the Cold Weather and Mountain School and the Arctic Test Board. The Board is responsible for determining feasibility of using weapons and equipment under extreme cold and adverse weather conditions and for submitting to the Department of the Army through the Army Field Forces, results of user tests.

The Cold Weather and Mountain School has the responsibility of providing thorough training and indoctrination in Arctic-type warfare for military personnel sent to the school. As you probably know, the Army no longer has specialized mountain or ski troops but instead trains selective battle groups for service anywhere. The school gives a few basic courses of which the principal ones are a 4-week cold weather and instructors' course for officers and noncommissioned officers, a 10-day winter orientation course, a course in inland waterways navigation showing how to use rivers and streams of the north during the summer and a course in glacial and rock climbing.

Turning now to the bills before you and the role of each area in the mission I have just described, I invite your attention first to:

Area No. 1—S. 356, a bill to provide for the withdrawal from the public domain of certain lands in the Granite Creek area, Alaska, for use by the Department of the Army at Fort Greely, Alaska, and for other purposes.

This is the Fort Greely equipment and test area, also known as the Arctic test branch drop training site. In addition to use for these very important testing purposes, the terrain is very helpful in Cold Weather and Mountain Training School classes and maneuvers. The area is comprised of 51,400 acres of land, it has been used by the Department since 1955 and application for withdrawal was filed with the Secretary of the Interior on December 6, 1955.

Area No. 2—S. 355, a bill to provide for the withdrawal from the public domain of certain lands in the Big Delta Area, Alaska, for continued use by the Department of the Army at Fort Greely, and for other purposes.

This is the Fort Greely maneuver area, sometimes referred to as the Fort Greely Impact and Maneuver Area. It is utilized by units of the U.S. Army, Alaska and is comprised of 572,000 acres. This site has been used under permit since November 1950 and an application for withdrawal was filed with the Secretary of the Interior on April 2, 1958.

Area No. 3—S. 353, a bill to provide for the withdrawal from the public domain of certain lands in the Ladd-Eielson Area, Alaska, for use by the Department of the Army as the Yukon Command Training Site, Alaska, and for other purposes.

It is comprised of 256,000 acres, has been used by the Army since June 4, 1957, and an application for withdrawal was filed July 2, 1958. As indicated in the Department's letter to the President of the Senate requesting enactment of this bill, this site will furnish to the Yukon Command of the U.S. Army, Alaska, the

land it needs for trainfire area and ranges for field artillery and tank firing. Also, as shown on your maps, there are two Nike battery sites within this area.

Lastly, there is adjacent to this last area and fanning out from it:

Area No. 4, covered by S. 354, a bill to provide for the withdrawal of certain public lands 40 miles east of Fairbanks, Alaska, for use by the Department of the Army as a Nike range.

The Nike range, also known as a surface-to-air missile range and sometimes referred to as an extension of the Yukon Command training site, permits troops to fire from actual battery sites comprising part of the Alaskan Air Defense. These sites are shown in area No. 3 and permit the firing into area No. 4. The range was utilized for the first time for the annual service firing of the Nike weapon by troops manning the air defense stations in Alaska during the winter firing season from December 15, 1959, to March 15, 1960, under permit issued by the Department of the Interior on September 4, 1959. Withdrawal application for this area had been filed with the Bureau of Land Management on February 10, 1959. It embraces 607,800 acres based on a requirement for a range approximately 15 by 63 miles in order to provide the proper distance and safety factors.

The use of this range is extremely important because of the obvious benefits of test firing in the adverse weather conditions from the very position that would be used in a real emergency.

Although we are asking for the withdrawal of this land from all forms of appropriation under the public land laws, our requirement for use is only during the period of December 15 to March 15 annually. But, I am told, that to get this use we must first withdraw the land and then—as we will—agree to have the Secretary of the Interior permit uses and make disposition not incompatible with our use.

Because there may also be circumstances under which some use or disposition of lands or resources may be possible at other sites, all of the bills before you provide authority for the Secretary of the Interior, with the concurrence of the Secretary of the Army, to authorize such use or disposition.

Before concluding my prepared statement, Mr. Chairman, I would like to refer to some other general provisions and situations in the bills or affecting the land areas. Firstly, before establishing any new ranges or training areas, we satisfy ourselves that the existing ones cannot be used. This we have done in connection with the land areas in the bills before you today.

Then it is of vital concern to us, whenever the Department must acquire or withdraw additional lands, to minimize the disruption of the civilian economy. We hope that we have accomplished this in connection with these sites. None of the areas are suitable for homesteading at this time. Nor have any mineral claims been filed except in the area of the Nike range, where 71 unpatented mining claims have been filed. In addition there is some trapping in this Nike range area. However, there is very little, if any, civilian activity in that area at the time we propose to use the range, i.e., December 15 to March 15, the coldest part of the winter.

Moreover, the precise location of the airdrop and equipment testing area was shifted following consultation with chamber of commerce and sportsman's groups in the locality. We have therefore achieved a situation now where, as far as I know, there is no community opposition to the withdrawal or reservation of any of the lands involved in the bills under consideration today.

Another matter of concern to us is the proper utilization of facilities and the prompt release of those no longer required. For this reason the Department of the Army is continually reviewing its requirement for the use of all real property under its control. Every effort is made to dispose of acquired lands or return public lands to the public domain as soon as possible to permit civilian utilization or exploitation of resources consistent with the fulfillment of our mission.

In addition to these reviews, which are made under our own administrative regulations, there are limitations contained in each of the bills that the reservation of use shall be for a 10-year period subject to extension for an additional 5 years with provision for earlier termination if not needed for the full period covered by the proposed act. This assures a departmental review at the end of 10 years and again at the end of 15 years with this second review subject to further review by this committee in the event it is determined necessary to seek further use of the property.

Secretary of the Army Elvis J. Stahr, has approved these legislative proposals and the Bureau of the Budget reaffirmed its approval subsequent to January 20, 1961.

The Army is appreciative of the opportunity you have afforded us to present this legislation and the need therefor. I wish to express my own thanks for your courteous consideration. I trust that the committee will give favorable consideration to these four bills. I also have with me today Col. Aldo H. Bagnulo and Mr. Edward W. Holden, members of my staff, who are prepared to furnish details concerning the use and proposed use of the land areas involved; and Mr. Edward Gown of the Office, Deputy Chief of Staff for Logistics, U.S. Army, and Mr. Loney W. Hart, Office, Chief of Engineers, who are prepared to furnish the details concerning the real property and public land law implications of the proposed Army uses.

That completes my prepared statement and we shall be pleased to answer any questions that you may have. Thank you.

General MICHAELIS. Right, sir. It is my intent to discuss each of these areas shortly, but rather than reading the full prepared statement, sir—

Senator GRUENING. Please proceed as you think best.

General MICHAELIS. The first area I propose to discuss is the Yukon Command training site. It's covered under S. 353 and H.R. 2282, consists of 256,000 acres. This land, in use since July 1957, lies adjacent to and east of Eielson Air Force Base, approximately 20 miles east of Fairbanks. It is all public domain on which no civil filings have been made. The Army previously selected a similar tract for this purpose north of the Chena River. Withdrawal of this selected area was opposed by several civic groups in the Fairbanks area. Meetings were conducted and the Fairbanks Chamber of Commerce was selected to represent the opposing groups. A study was made by the chamber of commerce of the Army requirements, and it advised that if the Army would select a site within certain geographic confines east of Eielson Air Force Base, the group would not further protest the withdrawal. The acquisition request was amended by substituting the present tract which lies within the area recommended by the Fairbanks Chamber of Commerce, the one Colonel Bagnulo is now pointing out, sir.

The major obstacle of maintaining combat-ready units north of the Alaska range is the lack of suitable range facilities, and tactical training areas. The limitation becomes more restrictive with the development of each new weapon and combat vehicle, until they become most acute on mobilization. Therefore, it is imperative that construction of ranges and development of training areas be started now.

All the Army troops composing the Yukon Command are now stationed at Fort Wainwright, except the personnel operating four of our Nike missile sites, who are stationed at Eielson Air Force Base. Both of these bases are extremely small areas, and training and ranges available to the Yukon Command are limited to a point where it is impossible to conduct a realistic tactical problem for more than a platoon size, or to conduct actual life firing combat training exercises. The area requested has essentially no potential for farming or recreation. There are no mining interests of record within the tract. The land is required for tactical training and maneuvers of all troops assigned to the Yukon Command.

The next area I propose to discuss, sir, is the Yukon Command Nike range extension, the pink portion on the map. It's covered under S. 354 and H.R. 2280; it consists of 607,800 acres. The land

is adjacent to and extends to the east, 57 miles from the Yukon Command training site which I just discussed. The firing point is from Nike site Peter, a tactical Hercules missile position located within the Yukon Command training site. The range base is 10 miles wide, and at the east end is 20 miles wide. By making this range contiguous to the land requested for the Yukon Command training site, a range of 75 miles is obtained. This tract has essentially no agricultural or recreational potential due to the rugged terrain, climatic conditions, and the fact that it is nearly inaccessible. It is all public domain, but it does have several unpatented mining claims filed upon it; however, there is no active mining being accomplished at the moment. The withdrawal of this land is required primarily to provide an area for practice firing of the Nike-Hercules from already constructed tactical sites. Currently there are nine batteries of Nike-Hercules in Alaska, requiring annual service practice. Only in Alaska do conditions permit the practice firing of Nike-Hercules from established tactical sites. The Department of the Army has requested use of this tract of land for only 3 months annually. The December through March period was selected because, normally, no civil operations would be conducted in this area due to the climatic conditions. The range will not be contaminated as the result of its use by the Army.

The third area I should like to discuss is the Fort Greely Airdrop and equipment test area. It is covered under S. 356 and H.R. 2279. It is comprised of 51,400 acres, the area in blue on the map. The land is located approximately 105 miles southeast of Fairbanks. It lies between Fort Greely and Granite Creek. The land is of varied terrain from relatively level to some rolling hills to steep rough areas. The soil is mostly gravel and rock, having essentially no value for agricultural purposes. There is no known mineral in the area. The tract is used for winter and summer tests and cross-country mobility, trail-breaking ability, slope and difficult terrain performance, testing for durability, reliability, and maneuverability under varying conditions, testing for POL consumption, testing of airdrop capabilities, utilizing new equipment, and parachutes for dropping of personnel, vehicles, tractors, weapons, and supplies. The area is used for training of tactics and techniques of northern operations, for land navigation, and for maneuvers in field exercises including equipment demonstrations. This tract will be jointly used by the Arctic Test Board, the U.S. Army Cold Weather and Mountain School, and the Air Force. In the Air Force portion, a Midas facility has been constructed, which is of utmost importance to the defense installation. The land has been used for several years for limited testing and training purposes. It was segregated for withdrawal in 1955. Withdrawal was first opposed by the Tanana Sportsman's Association but after withdrawing the south boundary to Granite Creek, the association agreed not to further oppose the acquisition. This withdrawal is endorsed by the Big Delta Businessmen's Association.

The final area, Senator, is known as the Fort Greely training and impact area. It is covered under S. 355 and H.R. 2283; the area, outlined in pink, consists of 572,000 acres. The land is adjacent to and southwest from Fort Greely. It is approximately 75 airline miles southeast of Fairbanks. The majority of the land lies west of the

Delta River, most of which is a low, swampy, muskeg area. This tract of land has been in constant use since 1950. The area was segregated on the land office records and notice of withdrawal was published in May 1958. The proposed withdrawal is endorsed by the Big Delta Businessmen's Association. The Department of the Interior issued an interim permit granting the Army exclusive use pending congressional action. This was essential, sir, to allow us to continue certain test developments, many of a classified nature.

The tract is principally used by the Arctic Test Board, but also is used by the U.S. Army Cold Weather and Mountain School. The Arctic Test Board is the only U.S. installation performing service tests under Arctic conditions on development of supplies and equipment. This Board is the only one located north of Kentucky, and is charged with cold weather tests on all items tested by the other five continental boards located in the continental United States, the southern 48. The specific uses of the area are to fire and test all weapons, from small arms to tactical missiles up to 25-mile ranges; to test the mechanical, optical, and electronic fire-control devices, Army aviation tests, river crossing operations and training, ski and snowshoe training, training in mountaineering, maneuvers and field exercises, and school training in cold weather and mountain operations.

The military has no other land sufficiently large to accommodate the test activities which have been conducted on this site for the past 10 years. The inaccessibility of this tract has provided the maximum security during some of this highly classified testing.

Sir, that ends my formal presentation. I'm prepared to answer questions, if I can.

Senator GRUENING. General Michaelis, I wish you would go over these areas, from the standpoint of what nonmilitary activities can properly be allowed there. Will hunting and fishing be allowed in any of these areas?

General MICHAELIS. Sir, I have here, if you wish, at this point to introduce what was the House amendment to the bill. Is that what you intend to reach at this point?

Senator GRUENING. Yes.

General MICHAELIS. If I may, I should like to call on Colonel Bagnulo, who is most familiar with this and let him handle this.

Senator GRUENING. By all means. Colonel Bagnulo, will you go ahead?

Colonel BAGNULO. If I may, I think it's best to consider each area separately.

Senator GRUENING. If you will.

Colonel BAGNULO. For the time being we are talking about the possibility of permitting hunting and fishing and trapping. First I would like to talk about the Nike range extension. That is the—

General MICHAELIS. Would you point it out on the map, please?

Colonel BAGNULO. That is the pink area. I'm selecting this first because I think this is the most clear-cut and the easiest. As General Michaelis has testified, we are asking for exclusive use of the land for a 3-month period from December 15 to March 15. For the other 9 months we have no use for the land; therefore, use by others for hunting, fishing, mineral interests does not conflict with any of our requirements. The wording of the House bill permits this, so there is

no problem, as we see it. We believe there is no conflict with any of the interest with which we are familiar.

Senator GRUENING. So from December 15 to March 15 hunting and fishing will be excluded, but the other 9 months of the year they will be permitted; correct?

Colonel BAGNULO. Yes, sir.

Senator GRUENING. Now, what about trapping? Trapping takes place in the winter months. That would not be permitted during those 3 months?

Colonel BAGNULO. To permit trapping during those 3 months would cause problems, particularly in the area of safety. However, even during those 3 months, if it could be controlled, to insure that (in this case we don't have a safety problem; of course we are not thinking of ourselves, but of the trappers). If the arrangements could be developed, we are amenable to any such activity.

Senator GRUENING. And what about mining; prospecting?

Colonel BAGNULO. Here again, essentially the same thing applies. We want to use the land for 3 months only, and we are of the opinion that during those 3 months mineral interests would not engage in exploration, so for the other 9 months we are not in any way limiting mining interests, as well as these others.

General MICHAELIS. I'll answer this if I may, sir. Since, of course, it starts out "to the extent that the Secretary of the Army determines," we enter no objection.

Senator GRUENING. Very good.

General MICHAELIS. Actually, sir, it is going to be most difficult to control because a great portion will be used as a firing range and what you're desperately afraid of, of course, is the wounding or killing of individuals who might be out in the impact area.

Senator GRUENING. Yes. Could I ask this, General Michaelis: Would hunting and fishing by the military be permitted during this time?

General MICHAELIS. I don't think so. I say I don't think so; I'm already told "no." There is no difference in policy, sir, between that of the military and that of the civilian population.

Senator GRUENING. Well, that's what I wanted to bring out. Could we establish, for the record, that if at any time at any place on any reservation, hunting and fishing by the military are permitted the public will likewise have those same privileges?

General MICHAELIS. This is correct, sir. For example, at Fort Richardson today, there is no hunting or fishing for either civilian or military. When the moose population down there has to be screened out, permits are issued equally to civilian and military.

Senator GRUENING. Thank you very much. Colonel Bagnulo, will you proceed to the next area?

Colonel BAGNULO. Let's move next to the Fort Greely airdrop and equipment testing area. That's 51,400 acres. In this area we see the possibility of, during certain periods, use by other than the military. And, in accordance with the language that General Michaelis just read, making arrangements for use during periods when it doesn't conflict with military operations, we are amenable to that and the language in the House bill covers the subject adequately.

Senator GRUENING. Well, are you able to specify now what those periods would be, or are they left more or less indeterminate?

General MICHAELIS. I think, if I may, sir, I would like Colonel Davidson, who is the Arctic Test Board Director, who is actually responsible for the utilization of that range, to speak on this point.

Colonel DAVIDSON. From the standpoint of—

Senator GRUENING. Will you give your name—

Colonel DAVIDSON. I am Colonel Davidson at present of the U.S. Army Test Board. From the standpoint of establishing periods in advance, when we can release particular areas, we have a very difficult problem. Our testing, as you know, sir, is dependent on the thermometer and not on the calendar. We work during the winter test season on a 24-hour, 7-day-a-week basis, and we work as the weather conditions dictate. Therefore, it's essentially impossible for us to predict in advance when we may be able to release a particular area. However, from the standpoint of hunting and fishing in this particular area that we're discussing, it is permitted at the present time beyond Jarvis Creek, and between Jarvis Creek and Granite Creek, and access to the Granite Mountains is permitted.

Senator GRUENING. What proportion of the total withdrawal would be included in that area between Granite and Jarvis Creeks, roughly?

Colonel DAVIDSON. Somewhat better than 60 percent. I would say about 60 percent.

Senator GRUENING. Thank you. Colonel Bagnulo, go on to the fourth area.

Colonel BAGNULO. The last area is the Fort Greely training and impact area, 572,000 acres. Except for a relatively small portion, maybe one-tenth, between the Delta River and the highway, this area is contaminated excessively. We would be very much concerned about its use because of this fact, mainly. However, here again the House version of the bill states essentially as controlled by the Department of the Army, these other activities will be permitted. But we would envision very little, if any, opportunity for the use of this land. First, largely because of the contamination factor, and then secondly, as Colonel Davidson pointed out, their tests must be conducted largely by the thermometer rather than by the clock.

Senator GRUENING. This area has been in use for some time, has it not?

General MICHAELIS. Since 1950, sir.

Senator GRUENING. And the contamination has taken place during that period?

General MICHAELIS. Continuously, over a period of years, sir, to the extent, unfortunately, that we do not know the specific areas of contamination.

Senator GRUENING. The problems of decontamination of that area would present considerable difficulty?

General MICHAELIS. Yes, sir. It's an economic question really, Senator. It's a question of how much is the area worth to decontaminate and is the area itself of sufficient value to warrant the expense. At the present moment, I think, Colonel Davidson, that all the waters there are glaciated. There is no fishing in the entire area, to the best of my knowledge.

Colonel DAVIDSON. Except for the Boleo Lake area, which is on the east side of the Delta Creek, Delta River, and that lake is open to public fishing, sir.

Senator GRUENING. Well now then, there is a difference between the two areas in which hunting, fishing, and mining will be permitted, and those where the Army would consider it undesirable on the one hand from the standpoint of operation and unsafe because of the contamination, is that correct?

General MICHAELIS. Yes; however, the House amendment started off, as you read it, "to the extent that the Secretary of the Army determines," would be satisfactory on all the areas, sir. In actuality and practice, frankly speaking, in the impact areas it will not be used.

Senator GRUENING. Well now, at this point, I think I should introduce for the record, a letter from the Deputy Secretary of Defense, Roswell L. Gilpatrick, and perhaps I should read it for the benefit of those who haven't seen it. This is sent to the chairman of the Senate Interior Committee:

In the course of recent hearing before the House Committee on Interior and Insular Affairs on various bills withdrawing lands for defense purposes, considerable attention was given to the problem of decontamination. Witnesses of the Department of Defense stated that it has been the general policy of the Department to decontaminate withdrawn public lands prior to returning them to the public domain, and there was considerable testimony regarding the problem of decontamination in specific ranges. The magnitude of the problem of decontamination varies from base to base, depending upon the nature of the military use, the duration of the use, and the intensiveness of the contamination. Where a range has been used for air-to-air gunnery, for example, decontamination involves merely the removal of fragments lying on, or close to the surface. Where a range has been used for bombing, however, decontamination requires fairly intensive dedudding of the impact area. Consequently the process of decontamination involves different economic considerations for different bases, and an unqualified statutory requirement that a withdrawn area be decontaminated before return to the public domain might in some cases require dedudding actions that are not economically justified in terms of the value of the land.

A brief discussion of the methods of decontamination normally used may assist you in your consideration of this point. No equipment has yet been developed which detects the presence of ordnance at great depth. There is available, however, a commercial tiller, which is capable of tilling the soil to a depth of 40 inches. The total cost of the tiller and the three heavy-duty tractors required to operate it, is approximately \$100,000. It is estimated that with this device it is possible to decontaminate approximately 1 acre an hour, at a cost of approximately \$60, provided that the terrain does not contain too many trees or rocks. In comparison with this figure, it is significant to note that the land which was proposed to be withdrawn at Luke Williams Air Force Base is worth an average of less than \$50 an acre, with some acreage worth as little as \$5 an acre. In view of the high cost of this method of decontamination, the tiller is rarely, if ever, used. The normal procedure is a visual inspection. When holes or extruding projectiles are located, the projectiles are dug up, and any unexploded ordnance is detonated or removed. Occasionally it is necessary to use mine detection equipment, but this equipment is too sensitive to use extensively, since it picks up nails and other scraps of metal. In addition it detects metal objects only down to a depth of 12 to 18 inches.

The problems discussed above are significant in terms of the pending legislation, since as previously indicated, the Department of Defense is of the view that in many cases an unqualified statutory requirement of decontamination might not be in the public interest. It is virtually impossible to estimate at this time what the decontamination of an area would cost 10 or 15 years hence, and it is difficult, equally difficult, to estimate now the value of the decontaminated land at such time. Consequently the question of the economic feasibility of decontamination must be determined when the military use of the land is terminated. Although it appears that at such time the Department of Defense will be the agency best able to determine the cost of decontamination, the Department of the Interior may be in the best position to evaluate the nonmilitary use of the land. Consequently, any determination of economic feasibility must take full cognizance of the views of that Department. The Department of Defense, there-

fore, recommends that the following provision which has the approval of the Bureau of the Budget, and the Department of the Interior, be included in the various public land withdrawal bills; as a substitute for the first sentence of subsection E, as set forth in House Report 217, 87th Congress—

and there is the proposed amendment,

Upon the final termination of the reservation affected by this Act, the Department of the Defense shall make safe for nonmilitary use the land withdrawn and reserved, by neutralizing the unexploded ammunition, bombs, artillery projectiles, or other explosive objects and chemical agents, provided that if the Secretary of Defense, after consultation with the Secretary of the Interior, determines that the decontamination of the land withdrawn and reserved by this act, or any portion thereof, is economically or technically unfeasible, such decontamination shall not be required by this section, but the Secretary of Defense shall notify the Committees of Interior and Insular Affairs of the Senate and the House of Representatives of each, such determination, and the basis therefor.

Now, that states the position of the Army, does it not, General Michaelis?

General MICHAELIS. It does sir.

Senator GRUENING. Now I understand that Governor Egan feels that this may not go quite far enough, and he feels that this amendment would not be effective in protecting certain areas from decontamination, and that is a matter that we will have to go into. I wish either you or one of your staff would explain how you view the economic aspects of decontamination. How do you estimate this matter would be determined, say 10 or 15 years hence? As I understand it, you would have an estimate of the value of the land at that time, for all nonmilitary purposes, agricultural, or mining, or hunting and fishing, and if that cost was substantially lower than the cost of decontamination then the position of the Army would be that decontamination would not take place? Is that correct?

General MICHAELIS. That is a correct statement of the position entirely, sir.

Senator GRUENING. Mr. Beaser would like to ask a question.

Mr. BEASER. As I understand it, the first tract which is proposed to be taken is badly contaminated, going back to World War II.

General MICHAELIS. That is not contaminated.

Mr. BEASER. That is not contaminated.

General MICHAELIS. It is currently being used as artillery ranges and so forth. We know the areas in which contamination is taking place there. They are being contaminated.

Mr. BEASER. They are being contaminated?

General MICHAELIS. But we here again know the area in which it is happening, so that if ultimately, let's say 10 years from now, oil or great mineral deposits are discovered in this area, we could go out economically (if that type of thing was found there) and decontaminate. This is unlike the impact area at Greely which we don't know, and which is so much larger.

Mr. BEASER. Right.

General MICHAELIS. Right. Getting back to this then, decontamination here should be based on the feasibility, economic feasibility, at the time of return.

Mr. BEASER. But you are going to continue to contaminate this area?

General MICHAELIS. This is correct, sir. This is the only range we have in the area.

Mr. BEASER. On the Nike site you will not contaminate?

General MICHAELIS. The Nike site, the long extension, will not be contaminated.

Mr. BEASER. Right. Now your training site down in the lower right—

General MICHAELIS. Will not be contaminated.

Mr. BEASER. Will not be contaminated. The one on the left, outside of Greely, is contaminated?

General MICHAELIS. It is currently, and will continue to be so, sir.

Mr. BEASER. Now the question, General, is this: In the proposal by the Department of the Army, the same language identically is used with respect to all four tracts. Don't you think the language should be tailored so that you are under a requirement to turn over uncontaminated land with respect to the Nike site and the training site? Or test site? In other words, why the same language for all four, where the use is going to be different?

General MICHAELIS. This is correct, sir. Of course we are trying to anticipate the future, as I envisage it, I mean, frankly. At the moment we cannot see any other things than the air burst Nike down that range. Supposing that for some urgent reason we must test something else someday, that might contaminate. Of course, (a) we would have to go to Congress, but written into the bill then would be that you must decontaminate. We flew over the area yesterday and it may be a physical impossibility to do so. This is the reason why I think, as a safeguard, there is no intent, the moral intent right now is not to contaminate; what may happen 10 years from now I can't say, sir.

Mr. BEASER. Well, my only point was that if you're coming before Congress for specific authority to use lands in a specific way, then don't you think the language should be tailored to what your immediate demands are?

General MICHAELIS. Yes. I mean, I have no objection to it. I simply say you complicate the bills by adding different language for each one.

Mr. BEASER. You see, in times of emergency you can take this land anyway and use it for any purpose you want.

General MICHAELIS. In other words, the requirements for forced decontamination of the Nike range, the Nike range extension, to my mind would be perfectly appropriate, and the same with the air drop area, this blue area here.

Mr. BEASER. That's the only question.

Senator GRUENING. I have no further questions, General. I would appreciate it if you and your staff would remain, however—

General MICHAELIS. We will remain, sir.

Senator GRUENING (continuing). To see if other things come up.

General MICHAELIS. Thank you very much, sir.

Senator GRUENING. I appreciate your testimony very much.

The next witness will be Mr. Williams of the State Department of Resources, specifically the Division of Mines. Is Mr. Williams here? Is anybody here representing the State Department of Natural Resources? Then the next witness we will call is Mr. Edgar M. Walker, editor of Walker's Weekly.

Senator GRUENING. Mr. Walker, you may proceed.

## STATEMENT OF EDGAR M. WALKER

Mr. WALKER. I am Ed Walker and I represent an area that in size, is quite small. I would like to point it out to you, if I may.

Senator GRUENING. I wish you would.

Mr. WALKER. We are located in the Fort Greely area, on the map it is represented by a quarter of an inch, in reality it is  $4\frac{1}{2}$  miles wide. We are bordered on four sides,  $3\frac{3}{16}$  sides rather, by the proposed land withdrawal. We are a small fourth-class community, incorporated in December, December 15, 1960. Our purpose in that area is to create a town in support of the civilian population for the Midas Tracking Site, which is the tracking installation at the cost of \$20 million that is already in place. It is for the Lockheed-Philco personnel. We have at the moment been working on a \$2½ million housing project, specifically for them.

We are completely and 100 percent in our town in favor of this land withdrawal. We are not too large at the moment, in population, but the people that I represent are landowners, they have lived there as long as 8 years on this property. They are not just lately arrived. I have been in the area 7 years. We feel that we are completely in order, although we are a minority group, in recommending that this withdrawal be made.

I'm also a hunter and a fisherman, and in my 20 years in Alaska, the hunting and fishing that I have done, I can definitely state that I have traveled over the roads, the trails, that were created solely by the military, and made the areas for hunting and fishing to me, in the 20 years I have been here, accessible through their building of the roads.

We feel that, as we did in 1957, when we endorsed 100 percent the withdrawals in our area, Fort Greely, Big Delta, Delta Junction, Donnelly area, that we have a right for the fact that we live there. We make our livelihood—it is derived in the area, and we certainly don't feel that we would have a right to come into another, into the Fairbanks area, and request that they not withdraw some area so that we can enjoy the hunting and fishing privileges. I have gone hunting many times on the military reservations, their withdrawals, and they post it, that you're entering at your own risk. There have been many moose hauled out of the Donnelly Dome area, and I'm sure that there will be in the future. It's a great hunting area. I would like to see included in the provisions of the withdrawal that this area continue to be used as a hunting and fishing area. It's very good. We're proud of it, and we want to protect it. We've had no trouble with the military in the conserving of wildlife in our area. We have enjoyed all of the privileges of hunting and fishing that the military enjoy on these withdrawals. The area in red, that is the impact area, is absolutely inaccessible to the hunter and the fishermen, other than flying in. I feel that the—in a broader picture—that the assets in Alaska that we have to offer, basically, is land. We have lots of land. We are known as the largest State in the Union, and I feel that we should definitely extend the privileges of the military in using that land, and the people in Donnelly not only endorse this withdrawal, we invite the Department of Defense to use this land. Thank you.

Senator GRUENING. Thank you, Mr. Walker. The next witness will be Mr. James D. Crawford, representing the Alaska Miners Association.

#### STATEMENT OF JAMES D. CRAWFORD

Mr. CRAWFORD. My name is James D. Crawford, and I'm president of the Alaska Miners Association, and I'm appearing here as their representative. I have a brief statement to make, principally regarding House bill 2280, regarding the Nike firing range. We have been, in the mining industry, very concerned over the Federal Government withdrawals of large areas of Alaska land for single-purpose use before there was adequate and sufficient research investigation made to determine the relative values of such land for multiple use and, through these withdrawals, thereby barred private mineral interests from pursuing such research and determination as they might be able to carry on. Now, the House bill 2280, as it was originally introduced in the House of Representatives, followed this all too familiar pattern and disregarded the multiple-use concept, by proposing withdrawal for exclusive military use and from disposition and appropriation under public land laws, of 607,800 acres of land that encompasses an extensive occurrence of nickel mineralization in the upper reaches of the Salcha River, and at a time when there was prospecting underway and when there were, as I understand it, about 70 patented mining claims of record in the area. We are, however, now pleased and we are grateful to see that the April 24, 1961, revision of the House bill 2280 provided realistic protection, or correction of the objections expressed above, by providing for public use homestead entry, mining locations, mineral leases, or other appropriation conformable with U.S. public land laws, subject to paramount and exclusive use by the Army for a Nike range during their 3-month annual requirement. Also, there was recognition given of the need for restoration of the land to usable condition for the public after it had served the military requirement, by providing a means to require decontamination and neutralization of unexploded ammunition and bombs, artillery projectiles, and other explosive objects.

Now the provision for public use entry and appropriation is believed by us to be about as good as we might expect, insofar as the public land use and mineral development are concerned, with due regard for the importance of the military needs. There is, however, one point of objection which might be considered minor, and which might be corrected by military regulation rather than through legislation, and that is the fact that an entry man or owner, within the area, will be excluded for the 3-month period each year, during which the Army is using the lands and during which he will have no way of, at this time, he will have no way of protecting his building structures, or any improvements, particularly from vandalism or damage during such periods.

All of us who have had mining camps and improvements in outlying areas around Fairbanks have at one time or another suffered some damage particularly from what appeared to be simply vandalism and which we know was due to military personnel, not entirely, but some of it was.

We have also had some damage to powerlines, telephone lines, from tracked vehicles, high antenna just running through them, but in such cases where the maneuvers were under regulation, the repairs have been made and we have found the military quite cooperative in all respects. Now we can't expect that the military is going to protect improvements on the withdrawn land from depredations by civilians and military personnel during periods when the owner has the right to take care of his own affairs, but during the period when he is excluded, there should be some means by which he could be protected against damage when the military had the entire control of the area.

Now, with regard to the neutralization of explosives, it is our understanding, and it is confirmed by General Michaelis here at this hearing, that the Nike range will not be contaminated, and it is further our understanding that missiles, when they get out of control, are destroyed so that there should be no contamination problem, in that particular area; and we have no objection to the provisions as they are shown in House bill 2280 with regard to decontamination on the Nike range. However, one of the matters that does concern us is the question of decontamination in general in lands that have been withdrawn for military use. If the decontamination is not required until termination of the 10-year period, the area may be so heavily loaded with various explosives that it will be an important and very costly matter to decontaminate such areas, and the tendency may be to just let it slide on the basis of the value of the land, the sale value of the land, or the demand for it at that time, as opposed to the cost of the decontamination.

Much of the land in interior Alaska, in particular, has been relatively little investigated and tested with regard to mineral and some other values. The USGS and the Bureau of Mines have done quite a bit of mapping and work in various spots, but with the present techniques of mineral exploration, we know that there are still possibilities that are unknown, and so long as the opportunity to test the areas is barred by the withdrawal over a 10-year period, it's going to be pretty hard at the end of that time to know whether there is any mineral value within the lands or not. Therefore, it is—seems to us, that decontamination on more or less of a current basis, perhaps every 2 years, if such is practical, some sort of a procedure whereby the lands might be kept relatively free from contamination so that there would not be such a big job at the end of the period. This might be a worthwhile consideration.

We have no objection to the withdrawals as covered under House bills 20—I guess they are 2281, 2282, and 2283, except as to the question of decontamination that I have just mentioned. That is all I have.

Senator GRUENING. Well, then, Mr. Crawford, if I interpret your testimony correctly, that on a whole—you represent the miners association—you do not oppose these withdrawals, but you are somewhat concerned about the status of your properties there, miners' properties, during the 3 months when they can't be watched, and you would like to see continual, or more or less intermittent decontamination, rather than decontamination at the end of the period of occupancy; is that correct?

Mr. CRAWFORD. Yes, sir; that is correct.

Senator GRUENING. I think that we certainly should discuss with the military authorities the matter of the protection of this property. Of course, it's a very large area, and I should think it unlikely that many people would wander in there for the purpose of vandalizing this property during that period, but it might be.

Do you think that is a danger in any of these particular areas? There is not extensive mining in them now; is there?

Mr. CRAWFORD. There is not at this time. Within 10 years there may be some developments, and of course we are looking to the future.

Senator GRUENING. Thank you very much, Mr. Crawford. The next witness will be Mr. C. A. Boyd, of Big Delta.

#### STATEMENT OF C. A. BOYD

Mr. C. A. BOYD. Mr. Chairman, I'm just a trapper and I'm not used to large gatherings of people.

I'm more or less an unofficial spokesman for the small group of people in the Big Delta area who make their living in the outlying areas by trapping and guiding and so on and so forth, and we are not basically opposed to the Fort Greely training impact area withdrawal. That's the one we are primarily concerned with, but, we just wonder, the military has been using it since 1950 and things seem to have been going along all right, so we see no particular reason why it should be withdrawn now. But, that's neither here nor there.

But, one of the things that we would like to see is if this area is withdrawn for a training and impact area, and the air drop and equipment testing area are withdrawn, if some provision could be written into the bill so that the military would use those areas exclusively for that purpose and not use all the rest of the territory around there also, as they are doing at the present time. They have no—there is nothing to stop them from going any place they choose at the present time on the public domain. And it causes inconveniences and what we believe injustices at some time. For instance—I will point it out—there was a cat road put in before the Second World War—it goes up to the mine in the McKittrick country. There is no mine there now, but people are traveling that in the wintertime; we travel it with dog teams, weasels sometimes, and even caterpillars, and it's a winter cat road. And as long as it is used strictly in the winter, it remains in good shape. But here in recent years the military has been riding over it in the summer with tracked vehicles and they chop that thing up, get holes you can lose a dog team in, and in the wintertime, why those deep ruts and everything freeze, and you try to take a piece of machinery over there, it's pretty rough going unless there's lots of snow to cushion it.

Senator GRUENING. Well, Mr. Boyd, that does not have any particular reference to the withdrawals that we're considering here.

Mr. BOYD. Well, that was my point, sir. If they would use these withdrawals and stay in them, fine. If we can have a provision where they will do all their testing and maneuvering and so on and so forth in their withdrawal area, that's fine business, but if they're also going to go over the rest of the country too, and cause inconvenience to us like that, why then we are opposed to the thing. In other words, they will have that area as their exclusive use and then they will be able to use everything else too.

Senator GRUENING. Well, I think that is pretty implicit in the legislation here. We're dealing with specific areas. There is no provision for the military going outside those areas for the purposes that they wish to carry on within them.

Mr. BOYD. Is there any provision to them that prevents them from going outside them, sir?

Senator GRUENING. Well that's an entirely different matter. I don't think we need be concerned with that, but we'll ask the military about that, before the hearing is over.

Mr. BOYD. General Michaelis said awhile ago, or at least I interpreted him to say that the areas that have been withdrawn, you asked about could the military hunt and fish in them if the civilians couldn't. And, as I understand it, you answered in the affirmative to that, General?

General MICHAELIS. No, I answered that precisely "No." If there was hunting and fishing allowed, it was for both civilian and the military.

Mr. BOYD. Well, that is not true in the chemical test site on the Gerstle River, that's the little green one to the far right.

Senator GRUENING. Mr. Boyd, the record is very clear, and the specific question was answered affirmatively that the military and the civilians would have equal privileges as far as hunting and fishing was concerned.

Mr. BOYD. Sir, my question here—is there any provision, I mean, General Michaelis is not going to be in charge here always, there might be some other officer come in later that would have a different idea.

Senator GRUENING. This will be a matter of the record.

Mr. BOYD. I understand that, then. In these areas in the past we have been able to go in at our own risk, and we would like to know if that would be true in the future. If we want to take a chance and go in for some legitimate purpose, could we do so, or would we be subject to violation of Federal law?

Senator GRUENING. I think that if you went in for the purposes that were not provided in this legislation you would be guilty of trespassing, and the military would be privileged to stop you.

Mr. BOYD. That's what we would like to know. That's all I have to say, sir.

Senator GRUENING. Thank you very much, Mr. Boyd.

The next witness is Mr. Frank Griffin who represents the Tanana Valley Sportsman's Association, and the Alaska Sportsmen's Council. Mr. Griffin, we will be glad to hear you.

Mr. GRIFFIN. I would like to correct that sir, just the Alaska Sportsmen's Council. There is a representative of the Tanana Valley Sportsman's Association later.

Senator GRUENING. That is, you represent the Alaska Sportsmen's—

Mr. GRIFFIN. Yes; the Alaska Sportsmen's Council.

Senator GRUENING. The Tanana Valley Sportsman's Association has its own representative?

Mr. GRIFFIN. Yes, sir; they do.

Senator GRUENING. Very good. Proceed, sir.

## STATEMENT OF FRANK GRIFFIN

Mr. GRIFFIN. Senator Gruening and members of the committee, my name is Frank Griffin, and I am appearing before you at this time as a representative of the Alaska Sportsmen's Council. The Alaska Sportsmen's Council, as you perhaps know, is the Alaskan affiliate of the National Wildlife Federation, and it comprises the majority of sportsmen's and conservation organizations in the State of Alaska. We appreciate this opportunity to appear before you today.

We wish to comment on, and suggest possible amendments to, the proposed additional military land withdrawals in Alaska. In no way, do we wish to be interpreted as standing in the way of defense needs or the acquisition of lands to support these needs; however, while we do not want to oppose the acquisition of needed lands, we do not feel that any additional lands should be committed to the exclusive use by the military, or any other such agency, without adequate safeguards that we in Alaska hitherto have not enjoyed.

Senator GRUENING. Would you mind repeating that last sentence? The exclusive use of the military or what?

Mr. GRIFFIN. Or any other such agency, ATV being one.

Senator GRUENING. You feel that no land should be withdrawn for the exclusive use of any agency?

Mr. GRIFFIN. I clarify this later on in my statement, sir.

Senator GRUENING. All right.

Mr. GRIFFIN. While we are aware of Public Law 86-797 passed September 15, 1960, which provides for effectual planning, development, maintenance, and coordination of wildlife, fish and game, and game conservation and rehabilitation on military reservations, we feel the size, distribution, resources involved and the effect which total control by the military will have on these subject lands should all be considered in relation to its effect on Alaska and not fall under a blanket rule that is perhaps not broad enough in scope or stipulative enough to apply to the 1,000,491 acres additionally applied for here in Alaska. Essentially there are two allied objectives we request to be considered.

Senator GRUENING. May I suggest you read a little more slowly?

Mr. GRIFFIN. Yes, sir. Essentially there are two allied objectives we request to be considered. One is the "multiple use" and the other is "proper land use policies." It is our sincerest hope that such policies will be written in as amendments to these bills; wherein they will be the uniform policy by which these lands and resources will be managed.

Multiple use has been provided for in part by Public Law 86-797, and by Congressman Rivers' proposed amendment in the House, but these do not spell out the policies to be followed continuously by the landholder upon receipt of their lands. Multiple use of fish and game, surface and subsurface resources should be stipulated under a policy wherein utilization will be afforded the Alaskan public, whenever, of course, it does not interfere with the activities of the Department of Defense. The size and location of these proposed areas indicate that consideration should also be given to public access across these lands.

Any program, and this is most important, entered into for management of the renewable resources, such as fish and game or timber,

should be considered to its objective end, which is essentially the taking or cropping of the resource. Unless we provide for this on these extensive withdrawals, we are only partially solving the problem that will exist.

The second, as we stated previously, allied objective needed, is a proper land use policy. This is perhaps the most important one in the long run. Our impression has been that due to the lack of a firm overall proper land use policy, the military has not met this responsibility themselves. Notably, and we make mention here only as an example and not as a criticism, is the Blair Lakes Range across the Tanana River from Fairbanks. Through the years since 1941, there has been continued contamination without plotting or decontamination provisions or activity. On July 12, 1957, the military started five fires on the Blair Lakes Range, and allowed them to burn 187,400 acres in which there are some valuable timber stands, principally spruce. This fire received only 7 days suppression activity from July 12 to July 19 by the military. This activity was reportedly withdrawn due to the contamination of the area and the unknown extent of this contamination. In September of the same year, this fire finally burned itself out. Had a policy been provided at the inception of this withdrawal, perhaps we would not have suffered the loss, disturbance, or discomfiture this fire caused.

It is unfortunate that there is no formal agreement between the military and the State for the management and utilization of our fish and game resources. Although the Alaska Command Regulation 34-8 provides for a cooperative basis, it still has a weakness wherein many policy interpretations fall in the hands of individual unit commanders. These persons have a monumental job at their level without the position of a fish and game and resources manager being added.

In summation, we respectfully request that amendments to Senate bills 353 to 357 inclusive be written to include proper and concurrent land use policies, which would cover fire suppression, contamination, pollution, and consideration for the management and use of all fish, game, and surface and subsurface resources.

We thank you for this opportunity to appear before you. Do you have any questions sir?

Senator GRUENING. Mr. Griffin, would your organization like to submit some proposed amendments—

Mr. GRIFFIN. Yes, sir; we would.

Senator GRUENING. To carry out the purpose which you have—

Mr. GRIFFIN. We have none to date, we have none right now, as such, we would have to confer to draft them into finalized form.

Senator GRUENING. Well they certainly will be considered. What action the committee will take, or the Congress, I can't say, but they certainly will be given full consideration and we appreciate your submitting them.

Mr. GRIFFIN. Thank you.

Senator GRUENING. Now will the representative from the Tanana Valley Sportsman's Association proceed with its statement.

Will you please give your name for the record?

## STATEMENT OF JAMES M. LAKE

Mr. LAKE. Yes, sir. My name is James M. Lake, and I am appearing today as a representative of the Tanana Valley Sportsmen's Association. We appreciate the opportunity to present a statement on this subject at a public hearing and we would like also to express our appreciation of the fact that the Engle bill requires congressional action on all military withdrawals in excess of 5,000 acres. We believe the requirements of congressional action will inure to the benefit of both the military and the public in the long run.

Although some of these withdrawals are very large, it is not our intention to object to them on account of size. We realize, as all Alaskans must, that the military is here with a mission to perform, and in order to prepare their various units for this mission, they must have room for training and practice. They are the only ones who are qualified to say how much room they require, and we are inclined to accept their judgment on this based on two premises: (1) They have not requested more than they need; and (2) if they find they do have more than they need, it will be returned to the public domain within a reasonable length of time.

It is not our intention to object to these withdrawals on any other grounds. However, we do believe that certain safeguards should be written into the bills that will recognize the following principles when and where they are compatible with the use of the land by the military:

- (1) Multiple use.
- (2) Public utilization of renewable resources.
- (3) Equal rights.
- (4) Sound land use practices.

## MULTIPLE USE

This principle has been so well established on public lands that further elaboration is unnecessary. In the case of military withdrawals, it would apply particularly to hunting, fishing, trapping, prospecting, mining, and logging. Another very important use is public access across some of these withdrawals in order to utilize resources that are not within the withdrawal.

## PUBLIC UTILIZATION OF RENEWABLE RESOURCES

An important consideration of good conservation practice is utilization of a natural resource. The fur or food animal that dies of old age or the timber that dies of center dry rot, in the eyes of the realist, has not served a useful purpose. In small withdrawals, wildlife may wander in and out of the area and thus become available to hunters and trappers. However, in areas the size under consideration, these animals may never in their lifetime cross a boundary of the withdrawal. For this reason, we believe that provision should be made to manage the wildlife in these withdrawn areas and whenever possible, open them to hunting and fishing under supervision of the State department of fish and game and subject to the State fish and game regulations.

## EQUAL RIGHTS

One area of conflict between sportsmen and the military will be removed if it is clearly understood there will be no double standard of hunting privileges on military withdrawals. The area should be either closed to all or opened to both civilian and military with equal rights and privileges, governed only by State fish and game regulations.

## SOUND LAND USE PRACTICES

The two land use practices with which we are most concerned are forest fire suppression and contamination. It should be clearly spelled out in the bill, whether forest fire suppression is the responsibility of the military or the civilian agency that normally handles forest fire-fighting. We do not want a repetition of a situation such as we had in 1957 when a forest fire burned out of control on the Blair Lakes bombing range from June until September because the Bureau of Land Management said it was not their responsibility and the military either could not or would not put enough men and equipment on it to control it.

As the result of changes in weapons systems, it is not unlikely that part or all of these withdrawals may be relinquished by the military at some future date. In order that this land may again become part of the public domain, it is essential that it be free of explosive or chemical contamination. We believe this decontamination process should be carried out on a current basis so that at any time an area may be cleaned up on short notice with a minimum of effort. Unless this is done on a current basis, the job of decontamination may become so formidable, the tendency will be to continue to hold the land under withdrawal status rather than clean it up, even though it is no longer needed for military purposes.

We appreciate the fact that decontamination of an area is hazardous, as well as costly. For this reason, we would not consider it unreasonable if the bill would permit the military to contaminate some areas permanently, so long as these areas were reasonably compact and did not aggregate in area more than 1 or 2 percent of the total area of the withdrawal. When adjacent areas are returned to the public domain, it would, of course, be necessary to fence and post the permanently contaminated areas.

We think these principles and proposed practices should be spelled out in the legislation so their application is not subject to the interpretation of the current commanding officer in charge of a particular withdrawal. As you know, the command of oversea stations is changed at regular intervals, and if there is going to be any continuity of a program, the program should be set up in the legislation. We are familiar with Public Law 86-797 which originally was H.R. 2565. It appears to us this law was intended to cover the conditions of small withdrawals in the outside States and is not applicable to these large withdrawals that are contemplated here. This is why we advocate provision be made in the legislation that will place more of the responsibility for management and control of wildlife in the State department of fish and game.

These may not be the first withdrawals to be made under the Engle Act; however, they are the first in Alaska. We believe if this legislation is carefully drawn with cooperation between sportsmen's organizations, conservation societies, and the military, that it could set a standard for future legislation that would go a long way toward removing the abuses, suspicions, and misunderstandings over previous withdrawals.

Thank you.

Senator GRUENING. Thank you very much. Do you feel that the provision of the Engle bill, that military withdrawals of over 5,000 acres should be subject to prior action by the Congress, is a good one?

Mr. LAKE. Yes, sir; we do.

Senator GRUENING. Would you extend that view to other nonmilitary withdrawals of over 5,000 acres?

Mr. LAKE. Yes, sir; I would.

Senator GRUENING. What do you think of the practice of having conservation agencies set fire to certain areas deliberately?

Mr. LAKE. Beg pardon, sir?

Senator GRUENING. Do you approve of the practice of having agencies in charge of an area set fire to timber deliberately?

Mr. LAKE. No, sir.

Senator GRUENING. That's all. Thank you very much.

General Michaelis, could I recall you to the stand for just one question? There are several points that have been raised that I think merit further discussion. What would be your view as to the possibility of current decontamination of areas that are not now contaminated? In other words areas that are now not subject to contamination but that will be contaminated according to the program, instead of leaving that decontamination to the end of the period? I appreciate that it would involve a certain amount of expense, but wouldn't it be a security factor for the future of that area, and wouldn't it really simplify the question of ultimate decontamination? I'm thinking of an area now that you plan to contaminate, but that you plan to decontaminate at the end of that period if the economic burden isn't too great. I wish you would address yourself of that possibility.

#### STATEMENT OF MAJ. GEN. J. H. MICHAELIS—Resumed

General MICHAELIS. It's a matter of regulation, of course, sir, rather than, I would think, law. And I should think perhaps there is merit in this. The question that comes to my mind immediately is (a), the expense of this, and (b) the source of trained manpower.

I have in my command, two squads of what we call demolition experts. Now it is possible we will do this in the area—for example, the Nike range and the artillery ranges we are putting in up here; not the Nike range extension, but the Yukon training area—a walk-through, at the conclusion of the firing season, and the location of these duds, if they can be seen, and destruction at that time, yes. I would agree that then, at the end of 10 years, or whatever period of time we hold the land, that your ultimate decontamination will be simplified. Here again, though, it will be a visual rather than an electronic sweep, and as you will recall from the letter from Mr. Gilpatric, it was almost impossible financially to do the other. I should say that's not only possible, but feasible—or feasible and possible.

Senator GRUENING. Well, I think it's something that we should give serious attention to.

General MICHAELIS. So do I, sir.

Senator GRUENING. I think that it's just in the nature of things that if the Army gives up an area after a period of 10 or 15 years that, whatever may be the provisions of law, the concern for decontamination by a group that is moving out would certainly be less than if it goes on currently through the years, and I think that's something that we should recommend in our legislation. I don't know that we can spell it out specifically, but we should certainly try to do that, and we should try to get additional appropriations for the Army so that if this involves substantial additional expense, then money will be provided.

General MICHAELIS. Mr. Chairman, if I may, we have a Department of Defense representative here who, on a larger scale, might have something on this.

#### STATEMENT OF EDWARD GOWEN

Mr. GOWEN. Mr. Chairman, my name is Edward Gowen. I'm from the Office of the Deputy Chief of Staff of Logistics, Department of the Army. The Department of Defense, of course, stands primarily on the letter dispatched to your committee. We do feel that going to the question of decontamination as we go along would do this. We would be in the position of, for instance, stopping training. We would have to develop also additional personnel who would be able to do this decontamination work. It would also involve these areas that are almost impossible of decontamination, such as those muskeg areas, and river bottom areas which are very difficult, if not impossible, to decontaminate. If the provision were made mandatory for us to do this, I fear, sir, that the Army would be faced with, in many cases, an insurmountable problem, without the real capabilities of following through on it. Other than to make that point sir, I think that the Army would have to stand on the position taken by the Department of the Defense's letter.

Senator GRUENING. Well, I can understand that, from the standpoint of expense, but the public interests certainly have—should be considered subsequent to the abandonment of this area. I don't think there is any dissent on the part of any Alaskan or American as to the importance of having all our defense needs adequately taken care of. But the time is going to come when through changes of fashions in warfare, changes of methods, these areas will be abandoned and we want to take every precaution to see, as far as is humanly possible, that they will not be turned back to the public in a tragically contaminated condition. And I think that in the areas where there is no contamination now, unlike the area that has been so thoroughly contaminated for the past 10 years that it is virtually impossible to decontaminate it—fortunately it is an area that does not seem to be of great value for other purposes—but in the areas where contamination will take place from now on, I think every effort should be made to have it currently decontaminated. Now whether that poses an insuperable obstacle physically and financially, I think it is something that we ought to consider.

One other point General Michaelis, on the matter of forest fires, raised by the representative of the Tanana Valley Sportsman's Association, we have of course an organization, the Bureau of Land Management, which gets some funds every year, and they're never adequate, unfortunately, for purposes for which they're directed, but I think it might be very well—I don't know that this could be spelled out in legislation or that it is necessarily so—but I think it would be highly advisable for the military to establish a liaison with this organization, and to see to it that, if owing to the use of bombing, a forest fire results—of course forest fires result in nonmilitary areas from other causes, sometimes from sunlight on glass, or careless campers and so forth—but I think it might be well to establish a working arrangement so that if a forest fire does break out that all the available resources, both of the military and civilian organizations, are mobilized. And I would recommend that that be done.

General MICHAELIS. If I may quote here a moment sir, I have in front of me right here an extract of fire regulations, Yukon Command of Fort Wainwright, U.S. Army, Alaska:

January, 9, 1961. The function and responsibility. The post fire marshal is a forest fire control officer. He will be responsible for the control of forest fires on the Wainwright Military Reservation. His duties will include the following: (a) maintain liaison with the forest fire control officer, 5010th Air Base Wing at Eielson Air Force Base, and with the Fairbanks District Forest Ranger.

I simply cite that this citation of the 1957 fire was, of course, news to me, sir. I think from the other way around, where military personnel had been dispatched in large numbers in recent years, in many, many areas beyond the military reservations, to assist, and in the suppressing of the forest fires.

Senator GRUENING. Yes, I know that to be true.

General MICHAELIS. I would say that by all means we will take care of them on our reservations. We are in liaison, as Alcan, the Alaska Command, with the State Bureau.

Senator GRUENING. I think it might also be well if the military would establish a liaison with the State Department of Fish and Game in line with the recommendations made by the last two witnesses, and see whether some working agreement, on a voluntary basis, can be worked out to protect whatever wildlife interests are there that need not necessarily be adversely affected by the activities of the military. Now, I've known that at various times in the past the military departments, the Army and Air Force and so forth, have had their own representatives who are designated to take care of the conservation aspects. And I think if that were done in conjunction with the Department of Fish and Game, it would probably produce a more satisfactory result than just not doing anything about it.

General MICHAELIS. Sir, if I may, on this particular subject again, on my level, the USARAL level, my provost marshal is an active participant with the State Fish and Wildlife. And, for example, the ridding of the reservations of excess moose, for example, this matter is taken up with the State Department, rather than our own people. They are the ones that issue the permits, not ourselves. And I should say we have been working hand-in-glove with them on every reservation.

Senator GRUENING. I would like to——

General MICHAELIS. If there is any question on this, sir, I will of course put renewed emphasis on this.

Senator GRUENING. Yes, I would like to ask the representative of the Sportsmen whether they have any suggestions as to steps that could be taken before these reservations are definitely set aside, as to the removal, possibly, of certain types of game, to other areas. There has been a good deal of transferral of game, of course, in the last generation for other reasons, not necessarily military, and whether they think that some such program might have value?

Mr. LAKE. Who are you addressing that to?

Senator GRUENING. Well, I would be happy to have your comment on it.

Mr. LAKE. Certainly it is worthy of thought. However, the cost again—money is the rule in many cases. Putting a limit on the area would probably be less expensive than transporting the animals, and saving the animals, even with military cooperation would be something the State would be interested in. The Department of Fish and Game would no doubt be willing to support any program like this. We would like to see public utilization of these areas.

Senator GRUENING. Thank you. Are there any other witnesses that would like to be heard, that haven't been heard? Will you come forward?

Will you give your name, please?

#### STATEMENT OF LESLIE VIERICK

Mr. VIERICK. My name is Leslie Vierick, and I am here on behalf of the Alaska Conservation Society, at College, Alaska. I would like to make the following recommendations for consideration by your committee in connection with the land withdrawals that we have been discussing this morning.

1. That these lands be open to multiple-use basis whenever and wherever possible rather than designating them for exclusive military use, and that this concept of multiple use apply to military activities of varying nature as well as concurrent or alternate use by military and civilians. In other words, an example might be these two areas around Fort Greely. I think the committee might look into the possibility that the use in this area might have been made from this larger area rather than needing two separate withdrawals. Now this, again would probably be a military matter, but this would be considered as a multiple use as far as the military is concerned. In the past, the military has requested the additional withdrawals of land for special purposes, when these purposes might have been carried out on other lands already in the possession of the military. In other words, it should not be necessary for each military service, or each contemplated military use to require separate and additional land from the public domain, so long as there is land already held by the military which could be used for more than one type of activity.

We would favor specific wording to be included in the Withdrawal Act which would permit such civilian activities as hunting, fishing, trapping, recreation, mining, and so on, in sectors where these activities are compatible with the prescribed military uses, or during periods of time when this land is not in active use by the military. We would

also like to see the utilization of renewable resources within the withdrawal areas whenever possible.

2. We favor equal rights for civilians and military personnel in such nonmilitary uses of land under military withdrawal status as hunting and fishing. These rights should be specifically stated in the Withdrawal Act, which has certainly been covered before today.

We favor sound practices for protection of land and wildlife in withdrawn status. This would mean that when a military land withdrawal has given the military forces control of a given area, they shall be responsible for such services as fire protection and other necessary safeguards of this land. And I again use the example of the 1957 fire in the Blair Lakes Range which went for several months and accordingly, at times, actually prevented some use of the Fairbanks International Airport. Specific responsibility should be written into the withdrawal bill for the protection of the land.

4. We favor a system of continuous decontamination of such public land—

Senator GRUENING. Mr. Vierick, on that point, you say something specific should be written in for the protection of the land. Now that's a rather general phrase. I wish you would spell that out.

Mr. VIERICK. As pertaining above to fires and wildlife, particularly.

Senator GRUENING. Well, what would you—

Mr. VIERICK. Protection of other resources also.

Senator GRUENING. Have you some specific language that you would like to suggest to put in?

Mr. VIERICK. Not particularly. I—specific language would be for military control of the fires, or perhaps, as has been suggested, a coordination between civilian and military, just so that it doesn't happen as it did in 1957, that the military said "We can't fight the fires," and the Bureau of Land Management said "Well, it's not our responsibility, it's on military land." I think this could be very specifically put in the bill.

4. We favor a system of continuous decontamination of such public lands withdrawn for military use. If such decontamination is carried out promptly on an annual basis, the land may be returned promptly to the public domain when military need for it is completed.

Too often in the past it has been the practice to wait until the military was actually through with such land, and then attempt to have them perform a massive decontamination campaign, in which case the cost in both time and money seems exorbitant. Decontamination on a continuous basis would cut down the time involved and spread the expense over a longer period. This would surely expedite return of such withdrawn areas.

5. We believe that the boundaries of any proposed military withdrawal shall be carefully drawn, so that the established scenic and recreational areas in use by the general public shall be excluded from the military area. It should also be determined that closure of an area would not hamper access for civilians to other normally used—to areas normally used for recreation: hunting, fishing, and other uses.

In the case of the large withdrawal proposed in the Fort Greely area, the presently proposed boundaries would place Donnelly Dome in such—would place Donnelly Dome within the military reservation and keep the public out. This dome is a much-used scenic viewpoint

and should continue to be accessible for climbing to all civilians, both Alaskans and out-of-State guests.

In addition, the presently proposed boundaries would not permit civilian access to the foothills of the Alaska Range, and would not permit civilians to reach the Trident Glacier area, a favorite mountaineering region. In addition, the streams which provide easy access to the mountains, either by boat or by foot along their banks, would not be usable by civilians. It should be pointed out that the Big Delta River, here included in the military area, has been run by canoes and boats in the past, and this use should be permitted to continue.

I would like to point out this area again, on the map, this boundary which cuts across the terrain here, of the Trident Lakes, has been used as an airfield out in this area, by climbers climbing Mount Trident in this area; Donnelly Dome is a favorite small climbing area for people going out on Sunday afternoons, it's within the withdrawal area; some way should be allowed that people can continue to do this, it's right beside the highway. Again, the Delta River has been, in the past, run by rowboats and canoes, and I think that this kind of recreation should be allowed.

6. We would also question closely the size of each military withdrawal in order to ascertain whether the requested amount of land is definitely required for the operations to be conducted therein. Military planners should be required to justify both size and shape of any withdrawal area. We are aware that it is sometimes not possible for civilians to obtain full information on military activities contemplated, but it should be incumbent upon the military agency requesting the land to fully justify the need of the area in question.

We would also like to go on record as favoring very precise wording covering responsibilities involved, and spelling out in detail regulations such as we have mentioned in this statement, rather than using general terminology which might leave some question of responsibility or privilege. Where a multiple-use concept is possible, it should be so designated in the enabling act, for full protection of civilian rights.

I thank you for this opportunity to present this statement.

Senator GRUENING. Thank you very much, Mr. Viereck. Is there anyone else?

#### STATEMENT OF VAN COFFERN

Mr. COFFERN. My name is Van Coffern and I am an employee of the State of Alaska Division of Highways. I was asked to—more of a request than it is to object, but the division of highways do object to the Richardson Highway being included in the withdrawal. That is, the 300-foot right-of-way that exists, and they wanted to ask that the highway right-of-way be specifically separated from the withdrawal.

Senator GRUENING. It's not my understanding that the Richardson Highway is included in the withdrawal.

Mr. COFFERN. That could be possible. The information that I had was from Juneau, and they said that it was included.

Senator GRUENING. I think we should clarify that both the Richardson Highway and the right-of-way on both sides of it is not included in these withdrawals.

Mr. COFFERN. That's very good. Thank you.

Senator GRUENING. I think that's a very valid point. Is the Richardson Highway and the right-of-way on both sides of it included at any point in any of these withdrawals?

Mr. EDWARD W. HOLDEN (Alaska Air Wing—USARL). It is not.  
Senator GRUENING. It is not.

Mr. HOLDEN. The right-of-way on the left side of the 572,000 area is one-half mile from the edge of the highway on the centerline.

Senator GRUENING. So there's a half a mile that is left to the public at that point?

Mr. HOLDEN. For the public use. And on the right-hand side in the drop testing area, that runs from a half a mile up to a mile wide, and jogs down along both highways, from both the Alcan and the Richardson Highway.

Senator GRUENING. Thank you, Mr. Holden.

I understood the Fairbanks Chamber of Commerce wanted to be heard. Is there a representative here from the Fairbanks Chamber of Commerce?

#### STATEMENT OF WILLIAM I. WAUGAMAN

Mr. WAUGAMAN. My name is Bill Waugaman. I am the first vice president of the Fairbanks Chamber of Commerce, and would like to testify in behalf of the Fairbanks chamber.

These lands requests that have been requested by the U.S. Army have been subject to much discussion in the Fairbanks area, and our organization as well. We have discussed these withdrawals in some detail on several occasions with the Tanana Valley Sportsman's Association and members of the Alaska Miners Association. As the result of these discussions, it is our firm opinion that the U.S. Army land withdrawals be approved as amended by the House Committee on Interior and Insular Affairs.

As you know, the basic economy of the Fairbanks area is dependent mainly on the military establishments. We believe that if Fairbanks is to expand its economy that the land requested to perform the missions of both the Army and Air Force should be made available providing it does not make the land useless and unnecessarily damage its resources for future generations.

Senator GRUENING. Thank you very much, Mr. Waugaman.

Mr. WAUGAMAN. Are there any questions, sir?

Senator GRUENING. Thank you very much. I have no questions.

I think there is a lady back there who would like to testify.

Mrs. FRANCES WALKER. Senator Gruening.

Senator GRUENING. Yes.

#### STATEMENT OF FRANCES WALKER

Mrs. WALKER. I am Frances Walker, editor of Walker's Weekly in Delta Junction. There are several points that have been brought up that I would like to clarify. First of all, in the case of forest fires, the military at Fort Greely have gone out on every occasion and fought diligently. There was a terrific fire in 1955, and they did a wonderful job. And secondly, I don't think the people realize that this large area near Fort Greely, known as the maneuver area, also includes the largest

firing range in Alaska. That troops from all over Alaska come there on maneuvers, and then also, there is a good reason why Donnelly Dome, the area surrounding it should be included in the withdrawals, because last—2 years ago, when the Midas site first came into being, everybody rushed down there and filed on that land. In fact, someone who already had a homestead and a business site filed in the name of his mother-in-law for a homestead. So you can see—and someone even put down a bar down there called the Mid Bar, so you see, if this land was not protected through withdrawal, you would have everything in the world down there which would be in great conflict with the mission the planners intended to carry out. I think that I have covered all that I wanted to say here.

Senator GRUENING. You are in agreement then with Mr. Walker too?

Mrs. WALKER. Yes.

#### STATEMENT OF BILL SITES

Mr. SITES. Senator, I am Bill Sites from Delta Junction. I had come here today prepared to more or less observe what was going on rather than to have anything to say, but as the president of the Delta Chamber of Commerce, and a representative of the City Council in Delta Junction, I wish to state that all the people down there heartily approve the withdrawal of the land in the Fort Greely area. And we have no objection to the other land withdrawals, and I've been working on these bases, these Army bases here since 1949. I helped construct quite a bit on Ladd; I have probably helped to build the first radio sites around here, and fortunately, maybe not for Fort Greely, but I was in charge of building a big share of it for the new base that was started there in 1953. Whenever—I was on Fort Greely in 1955 when we had a big fire out there, it started up on Jarvis Creek, and again I can support Mrs. Walker that the Fort Greely—the military gave them all the support they could, in men. So that's all I have to say except I wanted to be sure to point out that people in the Delta Junction and Big Delta community heartily endorse that land withdrawal.

Senator GRUENING. Thank you very much.

Mr. DeSpain? Would you like to testify? Please come forward.

#### STATEMENT OF GLENN DeSPAIN

Mr. DeSPAIN. Senator Gruening and members of the committee, I am Glenn DeSpain, a building contractor—a plumbing and heating contractor here in Fairbanks. I don't want to be repetitious, so I'll just state a few little things that I have come to conclusion on here during the hearing. On this contamination, or decontaminating areas currently, it's my feeling that if the Department of Defense had to deduce all newly contaminated areas, they might find several of the already contaminated areas that were still suitable for firing on.

They find that it's much cheaper to contaminate new ground than to decontaminate it, and so consequently they use an area for a period of time, then they move to another area and the point in question is the Blair Lake Bombing and Gunnery Range, or Ladd Air Force Base

Bombing Gun Range, it's known by several different names, and the area a few years back was decided to be declared surplus. The real estate agent at the then Ladd Air Force Base told me that by September or October, that the greater portion of that area would be returned to the public domain. I was making an application for some timber for a cabin, and he said to wait until September or October and the area would be turned back to the public domain.

Later on, it was decided that the area was contaminated, certain portions of the area were contaminated and due to the fact that we have the changing military population over a period of years, the plottings of the different contaminated areas were not kept in the files, or they—areas were contaminated there was no plotting on, so the Bureau of Land Management could not take the ground back for public domain. Now the Arctic Test Board, I believe, or some one of the test boards decided they can use that area, but in addition to that, they need these other areas. I'm not opposing personally the areas to be withdrawn, however, I think that we should look very diligently to contaminating new areas and leaving them contaminated. That is one of the major things, and then the forest fires, notwithstanding the testimony by the people in the delta area, this area, Blair Lake Bombing and Gunnery Range, burned for practically all summer and there was very little effort made to put the fire out. I know that the military does, on occasions, go in and help fight some of these fires, particularly the one around North Pole here a couple of years back. But, in this particular instance, they didn't, and I think it's important that something be put in the legislation to require that the—someone be designated. I don't say that the military should be, maybe the BLM should, but somebody should be responsible for fire suppression on these withdrawn areas. Otherwise, they become a no man's land and not only the military start fires, but lightning fires and other type fires just burn uncontrolled.

Senator GRUENING. Thank you very much Mr. DeSpain.

Mr. Steinard, please come forward.

#### STATEMENT OF JOE STEINARD

Mr. STEINARD. My name is Joe Steinard. I would like to bring up a point that has been lightly touched here—

Senator GRUENING. Where are you from?

Mr. STEINARD. Well, Fairbanks, and Delta Junction. But this point I'd like to bring up. Bob Bartlett wrote me about it 3 or 4 years ago when either this area or another one awful close by was requested. I don't believe, at this time, that there's anyplace in—you might say the world, but we'll take the United States, that's as thinly populated as Alaska. And we want residents here. We want taxpayers here to help carry the burdens. It has never been my opinion that the Army, Air Force, Navy, any big private industry or anybody else should be allowed to take only a fair amount of highway, because they are very scarce and hard to get in Alaska.

The highways is the place that our future citizens is going to live on. I recommended to Bartlett and I recommend to you that no military, civilian, or anything, that's going to take a large amount of land should be allowed to come any closer any place than 1 mile from

the highway, because that way it gives the private citizen a right to build on a road that's existing, instead of a bunch congregating back 10 miles off the road, and then it costs \$5 or \$6 million to the taxpayers that's overburdened already, to build a road to them. If the Army is back there a mile, that mile of road don't cost them hardly 1 percent on what they are going to do back there.

There's another thing. I don't believe that the U.S. Army can find anyplace else in their own territory where they can get better all-round training than they can right there. There's mountains, there's lakes, there's mud, there's swamp, there's rivers, there's ruptures, everything, and as far as I personally am concerned, if they went clear over the Alaska Range there and got all that mountain so they could really train mountain troops there, it would be right up my alley, because if there's no mining there, if there's nothing else there, the Army can get some education there that's good for them all over the world. And there is places in the States that I know that there is good land being used, it's—the States are getting more populated, they actually need that land, where here we don't need it, and the troops could be moved from there to here, and more economically taken care of probably.

Then, you take the highways. As I said, we've got the least population of any place in the world, but we've got a lot of highways to build, and before we get the first ones built—the last ones built, the first ones is going to be tore to pieces. Well now you take—I've noticed in the last 6 or 8 years, between Eielson and Big Delta, and I've got the authority of the highway department on that, that the highway is practically 2 feet narrower, the paved section, than it was. You take them big vehicles, they try to keep one wheel off the pavement, but you can't always do it, so they gradually chew up 6 to 8 inches on either edge of the highway. Well, the American population is keeping the Army, the Air Force, and everybody else in defense through taxation, and in return, through the war effort, the American Government is keeping us. It's just one hand washing the other, but up here, the one hand don't wash the other when it comes to taking care of the highway. We've got to take care of it. So if the Army gets these big places, and I say give them all they want, then see that they stay on it instead of like this one gentleman said, to get way back there and tap a private road. Now that happens all over the country, and I say give them enough land, not a half a million, but 5 million, if they want it, but see that they stay on it.

Senator GRUENING. Well, you are aware that on these reservations the Army has built highways which didn't cost the State of Alaska anything?

Mr. STEINARD. Well, I never knew that the Army ever put a penny into Alaska highways here, and I was in charge of all the highways when the Alaska Highway was built.

Senator GRUENING. There are highways all through these reservations?

Mr. STEINARD. That's right, on the reservations. But I mean the main highways, that's what I'm talking about.

Senator GRUENING. These highways will ultimately be of benefit to all the people of Alaska.

Mr. STEINARD. Well, how is the main road going through Eielson going to be any good to anybody but the Army or the Air Force?

Senator GRUENING. Well, there are roads all over the hills there.

Mr. STEINARD. But built as perfectly private roads for the Army and Air Force.

Senator GRUENING. Well, they may be at present, but ultimately they will still be there, and we should welcome them. I would like to ask some questions. General Michaelis, how near, at one point, you say the Army is within half a mile from the Richardson Highway?

Mr. STEINARD. Oh, they are right up to it.

Senator GRUENING. No, there was a distance of half a mile, I believe.

Mr. STEINARD. Well, if you take Eielson, you take on this side of Eielson, there's a great big fine townsite there, there's five or six empty quonset huts sitting on it, comes right up to the highway. This side of the dike. And you get to Fort Greely, it's all posted along the highway, Army area. The Army is controlling it.

Senator GRUENING. Do you think it's objectionable to have the Army abutting on the highway?

Mr. STEINARD. Yes; it is. It's keeping our future citizens from finding a place to build a home. Now if it ain't stopped now, when will it be stopped, because some big organization, not necessarily the Army, will grab all the highway and you've got no place to live. How are you going to get citizens in here if they haven't got land available? And there ain't land available 5 miles back off the highway.

Senator GRUENING. Well, there is still a good deal of land available as you've pointed out.

Mr. STEINARD. Yeah, but you can't get to it, that's the thing. A person coming up here has to get on his land.

Senator GRUENING. Well, that is a question of getting necessary funds to build highways isn't it?

Mr. STEINARD. I just stated to you, we don't have the population to build the highways, like Rhode Island or someplace has. And if the Army and Air Force, we'll say the CAA takes a great big block out of something like that, there's that much highway gone. Civilian population has no place to build future homes or to raise future crops or kids, or anything else.

Senator GRUENING. Well, the matter of withdrawals does concern us very much.

Mr. STEINARD. That's right.

Senator GRUENING. That is one reason why the Engle bill was passed, and why we're having these hearings, so that we cannot have, as we had previously, arbitrary withdrawals of large areas by executive action without any consultation of the elected representatives of the people, and that is why we are here, and why you are testifying.

Mr. STEINARD. Well, my personal opinion is, give them another 5,000 acres in them mountains, but save that mile along the highway, for the John Q. Public to live on and to build on.

Senator GRUENING. I am wondering how close that withdrawal line does come to the highway.

Mr. STEINARD. Well, it comes close enough that—well, let's say, supposing it's no good for farming. Suppose it's no good for mining, but we've got people in the United States from every country in the world. All right, a man makes a little piece of money, he wants to retire, we'll just say. He can go right in them mountains along the highway, maybe over here 50 feet the mountain goes up, but he wants to build a home there because it reminds him of Switzerland, say. He can't do it. It belongs to the Army.

Senator GRUENING. General Michaelis, the previous testimony indicated that the reservation came to within half a mile, is that not so?

General MICHAELIS. In most cases sir, if I may point out on the map to you—

Senator GRUENING. Yes.

General MICHAELIS. In most cases it's well beyond a mile. There is one area when it's closer than that, mile 90 is the Midas site—

Senator GRUENING. The Midas site?

General MICHAELIS. Yes, sir. If you recall yesterday, as we flew over—

Senator GRUENING. Yes.

General MICHAELIS. For this stretch sir, it's somewhat closer than a half mile; in one area it's right up against the road, but that is where the Midas site actually enters. Remember the highway was given to them. And this is why it was extended here to cover that Midas site position; but other than that this is already a built-up area. We could take another look at this and drop it back very carefully—

Senator GRUENING. I have just suggested to General Michaelis that a second look be taken at this withdrawal line and see if we cannot establish the principle that you have raised in your testimony, that it be at least a mile back. I think that's a very good suggestion. I think—I wish you would look into that and let us have a report on it.

Mr. STEINARD. I know that what I say will never affect you at your age, or me at my age, but I am looking to the future for the other people that's going to come here which we've got to if there's ever anybody come here.

Senator GRUENING. I don't think one's age has anything to do with one's affectability.

Mr. STEINARD. That's right.

Senator GRUENING. Thank you. Are there any other witnesses? If not, I will state that the record will be kept open for 10 days for anyone who wishes to submit any additional statements. If the Army would like to make any further statements, responsive to anything that's been said, we'd appreciate and be glad to have them. We will adjourn to reconvene May 15, at Anchorage, where there will be a hearing on the withdrawal in that area. Thank you very much. This meeting is now recessed.

CHAPTER I. THE DISCOVERY OF AMERICA

IN THE YEAR 1492, CHRISTOPHER COLUMBUS, AN ITALIAN, WAS SENT BY SPAIN TO DISCOVER A WESTERN PASSAGE TO THE EAST INDIES.

HE SAILED FROM PALERMO, IN SICILY, ON SEPTEMBER 8, 1492, AND AFTER A VOYAGE OF SEVENTY DAYS, HE DISCOVERED THE ISLANDS OF THE WEST INDIES.

HE FIRST LANDED AT SAN SALVADOR, IN THE ISLAND OF CUBA, ON OCTOBER 12, 1492.

HE REMAINED THERE FOR FIFTY DAYS, AND THEN Sailed FOR THE ISLANDS OF THE CARIBBEAN SEA.

HE DISCOVERED THE ISLANDS OF HAITI AND SAN DOMINGO, AND THEN RETURNED TO SPAIN IN DECEMBER, 1492.

HE WAS RECEIVED BY KING ISABELLA AND QUEEN FERDINAND WITH GREAT HONORS, AND WAS MADE GOVERNOR OF THE DISCOVERED COUNTRIES.

HE MADE SEVERAL VOYAGES TO THE WEST INDIES, AND DISCOVERED MANY NEW ISLANDS.

HE WAS KILLED IN HIS OWN COUNTRY, IN 1506.

THE DISCOVERY OF AMERICA OPENED A NEW FIELD FOR THE EXPANSION OF EUROPEAN TRADE AND CIVILIZATION.

IT LEAD TO THE DISCOVERY OF GOLD AND SILVER, AND TO THE ESTABLISHMENT OF COLONIES IN AMERICA.

IT ALSO LEAD TO THE DEVELOPMENT OF THE SCIENCE OF GEOGRAPHY AND THE ART OF NAVIGATION.

THE DISCOVERY OF AMERICA WAS ONE OF THE GREAT EVENTS OF THE FIFTEENTH CENTURY.

IT WAS THE BEGINNING OF A NEW ERA IN THE HISTORY OF THE WORLD.

IT WAS THE BEGINNING OF THE GREAT AGE OF DISCOVERY.

IT WAS THE BEGINNING OF THE GREAT AGE OF TRADE.

IT WAS THE BEGINNING OF THE GREAT AGE OF CIVILIZATION.

IT WAS THE BEGINNING OF THE GREAT AGE OF PROGRESS.

IT WAS THE BEGINNING OF THE GREAT AGE OF GLORY.

IT WAS THE BEGINNING OF THE GREAT AGE OF POWER.

IT WAS THE BEGINNING OF THE GREAT AGE OF WEALTH.

IT WAS THE BEGINNING OF THE GREAT AGE OF KNOWLEDGE.

IT WAS THE BEGINNING OF THE GREAT AGE OF FAITH.

IT WAS THE BEGINNING OF THE GREAT AGE OF HOPE.

IT WAS THE BEGINNING OF THE GREAT AGE OF CHARITY.

IT WAS THE BEGINNING OF THE GREAT AGE OF LOVE.

IT WAS THE BEGINNING OF THE GREAT AGE OF PEACE.

IT WAS THE BEGINNING OF THE GREAT AGE OF HARMONY.

IT WAS THE BEGINNING OF THE GREAT AGE OF UNITY.

IT WAS THE BEGINNING OF THE GREAT AGE OF PROSPERITY.

IT WAS THE BEGINNING OF THE GREAT AGE OF HAPPINESS.

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IT WAS THE BEGINNING OF THE GREAT AGE OF POWER.

IT WAS THE BEGINNING OF THE GREAT AGE OF WEALTH.

IT WAS THE BEGINNING OF THE GREAT AGE OF KNOWLEDGE.

IT WAS THE BEGINNING OF THE GREAT AGE OF FAITH.

## ALASKA MILITARY LAND WITHDRAWALS

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MONDAY, MAY 15, 1961

U.S. SENATE,  
SUBCOMMITTEE ON PUBLIC LANDS  
OF THE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,  
*Anchorage, Alaska.*

The hearing convened at 10 a.m., in the superior courtroom of the State of Alaska, Anchorage, Alaska, Senator Ernest Gruening presiding.

Also present: Mr. Herbert Beaser, legislative assistant to Senator Gruening.

Senator GRUENING. Will the meeting please come to order? This is a continuation of hearings begun at Fairbanks on May 5 on Senate bills 353 through 357, inclusive, and House bills 2279 to 2283, inclusive, identical bills introduced by Representative Rivers and by me at the request of the Department of the Army. We have already heard testimony concerning the proposed land withdrawals in the Fairbanks area. Today's hearing will concern itself with Senate bill 357 dealing with one area in the Anchorage region although the hearing will be open to receive testimony concerning all the areas involved in these proposed land withdrawals because it is important that such a proposal receive all the testimony that people want to give. And so we will now proceed on Senate 357 and General Michaelis, would you be kind enough to present your testimony?

### STATEMENT OF MAJ. GEN. J. H. MICHAELIS—Resumed

General MICHAELIS. Mr. Chairman, once again I am delighted to be here. I am General Michaelis, commanding general, U.S. Army, Alaska, and I've been designated as Department of the Army representative for the Department of Defense legislation.

This land of 4,706 acres—it's by the way, sir, outlined in blue on the lower portion of the map of the Anchorage area. It's located 10 miles from Anchorage and is adjacent to the south end of Fort Richardson. The land involved in this proposed legislation was originally withdrawn from the public domain for use by the War Department in 1944. Incidentally, I have a statement on this if you want it, and has been intermittently used by the Army since that time. In 1949, an area of 84,000 acres including the subject area, was released by the depart—by the Army and returned to the public domain. In 1950, it was necessary to request the use of a 9,000-acre area which has since been reduced to 4,706 acres currently needed. Because the

land had been contaminated during its original use, under the 1944 withdrawal, the Secretary of the Interior by Public Land Order 2029 of December 15, 1959, withdrew 4,706 acres involved from all forms of appropriation as a public safety measure.

As a consequence, hunting, fishing, and trapping have not been permitted in this area. The land area involved consists of steep, rocky terrain with elevations from 3,000 to 6,000 feet. It is not suitable for private development nor does it contain any known valuable mineral deposit. It is principally used as an impact area for the Army Davis range. The high mountain peaks on this tract form a natural barrier against artillery and tank firing which utilize high-velocity long-range ammunition. There is no other land within the confines of Fort Richardson which can be used for a range.

A matter of concern to us is the proper utilization of facilities and the prompt release of those no longer required. For this reason the Department of the Army is continually reviewing its requirements for the use of all real property under its control. Every effort is made to dispose of acquired land, public lands to the public domain as soon as possible to permit civilian utilization or exploitation of resources consistent with the fulfillment of our mission. For example, in November 1959, we released 3,273 acres in Point Campbell Military Reservation. This was choice residential land. An additional 67,905.30 acres were released in August 1960, from the Susitna gunnery range.

In addition to these reviews, which are made under our own administrative regulations, there are limitations contained in the bill that the reservation shall be for a 10-year period subject to extension for an additional 5 years, with provision for earlier termination if not needed for the full period covered by the proposed act.

The Secretary of the Army has approved this legislative proposal and the Bureau of Budget has reaffirmed its approval subsequent to January 20, 1961.

Mr. Chairman, I appreciate the opportunity of appearing before the subcommittee once again to expound our views on the proposed legislation and as in Fairbanks, I have with me Colonel Bagnulo and Mr. Holden, who are members of my staff; and Mr. Edward Gowen of the Office of the Deputy Chief of Staff for Logistics, Department of the Army, and Mr. Loney W. Hart, Office, Chief of Engineers of the Department of the Army, to assist me in answering any of your questions.

Senator GRUENING. General Michaelis, you feel that this area is really essential to serve as a kind of a backstop for the target practice, isn't that it?

General MICHAELIS. As I stated in my testimony, sir, it's the only known area we have within the reservation which we can use as a backstop for high-velocity-type ammunition such as tank firing.

Senator GRUENING. Has it been used more or less for that purpose?

General MICHAELIS. It has been continually used for that purpose since its inception in the, into the—

Senator GRUENING. Is the area contaminated?

General MICHAELIS. It is contaminated. Badly contaminated, sir, and of such a nature that decontamination will be most difficult when the time comes, if at all possible.

Senator GRUENING. Do you visualize that at some future time that it might be sought for residential purposes? As you know, some people have started moving up into the Chugach range.

General MICHAELIS. Yes, sir. I have pictures here, sir, a series of overlapped pictures and, of course, I cannot judge what other people would say, but my estimate of the situation now is that it will never be used—never is a large word. But probably will never be used for residential purposes. This is a type of land, sir, that unless there are mineral deposits in there, it probably would not be worth decontamination.

Senator GRUENING. Well, the only question I think might conceivably be raised is that we have a great population pressure here. People are moving out in all directions and there are many reservations of one kind or another, but obviously this is desirable from an Army standpoint and unless there are some objectives here I don't think it's necessary for us to hear any more testimony.

General MICHAELIS. I do point out, sir, this is set for a 10-year period.

Senator GRUENING. Yes.

General MICHAELIS (continuing). With renewal option for another 5 years so that possibly in time with the population pressures this may be. I cannot foresee it.

I'll submit these for the records, sir. [Meaning group of 12 photographs.]

Senator GRUENING. Are there any other witnesses who want to be heard?

We will be glad to hold the record open for a period of 10 days in case anyone desires to submit testimony. The hearings will be adjourned. Thank you very much.

General MICHAELIS. Thank you, Senator.

Faint, illegible text, possibly bleed-through from the reverse side of the page. The text is too light to transcribe accurately.

## APPENDIX

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THE SECRETARY OF DEFENSE,  
*Washington, May 4, 1961.*

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

DEAR MR. CHAIRMAN: In the course of recent hearings before the House Committee on Interior and Insular Affairs on various bills withdrawing lands for defense purposes, considerable attention was given to the problem of decontamination. Witnesses of the Department of Defense stated that it has been the general policy of the Department to decontaminate withdrawn public lands prior to returning them to the public domain, and there was considerable testimony regarding the problem of decontamination at specific ranges.

The magnitude of the problem of decontamination varies from base to base, depending upon the nature of the military use, the duration of the use, and the intensiveness of the contamination. Where a range has been used for air-to-air gunnery, for example, decontamination involves merely the removal of fragments lying on or close to the surface. Where a range has been used for bombing, however, decontamination requires fairly intensive dedudiving of the impact area. Consequently, the process of decontamination involves different economic considerations for different bases, and an unqualified statutory requirement that a withdrawn area be decontaminated before return to the public domain might, in some cases, require dedudiving actions that are not economically justified in terms of the value of the land. A brief discussion of the methods of decontamination normally used may assist you in your consideration of this point.

No equipment has yet been developed which detects the presence of ordnance at great depths. There is available, however, a commercial tiller which is capable of tilling the soil to a depth of 40 inches. The total cost of the tiller and the three heavy-duty tractors required to operate it is approximately \$100,000. It is estimated that with this device it is possible to decontaminate approximately 1 acre an hour, at a cost of approximately \$60, provided that the terrain does not contain too many trees or rocks. In comparison with this figure, it is significant to note that the land which is proposed to be withdrawn at Luke-Williams Air Force Base is worth an average of less than \$50 an acre, with some acreage worth as little as \$5 an acre.

In view of the high cost of this method of decontamination, the tiller is rarely if ever used. The normal procedure is a visual inspection. When holes or extruding projectiles are located the projectiles are dug up, and any unexploded ordnance is detonated or removed. Occasionally it is necessary to use mine detection equipment, but this equipment is too sensitive to be used extensively, since it picks up nails and other scraps of metal. In addition, it detects metal objects only down to a depth of 12 to 18 inches.

The problems discussed above are significant in terms of the pending legislation, since, as previously indicated, the Department of Defense is of the view that in many cases an unqualified statutory requirement of decontamination might not be in the public interest. It is virtually impossible to estimate at this time what the decontamination of an area would cost 10 or 15 years hence, and it is equally difficult to estimate now the value of the decontaminated land at such time. Consequently, the question of the economic feasibility of decontamination must be determined when the military use of the land has terminated.

Although it appears that at such time the Department of Defense will be the agency best able to determine the cost of decontamination, the Department of the Interior may be in the best position to evaluate the nonmilitary uses of the land. Consequently, any determination of economic feasibility must take full cognizance of the views of that Department. The Department of Defense

therefore recommends that the following provision, which has the approval of the Bureau of the Budget, and the Department of the Interior, be included in the various public land withdrawal bills as a substitute for the first sentence of subsection (c) as set forth in House Report 217, 87th Congress:

"Upon the final termination of the reservation effected by this Act, the Department of Defense shall make safe for nonmilitary uses the land withdrawn and reserved, by neutralizing unexploded ammunition, bombs, artillery projectiles or other explosive objects, and chemical agents: *Provided*, That if the Secretary of Defense, after consultation with the Secretary of the Interior, determines that the decontamination of the land withdrawn and reserved by this Act, or any portion thereof, is economically or technically unfeasible, such decontamination shall not be required by this section, but the Secretary of Defense shall notify the Committees on Interior and Insular Affairs of the Senate and the House of Representatives of each such determination and the basis therefore."

Sincerely yours,

ROSWELL L. GILPATRIC,  
*Deputy Secretary of Defense.*

HEADQUARTERS, U.S. ARMY, ALASKA,  
OFFICE OF THE COMMANDING GENERAL,  
APO 949, Seattle, Wash., May 15, 1961.

HON. ERNEST GRUENING,  
*U.S. Senate, Washington, D.C.*

DEAR SENATOR GRUENING: During the public hearings which you conducted at Fairbanks on May 10, 1961, on land withdrawals, several questions were raised on the measures taken by the military to control fires on land under their control. I thought it might be helpful to augment the statements made by personnel of my staff and myself by furnishing the additional information contained herein relating to forest, brush, and grass fire control.

A reciprocal mutual aid forest fire control agreement is in effect between ALCOM component commands and the Bureau of Land Management and Division of Forestry, Department of Agriculture.

It has been mutually agreed that primary forest fire control in all public lands is the responsibility of the Bureau of Land Management (BLM) who are organized to combat and control such fires and will take the necessary control action within the scope of their organizational capabilities.

In the event the BLM resources are fully exhausted, they (BLM) will request assistance and support from the armed services who have agreed to furnish the requested support with equipment and manpower as needed within their capabilities without jeopardizing their combat ability or alert readiness. Use of military aircraft has been authorized.

Fires which occur on military reservations will be initially combatted and/or controlled by the post fire department with military augmentation if necessary.

In withdrawal areas which may have become contaminated from dud explosives, the military will make the determination of the safety conditions for entry into the area and will so advise the BLM and take necessary control action under supervision of the explosive demolition officer.

Standby alert crews for forest fire duty are scheduled by roster on army posts during the fire season and are available with equipment on 30 minutes notice.

In previous years during fire emergencies, the Army has deployed as many as 400 troops plus dozers, helicopters, and other equipment to a single fire area under the mutual aid agreement which is considered by all participants in the agreement to be an effective and forceful instrument.

The BLM fire control organization is an exceedingly effective group staffed by professional fire control officers who meet their tremendous responsibilities over vast areas, with limited funds in a superior manner and have always expressed appreciation of the assistance rendered by the military forces in Alaska.

I trust that the information furnished above will clarify any question you might have on the subject. The preservation of the public domain to the fullest extent practical has always been an Army policy, one which I fully agree is a wise and proper one. Please feel assured that it will continue to receive my support.

Sincerely,

J. H. MICHAELIS,  
*Major General, USA, Commanding.*

DEPARTMENT OF THE ARMY,  
Washington, D.C., June 28, 1961.

Hon. ERNEST W. GRUENING,  
Chairman, Special Public Lands Subcommittee,  
Committee on Interior and Insular Affairs,  
U.S. Senate.

DEAR MR. CHAIRMAN: Reference is made to your request for the views of the Department of Defense with respect to certain amendments suggested by the Alaska Sportsmen's Council and Mr. John Hajekovich pertaining to S. 353 to S. 357, inclusive, 87th Congress, a series of bills providing for the withdrawal of public lands for Department of the Army use in Alaska. The Secretary of Defense has delegated to the Department of the Army the responsibility for expressing the views of the Department of Defense thereon.

The proposed amendments as suggested by the Alaska Sportmen's Council would require the Secretary of the Army, upon receipt of subject lands to (1) initiate prgrams with appropriate Federal and State agencies to provide for fire prevention and suppression, pollution control, contamination, plotting, evaluation and decontamination activities concurrent with the use of these lands; and (2) initiate a program for the management and utilization of the fish, game, surface and subsurface resources, with equal utilization by the military and the civilian public, such programs not to interfere with military requirements and be cognizant of public safety. The suggestion of Mr. Hajekovich is to (1) exclude from the Fort Greely impact and maneuver area (S. 355) approximately 25 square miles of land for possible future mining operations, and (2) prohibit all hunting and fishing within the entire withdrawn area.

The Department of the Army, on behalf of the Department of Defense, is opposed to the enactment of these amendments.

Considering first the amendments proposed by the Alaska Sportsmen's Council, the Department of the Army is sympathetic to the general objective to provide for the maximum conservation, development, and utilization of the natural resources of the area consistent with military requirements and public safety. However, a literal interpretation of the amendments requiring the Army to initiate programs, would imply a paramount responsibility for these programs which would be incompatible and in conflict with existing statutory functions of other Federal and State agencies. The result would be an unnecessary duplication of administration, effort, and cost, coupled with possible confusion.

Responsibility for the management and development of the Government's public lands and resources rests primarily in the Department of the Interior and its various departments for specialized aspects. Similarly, the Departments of Agriculture and Commerce have correlative responsibilities as to development of natural resources. These agencies are presently engaged in the development and operation of programs designed to carry out objectives of the type proposed by these amendments. The Department of the Army concurs in the view that matters pertaining to our natural resources benefit by a coordinated effort at all levels of government. By policies and regulations the military using services are required to cooperate and actively participate in all such programs to the maximum extent practical. Accordingly, it would appear that the national interest would be better served by leaving these interrelated problems to the present coordinating agencies.

A broad analysis, however, indicates that the major objectives of these amendments may be accomplished within the framework of the companion bills as passed by the House of Representatives (H.R. 2279-H.R. 2283). Other than the provisions pertaining to decontamination, the Department of the Army has expressed no objections to the features of these bills and considers them adequate for the protection of all interests. In this connection it may be noted that (1) subsection 1(b) of these bills provides "The Secretary of the Interior may, with the concurrence of the Secretary of the Army, authorize use or disposition of any of the lands or resources \* \* \*"; (2) subsection 1(c) provides in substance for public hunting, fishing, and trapping consistent with military needs and public safety; (3) the Yukon Nike range (S. 354) is subject to military use only 3 months of each year, thus permitting almost complete utilization during the remaining 9 months; and (4) the Campbell Creek area (S. 357) by reason of its prior use was previously withdrawn from all forms of public use by the Department of the Interior. In view of the above, it is believed that the proposed amendments would be repetitious and serve no useful purpose.

As to the problems pertaining to decontamination, the views of the Department of Defense have already been expressed in various reports and by recent testi-

mony before your committee. By way of a brief summary, however, the position of this Department is (1) the military departments make every effort to minimize the contamination of lands and maximize the opportunities for civilian utilization of lands consistent with the military missions; (2) upon termination of use the military departments effect decontamination to the maximum extent economically and technically feasible; (3) by reason of the varied economic and technical factors involved in decontamination, it is considered unwise to commit the military departments in advance to unqualified decontamination requirements; and (4) should the committee, however, feel constrained to provide at this time for such decontamination, it is recommended that the following provision be substituted in lieu of the decontamination provisions as provided in the House versions of these bills:

"Upon the final termination of the reservation effected by this Act, the Department of Defense shall make safe for nonmilitary uses the land withdrawn and reserved, by neutralizing unexploded ammunition, bombs, artillery projectiles or other explosive objects, and chemical agents: *Provided*, That if the Secretary of Defense, after consultation with the Secretary of the Interior, determines that the decontamination of the land withdrawn and reserved by this Act, or any portion thereof, is economically or technically unfeasible, such decontamination shall not be required by this section, but the Secretary of Defense shall notify the Committees on Interior and Insular Affairs of the Senate and the House of Representatives of each such determination and the basis therefor."

Considering now the request of Mr. John Hajekovich, investigation discloses that the 25 square mile area proposed for exclusion is located in the center of the impact range, and has been in use over the past 10 years. To exclude this area would make the range unusable for the required military mission. Accordingly it is recommended that no further consideration be given this proposal.

In view of the nature of these suggestions as pertaining to joint utilization of the areas and the development of natural resources therein, the committee may desire to obtain the views of the Secretary of the Interior who has the primary responsibility for the management of public domain lands.

The fiscal effect of these amendments is difficult to evaluate since such would depend largely upon the magnitude of programs, number of personnel employed and the extent of participation by other Federal and State agencies.

This report has been coordinated within the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

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

Sincerely yours,

ELVIS J. STAHR, JR.,  
*Secretary of the Army.*

\*AR 210-221

ARMY REGULATIONS }  
No. 210-221 }

HEADQUARTERS  
DEPARTMENT OF THE ARMY  
WASHINGTON 25, D.C., 1 October 1958

### INSTALLATIONS

#### MANAGEMENT, CONSERVATION, AND HARVESTING FISH AND GAME RESOURCES ON MILITARY RESERVATIONS AND FACILITIES

	Paragraph
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Applicability of laws.....	2
Military reservations made part of forest reserve.....	3
Duties and responsibilities of installation commanders.....	4
Identification of civilian conservation officials.....	5
Community relations.....	6
Inspection.....	7
Rights of Indian tribes.....	8

1. **Purpose.** These regulations prescribe general policies and procedures for the management, conservation, and harvesting of fish and game resources on military reservations and facilities.

\*These regulations supersede AR 210-221, 6 November 1956.

**2. Applicability of laws.** *a.* The Migratory Bird Treaty Act (40 Stat. 755; 16 U.S.C. 703-711) as amended, will be operative on all military reservations.

*b.* The Alaska Game Law (43 Stat. 739; U.S.C. 191-213) will be applicable on military reservations in Alaska.

*c.* The Secretary of Defense, in implementation of Section 2671, Chapter 159, Title 10, United States Code, has directed that—

(1) Hunting, fishing, and trapping at each military installation or facility under the jurisdiction of any military department in a State or Territory will be in accordance with the fish and game laws of the State or Territory in which it is located.

(2) At each military installation or facility under the jurisdiction of any military department in a State or Territory, appropriate licenses for hunting, fishing, or trapping on that installation or facility will be obtained, except that with respect to members of the Armed Forces, such a license may be required only if the State or Territory authorizes the issuance of a license to a member on active duty for a period of more than thirty days at an installation or facility within that State or Territory, without regard to residence requirements, and upon terms otherwise not less favorable than the terms upon which such a license is issued to residents of that State or Territory. (The clause "for a period of more than thirty days" indicates eligibility of an individual when first physically present for duty on such orders.)

*d.* On portions of military reservations over which concurrent jurisdiction has been obtained, or over which no Federal jurisdiction has been obtained, the State or Territorial laws, including licensing requirements, are operative as such and are enforceable by State or Territorial officials.

*e.* The resident license issued to military personnel in accordance with *c*(2), above, must extend throughout the installation or facility, including portions under exclusive or concurrent Federal jurisdiction, or over which no Federal jurisdiction has been obtained, but need not be valid in areas outside the installation or facility.

*f.* Whoever is guilty of an act or omission which violates the requirements set forth in *c* above, which act or omission would be punishable if committed or omitted within the jurisdiction of the State or Territory in which the installation or facility is located, by the laws thereof in effect at the time of that act or omission, is guilty of a like offense and is subject to like punishment.

*g.* Military personnel who hunt, fish, or trap in areas outside military reservations are susceptible to all the fish and game laws of the civil jurisdiction, including the payment of license fees as required.

**3. Military reservations made part of forest reserve.** On those military reservations which have been designated as a part of the forest reserve under the control of the Department of Agriculture, the following acts are prohibited except when authorized by the Secretary of Agriculture:

*a.* Hunting, trapping, catching, disturbing, or killing any kind of game animal, or game or nongame bird, or taking the nests or eggs of any such bird.

*b.* Taking or disturbing any kind of fish or the eggs thereof.

*c.* Permitting dogs to run at large, or having in possession dogs not on leash.

**4. Duties and responsibilities of installation commanders.** *a.* Hunting, fishing, and trapping at each military reservation will be authorized and controlled by the installation commander, in accordance with locally published post and station regulations promulgated in accordance with applicable Federal, State Territorial, and local laws and Army Regulations. Restrictions on the use of areas under military jurisdiction by civilian sportsmen will be kept to the minimum deemed necessary by the local commander to insure safety, security, protection of Government property, and efficient accomplishment of his mission.

*b.* All military installations or facilities which contain suitable land and water areas as determined after consultation with authorized State, Territorial, or Federal conservation authorities shall have an active, progressive program for the management of renewable natural resources. Such programs will incorporate proper techniques and be designed to promote the conservation, through wise use, of the soil, water, forests, grasslands, fish, and wildlife and will include assistance and participation in research projects conducted by Federal, Territorial, State, and local conservation agencies.

*c.* When valid subsisting agreements do not exist, or if present programs are not in accordance with these regulations, commanders of Army installations will seek appropriate agreements with Federal, Territorial, State, and local

conservation agencies to effect programs and measures for the management, conservation, and harvesting of fish and game resources.

d. Installation commanders will develop, subject to safety requirements and military security, and in cooperation with the Governor or his designee of the State or Territory in which installations or facilities under their control are located, procedures under which designated fish, game, or conservation officials of the State or Territory may, at such time and under such conditions as may be agreed upon, have full access to installations or facilities to effect measures for the management, conservation, and harvesting of fish and game resources.

e. All permits for hunting, fishing, and trapping will be issued by the installation commanders. Installation commanders will provide that such permits are issued to military personnel and civilians only if they are in possession of a valid State, Territorial or County hunting, fishing, or trapping license, as applicable, except as indicated in f below. With respect to the granting of hunting, fishing, and trapping privileges to persons other than those assigned to or living on any military installation or facility, such persons will stand at par with each other except in what might be very special circumstances involving military security.

f. In those instances where State or Territorial laws do not grant the necessary equality of treatment or waiver of residency requirements as specified in paragraph 2c(2), commanders of installations over which the Federal Government exercises exclusive jurisdiction will apply (by letter) to Headquarters, Department of the Army, through appropriate channels, for authority to issue permits to military personnel to hunt, fish, or trap on such Federal areas without the necessity of securing an appropriate State, Territorial, or County license. Such letter applications will include a complete statement of all efforts made to resolve the matter at local levels. Upon securing Headquarters, Department of the Army approval, commanders are authorized to permit military personnel to hunt, fish, or trap on reservations over which the Federal Government exercises exclusive jurisdiction, without purchasing State, Territorial, or County licenses.

g. Installation commanders are encouraged to program hunting and fishing on the installation so that military personnel may obtain maximum recreation from these sports during the hunting and fishing season consistent with military requirements, safety, security, and game conservation.

5. **Identification of civilian conservation officials.** Installation commanders will cooperate with authorized civilian conservation officials acceptable to the installation commander and the Governor of a State or Territory, for the purpose of effecting measures for the management, conservation and harvesting of fish and game resources. Persons so designated will be issued DD Form 1221, Identification Card and Pass Permit, by the installation commander, to be used only under the terms and conditions specified. Preparation of photographs, lamination, accountability, loss, surrender and disposition will be in accordance with the general procedures in AR 606-5.

6. **Community relations.** In developing agreements and procedures with State and local authorities, representatives of the Department of the Army will bear in mind at all times the importance of establishing, maintaining, and improving community relations.

7. **Inspection.** Major commanders will make periodic inspections to insure compliance with this program.

8. **Rights of Indian tribes.** Nothing contained in these regulations or agreements with State and local authorities shall modify any rights granted by treaty or otherwise to any Indian tribe or to members thereof.

[AG 680.2 (29 Jul 58) DCSPER]

By Order of *Wilber M. Brucker*, Secretary of the Army:

MAXWELL D. TAYLOR,  
General, United States Army,  
Chief of Staff.

Official:

HERBERT M. JONES,  
Major General, United States Army,  
The Adjutant General.

DEPARTMENT OF THE ARMY,  
Washington, D.C., July 31, 1961.

HON. ERNEST W. GRUENING,  
Chairman, Special Public Lands Subcommittee, Committee on Interior and  
Insular Affairs, U.S. Senate.

DEAR MR. CHAIRMAN: During the public hearings which you conducted at Fairbanks, Alaska, on May 10, 1961, relating to S. 353, 87th Congress et seq., a series of bills pertaining to the withdrawal of public lands for military use in Alaska, the Department of the Army was requested to investigate the possibility of excluding from the proposed withdrawals land along the highways.

The Department of the Army on behalf of the Department of Defense has considered this proposal and is sympathetic to the general objective, the purpose of which is to provide the maximum opportunity for development of homesteading along the highways. It is the policy of the Department of Defense to make every reasonable effort to minimize its land requirements consistent with the military missions.

An investigation of the proposed withdrawal areas indicates that the only area adjacent to a highway, which had not been previously excluded, is a portion of the Granite Creek air drop site (S. 356 or H.R. 2279). This portion, located in the southwest of the site, is required for the operation of the Air Force Midas site. By reason of certain technical operational features and in the interest of public safety it is essential that most of this area be retained in the proposed withdrawal. However, in order to afford the availability of the maximum lands for future development, it would be feasible to delete the west one-half of section 26 lying east of the Richardson Highway; this would make available for development an additional strip of land along the highway 1 mile in length and one-fourth to one-half mile in depth containing approximately 160 acres. Additionally, it is found that the total acreage for this site as set forth in the application referred to in section 1 of this bill is 51,750 rather than 51,400 acres as recited. As a consequence, with the above deletion, the acreage figure in the bill would now total approximately 51,590 acres.

Should the committee wish to effect the above proposal, this could be accomplished by amending S. 356 as follows:

On page 1, line 4, delete the words "four hundred" and substitute the words "five hundred and ninety".

On page 2, line 2, after the comma, insert the clause "however excepting therefrom that portion of the west one-half of Section 26, Township 12 South, Range 10 East FM lying east of the Richardson Highway,"

The enactment of this amendment will have no effect on the budgetary requirements of the Department of Defense.

This report has been coordinated within the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

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

Sincerely yours,

ELVIS J. STAHR, JR.,  
Secretary of the Army.

MEMORANDUM FROM PHIL R. HOLDSWORTH, COMMISSIONER, DEPARTMENT OF  
NATURAL RESOURCES, TO GOV. WILLIAM A. EGAN

January 17, 1961.  
Military Withdrawals.

Reference is made to the large military withdrawals presently proposed for the Fairbanks area. Legislation has been presented to the present Congress supported by our delegation to create these withdrawals.

You may recall our previous discussion of this subject and the general agreement that the State would not object to the creation of these reserves providing the military could justify the need, and would decontaminate the areas to make them safe for public use, once they were no longer needed. In view of the fact that any restoration of these areas would provide for a 90-day preference right of selection by the State, we feel it would be reasonable to request that prior to any restoration the areas be decontaminated by the military, or at least they should be surveyed for unexploded shells, and the unsafe areas identified and marked upon the ground.

A typical example of what takes place without the mandatory requirement of decontamination is an 86,570-acre tract withdrawn by Public Law 861 in 1952. This area was declared surplus to the military's needs almost 2 years ago, although nothing has been done to prepare the area for return to public domain status. This tract of land lies just east of the mouth of the Susitna River immediately across Cook Inlet from Anchorage. It contains important stands of birch and spruce timber, a considerable area of agricultural land, and is also important from an oil and gas standpoint.

When we consider what has taken place in the past and to prevent similar occurrences in the future, we feel that any congressional legislation establishing large military withdrawals in Alaska should contain a provision making it mandatory that the military either decontaminate the area, or at least survey it and clearly identify the unsafe areas following which the land must be made available for public use. It may be that you would like to discuss this subject with our congressional delegation on your coming trip to Washington.

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DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
Washington, D.C., May 12, 1961.

HON. ERNEST GRUENING,  
*Chairman, Special Subcommittee on Interior and Insular Affairs, U.S. Senate,*  
*Washington, D.C.*

DEAR ERNEST: Thank you for inviting the department to have a representative present at the hearings of your special subcommittee on Senate bills 353, 354, 355, 356, and 357 with respect to land withdrawals in the Fairbanks and Anchorage area for use by the military.

A representative of the Bureau of Land Management has been requested to attend the hearings at both Fairbanks and Anchorage. It is not contemplated, however, that he will testify at the hearings.

Sincerely yours,

STEWART UDALL, *Secretary of the Interior.*

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HEADQUARTERS, U.S. ARMY, ALASKA,  
OFFICE OF THE COMMANDING GENERAL,  
APO 949, Seattle, Wash., January 6, 1961.

HON. ERNEST GRUENING,  
*U.S. Senate, Washington, D.C.*

DEAR SENATOR GRUENING: Legislation has been prepared by the Department of the Army and has been submitted to the Department of Defense for further submission to the Congress concerning land withdrawals essential to the U.S. Army, Alaska. I know of your interest in these withdrawals, and although you are familiar with the areas involved, I thought it might be helpful to furnish you general information for your ready reference.

Five areas are included in the proposed legislation. These are shown on the accompanying map and pertinent data concerning each is furnished below:

(a) Track M Fort Richardson, 4,706 acres: This area is adjacent to south end of Fort Richardson which has been used for over 10 years as an impact area for our Davis Range. To my knowledge there has been no opposition at any time to the Army withdrawal of this tract. Acquisition of this area is essential since no other land at Fort Richardson is suitable for this range. Land is all steep mountainous terrain, not suitable for habitation, with no known mineral interest.

(b) Fort Greely maneuver area, 572,000 acres: The area west of the Delta River has been used as an impact area and approximately 500,000 acres are contaminated. The gun positions are located east of the river and this portion is also used for all purpose troop training and maneuvers. It was first acquired in 1950 under a 6-year permit from the Department of Interior and has since been utilized under temporary permit extensions. Acquisition of this land is mandatory since it is constantly utilized for long-range weapons testing by Arctic Test Board and is partly used by the Cold Weather and Mountain School.

(c) Fort Greely air drop, test site, and training area, 51,750 acres. This tract of land lies south of, and adjacent to, Fort Greely and is utilized principally by Arctic Test Board as an air drop test area, and also used by the Cold Weather and Mountain School. The Fort Greely area mentioned above is defin-

itely not suitable to accomplish the assigned mission due to terrain features and air currents. It is utilized for air drop testing of new chutes, pallets, etc., and for dropping troops, weapons, tanks, and personnel, and for testing of tracked and wheeled vehicles. It has been utilized for several years.

(d) Yukon Command training site, 249,552 acres: To be used for train fire and other training ranges on which firing of live ammunition will be conducted. Part of the requested Nike range is within this tract. Two Nike sites are located within bounds of this tract. The area has only been temporarily used under a special use permit from Department of Interior. General location was recommended by Fairbanks Chamber of Commerce as it has no potential for agriculture or mining.

(e) Yukon Command training site range extension (Nike range), 607,800 acres: Using one of the Nike sites will allow a 75-mile range, 10 miles wide at the base and 20 miles wide at the far end. The range extension will be used for 3 months annually (January, February, and March). This Nike range extension lies adjacent to the proposed Yukon Command training site. The firing is done from the Yukon Command training site described above and utilizes this land as part of the range. The area will not be contaminated and can be utilized by the public during the 9 months time when normal civilian operations would be conducted.

Representatives of the congressional committees who visited this command in September may have reported to you that we had indicated that the Air Force Blair Lake Range would not be required and could be released. This was our position at that time, but the planned relocation of the research and development testing activities presently being conducted at Fort Churchill, Canada, to Fort Wainwright makes it necessary to reconsider the requirement for this range. Technical representatives sent up by the Department of the Army to survey facilities which might be made available have indicated that the Blair Lake Range is most suitable and desirable for their test operation. Because of these requirements which had not been foreseen at the time the withdrawals described above were being presented, the Army may now have to request that this area also be retained for military use.

While these withdrawals are essential for the effective accomplishment of the Army's mission in Alaska, as well as for the conduct of the proposed test operations, I am satisfied that they will not adversely affect the potential development of any of the local resources. On the other hand, I am confident that the Army, provided with adequate facilities, will continue to be an important partner in the economic development of the State. I sincerely trust that you share my views in these matters, and respectfully request your support of the legislation on these important real estate actions.

The team prepared to appear before congressional committees on the proposed legislation will have detailed information on these withdrawals. Do not hesitate to call on me, however, if you feel that I can be of any assistance.

Sincerely,

J. H. MICHAELIS,  
Major General, U.S. Army, Commanding.

EXECUTIVE OFFICE OF THE PRESIDENT,  
BUREAU OF THE BUDGET,  
Washington, D.C., March 3, 1961.

HON. CLINTON P. ANDERSON,  
Committee on Interior and Insular Affairs,  
New Senate Office Building, Washington, D.C.

MY DEAR MR. CHAIRMAN: Reference is made to a request for the comments of the Bureau of the Budget on the following bills:

S. 353, to provide for the withdrawal from the public domain of certain lands in the Ladd-Eielson area, Alaska, for use by the Department of the Army as the Yukon Command training site, Alaska, and for other purposes.

S. 354, to provide for the withdrawal of certain public lands 40 miles east of Fairbanks, Alaska, for use by the Department of the Army as a Nike range.

S. 355, to provide for the withdrawal from the public domain of certain lands in the Big Delta area, Alaska, for continued use by the Department of the Army at Fort Greely, and for other purposes.

S. 356, to provide for the withdrawal from the public domain of certain lands in the Granite Creek area, Alaska, for use by the Department of the Army at Fort Greely, Alaska.

S. 357, to reserve for use by the Department of the Army at Fort Richardson, Alaska, certain public lands in the Campbell Creek area.

These bills represent the introduced versions of proposals submitted to the Congress by the Department of Defense under the previous administration and with the approval of this Bureau. The Department has recently reaffirmed its support for the bills under the current administration.

For the reasons set forth in the explanatory material accompanying the measures when they are forwarded to the Congress, the Bureau of the Budget would have no objection to their enactment.

Sincerely yours,

PHILLIP S. HUGHES,  
*Assistant Director for Legislative Reference.*

DEPARTMENT OF THE ARMY,  
*Washington, D.C., July 31, 1961.*

Hon. ERNEST W. GRUENING,  
*Chairman, Special Public Lands Subcommittee,  
Committee on Interior and Insular Affairs, U.S. Senate.*

DEAR MR. CHAIRMAN: During the public hearings which you conducted at Fairbanks, Alaska, on May 10, 1961, relating to S. 353, 87th Congress, et seq., a series of bills pertaining to the withdrawal of public lands for military use in Alaska, the Department of the Army was requested to investigate the possibility of excluding from the proposed withdrawals land along the highways.

The Department of the Army on behalf of the Department of Defense has considered this proposal and is sympathetic to the general objective, the purpose of which is to provide the maximum opportunity for development of homesteading along the highways. It is the policy of the Department of Defense to make every reasonable effort to minimize its land requirements consistent with the military missions.

An investigation of the proposed withdrawal areas indicates that the only area adjacent to a highway, which had not been previously excluded, is a portion of the Granite Creek air drop site (S. 356 or H.R. 2279). This portion, located in the southwest of the site, is required for the operation of the Air Force Midas site. By reason of certain technical operational features and in the interest of public safety it is essential that most of this area be retained in the proposed withdrawal. However, in order to afford the availability of the maximum lands for future development, it would be feasible to delete the west one-half of section 26 lying east of the Richardson Highway; this would make available for development an additional strip of land along the highway 1 mile in length and one-fourth of a mile in depth containing approximately 160 acres. Additionally, it is found that the total acreage for this site as set forth in the application referred to in section 1 of this bill is 51,750 rather than 51,400 acres as recited. As a consequence, with the above deletion, the acreage figure in the bill would now total approximately 51,590 acres.

Should the committee wish to effect the above proposal, this could be accomplished by amending S. 356 as follows:

On page 1, line 4, delete the words "four hundred" and substitute the words "five hundred and ninety".

On page 2, line 2, after the comma, insert the clause "however excepting therefrom that portion of the west one-half of Section 26, Township 12 South, Range 10 East FM lying east of the Richardson Highway."

The enactment of this amendment will have no effect on the budgetary requirements of the Department of Defense.

This report has been coordinated within the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

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

Sincerely yours,

ELVIS J. STAHR, JR.,  
*Secretary of the Army.*

