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90-28 WETLANDS FOR WATERFOWL CONSERVATION

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HEARING
BEFORE THE
SUBCOMMITTEE ON
MERCHANT MARINE AND FISHERIES
OF THE
COMMITTEE ON COMMERCE
UNITED STATES SENATE
NINETIETH CONGRESS

KANSAS STATE UNIVERSITY LIBRARIES

FIRST SESSION
ON
S. 322, S. 1078, S. 1597, S. 1612; H.R. 480
and H.R. 482


FIVE BILLS RELATING TO THE ACQUISITION OF WETLANDS
FOR WILDLIFE CONSERVATION AND ONE BILL TO AUTHORIZE
AN INCREASE IN THE PRICE OF DUCK STAMPS

AUGUST 16, 1967

Serial No. 90-28

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WETLANDS FOR WATERFOWL CONSERVATION

WEDNESDAY, AUGUST 16, 1967

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES,
Washington, D.C.

The subcommittee met at 10:05 a.m. in room 457, Old Senate Office Building, Hon. Ernest F. Hollings presiding.

Senator HOLLINGS. The committee will please come to order. The Subcommittee on Merchant Marine and Fisheries of the Committee on Commerce will hear witnesses today and tomorrow, August 16 and 17, 1967, on five bills relating to the acquisition of wetlands for wildlife conservation and one bill which would authorize the Secretary of the Interior to increase the price of duck stamps.

I now want to place in the record copies of S. 322, S. 1078, S. 1597, S. 1612, H.R. 480, and H.R. 482.

I also place in the record the following reports from the Department of the Interior:

May 26, 1967, report on S. 322.

July 19, 1967, report on H.R. 480, H.R. 482, and S. 1078.

This communication also has a report dated May 12, 1967, and a draft bill which is proposed by the Secretary of the Interior.

I place in the record a report of July 17, 1967, from the Postmaster General on H.R. 482; a report, July 6, 1967, from the Comptroller General on H.R. 482; a report, July 17, 1967, from the General Counsel of the U.S. Treasury on S. 1078; three reports from the Comptroller General on S. 322, S. 1078, and on the identical bills S. 1597 and S. 1612.

(The above-mentioned material follows:)

[S. 322, 90th Cong., first sess.]

A BILL To amend the Migratory Bird Conservation Act to provide that no land contained in the national wildlife refuge system shall be sold, transferred for any other use, or otherwise disposed of without the approval of the Migratory Bird Commission, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 2 of the Migratory Bird Conservation Act (16 U.S.C. 715a) is amended by inserting "(a)" immediately after "SEC. 2." and by inserting at the end of such section the following new subsection:

"(b)(1) No land located within any wildlife refuge, wildlife range, game range, wildlife management area, or waterfowl production area, administered by the Secretary of the Interior through the Fish and Wildlife Service, Department of the Interior, shall be sold, transferred for any other use, or otherwise disposed of—

"(A) without the approval of the Commission, and

"(B) without the payment by the Secretary of the Interior to the migratory conservation fund (established under section 4 of the Act of March 16, 1934 (16 U.S.C. 718d)) of the fair market value of such land.

[Staff member assigned to this hearing: Harry C. Huse.]

WETLANDS FOR WATERFOWL CONSERVATION

"(2) Except for a road constructed for the sole purpose of maintaining and protecting any such refuge, range, or area, no road shall be constructed within any such refuge, range, or area—

"(A) without the approval of the Commission, and

"(B) without the payment by the Secretary of the Interior to such migratory bird conservation fund of the fair market value of the right-of-way.

"(3) Any funds transferred to such migratory bird conservation fund under paragraphs (1) and (2) of this subsection shall be used exclusively for the acquisition of areas for migratory bird refuges."

[S. 1078, 90th Cong., first sess.]

A BILL To amend the Act of October 4, 1961, relating to the acquisition of wetlands for conservation of migratory waterfowl, to extend for and additional eight years the period during which funds may be appropriated under that Act, 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) the first section of the Act entitled "An Act to promote the conservation of migratory waterfowl by the acquisition of wetlands and other essential waterfowl habitat, and for other purposes", approved October 4, 1961 (75 Stat. 813; Public Law 87-383; 16 U.S.C. 715k-3), is amended by striking out "seven-year period" and inserting in lieu thereof "fifteen-year period".

(b) Section 3 of such Act of October 4, 1961 (16 U.S.C. 715k-5), is amended to read as follows:

"SEC. 3. Funds appropriated pursuant to this Act shall be treated as an advance, without interest, to the migratory bird conservation fund. Such appropriated funds, beginning with fiscal year 1977, shall be repaid to the Treasury out of the migratory bird conservation fund, and such repayment shall be made in annual amounts comprising 75 per centum of the moneys accruing annually to such fund. In the event the full amount authorized by the first section of this Act is appropriated prior to the end of the aforesaid fifteen-year period, the repayment of such funds pursuant to this section shall begin with the next full fiscal year."

[S. 1597, 90th Cong., first sess.]

A BILL To authorize the Secretary of the Interior to carry out a program of restoration and development of migratory waterfowl habitat in the Middle Rio Grande Valley, New Mexico, in furtherance of the purposes of the migratory bird treaties with Canada and Mexico

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in furtherance of the migratory bird treaties with Canada and Mexico, and for the purpose of restoring and developing migratory waterfowl habitat in the Middle Rio Grande Valley of New Mexico, which has been diminished because of water resource developments and other causes, the Secretary of the Interior is authorized to enter into an agreement with the State of New Mexico for habitat restoration and development, including the construction of needed facilities in the area between the Cochiti diversion dam and Socorro, New Mexico, on lands that either are owned by the State or are leased by the State for waterfowl purposes for not less than fifty years, and for which an adequate water supply for the benefit of migratory waterfowl and other wildlife is available. Such agreement shall provide that the cost of acquiring any lands or interests therein and any water rights for such lands and the operation and maintenance of any facilities thereon shall be borne solely by the State.

SEC. 2. There is authorized to be appropriated not to exceed \$430,000 to carry out the provisions of this Act, to be available until expended.

[S. 1612, 90th Cong., first sess.]

A BILL To authorize the Secretary of the Interior to carry out a program of restoration and development of migratory waterfowl habitat in the Middle Rio Grande Valley, New Mexico, in furtherance of the purposes of the migratory bird treaties with Canada and Mexico

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in furtherance of the migratory bird treaties with Canada and Mexico, and for the purpose of restoring and developing migratory waterfowl habitat in the Middle Rio Grande Valley of New Mexico, which

has been diminished because of water resource developments and other causes, the Secretary of the Interior is authorized to enter into an agreement with the State of New Mexico for habitat restoration and development, including the construction of needed facilities in the area between the Cochiti diversion dam and Socorro, New Mexico, on lands that either are owned by the State or are leased by the State for waterfowl purposes for not less than fifty years, and for which an adequate water supply for the benefit of migratory waterfowl and other wildlife is available. Such agreement shall provide that the cost of acquiring any lands or interests therein and any water rights for such lands and the operation and maintenance of any facilities thereon shall be borne solely by the State.

SEC. 2. There is authorized to be appropriated not to exceed \$430,000 to carry out the provisions of this Act, to be available until expended.

[H.R. 480, 90th Cong., first sess.]

AN ACT To amend the Act of October 4, 1961, relating to the acquisition of wetlands for conservation of migratory waterfowl, to extend for an additional eight years the period during which funds may be appropriated under that Act, 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) the first section of the Act entitled "An Act to promote the conservation of migratory waterfowl by the acquisition of wetlands and other essential waterfowl habitat, and for other purposes", approved October 4, 1961 (16 U.S.C. 715k-3), is amended by striking out "seven-year period" and inserting in lieu thereof "fifteen-year period".

(b) Section 3 of such Act of October 4, 1961 (16 U.S.C. 715k-5), is amended to read as follows:

"SEC. 3. Funds appropriated pursuant to this Act shall be treated as an advance, without interest, to the migratory bird conservation fund. Such appropriated funds, beginning with fiscal year 1977, shall be repaid to the Treasury out of the migratory bird conservation fund, such repayment shall be made in annual amounts comprising 75 per centum of the moneys accruing annually to such fund. In the event the full amount authorized by the first section of this Act is appropriated prior to the end of the aforesaid fifteen-year period, the repayment of such funds pursuant to this section shall begin with the next full fiscal year."

Passed the House of Representatives June 19, 1967.

Attest:

W. PAT JENNINGS, *Clerk.*

[H.R. 482, 90th Cong., first sess.]

AN ACT To amend the Migratory Bird Hunting Stamp Act of March 16, 1934, to increase by \$2 the fee for such stamp

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the second sentence of section 2 of the Migratory Bird Hunting Stamp Act (48 Stat. 451), as amended (16 U.S.C. 718b), is amended to read as follows: "For each such stamp sold under the provisions of this section there should be collected by the Post Office Department a sum of not less than \$3 and not more than \$5 as determined by the Secretary of the Interior after taking into consideration, among other matters, the increased costs of lands needed for the conservation of migratory birds."

Passed the House of Representatives June 19, 1967.

Attest:

W. PAT JENNINGS, *Clerk.*

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 26, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MAGNUSON: Your committee has requested the views and recommendations of this Department on S. 322, a bill "To amend the Migratory Bird Conservation Act to provide that no land contained in the national wildlife refuge system shall be sold, transferred for any other use, or otherwise disposed

of without the approval of the Migratory Bird Commission, and for other purposes."

We recommend against the enactment of S. 322.

S. 322 prohibits (1) the sale, transfer, or other disposition of any land within the National Wildlife Refuge System for any nonwildlife use, and (2) the construction of any road, including country roads, on any right-of-way through the System other than a road used solely for maintaining or protecting the System, unless a payment is made by the Secretary of the Interior to the migratory bird conservation fund at the fair market value of the land. The bill does not indicate where the Secretary would get the money for this payment. Presumably, it would come from the recipient. In the case of lands sold, transferred, or disposed of for any nonwildlife use, S. 322 makes no distinction between lands conveyed to a non-Federal agency and lands transferred to a Federal agency. Also, S. 322 requires an advance approval of the conveyance by the Migratory Bird Conservation Commission even though the land may not be acquired under the Migratory Bird Conservation Act.

We view S. 322 as having two objectives.

The first objective is to provide more money for the acquisition of habitat. This objective is laudable, but S. 1078 in the form of our draft bill will go much further in meeting this objective.

The second objective is to discourage the transfer of lands within the National Wildlife Refuge System, particularly for road purposes. We believe that this objective is desirable also, but we believe that adequate authority now exists to accomplish it without the enactment of S. 322.

The bill would affect two classes of land.

The first class consists of lands that the Secretary of the Interior determines are no longer needed for the wildlife program and are eliminated from the System by transfer or disposal. These are surplus lands. These lands are disposed of and transferred in accordance with the provisions of the Federal Property and Administrative Services Act, as amended. The proceeds of any surplus lands sold are covered into the land and water conservation fund as provided in section 2(b) of the Land and Water Conservation Fund Act of 1965 (79 Stat. 218). S. 332 would cover these proceeds into the migratory bird conservation fund.

There have been few cases in the past 10 years where wildlife lands have been sold as surplus lands. Of the total acres disposed of, less than twenty acres were acquired with duck stamp receipts.

Even so, we are opposed to any legislation which has the effect of reducing the potential sources of revenues now available to the land and water conservation fund, particularly when there now exists a gap between estimated revenues from existing sources and estimated needs, including the needs of the endangered species program. Our position is the same whether the surplus lands were acquired through the use of direct appropriations or user fees, such as "duck stamp" fees. The revenue sources to the fund should not be depleted.

The second class consists of lands that are needed for the wildlife program as well as other programs. Section 4(d) of the Endangered Species Preservation Act (89 Stat. 926) provides that the Secretary of the Interior may "permit the use of, or grant easements in, over, across, upon, through, or under any areas within the [National Wildlife Refuge] System for purposes such as but not necessarily limited to, powerlines, canals, ditches, pipelines, and roads, including the construction, operation, and maintenance thereof," but only if he "determines that such uses are compatible with the purposes for which these areas are established". We believe that this requirement provides a better guideline for determining whether valuable wildlife lands should be made available for other uses than a payment requirement.

A requirement that the land recipient or anyone pay fair market value is the wrong approach to resolving a very difficult problem of preventing valuable fish and wildlife land from being used for other public purposes. It tends to lead one to the false conclusion that money will compensate for the loss of the lands to the wildlife program.

We acquire each tract of land for the Federal Wildlife program because of its value to the program where it is located. That tract, combined with others in the same area, is important to the overall management of the particular refuge. Once it is lost to man's technological advances, no amount of money can compensate for its loss. That tract cannot be replaced. S. 322 would enable us to build up a bigger dollar account, but, at the same time, reduce our land account which is the program's most valuable asset.

There is an additional reason for opposing the enactment of the bill. We believe that the requirement in S. 322 that land conveyances be approved by the Migra-

tory Bird Conservation Commission is constitutionally objectionable because it contravenes the separation of powers doctrine. The Constitution specifically grants to the executive branch the power to execute all laws, which include, of course, the laws relating to the disposal of surplus property. This power cannot properly be shared with a commission which includes legislative and nongovernmental members. The President has expressed his views on this subject on other bills in the 89th Congress.

Congress has the unquestioned authority to provide for the acquisition and disposition of real property of the United States. This is a power of Congress, however, and it does not extend to individual members, committees, or even one House. Congress could provide for the disposition of each parcel of surplus land by separate Acts. We believe, however, that such an approach would be unduly burdensome to the Congress and impracticable. Congress has recognized this fact by enacting the general surplus property laws and the general easement authority in the Endangered Species Preservation Act.

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

Sincerely yours,

STANLEY A. CAIN,
Assistant Secretary of the Interior.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., July 19, 1967.

Hon. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate,
Washington, D.C.*

DEAR SENATOR MAGNUSON: Your Committee has requested this Department's report on H.R. 482, a bill "To amend the Migratory Bird Hunting Stamp Act of March 16, 1934, to increase by \$2 the fee for such stamp", which passed the House of Representatives on June 19, 1967. Our report also applies to H.R. 480, a bill "To amend the Act of October 4, 1961, relating to the acquisition of wetlands for conservation of migratory waterfowl, to extend for an additional eight years the period during which funds may be appropriated under that Act, and for other purposes", which also passed the House of Representatives on the same day.

H.R. 482 amends the Migratory Bird Hunting Stamp Act, as amended. The bill authorizes the Secretary of the Interior to increase the price of the "duck stamp" from \$3 to \$5.

H.R. 480 extends the advance appropriation authorization of \$105 million to buy wetlands for migratory waterfowl for 8 years to the end of fiscal year 1976, and defers the present repayment obligation in the Wetlands Loan Act (75 Stat. 813) until the end of that 8-year period.

In our letter of May 12, 1967, on S. 1078, this Department recommended the enactment of that bill in the form of a substitute bill which contained provisions identical to H.R. 480 and which would increase automatically the price of the "duck stamp" from \$3 to \$5 and which would establish a new Federal permit system for migratory game birds other than migratory waterfowl. We continue to recommend the enactment of that draft bill as a substitute for S. 1078, and for H.R. 480 and H.R. 482. In particular, we firmly believe that the extension of the \$105 million advance authorization should be coupled with the increase in the "duck stamp" price. Both proposals will enable the Department to purchase needed wetlands at an accelerated pace. They will provide a significant assist to the Nation's waterfowl program. We urge the enactment of these proposals in this session of the 90th Congress.

Enclosed is a copy of our May 12, 1967, letter and substitute draft bill for the convenience of the Committee.

The Bureau of the Budget advises that the enactment of the Department's substitute draft bill is consistent with the Administration's objectives.

Sincerely yours,

CLARENCE F. PAUTZKE,
Deputy Assistant Secretary of the Interior.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 12, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MAGNUSON: Your Committee has requested this Department's report on S. 1078, a bill "To amend the Act of October 4, 1961, relating to the acquisition of wetlands for conservation of migratory waterfowl, to extend for an additional eight years the period during which funds may be appropriated under that Act, and for other purposes."

We strongly recommend the enactment of S. 1078 in the form of our draft bill. Our substitute bill provides as follows:

1. The draft bill extends the advance appropriation authorization of \$105 million to buy wetlands for migratory waterfowl for 8 years to the end of fiscal year 1976, and defers the present repayment obligation in the Wetlands Loan Act (75 Stat. 813) until the end of that 8-year period.

Recently, in proclaiming December 8, 1966, as "Migratory Waterfowl Day", President Johnson said:

"December 8 marks the fiftieth anniversary of the day President Wilson proclaimed a Treaty with Great Britain for the protection of migratory birds which fly between Canada and the United States.

"A similar Treaty with the Republic of Mexico was proclaimed in 1937.

"A 1940 Treaty, ratified by 11 American countries, also protects nature and wildlife in the Western Hemisphere.

"All three of these Treaties recognize the value of migratory birds for food and commerce. At the same time they recognize that for so many thousands of sportsmen, game hunting is a part of healthy outdoor recreation. This, too, is part of our heritage.

"But these Treaties also affirm the need to protect waterfowl, as a precious natural treasure.

"Over the years, Congress has enacted many laws, including the recent Endangered Species Preservation Act, to strengthen these treaties. The Federal Government, working with the States and with Canada, has developed the most advanced waterfowl management practices in the world. Public refuges and other protected areas have been established to conserve habitats for waterfowl and many other migratory species.

"But laws, treaties and regulations are not enough. We cannot sit idly by as the bulldozer and dredge destroy the natural environment that birds must have for survival.

"More land in public ownership is needed. We shall continue to accelerate land acquisition for waterfowl and other birds."

In 1961, Congress enacted the Wetlands Loan Act (75 Stat. 813), which authorized an advance appropriation to the migratory bird conservation fund of up to \$105 million over a 7-year period beginning in fiscal year 1962. The advance must be repaid to the Treasury out of the migratory bird conservation fund beginning in fiscal year 1969. The purpose of the 1961 Act is to provide for an accelerated land acquisition program for the benefit of migratory waterfowl and other birds.

When the 1961 Act was considered by the Congress, this Department estimated that about 2.5 million acres could be acquired in fee and easement during the 7 fiscal years following enactment, using about \$35 million in estimated "duck stamp" receipts and \$105 million authorized by the 1961 Act. Since the beginning of this program in fiscal year 1962, about 741,000 acres have been acquired in fee and easement to June 30, 1966, at a cost of approximately \$54 million. This figure includes \$32.5 million appropriated during fiscal years 1963, 1964, 1965, and 1966 under the 1961 Act, and about \$21.5 million in "duck stamp" receipts. There has been appropriated for the current fiscal year \$6 million. Thus, a total of \$38.5 million has been appropriated of the \$105 million authorized. There still remains to be acquired under this accelerated program, 1¼ million of the 2.5 million acres which we estimated could be acquired in the 7-year period. Unfortunately, the program has not proceeded at the pace estimated in 1961, primarily because of three factors.

First, initially the program was slow in getting started because preliminary work was necessary in the first fiscal year, namely, fiscal year 1962, to assure success of the accelerated land acquisition program. Funds were first appropriated for fiscal year 1963. Seven million dollars were appropriated that year.

Second, during fiscal years 1964 and 1965, the program was delayed due to local opposition in some of the key States to Federal land acquisitions with their resultant adverse impact on county revenues. In 1964, Congress amended the antiquated Refuge Revenue Sharing Act of 1935, and this provided a more equitable formula for the distribution of revenues beginning in fiscal year 1966 from the National Wildlife Refuge System to the local counties. This new revenue formula will lessen the impact of the Department's acquisition program for waterfowl on the counties, and should permit the Department to carry out this program at a better pace with available funds.

Third, some delay was, and still is, caused by the rising costs of land acquisitions. In this regard, the Appropriations Committee of the House of Representatives in a report (H. Rept. No. 1405, 89th Cong.) recently said: "the Committee expects that the Bureau [of Sport Fisheries and Wildlife] will continue the policy of more widespread acquisition by easement instead of purchase in fee and reduce the cost of the program."

We have considered very carefully this comment of the Appropriations Committee, and we agree that to some extent the cost of this program could and should be reduced through the continued use of easement acquisitions. Easements, however, if they are to serve a useful purpose, must be acquired in conjunction with, and not independently of, fee acquisitions. The whole program is based on the need for a balance of fee and easement acquisitions. We estimate this balance to be about one fee acre for each two easement acres. Generally, the types of land being acquired under the program in fee simple are the more permanent wetlands. Undue emphasis on the easement aspects of the program would materially reduce the effectiveness of the program. Thus, while we will continue our policy to acquire lands by easement, we do not want to lose sight of the need for fee acquisitions to accomplish the program objectives.

With the exception of the escalation of land costs, which is a difficult problem to resolve, we believe that the early impediments to the program have been resolved and we can proceed at a better pace, as exhibited in the last two fiscal years. Unfortunately, the program will terminate at the end of fiscal year 1968, unless it is extended. We know now, that, even under the best of conditions, we cannot acquire $1\frac{3}{4}$ million acres by the end of fiscal year 1968, namely, June 30, 1968. Additional time will be needed. We now estimate this to be an additional 8 years. The enclosed draft bill provides this time.

2. The proposal repeals the provision in the 1961 Act which prohibits the Secretary from acquiring lands in a State with money from the migratory bird conservation fund until the Governor or an appropriate State agency approves the acquisition. The primary reason for the "veto" provision in the 1961 Act was the problem of decreased tax revenues in local counties due to Federal acquisitions. This loss will be substantially reduced by the new revenue-sharing formula. For this reason, we believe that this consent provision is unnecessary and should be deleted.

3. The enclosed draft bill increases the price of "duck stamps" from \$3 to \$5.

We estimate that a \$5 "duck stamp" would result in revenue of \$5.6 million the first year, and revenue of \$6.8 million annually thereafter, which is about a 41.7 percent increase in present revenues of \$4.8 million.

An increase in the "duck stamp" price will give the Department about \$56 million rather than \$40 million over the next 8 years, which together with the balance of the \$105 million, will enable the Department to purchase the needed wetlands at a quicker pace and, hopefully, at lower prices. It will also enable us to buy more lands during this period as our estimate of land needs are adjusted to reflect current needs. Lastly, it will help us to repay the \$105 million advance in a shorter period than is now anticipated, based on a \$3 charge. We believe that such an increase is highly desirable. If it is coupled with the extension of the \$105 million advance authorization, it should greatly help the program. The increase alone is not sufficient.

4. The bill establishes a \$1 Federal permit system for migratory game birds other than migratory waterfowl. We believe that such a system is sorely needed.

The two primary needs of this program are: (1) To provide funds for research, development, and management programs for these birds, and (2) to obtain names and addresses of hunters for use in data gathering surveys designed (a) to measure species composition and magnitude of the harvest, (b) to measure number and distribution of hunters, and (c) to provide other information which will increase the effectiveness and measure the efficiency of management tools used in migratory game bird conservation.

Migratory game birds other than waterfowl have a potential of unknown dimensions for providing more recreation than they now supply. Game managers need more knowledge about these species, the people hunting them, and the impact of hunting on the birds before their full potential can be realized. Additional funds for research and management activities and details concerning the number and distribution of hunters who participate are required.

At the present time, mourning doves and woodcock are the two most important species within the group, and we believe the bulk of the funds should be channeled to programs on these two species. As needs are demonstrated, however, funds obtained from this permit should be made available for research and/or management on all migratory game bird species that are now hunted as well as some of those that are not.

The draft bill contemplates that these permits could be sold either by the Department, or by the States. The latter would be most preferable, since they could be sold at the various outlets now utilized by the States for the sale of their fish and game licenses. This would probably be more convenient to the sportsman. We would enter into an arrangement with the States for the sale of the permits. The cost of printing, distributing, and selling the permits and the applications therefor would be deducted from the gross receipts.

The net receipts would be covered into the present migratory bird conservation fund earmarked solely for migratory game birds other than migratory waterfowl. These revenues will be available in the same manner as "duck stamp" receipts for use by the Secretary, i.e., they will not need further appropriation and will be available until expended.

The draft bill also provides that up to 50 percent of these net receipts will be available to the States under contract for research, survey, and data collection work. The jobs to be done are so many and varied that no one agency can provide all the manpower and talent needed. We would solicit the States' assistance in research and management activities, including basic research on life history, physiology, and ecological relationships of the individual species, implementation and analysis of population and distribution surveys, and nationwide surveys to determine characteristics of the hunter take (wing collection surveys, mail questionnaire surveys, analysis of banding data, etc.).

The remainder of the net receipts would be used by the Department to carry out research and management work and, to a limited extent, some land acquisition. In both of these areas, we would use our existing authorities. For example, land acquisition would be carried out in accordance with the provisions of the Migratory Bird Conservation Act, as amended. Any area that is acquired would be considered as a wildlife refuge area and included in the National Wildlife Refuge System to be administered under section 4 of the Act of October 15, 1966 (80 Stat. 927).

The most obvious habitat need insofar as migratory game birds is concerned is breeding habitat for white-winged doves. It is possible that the extent and/or quality of breeding habitat is an important need of marsh birds, such as the king and clapper rails, but additional research is needed first. There is no immediate concern about either breeding or wintering habitat for such species as mourning doves, woodcock, or band-tailed pigeons insofar as the requirements of these species are now understood.

We would expect to use a portion of the funds collected to increase the Federal law enforcement effort. The funds could be used to assign Federal game management agents to areas of the nation where the protection of this category of birds required added effort.

As mentioned above, it is important that the legislation or regulations issued pursuant thereto require that all applicants who purchase permits for hunting selected migratory birds, other than waterfowl, supply their names and addresses. This is particularly important when considering the problem of ascertaining hunter characteristics and measuring the kill of lightly shot populations of the so-called minor species. All individuals purchasing this hunting permit will be required to fill out a postcard application, addressed to the Department, which could be a detachable portion of each permit. Information requested on the postcard would be the name and address of the applicant, and the name or names of species he intends to hunt.

We now lack reliable data on the number of persons who hunt migratory game birds other than waterfowl. We estimate roughly that there are about 2 million dove hunters. The number of people 12 years of age and older who hunt migratory game birds other than waterfowl is estimated at 2.2 million (1965 National Survey of Hunting and Fishing). Thus, under the terms of the enclosed bill,

annual gross receipts from the sale of \$1 permits is expected to be over \$2 million. We are confident that such a fund (less printing costs and expenses of States distributing permits under contract) could be put to purposes beneficial both to the birds and the people who enjoy them.

The Department now budgets about \$500,000 for research and surveys directly or indirectly applied to the conservation of migratory game birds other than waterfowl. The States are also underfinanced in this department. During fiscal year 1966, Puerto Rico, the Virgin Islands, and 38 States spent an estimated \$513,033 (Federal and State Funds) on projects affecting migratory game birds other than waterfowl. Of this amount, \$145,733 were State funds and \$367,300 Federal (Pittman-Robertson) funds. Our experience clearly demonstrates that the States would be unwilling to increase expenditure of State funds to any great degree for species which are primarily a Federal responsibility.

We urge the early enactment of S. 1078 in the form of our draft bill.

The Bureau of the Budget advises that the enactment of the enclosed draft bill would be consistent with the Administration's objectives.

Sincerely yours,

STANLEY A. CAIN,
Assistant Secretary of the Interior.

A BILL To extend the period during which the funds may be appropriated pursuant to the Act of October 4, 1961 (75 Stat. 813), for the conservation of migratory waterfowl; and to amend the Migratory Bird Hunting Stamp Act, as amended; and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 1 of the Act of October 4, 1961 (75 Stat. 813), is amended by deleting "seven-year period" and inserting therein "fifteen-year period".

SEC. 2. Section 3 of the Act of October 4, 1961 (75 Stat. 813), is amended to read as follows:

"SEC. 3. Funds appropriated pursuant to this Act shall be treated as an advance, without interest, to the migratory bird conservation fund. Such appropriated funds, beginning with fiscal year 1977, shall be repaid to the Treasury out of the migratory bird conservation fund, and such repayment shall be made in annual amounts comprising 75 per centum of the moneys accruing annually thereafter to such fund. In the event the full amount authorized by this Act is appropriated prior to the end of the fifteen-year period established by this Act, repayment shall begin with the next full fiscal year."

SEC. 3. (a) The second sentence in section 2 of the Migratory Bird Hunting Stamp Act (48 Stat. 451), as amended (16 U.S.C. 718b) is amended to read as follows: "The Post Office Department shall collect the sum of \$5 for each stamp sold."

(b) The amendment made by this section to the Migratory Bird Hunting Stamp Act, as amended, shall be effective during the first open season for the taking of migratory game birds after the effective date of this Act.

SEC. 4. (a) Beginning with the first open season for the taking of migratory game birds following the effective date of this Act, no person shall take any migratory game birds other than migratory waterfowl unless, at the time of such taking, such person carries on his person an unexpired Federal permit validated prior to such taking by his signature across the face thereof. Such permit shall be nontransferable. A Federal permit shall not be required by Federal or State agencies or employees in the exercise of their functions.

(b) The Federal permit required by subsection (a) of this section shall be annually issued and sold by the Secretary of the Interior and there shall be collected \$1 for each permit sold. The Secretary may enter into an agreement with each State authorizing it to sell such permits wherever State fish and game licenses or permits are sold. All of the gross receipts from such sale shall be covered into the migratory bird conservation fund in the Treasury of the United States to be administered by the Secretary of the Interior. The Secretary of the Interior shall pay from the gross receipts the costs of printing, distributing, and selling the permits and applications. The net receipts from such sale shall be available in the same manner as other monies in the fund and shall be used, beginning in fiscal year 1970, solely for conservation of migratory game birds, other than migratory waterfowl, in accordance with the provisions of this section.

(c) The Secretary of the Interior shall utilize such net receipts for the purpose of conserving migratory game birds other than migratory waterfowl (1) by conducting research, studies, and other activities in accordance with the provisions of

the Fish and Wildlife Act of 1956, as amended, (2) by acquiring land or interests therein in accordance with the provisions of the Migratory Bird Conservation Act, as amended, and (3) by conducting law enforcement activities. Any land or interests therein acquired or reserved in furtherance of such purpose shall be administered by the Secretary of the Interior as a wildlife refuge and the provisions of section 4 of the Act of October 15, 1966 (80 Stat. 927) and section 401 of the Act of June 15, 1935 (49 Stat. 383), as amended (16 U.S.C. 715s), and any amendments thereto, shall apply. The Secretary may annually use up to 50 percent of such net receipts for the conduct of research and management activities by the States under contract.

(d) For the purpose of this section, the terms "take" or "taking" or "taken" and "person" and "State" shall mean the same as they do in section 5 of the Act of October 15, 1966 (80 Stat. 929). Any person who violates any of the provisions of this section or the regulations issued thereunder shall be subject to the same penalties as are provided for violations of the Migratory Bird Treaty Act, as amended (16 U.S.C. 703 *et seq.*). Persons authorized to enforce the provisions of this section shall have the same powers and duties as persons authorized to enforce that Act.

(e) Nothing in this section shall be construed as authorizing any person to take migratory game birds except in accordance with the applicable Federal and State laws and regulations.

(f) The Secretary of the Interior may authorize, by regulation, any person to conduct propagation and depredation activities relating to migratory game birds other than migratory waterfowl without obtaining a permit in accordance with subsection (a) of this section.

THE POSTMASTER GENERAL,
Washington, D.C., July 17, 1967.

Hon. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request for our comments on H.R. 482, an Act "To amend the Migratory Bird Hunting Stamp Act of March 16, 1934, to increase by \$2 the fee for such stamp."

This measure would authorize the Secretary of the Interior, in his discretion, to increase the cost of Migratory Bird Hunting Stamps (commonly known as "Duck Stamps") from three dollars to five dollars.

The stated purpose of the legislation is to provide means for producing additional funds for the acquisition of greatly needed lands for migratory birds, especially migratory waterfowl.

We have no objection to enactment of this legislation. This Department presently issues and sells the present migratory bird hunting stamp at a cost of three dollars each and is reimbursed under 16 U.S.C. 718(d)(a) for services rendered in handling these stamps. It is presumed that this Department would be similarly reimbursed for the handling of the proposed new stamp.

In advising with respect to our report on the original bill H.R. 482, the Bureau of the Budget advised that there was no objection from the standpoint of the Administration's program to the submission of that report to the Committee.

Sincerely yours,

LAWRENCE F. O'BRIEN.

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., July 6, 1967.

Hon. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate.

DEAR MR. CHAIRMAN: By letter of June 22, 1967, you requested our comments on H.R. 482, 90th Congress, 1st session, entitled: "AN ACT To amend the Migratory Bird Hunting Stamp Act of March 16, 1934, to increase by \$2 the fee for such stamp."

We have no special information as to the desirability of the proposed legislation and, therefore, make no comments regarding its enactment.

Sincerely yours,

FRANK H. WEITZEL,
Assistant Comptroller General of the United States.

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., February 7, 1967.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate.*

DEAR MR. CHAIRMAN: By letter dated January 23, 1967, you requested our comments on S. 322, 90th Congress. The stated purpose of this measure is "To amend the Migratory Bird Conservation Act to provide that no land contained in the national wildlife refuge system shall be sold, transferred for any other use, or otherwise disposed of without the approval of the Migratory Bird Commission, and for other purposes."

We have no special information that would assist the Committee in its consideration of this measure and therefore offer no comments with regard thereto. Sincerely yours,

FRANK H. WEITZEL,
Assistant Comptroller General of the United States.

THE GENERAL COUNSEL OF THE TREASURY,
Washington, D.C., May 29, 1967.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: Reference is made to your request for the views of this Department on S. 1078, "To amend the Act of October 4, 1961, relating to the acquisition of wetlands for conservation of migratory waterfowl, to extend for an additional eight years the period during which funds may be appropriated under the Act, and for other purposes."

The Act of October 4, 1961 (75 Stat. 813) authorizes appropriations, not to exceed \$105,000,000, for a 7-year program of land acquisition for the benefit of the Nation's migratory waterfowl. The appropriations are treated as interest-free advances to the migratory bird conservation fund established pursuant to section 4 of the Migratory Bird Hunting Stamp Act of 1934, as amended (48 Stat. 451), and are repayable to the Treasury, beginning with fiscal year 1969, from moneys accruing to the fund from the Migratory Bird Hunting Stamp Act. S. 1078 would continue the program for an additional 8 years and would extend to fiscal year 1977 the date for beginning repayments to the Treasury.

The Department has no knowledge of the need for the proposed extension of the period during which interest-free advances may be made to the migratory bird conservation fund, nor of the need for the additional Federal interest subsidy and the consequent expansion of the wetlands acquisition program which would be permitted by such extension. Should such expansion be deemed necessary, consideration should also be given to an increase in the price of migratory bird hunting stamps.

The Department has been advised by the Bureau of the Budget that there is no objection from the standpoint of the Administration's program to the submission of this report to your Committee.

Sincerely yours,

FRED B. SMITH,
General Counsel.

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., May 16, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce, U.S. Senate.

DEAR MR. CHAIRMAN: Your letters of April 24 and 25, 1967, request our comments on S. 1597 and S. 1612, identical bills to authorize the Secretary of the Interior to carry out a program of restoration and development of migratory waterfowl habitat in the Middle Rio Grande Valley, New Mexico, in furtherance of the purposes of the migratory bird treaties with Canada and Mexico.

We have no special information that would assist the committee in the consideration of these bills and therefore have no comments to offer in regard thereto.

Sincerely yours,

FRANK H. WEITZEL,
Assistant Comptroller General of the United States.

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., March 23, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate.

DEAR MR. CHAIRMAN: Your letter of February 27, 1967, requests our comments on S. 1078, a bill to amend the act of October 4 1961, relating to the acquisition of wetlands for conservation of migratory waterfowl, to extend for an additional eight years the period during which funds may be appropriated under that act, and for other purposes.

We have no special information that would assist the committee in the consideration of this measure and therefore have no comments to offer in regard thereto.

Sincerely yours,

FRANK H. WEITZEL,
Assistant Comptroller General of the United States.

U.S. DEPARTMENT OF THE INTERIOR,
 OFFICE OF THE SECRETARY,
Washington, D.C., August 15, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MAGNUSON: Your Committee has requested the comments of this Department on S. 1597, a bill "To authorize the Secretary of the Interior to carry out a program of restoration and development of migratory waterfowl habitat in the Middle Rio Grande Valley, New Mexico, in furtherance of the purposes of the migratory bird treaties with Canada and Mexico", and an identical bill S. 1612.

These bills authorize the Secretary of the Interior to enter into an agreement with the State of New Mexico for the purpose of restoring and developing migratory waterfowl habitat in the Middle Rio Grande Valley of New Mexico. Under the agreement, the Secretary or the State could carry out habitat restoration and development work, including construction work, on State-owned or leased lands. In entering into this agreement, the Secretary must find that the State-owned or leased lands have an adequate water supply for the benefit of migratory waterfowl and other wildlife, and that, in the case of leased lands, the term of the lease is not less than 50 years. The agreement will provide that all the costs of land acquisition, including leasing and water rights acquisition, and operation and maintenance costs must be borne solely by the State. The bill authorizes up to \$430,000 to cover the Federal share of this program.

The bills state that the migratory waterfowl habitat in the Middle Rio Grande Valley was "diminished because of water resource development and other causes". The water resource development referred to is the Middle Rio Grande Project which was authorized by the Flood Control Act of 1948 (62 Stat. 1171, 1179). That Act approved with some limitation the "comprehensive plan for the Rio Grande Basin as set forth in the report of the Chief of Engineers dated April 5, 1948, and in the report of the Bureau of Reclamation dated November 21, 1947".

In the Bureau of Reclamation's report adopted by the Secretary of the Interior, it was stated:

"The Fish and Wildlife Service and the Bureau of Reclamation agree that so far as is practicable, the project should be provided with means for maintaining fish and wildlife values at not less than the present-day levels. To this end, all practical and feasible steps should be explored to forestall, restore, or offset the losses . . . and such means as are found to be feasible should be carried forward pursuant to provisions of Public Law 732, Seventy-ninth Congress."

A recent report of the New Mexico Department of Game and Fish prepared in cooperation with the Bureau of Sport Fisheries and Wildlife of this Department, comments on the wildlife resources of the Rio Grande Valley—Cochiti to Socorro—states:

"It is realized that no single agency or cause can solely be identified with the loss of waterfowl habitat on the 130-mile reach of the Rio Grande extending from Cochiti to Socorro, New Mexico. There can be little doubt, however, that Federal activities in water development along this 130-mile reach of the Middle Rio

Grande Valley have been important contributing factors to the decline of such habitat.

"In summation, changes in land and water use, mostly of Federal origin have resulted in major losses to waterfowl and waterfowl hunting in the Middle Rio Grande Valley of New Mexico. The New Mexico Department of Game and Fish is making sustained and costly efforts to mitigate these losses. Unfortunately, local resources are limited and the New Mexico Department is unable to accomplish the task alone."

It is the view of this Department that the Middle Rio Grande Project provided considerable benefits to the State of New Mexico, including some fish and wildlife benefits. It is also our opinion that various factors contributed to the decline of migratory waterfowl habitat in the project area. The Federal project was a contributing factor. Since 1948, this Department has allocated a considerable sum of money with matching State money under the Federal Aid in Wildlife Restoration Act to help restore this habitat. The State Department of Fish and Game estimates (see enclosed table) that an additional sum of \$427,350 will be needed to complete the development of the Bernardo and Angostura areas. That State maintains that they are "not in a position to engage in more capital cost investments in waterfowl areas".

In our opinion, this legislation is desirable. The approach is similar to that followed on a national scale in the legislation recently enacted to conserve, develop, and enhance "the anadromous fishery resources of the Nation that are subject to depletion from water resources developments and other causes". We make this analogy not to suggest that we need a similar State-aid program for migratory birds, but to point out that the Congress has recognized that prior to the 1958 amendments to the Fish and Wildlife Coordination Act, some water resource project did deplete some of our Nation's fishery and wildlife resources. S. 1612 recognizes this fact and provides a method of restoring the resource. We support such an approach and recommend the enactment of this legislation.

The United States has primary responsibility, under international treaty obligations, for the conservation and development of our waterfowl resources. In recognition of the efforts and expenditures of the State of New Mexico towards the conservation of these resources, its willingness to continue to support such a program, and of the waterfowl benefits which will accrue, we believe Federal support and assistance is fully justified.

The bills authorize work to be done only on lands where "an adequate water supply for the benefit of migratory waterfowl and other wildlife is available". Under this provision, the Secretary must be satisfied, prior to entering into the agreement, that the State has acquired or will acquire whatever water rights may be necessary in the Secretary's judgment to carry out the program authorized by this bill. We will also want to be assured that existing water rights are adequately protected. We believe that this provision is very important, because if an adequate water supply is not available, the Federal expenditure should not be made.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program. While there is no objection to the submission of this report, it believes the Committee will want to consider whether it would not be more appropriate to carry out this project under the provisions and priorities of the Federal Aid in Wildlife Restoration Act and the Land and Water Conservation Fund Act.

Sincerely yours,

STANLEY A. CAIN,
Assistant Secretary of the Interior.

Senator HOLLINGS. We are pleased today to have as our first witness the Honorable Lee Metcalf, Senator from Montana.

STATEMENT OF HON. LEE METCALF, U.S. SENATOR FROM THE STATE OF MONTANA

Senator METCALF. Thank you very much, Mr. Chairman. I am here in support of various pieces of legislation that are before the committee.

I am especially here to support two bills: one, H.R. 480 which has passed the House, and the other, S. 1078 which I introduced as a companion bill.

The first, H.R. 480, was introduced in the Senate as S. 1078, by Senators Nelson and Tydings and me. H.R. 480 and S. 1078, would extend to 15 years the 7-year Federal program of land acquisition for waterfowl refuges and the other S. 322 is a bill to provide for means by which greater control of our land can be exercised by the Migratory Bird Conservation Commission.

I shall not presume on the time of this committee, which has already shaped Public Law 87-383, to tell you that it has worked, is working, and it should be extended. If the Chair would permit, I should like to file a supporting statement on behalf of H.R. 480 at this point in the record.

Senator HOLLINGS. Without objection, it is so ordered.
(The statement follows:)

STATEMENT OF SENATOR LEE METCALF

Mr. Chairman, during the 1950's it became clear that drought and drainage were endangering the very existence of a great natural resource, migratory waterfowl. After numerous studies were completed, Congress responded in the public's behalf. Public Law 87-383, enacted on 14 October 1961, authorized the advance of \$105 million over a seven year period commencing in 1962 and terminating in 1968 for the acquisition of 2.5 million acres of waterfowl wetlands. It was stipulated that this advance be repaid with 75 per cent of the receipts from the sale of duck stamps beginning in 1969.

At the current rate, this program will end next June with less than half the approved advance appropriated and with the acquisition of less than half the land necessary to sustain this great natural resource.

In the first six years of this program, ending this year, 926,055 acres were acquired at a cost of \$63 million, \$37.5 million appropriated as part of the advance and the other \$25.5 million from duck stamp receipts. Unless extended by the bill being considered here, this program is scheduled to terminate with the acquisition of 1,135,000 acres, or less than half the objective set when Congress enacted the program at the request of our sportsmen.

As a member of the Migratory Bird Commission, I wholeheartedly support the extension of the original seven year program to 15 years. Mr. Dingell's bill, which passed the House on June 19, would give the Congress the opportunity to appropriate the remaining \$59 million of the \$105 million advance authorized.

Moreover, \$48 million in duck stamp money would be available during the 8-year extension. The extension would provide for a \$12.5 million-a-year program, \$7.5 million of it allotted by the authorized advance and \$5 million from duck stamp receipts. It is estimated that at the end of the extended program, we would have acquired a total of 2,281,000 acres. This is still 219,000 acres less than the original program but it is a large step in the right direction, nevertheless.

Last year 1,750,000 Americans bought duck stamps. In pursuit of recreation and food that is a delicacy, duck hunters have more than doubled their ranks in the 30 years since the duck stamp went on sale. The most recent survey revealed that duck hunters spent nearly 90 million in 1966 in pursuit of their sport.

Although our waterfowl population is increasing once again, it has a long way to go. The bag during the 1961 and 1962 seasons was less than half the 14 million bagged in the mid-fifties.

The difference was due largely to drought and drainage.

Beginning in 1959, the important mid-continent breeding area of the U.S. and the Canadian Prairie Provinces was plagued by drought. There were some 5 million ponds in the Southern portions of the Prairie Provinces in mid-1955. By 1962, there were only half a million. From these ponds come half the ducks that are shot in the United States. When the ponds are dry, the duck population drops, and bag and possession limits must be reduced to preserve the breeding stock.

Experts tell me that an increase in the number of potholes started in 1963 and certain areas are in a wet cycle. These are hopeful signs, but they do not mean that the problem is solved.

During the drought, the duck population dropped by some 40 percent from the mid-1950 level. The decrease in some important species, such as mallards, was even greater. American and Canadian hunters shot more mallards in 1958 than there were in the fall flight in 1962. In the spring of 1958, the mallard breeding population was in the neighborhood of 13 million. In the spring of 1966 the population was estimated at 7½ million.

Drought is one thing which has made the fate of waterfowl uncertain on this continent. Another is the permanent drought that is drainage. The needs of waterfowl, on which an important segment of our economy is based, are in ever-increasing competition with those of our increasing human population. The draining of marshes for farm improvement, for community growth and development, for airports and highways has brought problems that are difficult and expensive to solve.

For years, marshes and ponds have disappeared as agriculture has expanded. In the prairie pothole region of Minnesota and the Dakotas, agricultural drainage mopped up an average of more than 156,000 acres a year in the 1959-64 period. Although the number of acres drained in the next 2 years fell below that figure, it is continuing. The same thing is going on in Canada.

Similar drainage is taking place in many coastal sections which once were important wintering grounds. Many of the great natural marshes on the east coast and on the Gulf of Mexico have been ruined for waterfowl use by housing developments, by salt water intrusion, or by exploration for sulphur or oil. In the Pacific flyway, waterfowl face a crisis because the marshes, which once supported millions of ducks and geese wintering in California and northern Mexico, have become cotton and rice fields, orchards and suburban developments.

During the calendar years 1940-64, more than 45 million acres of U.S. wetland were drained. The average for calendar years 1959-64 was 1,403,385 acres a year. Prior to 1965, these drainage figures were kept on a calendar year basis. Beginning in 1965 they are reported on a fiscal year basis with a note that—

“These figures represent only the number of acres drained with 1965 ACP program funds. Other acreages drained in fiscal year 1965 are part of and inseparable from 1964 drainage figures.”

The drainage statistics for 1966-1967 fiscal year will not be available until the end of this year.

Farsighted conservationists and sportsmen saw this situation developing more than 30 years ago. To conservationists, one of the important programs of President Franklin D. Roosevelt's New Deal was the acquisition and development of millions of acres of refuges for waterfowl, which faced extinction in the early 1930s.

Led by the remarkable conservationist, Ding Darling, a careful study of our waterfowl resources was made in 1934. Based on a careful estimate of future requirements, the study reported that this country must have at least 12.5 million acres of land managed primarily for waterfowl; that is, we must have it if we are to continue to hunt ducks. The recommendation was that the Federal government acquire and develop the major part of this acreage. To bring this farsighted proposal nearer to completion is a challenge and an opportunity for us.

Recently my office has received quantities of mail favoring H.R. 480. Among others, there have been letters from numerous conservation and sports organizations who strongly support H.R. 480 and S. 1078. The Montana Fish and Game Commission said: “We are in full support of this piece of legislation to extend the authorization for the acquisition of wetlands for the conservation of migratory waterfowl.”

As the acres of wetlands have diminished, the number of hunters has multiplied. In 1967, we sold 1,742,000 duck stamps compared with 635,000 in 1935, the year they went on sale.

Thus, the uncertain future of waterfowl results from the decrease in the area in which they can nest, and rest, and the substantial increase in the number of duck hunters. In the not-too-distant future, the hunters of this country will depend for their game on land dedicated to the needs of waterfowl. This land will be owned by the Federal government, the states, or by private citizens or groups who have acquired the land for that purpose.

Drainage statistics,¹ total U.S. drainage

Calendar year:	Acres
1959.....	1, 526, 895
1960.....	1, 574, 404
1961.....	1, 443, 089
1962.....	1, 394, 107
1963.....	1, 305, 033
1964.....	1, 176, 618
Annual average (1959-64).....	1, 403, 358
Cumulative total, 1940 to 1964, inclusive.....	45, 628, 618
Fiscal year:	
1965.....	² 134, 980
1966.....	1, 070, 990

¹ As published in "Annual Summaries of the Agricultural Conservation Program Service." USDA. Practices C-9 (permanent open drainage systems to dispose of excess water (in agricultural areas)) and C-10 (underground drainage systems to dispose of excess water) only for 1959-62, 1965, and 1966. In 1963 and 1964 drainage was not differentiated by practice.

² This figure represents only the number of acres drained with 1965 ACP program funds. Other acreages drained in fiscal year 1965 are part of and inseparable from 1964 drainage figures.

DRAINAGE IN PRAIRIE POTHOLE STATES

[In acres]

	Minnesota	North Dakota	South Dakota	3-State total
Calendar year:				
1959.....	138, 855	22, 467	1, 560	176, 769
1960.....	168, 655	25, 460	2, 859	198, 974
1961.....	129, 543	13, 683	2, 188	145, 414
1962.....	111, 201	16, 541	1, 932	129, 674
1963.....	137, 421	14, 138	1, 541	153, 100
1964.....	116, 504	17, 689	588	134, 781
Annual 3-State average (1959-64).....				156, 118
Fiscal year:				
1965.....	¹ 326		¹ 130	¹ 456
1966.....	87, 202	9, 659	551	97, 412

¹ These figures represent only the number of acres drained with 1965 ACP program funds. Other acreages drained in fiscal year 1965 are part of and inseparable from 1964 drainage figures.

If we are to sustain this great natural resource, we must acquire more of the wetlands so essential to the existence of migratory waterfowl. H.R. 480 points toward a solution. This bill simply extends the period from 7 to 15 years in order to achieve the original acquisition goal. The House of Representatives has acted favorably on the measure. I urge this Committee to follow suit and again lead the way to the preservation of a vital natural resource.

Senator METCALF. Mr. Chairman, I do appreciate this opportunity to go into detail into the other bill, S. 322, and the reasons for it.

S. 322, cosponsored by the Senator from Nebraska, who is my colleague on the Migratory Bird Commission, Mr. Hruska, and by Senator Tydings of Maryland, would provide that land gets out of our Federal waterfowl refuge system the same way it gets in—by approval of the Migratory Bird Conservation Commission. In addition, it would require that the migratory bird conservation fund be reimbursed for the fair market value of any refuge lands taken for nonwildlife purposes.

Mr. Chairman, in answer to the growing need for measures to insure the preservation of migratory waterfowl, the Congress in 1929 created the Migratory Bird Conservation Commission.

It is the Commission's function to act on recommendations of its Chairman, the Secretary of the Interior, for increases to the migratory bird refuges within the national wildlife refuge system. Other members of the Commission include the Secretary of Agriculture and the Secre-

tary of Commerce, while Congress is represented by two Senators and two Representatives. Senator Hruska and I and Representatives Karsten and Conte are the present congressional members.

The Commission is entrusted with the funds contributed by American duck hunters and other conservationists at whose request the duck stamp program was initiated. Earnings are used for the purchase of land for migratory bird refuges. In addition, we are responsible for the expenditure of funds donated by interested citizens and private organizations, who have contributed millions of dollars for the acquisition and development of these refuges. For example, just yesterday, the Migratory Bird Conservation Commission had a meeting and over \$200,000 was contributed by the conservation organization to supplement funds from the duck stamp money to acquire land in Florida.

As trustee of the funds, the Commission is consulted on suggested additions to the refuge system but is not consulted when land is taken from this same system or diverted to other than wildlife uses. Of course, there are from time to time sections of our wildlife refuge system which should be reduced or eliminated notwithstanding the title of the Migratory Bird Conservation Act which provides for the acquisition of the refuges "in perpetuity."

Thus, the Commission is empowered to act on matters of acquisition but has no voice in matters of liquidation of land assets. I do not believe the Congress intended to create this left-hand, right-hand authority and I believe the intent of Congress that is implicit in the title should be made explicit by approval of the bill this committee is now considering.

S. 322 would correct a contradiction in practice that was not contemplated. It would give to the Migratory Bird Commission authority both over matters of adding to and subtracting from lands in the refuge system. As surely as the one affects the other, lands should be removed in exactly the same way they are brought into the system, just as the officials of a bank charged with the authority over its affairs within the limits of the law oversee the flow of funds both in and out.

Our bill would also require that the migratory bird conservation fund be reimbursed in the amount of fair market value of the land taken for nonwildlife purposes. Individuals who make contributions or buy duck stamps in order to expand the national wildlife refuge system have a right to expect that proper compensation shall be made to that fund when land is removed from the system. Otherwise, the Commission is in the position of countenancing a violation of a trust.

I have correspondence describing two current threats, Mr. Chairman, as example of the need for enactment of this bill. One concerns the St. Marks National Wildlife Refuge and the other the Wheeler Wildlife Refuge, where destruction is taking place at the present time. I ask that the correspondence be incorporated in the record to save the time of the committee.

Senator HOLLINGS. It will be so included.

(The information referred to follows:)

THE DESTRUCTION OF WHEELER AND ST. MARKS NATIONAL WILDLIFE REFUGES

I have here discussed two current threats to the Wheeler and St. Marks National Wildlife Refuges—examples of the need for enactment of S. 322.

An effort is being made to take land along the Tennessee River located between two of the most useful waterfowl areas on the Wheeler Refuge. This land would

be utilized as a jet fuel dump and an industrial site. The areas in question provide buffer zones to some of the most important waterfowl regions; they should not be given up for industrial promotions.

Also, the city of Decatur is insisting on permission to construct facilities such as golf courses and demanding the extension of a road across the Flint Creek to connect with I-65. The road would open up Flint Creek for further industrial and urban development and, therefore render useless this refuge. The road is not necessary because State Highway NO. 67 parallels it approximately two miles to the south. This highway connects with I-65.

In the St. Marks Refuge, the city of Huntsville has prevailed on the Wildlife Refuge System to release a narrow strip of refuge land located south of the new jet airport. This land would be used specifically for industrial development. And, the county of Wakulla is looking at refuge lands located south and east of St. Marks for waterfront industrial property.

The Department of the Interior realizes the significance of these developments. In a letter I received last week, Secretary Udall said, "The retention of these lands is needed to provide an effective administrative boundary to prevent severance which would lead, we feel, to further demands for additional lands in these portions of the refuge. * * * Any intrusion into the refuge, at this point, could only lead to further demands for additional lands having a much greater value for waterfowl and other wildlife." The bureau is further concerned with pollution problems which would arise from these industrial developments.

I do not need to tell this panel of experts how serious these developments are, or what they could mean to the duck hunters and sportsmen who depend so heavily on the Wildlife Refuge System.

Senator METCALF. The Secretary of the Interior has said " * * * we will do everything possible to preserve the integrity * * * of the National Wildlife Refuge System."

But, the Department of the Interior has sent to the chairman of this committee an adverse report on S. 322. Secretary Udall says that the bill does not go far enough in its objective of providing additional funds for acquisition and that adequate authority now exists to accomplish the second objective of discouraging the transfer of lands within the national wildlife refuge system.

With the chairman's permission, I would like to enlarge later today in questioning on some of the provisions of the Secretary's report.

Senator HOLLINGS. I would be glad to have that.

Senator METCALF. And then my statement refers to two matters that have been raised by the Tennessee Valley Authority. The TVA has suggested amendments that I would have included had they been brought to my attention before the bill was introduced. I recommend that Mr. Wagner's proposed amendments be attached to the bill if the committee sees fit to pass it. And, Mr. Chairman, if this isn't going to be put into the record at some other time, I would ask unanimous consent that a memorandum from Mr. Wagner on these amendments be included as part of my remarks.

Senator HOLLINGS. The Wagner memorandum will be included at this point in the record.

(The document follows:)

TO AMEND The Migratory Bird Conservation Act to provide that no land contained in the national wildlife refuge system shall be sold, transferred for any other use, or otherwise disposed of without the approval of the Migratory Bird Commission, and for other purposes

The above bill would amend section 2 of the Migratory Bird Conservation Act to provide that, except with the approval of the Migratory Bird Conservation Commission, no land within a wildlife refuge administered by the Fish and Wildlife Service could be sold or transferred for other use and that no road (other than a road required in the maintenance and protection of the refuge) could be constructed within such refuge. The bill would also require that the value of any land so disposed of or used as a road right-of-way would be paid into the Migratory Bird Conservation Fund.

In transferring lands to the Department of the Interior for the Wheeler and Tennessee Wildlife Refuges, TVA has reserved such rights in the land as are necessary to carry out TVA programs in the affected reservoir areas. These rights include access to the shoreline through the refuge lands as well as the right to go upon the refuge lands in carrying out other necessary activities. If literally applied, the language of the bill would prevent TVA's construction of any road through either of the refuges unless the Migratory Bird Conservation Commission approves it and TVA also pays for the right-of-way. To avoid this effect, a further paragraph reading as follows might be added to the end of the bill:

"(4) Nothing contained in this subsection shall be construed as affecting any rights reserved in the instrument of conveyance or transfer by which any lands for such refuge, range, or area were acquired by the Department of the Interior."

One of the reasons for the proposed legislation advanced by its sponsors is that lands in the wildlife refuges have been obtained through the use of funds provided by duck stamp revenues and contributions to the Migratory Bird Conservation Fund and that these lands should not be disposed of without taking this fact into account and collecting the fair value for any rights conveyed. This reason, of course, is not applicable to the Wheeler and Tennessee Wildlife Refuges. The lands for these refuges were acquired by TVA for its program through the use of funds appropriated therefor¹ and were transferred to the Department of the Interior for wildlife purposes without charge. Arrangements were worked out with the Fish and Wildlife Service whereby the lands could be utilized for wildlife purposes while at the same time serving the TVA program interests for which the lands were originally acquired. In the light of these facts, there would seem to be no basis for requiring that TVA's use of refuge land for its program purposes, including the construction of an access road, in accordance with the transfer agreement should be subject to the approval of the Migratory Bird Conservation Commission or that TVA should have to pay for the land so used. The instruments under which the lands were transferred for wildlife purposes state specifically that the exercise of any of TVA's rights reserved therein shall be made in such manner as will avoid, insofar as possible, any adverse effect on the refuge.

The bill also raises a possible question concerning the transfer by the Department of the Interior to TVA of the wildlife refuge lands in the Land Between the Lakes. For all practical purposes the Kentucky Woodlands Wildlife Refuge has already been terminated as a formal wildlife refuge. The lower lands of the refuge area adjoining the Cumberland River have been inundated by Barkley Reservoir constructed by the Corps of Engineers. These lands have been replaced by the Corps in the new Cross Creeks Refuge which is outside and upstream from the Land Between the Lakes. Custody and control of the remaining lands within the refuge area were effectively turned over to TVA by a letter agreement of January 12, 1965, between TVA and the U.S. Fish and Wildlife Service. However, due to certain technicalities, the formal transfer of these lands to TVA has not been completed and may not be completed for a few months. If S. 322 should be enacted before the formal transfer is completed, a provision excluding the proposed transfer from the coverage of the bill should be included to avoid complications in the transfer. This could be accomplished by the addition of a Section 2 as follows:

"Sec. 2. Nothing contained in this Act shall be construed as affecting the proposed transfer of lands in the Kentucky Woodlands Wildlife Refuge to the Tennessee Valley Authority for incorporation in the Land Between the Lakes recreation demonstration project."

Wildlife protection and development will be enhanced by this new arrangement. The new Cross Creeks Refuge will provide a resting place and protection for migratory waterfowl. The wildlife program undertaken by TVA as part of the Land Between the Lakes project will be broader in scope and will involve more land than was the case with the Kentucky Woodlands Refuge. This program will include not only waterfowl but many other forms of wildlife and game, such as turkey, deer, and small upland game. The opportunity to see and observe game and birds is an integral part of the TVA program for providing greater outdoor recreation opportunities in the area. TVA has already provided three sub-impoundments totaling almost 1,000 acres which will be useful for waterfowl development. TVA also has between two and three thousand acres devoted to the production of wildlife food.

Similar bills, H.R. 481 and H.R. 490, have been introduced in the House.

AUBREY WAGNER,
Chairman of the Board, Tennessee Valley Authority.

¹ The portion of the cost of such lands allocated to power is being amortized out of power system earnings:

Senator METCALF. Mr. Chairman, that concludes the formal part of my testimony. I am in favor of bills for the addition of land in New Mexico and I especially urge this committee to carefully consider this matter of acquisition and disposition of land for Migratory Bird Conservation Commission authority. And be sure that when lands are taken out of the refuge system financed by the duck stamp fund, which is a trust fund and administered by trustees, the fund should be reimbursed by the agency that acquires the land. And I am very grateful to you, Mr. Chairman, and to the committee for the opportunity to be here today and present testimony for the bills and to sit with you as you hear testimony on some of this legislation.

Senator HOLLINGS. We appreciate your presence. We hope you will continue to sit with the committee and ask any questions that come to mind. We are very indebted to have your statement not only as a Senator but as a leading member of our National Migratory Bird Conservation Committee.

If there is nothing further from Senator Metcalf, we are very honored in the committee to hear next from Senator Joseph Tydings from Maryland.

Senator, will you come sit with the committee?

STATEMENT OF HON. JOSEPH TYDINGS, U.S. SENATOR FROM THE STATE OF MARYLAND

Senator TYDINGS. I will stay here, Mr. Chairman. Thank you.

Mr. Chairman, Senator Metcalf, I am delighted to have the opportunity to appear before your subcommittee which is considering bills of great importance for the conservation of migratory waterfowl.

I am here to support the testimony of Senator Metcalf and to testify personally regarding two of the bills of which I am cosponsor—S. 322 and S. 1078.

Now, the good Senator has not yet been able to visit the great Susquehanna Flats in the upper part of Chesapeake Bay, but I hope to take Senator Hollings up one day, and I will show him an area where, when I was a little boy, you could look out across the flats and see literally hundreds of thousands of canvasback and redhead ducks. These are the diving ducks.

A diving duck will not nest unless he is immediately in juxtaposition to land. In other words, a great lake is not really an ideal place for a diving duck to nest. They need potholes, marshes, wet lands, estuarine zones to nest, where the hen can nest her eggs and get quickly in and out of the water.

With the development of the Canadian agricultural industry, as so many of the great swamp areas in Manitoba and Saskatchewan and Alberta have been drained, our great diving duck population has been steadily diminishing until today you are lucky if you see, at any given time 5,000 or 10,000 canvasback or redhead ducks on the Susquehanna Flats.

I can remember when, as a boy, with my father, on parts of our farm, we literally had to fight off the ducks with an oar. You don't see that today. Where once we had six or seven duckblinds, we don't even put out a single duckblind anymore.

I think that you are aware that wetlands are the natural breeding ground, and that if these wetlands continue to be destroyed, the extinc-

tion of these great birds will inevitably follow, and this is not idle speculation, Mr. Chairman.

I don't know what duck you consider the king of the ducks in South Carolina, but in Maryland we consider the canvasback the king of the ducks. In the West perhaps it is the black duck; in some areas of the Midwest, the mallard. But certainly all these great species of game birds should be preserved.

With every day that goes by the wetlands in our own country, as well as in Canada, are being drained and filled to provide for industry, housing developments, roads, agriculture, yacht basins, marinas, fishing camps—all sorts of developments which go with modern life.

In 1955 when the Secretary of the Interior began purchasing parts of the remaining wetlands for waterfowl conservation, there were about 22.5 million acres of suitable wetlands that remained. Of these, 10 million acres appeared to be permanently in private ownership.

By 1961 the Department of the Interior had acquired 5 million acres with about 2.5 million remaining for purchase. To make the additional purchase possible, Congress, in the Wetlands Act of 1961, authorized an advance appropriation of up to \$105 million over a 7-year period for the migratory bird conservation fund. That fund was, as you know, established in 1934 by the Migratory Bird Hunting Stamp Act. This \$105 million, plus an anticipated \$35 million income from the sale of duck stamps, was supposed to provide all the funding necessary to complete the wetlands acquisition program. But the purchase program unfortunately, Mr. Chairman, has gone agonizingly slow. And now, with the authorized purchase period expiring next June 30, only 750,000 acres—or approximately one-quarter of the available 2.5 million acres—have actually been purchased.

Even though the acquisition program has gone slowly, I believe time has shown that the program is even more necessary now than when it was first undertaken. Extension of the program is supported by the President, the Secretary of the Interior, and the State conservation agencies throughout the Nation. Senate 1078 will provide the authority necessary to complete the wetlands acquisition program. The House has already passed such a bill this year—H.R. 480. Senate bill 1078 would extend for 8 years the period during which the \$59 million remaining may be appropriated, and it would defer until fiscal year 1977 the date when the advance must be repaid to the Treasury.

In addition to extending the life of the wetlands acquisition program, Congress should provide the machinery to assure that the lands so acquired may not later be unwisely withdrawn from conservation purposes, for once these wetlands—these estuarine zones—are destroyed, they cannot be replaced.

The second bill that I support—S. 322—provides that machinery. It provides that land may not be withdrawn from the national wildlife refuge system without the express approval of the Migratory Bird Conservation Commission, established in 1929 to oversee the acquisition of wetlands. That committee is composed of the Secretaries of the Interior, Commerce and Agriculture, two members of the Senate and two members of the House of Representatives, and representatives of the various States, who are members ex officio for the purpose of considering and voting on all questions relating to the acquisition of land in their own State. Senate 322 also provides that the Migratory Bird

Conservation Fund be paid the fair market value of any refuge land which is sold or transferred for other use.

I have been advised by my staff, Senator, that the Department of the Interior is objecting to Senate 322 on the grounds that it would give the Migratory Bird Conservation Commission authority to regulate disposal of some lands which have nothing to do with migratory waterfowl.

Furthermore, I understand that the Department says that the legislation would be unconstitutional on the ground that it contravenes the separation of powers doctrine by granting the Commission authority over the disposal of surplus property.

Well, I think that is questionable.

Senator METCALF. Senator, would you yield for a moment?

Senator TYDINGS. Certainly.

Senator METCALF. They say that the last refuge of a rascal is patriotism, but the last refuge of a person writing a departmental report is to throw in the nonsense, "Besides, it is unconstitutional."

Senator TYDINGS. I couldn't agree with the Senator more.

Mr. Chairman, in any event, none of us wishes to pass a law which would be unconstitutional. But that argument is dubious.

I am sure, however, if the chairman diligently pursues this, he can work out some arrangement so that the Commission could be consulted before any land which is used for conservation of migratory waterfowl is disposed of. The Commission, after all, must approve all land which is recommended by the Secretary of the Interior for inclusion in the waterfowl refuges. It also fixes prices for which such areas may be purchased or rented. Why not give it a similar function over wetlands that are withdrawn? It is at least as important for purposes of conservation, to keep the wetlands in the refuge system once they are there.

Mr. Chairman, the wetlands acquisition program should be extended and the supervision of it by the Migratory Bird Conservation Commission provided. More than a million and a half acres remain to be acquired. They must be purchased as soon as possible before their prices rise and before they are filled in, drained, or polluted.

Prompt action by the Senate will insure the success of the emergency wetlands acquisition program and assure an adequate supply of waterfowl for the future.

I might say, Mr. Chairman, that I would think that you, coming from South Carolina, would have as great an interest as a Maryland Senator in trying to preserve our migratory waterfowl.

I have been somewhat distressed, since I have been here in the Congress, by the fact that the whole Congress has been so slow to move in this general area. The appropriations have been so meager and so pitiful each year, and each year our duck population has declined. Last year it picked up, but for the 3 prior years the smallest drought in Canada had been a major blow to the eastern flyway, the western flyway—even the Pacific flyway. I am delighted to see that you are showing some interest in this tremendously important area.

Senator HOLLINGS. Senator, we are very indebted to you for your statement.

You were talking about the draining of these wetlands now that years back, as a boy, for example, from your personal observation were crowded with ducks, and now it has diminished materially.

Senator TYDINGS. My specific observation of the Susquehanna Flats refers to that area of the Chesapeake Bay located approximately off the Aberdeen Proving Ground, at Havre de Grace. It is near the source of the bay. The Susquehanna River is the source. It has great beds of wild celery, tea leaf, and other aquatic foods which the diving ducks love to feed on. It always served as a major resting place—a major refueling place—for migratory waterfowl as they flew down the eastern flyway from Canada to Florida, Mexico, Texas, and on down, and it was so noted for years. It was one of the great shooting spots in the world, really—perhaps the greatest for shooting canvasbacks and redheads.

It was so up until 1950 or 1951. This was the first time I noticed a tremendous diminution of waterfowl. I got involved in it in the Maryland Legislature, because I was concerned, and it was then that I became informed of what is happening.

What is happening was that the breeding grounds for the diving duck—which are located in the northern areas of the United States, in the wet lands and marshland areas, and in the southern Canadian Provinces—are gradually being drained and developed. Every time you drain another swamp or drain another pothole, you strike a hard blow at the survival of these great ducks.

You can put a mallard or a black duck or a widgeon—even a teal—in a wildlife preserve in, say, Maryland or New Jersey or South Carolina. With a nesting program, and so forth, you can actually get this variety of the marsh duck to nest and stay pretty much the year round.

But you can't do that with the diving duck. You can't raise a diving duck in anything that remotely resembles captivity or domesticity. They have to nest up in the North—either the northern parts of the United States or in the southern parts of Canada. And, as I indicated, they won't nest unless they are right on the water.

And so, the more swamp you drain, the more wet lands you reduce, the less possibility there is for them to nest. The population of the canvasback and the redhead duck and the swamp duck, although it has picked up the last 2 years somewhat, is just a fraction of what it used to be.

We must take advantage of our opportunity to acquire these wet lands for which this program was originally set up, and we must actually do a little bit more than that, actually try to set up some sort of program to encourage private owners to preserve wet lands. Perhaps the Government could acquire easements or give landowners a tax break in order to keep the land in its native state. Some of the owners are shooting clubs, some of them are conservation groups who could be encouraged to keep land in an estuarine state, a wetland state. I think we have really got to do a little bit more than just what these two bills contemplate.

Senator HOLLINGS. Well, we appreciate your very obviously informed testimony and statements.

For the benefit of Senator Prouty's group here, we have a series of bills to do with migratory fowl, and the wet lands affecting them, and we see the difference of views.

The Senator, of course, testifies they are being drained, these lands, and down in South Carolina they are being flooded, by the different projects down there.

One, for example, our low-country area where the ducks are so abundant—or used to be—they dammed it up. The fresh-water line pulled back and the salt water from the rivers has come in and caused a salinity problem. That is ruining the duck, plus the fact you shoot them in Maryland before they get down to South Carolina, so we have less and less ducks.

We appreciate very much your appearance.

Senator Prouty, do you have any questions?

Senator PROUTY. I have no questions, Mr. Chairman. I appreciate the fact that you recognized the group of 4-H Club members who are here, and particularly to hear the testimony on some of this legislation.

Senator METCALF. Senator Tydings, one of these bills is to increase the duck stamp, to give at least permission to increase it up to \$3. What do you think would be the attitude of your constituents?

Senator TYDINGS. I think they would support it wholeheartedly if they realized that the funds were going to acquire wet lands. I think that the hobby that I spend the most time on in the fall and winter is shooting ducks and geese. I know that primarily the duck and goose hunter in Maryland is a conservationist. Of course, everyone wants to get his bag. But many of them are just as concerned with the propagation of the ducks, with the building up of the duck population as they are actually with their own shooting pleasure. If they realize that this money is going into the wetlands fund to acquire more wet lands, I feel that they will pay the additional \$2 willingly. I am prepared to speak for them.

Senator METCALF. Senator, don't you think that perhaps they would be a little bit more willing to pay the \$3 if they were assured that if the land was taken out of the fund, the fund would at least be reimbursed?

Senator TYDINGS. Absolutely. I think, Senator Hollings, that if you let the Secretary of the Interior get away with being able to withdraw those wet lands from this program without the approval of the Migratory Game Commission, that you are letting every hunter in the United States down.

I think that, as we all know, the present Secretary of the Interior is a conservationist. But we have had Secretaries of the Interior, unfortunately, who were more interested in commercial interests than they were in the conservation or protection of wildlife, who start making contracts for one reason or another. I think it would just be unthinkable to permit the Secretary of the Interior to withdraw wetlands without the approval of the Migratory Waterfowl Commission, without reimbursement for them. That is a breach of trust of the worst type.

Senator HOLLINGS. Senator, we appreciate your views.

We have got the Deputy Assistant Secretary of Interior who is going to testify at this committee, and you are welcome to stay with us and ask any questions.

Senator TYDINGS. I would like to.

Senator HOLLINGS. Have you got any further questions, Senator Metcalf?

Senator METCALF. No.

Senator TYDINGS. All those proxies that I don't have I leave with Senator Metcalf.

Senator HOLLINGS. Thank you very much, Senator Tydings.

On behalf of the committee, I have in hand statements from Senator Clinton P. Anderson and Senator Clifford Hansen who are both vitally interested in these bills before us and a communication from Mr. Charles B. Allen, the president of Ducks Unlimited, a conservation group that has not taken an official position, but as president, Mr. Allen has written and communicated with the committee, and I wish to include this letter and the statements as part of the record at this time. (The documents referred to follow:)

STATEMENT BY HON. CLINTON P. ANDERSON, U.S. SENATOR FROM THE STATE OF NEW MEXICO

Mr. Chairman, I am presenting this statement in support of my bill, S. 1597, which would authorize the Secretary of the Interior to carry out a program of restoration and development of migratory waterfowl habitat in the Middle Rio Grande Valley, New Mexico. This program would also be in furtherance of the purposes of the migratory bird treaties already existent between the United States and the countries of Canada and Mexico.

During the last 25 years, 8,000 acres of former waterfowl habitat have been lost in the Middle Rio Grande area. The lush backwater and swampy overflow areas, which used to provide resting and feeding stations for thousands of birds, have been reduced to small, isolated tracts; tracts virtually ineffective in supporting the numbers of wildlife dependent upon them.

These losses are to a very large extent the by-product of our urban, industrial and farming development. Population increases have resulted in extensive water development projects begun as early as 1947 and 1948 by both Federal and private interests. These projects have conserved water, to be sure, but they have also altered the river channel, the overflows, and the seasonal flows of the Rio Grande to such an extent that vast acres of wildlife have been destroyed.

This type of environmental change has been especially hard on migratory waterfowl, since it is they who must depend on strategically-located rest and feeding areas in their flights toward a more desirable climate. The Middle Rio Grande Valley is just such a strategic area. It is directly in line with the Central Flyway and is nearly 300 miles to the west and more than 100 miles to the east.

Because of this, the national importance of the region was recognized as far back as 1939 with the establishment of the Bosque del Apache National Wildlife Refuge at the lower end of the Middle Rio Grande Conservancy District. This was followed more recently by the establishment of state waterfowl management areas near La Joya, Belen and Bernardo.

Although these projects have been somewhat successful, they are not enough. Two more areas must be developed in order to complete a chain-like sequence that the very nature of waterfowl migration requires.

The New Mexico Department of Game and Fish has already made arrangements for the completion of the additional developments in the areas of Bernardo and Angostura. However, the cost of developing and maintaining these artificial habitats has been unexpectedly high; so high, in fact, that further capital cost investments by the Department appear to be impossible. If the two additional sites are to be completed, the New Mexico Department of Game and Fish is going to need help.

Present estimates reveal that the projects can be put into effective operation if the Federal Government will supply a total of \$427,350 to be used exclusively for physical development purposes. This is a relatively small request when one considers the total amount of money and effort already expended.

The State of New Mexico has already demonstrated its desire to create and maintain an effective program of wildlife habitat rehabilitation. It recognizes the importance of preserving a natural heritage offering both beauty and wildlife-oriented recreation to millions of Americans each year. Were the funds available, the New Mexico Department of Game and Fish would be more than willing to undertake full financial responsibility. But since it cannot, it is now up to the Federal Government to insure that what has already been accomplished is not allowed to go to waste.

Mr. Chairman, I urge that this bill be favorably reported.

STATEMENT OF HON. CLIFFORD HANSEN, U.S. SENATOR FROM THE STATE OF WYOMING

Mr. Chairman, it has traditionally been within the jurisdiction of the states to regulate and charge for the hunting licenses within that state. H.R. 482 imposes an additional fee for migratory waterfowl stamps and raises the stamp fee for migratory birds.

The Department of the Interior has indicated another cut in bag limits from 1966.

State Game and Fish Commissions have been forced to raise the state fees to cover operation and maintenance costs.

If bag limits and season lengths are continuously cut when states are forced to raise their bird stamp fees, I feel that a further increase in federal fees would be injurious at this time.

Also, it is my understanding that no monies which have accrued from the sale of migratory bird stamps have been spent in my State of Wyoming; yet, we have spent well over one million dollars in habitat acquisition and improvement and have paid hundreds of dollars for depredations caused by migratory waterfowl.

I am in agreement with Resolution No. 13 of the International Association of State Game and Fish Commissioners in opposition to an increase in the migratory bird hunting stamp fee, and I submit that resolution for the record:

"Whereas, legislation providing authority to the Secretary of the Interior to increase the Migratory Bird Hunting Stamp fee from its present \$3 to \$5 is being considered by the Congress; and,

"Whereas, the International Association of Game, Fish and Conservation Commissioners favors an increase in the rate of acquisition and development of waterfowl habitat, but not this method; and,

"Whereas, the current \$3 fee for Migratory Bird Hunting Stamps is equal to or greater than the fees charged by many states for small game hunting licenses; and,

"Whereas, hunter license fees have historically been the primary source of revenue for the support of state programs designed to manage all species of small game; and,

"Whereas, any increase in federal fees required of hunters could seriously jeopardize the use of this source of funds to support state conservation programs: Now, therefore, be it

Resolved, That the International Association of Game, Fish and Conservation Commissioners is opposed to any increase in federal hunting fees; and be it further

Resolved, That the Congress be urged to appropriate funds from general revenue to increase the rate of acquisition and development of waterfowl habitat in order to maintain the waterfowl heritage of this Nation which to date has been maintained solely by only those who enjoy the recreation of water-fowling—only one of the many benefits of this wildlife resource."

DUCKS UNLIMITED, INC.,
Baltimore, Md., August 15, 1967.

HON. ERNEST F. HOLLINGS,
Senate Office Building, Washington, D.C.

DEAR SENATOR HOLLINGS: As a result of recent conversation with Eugene duPont, III, Vice President of Ducks Unlimited and, further, in regard to a telephone conversation between one of your staff and Dale E. Whitesell, Executive Vice President of Ducks Unlimited, we wish to present herewith our views concerning S-322, S-1078 and HR-482.

S-322—This bill is designed to amend the Migratory Bird Conservation Act to provide that no land contained in the National Wildlife Refuge System shall be sold, transferred for any other use, or otherwise disposed of without the approval of the Migratory Bird Commission, and for other purposes.

First—I am not familiar with the composition of the Migratory Bird Commission; however, I am certain that the integrity of a wild waterfowl refuge must, to a certain extent, remain inviolate. On the other hand, there are certain lands which are usually included in any acquisition program which are not absolutely necessary to the wildlife refuge per se. For instance, the proposed Assateague National Seashore Park which generally runs from the Ocean City Inlet in Maryland to the Chincoteague Inlet in Virginia is interrupted by the Maryland State Park for a distance of several miles and by the Chincoteague National Wildlife Refuge by a distance of approximately 10 miles. It is my understanding that the Bureau of Sport Fisheries and Wildlife has objected to the use of the beach.

area by the National Seashore Park. To me—this is uncalled for—since the use of the shore area will not interfere with the wildfowl, in my opinion. In addition, it seems to me that the Act creating the Assateague National Seashore Park calls for highway access through both States of Maryland and Virginia.

Second—It appears to me that oftentimes there is a reaction by any agency against another agency's joint use of publicly owned lands. This is recognized as a normal reaction; however, I would feel that in many instances joint use is not only possible but most desirable from every standpoint. It would appear to me that placing the control with the Migratory Bird Commission would mean that the wildlife facilities would be given first and final consideration regardless of the practical or even economic implications.

In view of the above, it would be my feeling that control should remain with the Secretary of the Interior.

S-1078—This bill would amend the Act of October 4, 1961 relating to the acquisition of wetlands for conservation of migratory waterfowl, to extend for an additional eight years the period during which funds may be appropriated under that Act.

First—The continued destruction of waterfowl wintering habitat by man coupled with the ever-increasing urbanization of wintering habitat areas, has been the constant concern of all of us interested in the preservation of the great natural resource of our continental waterfowl.

Second—Ducks Unlimited has been a forerunner in the conservation of our waterfowl and the associated continuation of the heritage of waterfowling for now over three decades. Our prime and only objective is the restoration and maintenance of summer or breeding habitat for waterfowl across Canada where over 80-80% of the waterfowl nest. In this regard, I should like to point out that up until 1965, Ducks Unlimited was the only organization performing work in this important breeding habitat. As our work produces desired results, it is of vital concern that the wintering habitat be maintained at a level which can provide for the waterfowl during their migrations south each year. Our entire effort of waterfowl management is for the people of our Nation—not only hunters but bird watchers and all people.

Based upon our current knowledge of the general situation across the Nation, we wholeheartedly support this bill and urge its passage.

HR-482—This bill is designed to amend the Migratory Bird Hunting Stamp Act of 1934, to increase by \$2.00 the fee for such a stamp.

First—This matter was discussed fully by the Executive Committee of Ducks Unlimited at a recent meeting and, as a result of this discussion, the Committee determined to take no action. It was generally felt that this type of legislation is outside the basic purposes of Ducks Unlimited.

To summarize, Ducks Unlimited's position is as follows:

S-322—Questions whether the authority should be changed.

S-1078—Favors this Bill.

HR-482—No position.

We appreciate the opportunity to express our thoughts to you and, should you have any questions in this regard, please do not hesitate to call upon me.

Respectfully,

CHARLES B. ALLEN, *President.*

Senator HOLLINGS. We will now hear from the Deputy Assistant Secretary, Mr. Clarence F. Pautzke of the Department of the Interior. Mr. Secretary, we are very glad to have you with us.

STATEMENT OF CLARENCE F. PAUTZKE, DEPUTY ASSISTANT SECRETARY FOR FISH AND WILDLIFE AND PARKS, DEPARTMENT OF THE INTERIOR, ACCOMPANIED BY JOHN S. GOTTSCHALK, DIRECTOR, BUREAU OF SPORT FISHERIES AND WILDLIFE; JAMES STEVENSON, CHIEF, OFFICE OF LEGISLATION; NOBLE BUELL, ASSISTANT DIRECTOR, SPORT FISHERIES AND WILDLIFE; GEORGE SPODEN, CHIEF, DIVISION OF REALTY, BUREAU OF SPORT FISHERIES AND WILDLIFE, DEPARTMENT OF THE INTERIOR; AND DAVID B. FINNEGAN, ATTORNEY-ADVISED, OFFICE OF THE SOLICITOR, DEPARTMENT OF THE INTERIOR.

Mr. PAUTZKE. Thank you, Mr. Chairman. And may I have the following Department personnel assist me with this important legislation?

Senator HOLLINGS. By all means.

Mr. PAUTZKE. Mr. Gottschalk, the Director of the Bureau of Sport Fisheries and Wildlife. James Stevenson, Mr. David Finnegan, who just came back from vacation with a broken shoulder, Noble Buell, Assistant Director, and George Spoden.

Senator HOLLINGS. I always like a lawyer who brings his own jury. [Laughter.]

Mr. PAUTZKE. Mr. Chairman, with your permission, could we proceed with the report on Senate bills 1597 and 1612, which would authorize the Secretary of the Interior to carry out a program to restore and develop migratory waterfowl habitat in the Middle Rio Grande Valley, N Mex, and then follow with a statement on H.R. 408, to extend the Wetlands Act and H.R. 482 to increase the duck stamp fee, and Senate 322, a bill to amend the Migratory Bird Conservation Act?

Senator HOLLINGS. You may proceed.

Mr. PAUTZKE. Thank you, sir.

More than 8,000 acres of former waterfowl habitat have been lost in the Middle Rio Grande Valley during the past 25 years as a result of drainage of marshes and channelization of the river. Much of this loss resulted from the Middle Rio Grande project, authorized by the Flood Control Act of June 30, 1948.

In reporting on the proposed Middle Rio Grande project in October 1947, the Fish and Wildlife Service predicted destruction of thousands of acres of waterfowl habitat along the Rio Grande in New Mexico. The need to conserve fish and wildlife affected by the Middle Rio Grande project was recognized by the Secretary of the Interior in his approval of Reclamation Commissioner Michael W. Straus' letter of April 19, 1948, transmitting his report on the project to the Secretary (reproduced in H.Doc. 653, 81st Cong., second sess.).

In his letter, Commissioner Straus stated:

The Fish and Wildlife Service and the Bureau of Reclamation agree that so far as is practicable, the project should be provided with means for maintaining fish and wildlife values at not less than the present-day levels. To this end, all practical and feasible steps should be explored to forestall, restore, or offset the losses indicated above, and such means as are found to be feasible should be carried forward pursuant to provisions of Public Law 732, 79th Congress.

That law was passed in 1946 and was an earlier version of the Fish and Wildlife Coordination Act.

While no follow-through steps were taken by the Federal Government, the New Mexico Department of Game and Fish has been active in acquiring and developing waterfowl habitat in the Middle Rio Grande area to mitigate these losses. To date the New Mexico department has invested approximately \$396,000, in addition to annual operation and maintenance costs of \$63,000, in the acquisition and development of waterfowl habitat in the Middle Rio Grande Valley. However, extensive development work still needs to be done in the Bernardo and Angostura areas to bring about a major restoration of the resources destroyed by the drainage and channelization.

We concur with the estimate in the States' report (cited below) that, with the developments contemplated under this bill, 4.5 million waterfowl use-days will occur on the Bernardo and Angostura areas. Some 11,500 hunter-days annually will be spent on these areas.

The history of the loss of waterfowl habitat, the efforts put forth by the New Mexico Department of Game and Fish to minimize these losses, and plans for further action in this field by the New Mexico Department are spelled out in a special report prepared by that Department in March 1967, and I believe you all have a copy of this report before you. It is entitled "A Special Report on the Wildlife Resources of the Rio Grande Valley, Cochiti to Socorro, New Mex."

The New Mexico Department of Game and Fish has expressed a willingness to assume additional land acquisition and operation of maintenance costs for the contemplated development of the Bernardo and Angostura areas, but it has stated that it is unable to assume additional capital costs of further improvements and facilities needed to make these areas fully productive. These additional capital costs have been estimated to be \$430,000. We consider this to be a reasonable estimate of the capital costs involved. The New Mexico Department of Game and Fish position is based on the limitation of funds available to it for such works and the unfairness to sportsmen in other sections of New Mexico of expending an undue proportion of available State funds on works in the Rio Grande Valley.

The Bureau of Reclamation was the primary agency in the construction of the Middle Rio Grande project and has responsibilities for operation and maintenance. It is in a good position to supervise any development in this area and we, therefore, feel that if this project is authorized, it would be appropriate that funds be budgeted and made available by the Bureau of Reclamation.

The United States has responsibility, under international treaty obligations, for the conservation and development of migratory waterfowl. In recognition of the efforts and expenditures of the State of New Mexico toward the conservation of these resources, its willingness to continue to support such a program, and of the waterfowl benefits which will accrue, we believe Federal support and assistance is fully justified. We support passage of this bill.

And, Mr. Chairman, we have brought a chart showing the project area, and I would like to ask the Director, Mr. Gottschalk, if he will point out the areas involved in the bills and further elucidate on the tremendous value of this area.

Mr. GOTTSCHALK. Thank you, Mr. Pautzke.

Mr. Chairman and members of the committee, this map is a general map of the State of New Mexico, with Albuquerque located cen-

trally in the project area, as described in the testimony by Mr. Pautzke.

The plan under consideration involves the area from Cochiti north of the Angostura unit for which funds would be authorized under this proposed bill, down through the Belen area, to the Bernardo site, and on down to Socorro.

Down below Socorro, and below the lower terminus of the area under consideration, is the Bosque del Apache Refuge, which is a national migratory bird refuge operated by our Bureau.

All of these units together constitute a plan for the preservation and development of the waterfowl resources of the Middle Rio Grande.

If you can picture the Rio Grande as it was centuries ago, before irrigation development took place, you would reconstruct a meandered river with graded channels through islands covered with willows, and many sloughs and oxbow lakes all the way down through the flood plain.

But, as irrigation has developed in New Mexico and other parts of the West, water has been diverted from the river channel, stored and used in irrigated agriculture. Today the Rio Grande River is a highly controlled stream.

The oxbows and the areas that have existed in the past and which have supported in more recent times a great amount of the recreation, primarily for hunting, but good for other things as well, have disappeared. The result is that an opportunity has now come about, through this work that the New Mexico Game and Fish Department has done, to restore the potential for waterfowl in the Middle Rio Grande.

The proposal mostly involves the development of feeding grounds for waterfowl. That is to say, agricultural lands, including both croplands and pasture, on which the ducks and some geese would spend the fall and winter.

There would also be some ponding, particularly in the fall of the year, when pasture fields and croplands would be flooded.

There are already marshes and sloughs in the area which the State is managing there, not generally through this whole section, but in these specific sites. There are ponds where the waterfowl could rest.

So altogether we have a proposal which would go far toward supplying a tremendous amount of recreation at the same time it is serving the conservation motive of providing wintering habitats for waterfowl.

Now, the essential justification I think you have to come to, or at least we do, in this proposal, is that these problems associated with this irrigation project in the middle Rio Grande were recognized 20 years ago. But at that time the conservation awareness of our country hadn't come to the point where it recognized that where wildlife habitat was literally obliterated by an irrigation project, there was responsibility on the part of whoever was developing that project to mitigate the destruction of the wildlife habitat. There were no procedural guidelines on how to accomplish these things.

In more recent years we have developed laws which give clearer authority to do these things and to enhance wildlife resources as well. But at the time this project was authorized and developed there was no such capability.

Now we come, with a revision of the Fish and Wildlife Coordination Act in 1958, with the Federal Water Project Recreation Act, to a time when we are aware of these things and are in a better position to do something about them.

This project that would be authorized by this legislation would rectify an oversight which was made 20 years ago.

We would be glad to answer any questions, Mr. Chairman.

Senator HOLLINGS. Do you have any questions, Senator Metcalf?
Senator METCALF. No, sir.

Senator HOLLINGS. We have no questions at the moment on S. 1612. Does that conclude your testimony?

Mr. PAUTZKE. Yes.

Senator HOLLINGS. I would like at this time on S. 1612 to include a letter from the distinguished Senator from New Mexico, Senator Montoya, whose letter not only includes his statement, but a special report on the wildlife resources of the Rio Grande Valley, Cochiti to Socorro, and "a memorial memorializing the President and Vice President of the United States and the New Mexico delegation to the U.S. Congress to protect and replace waterfowl and game habitat in the Middle Rio Grande Valley in New Mexico."

And the Senator presently is in attendance at the Senate Public Works Committee, and we are glad to enclose this in the record at this time.

(The above-mentioned letter and statement of Senator Joseph M. Montoya follow:)

U.S. SENATE,
Washington, D.C., August 14, 1967.

Hon. E. L. BARTLETT,
Chairman, Subcommittee on Merchant Marine and Fisheries of the Senate Committee on Commerce, U.S. Senate, Washington, D.C.

DEAR SENATOR BARTLETT: I regret very much that hearings of the Senate Public Works Committee which I will be chairing in Oklahoma and New Mexico will not permit me to testify personally before your Subcommittee on August 16, 1967, as you begin consideration of several bills relating to the acquisition of wetlands for wildlife conservation.

As you know, one of the bills which will be before the Subcommittee will be S. 1612, a bill which I introduced on April 24, 1967. This bill would authorize the Secretary of the Interior to carry out a program of restoration and development of migratory waterfowl habitat in the Middle Rio Grande Valley, New Mexico.

Because I will be unable to appear before you personally, I am enclosing a copy of my prepared statement and would appreciate your making this a part of the hearing record.

I am also enclosing (and I ask that these, too, may be made a part of the hearing record) a copy of a March 1967 report prepared by the New Mexico Department of Game and Fish entitled, "A Special Report on the Wildlife Resources of the Rio Grande Valley, Cochiti to Socorro, New Mexico," and a memorial of the Legislature of the State of New Mexico, First Session, 28th Legislature entitled, "A Memorial Memorializing the President and Vice President of the United States and the New Mexico Delegation to the United States Congress to Protect and Replace Waterfowl and Game Habitat in the Middle Rio Grande Valley in New Mexico."

Thank you for your courtesy and consideration and with kind regards, I remain
Sincerely,

JOSEPH M. MONTOYA,
U.S. Senator.

STATEMENT BY SENATOR JOSEPH M. MONTOYA

Mr. Chairman and members of the Committee, I appreciate the opportunity to appear before you in support of S. 1612, a bill which is of vital importance to the people of New Mexico and to this nation.

As you know, this bill which I introduced on April 24, 1967, would authorize the Secretary of Interior to carry out a program of restoration and development of migratory waterfowl habitat in the Middle Rio Grande Valley, New Mexico. This would be accomplished in furtherance of the purposes of the Migratory bird treaties with Canada and Mexico. A sum of \$430,000 would be authorized to be appropriated for this purpose.

Mr. Chairman, as you so well know, the Rio Grande River courses thru the State from north to south. It has, in times past and to some extent presently, been a source of damaging floods. In response to this problem a comprehensive plan of improvement was authorized by the Flood Control Act of 1948. Subsequently new problems developed in this growing heartland of New Mexico, so that new projects were authorized to cope with them. As part of the overall plan, the Bureau of Reclamation has carried out a number of operations designed to assist the agricultural efforts in the Valley. These improvements include irrigation and drainage works, channel rectification and rehabilitation of irrigated areas.

The management of our water resource has thus progressed well, and the people of New Mexico's Middle Rio Grande Valley have been greatly helped by the development.

There still exists, however, one major flaw in the overall project. In managing the resource well for man, the fate of wildlife has been seriously jeopardized. The once abundant marshes rich with food, and the many pools of still water for resting have been nearly eliminated, so that the ability of the Valley to support the massive flights of migratory waterfowl in the Central Flyway is correspondingly reduced.

The appreciation of the restricted ability of the Valley to support migratory waterfowl is not the result of hindsight. Rather the situation which has now developed was accurately forecast by responsible officials at both the State and Federal level at the time the original plans were being formulated. What eventually developed is a situation that I know many of my colleagues from across the country are familiar with, a virtual ignoring by the development agencies of fish and wildlife benefits.

Writing in October, 1947, the Director of Wildlife Restoration for the New Mexico Department of Game, Paul Russell, said: "in the past development of the Rio Grande Valley the direct and indirect values of wildlife have been completely disregarded. Waterfowl that are dependent upon marsh lands were once abundant in this valley which produced untold thousand of ducks and provided essential feeding and resting grounds for the vast flights of ducks and geese on their north and south migrations. Today there are very few areas left suitable for duck nesting and migrating fowl no longer find suitable feeding grounds, instead they find vast non-productive areas that have been drained and are no longer adequate habitat for either waterfowl, fish, or marshland fur bearers. Further development of the Rio Grande Valley without consideration of wildlife will practically finish destroying the local waterfowl values and will be a crippling blow to waterfowl using the Rio Grande flyway from New Mexico through Colorado northward into Canada. This is a point of local, national and international importance that must not be disregarded."

Similarly the State Game Warden wrote at the time, "We feel very strongly that wherever losses can't be avoided that those losses should definitely be made up in some other way, but apparently, the plan that has been agreed upon does not take this phase of the situation into consideration at all. We, therefore, must protest against the destruction of the fish and wildlife habitat in the valley above Elephant Butte unless some very real and extensive replacement of those resources is provided elsewhere in the Rio Grande Basin development."

Despite these warnings, and the contention of Reclamation Commissioner Michael W. Strauss that, "all practical and feasible steps should be explored to forestall, restore, or offset the losses indicated above," the population of waterfowl has declined.

It is difficult to determine the precise cause for the decline of a species which ranges the length or breadth of a continent. There is a complex interaction of many factors involved. One most obvious cause, however, is the loss of habitat. Deprived of an appropriate place to live, the animal can do nothing but migrate or face extinction. The Middle Rio Grande Valley is typical of the national problem of shrinking wildlife habitat.

The Rio Grande between Cochiti, New Mexico and Socorro, New Mexico,—a distance of 130 miles—once had many backwater and swampy overflow areas. The Federal Government, and to some degree non-Federal interests, have altered the river channel, the overflows, and the seasonal flows in the Rio Grande, in the course of water development programs. More than 8,000 acres of former

waterfowl habitat have been lost during the past 25 years. During periods of low flow, some portions of the river channel continue to provide surface-water resting areas and bank-resting space; but feeding areas for waterfowl and hunting areas for the public have greatly diminished.

The remaining habitat is today concentrated to a large degree in the Bosque del Apache National Wildlife Refuge below Socorro and three state waterfowl management areas close to La Joya, Belen, and Bernardo. The State of New Mexico has invested heavily in an effort to protect this habitat.

Acquisition of these state waterfowl areas, which total 5,230 acres, over the past decade and their development has cost the State of New Mexico \$375,000. Additionally, over \$63,000 has been spent for operation and maintenance. This investment in wildlife, coming from State funds and from Federal Wildlife Restoration Act funds, represents the limit of the State's ability to remedy waterfowl habitat loss over the period. It falls short, however, of meeting the needs for habitat restoration resulting to a large degree from Federal water developments in the Valley.

At the 1,600 acre Bernardo site, there is now a commitment on the part of the New Mexico Department of Game and Fish to purchase the land rather than continue to lease it, as is now the case. This will cost an additional \$160,000, which expense will also be borne by the State.

There is a need to complete the development of the area which will cost over \$344,350. Irrigation, using concrete lined ditches and underground pipelines, is the reason for the high cost, but experience has shown that in light of water scarcity and soil types, no other method is feasible.

When developed, the Bernardo area would serve as part of an integrated management complex. Intensive agriculture at Bernardo would provide adequate food for thousands of wintering waterfowl, while the La Joya area five miles to the south would provide about 600 acres of ponded water for resting space. The feasibility of such a management technique has been shown by the patterns that have already developed in the area.

North of Albuquerque there is need for at least one additional habitat area. A 200-acre area, well suited for waterfowl, has been located near the Angostura Diversion Dam. Some 45 acres of tax delinquent land would be purchased by the Department and then the remaining area would be made available by the Conservancy District which now owns it.

Development cost for the Angostura area, once acquired, is estimated at \$83,000. This would cover expenses of leveling, ditching, fencing, pond construction and other related costs.

So the total cost of the Bernardo and Angostura habitat restoration projects is approximately \$430,000. This legislation you are considering today would authorize the Secretary of the Interior to enter into a cooperative program with the State of New Mexico to provide for realization of these projects. Under this program the necessary development could be carried out on the lands acquired by the State. The operation and maintenance costs of any facilities would be borne by the State.

In total, this program affords an opportunity for beneficial cooperative action on the part of both State and Federal Government. Successful completion of the project will engender rewards not only within New Mexico, but throughout the Central Flyway. I urge upon the members of this Committee prompt and favorable action on this measure.

Mr. Chairman, I ask permission to have inserted into the record a March 1967 report prepared by the New Mexico Department of Game and Fish entitled, "A Special Report on the Wildlife Resources of the Rio Grande Valley, Cochiti to Socorro, New Mexico;" and a memorial of the Legislature of the State of New Mexico, First-Session, 28th Legislature entitled, "A Memorial Memorializing the President and Vice President of the United States and the New Mexico Delegation to the United States congress to Protect and Replace Waterfowl and Game Habitat in the Middle Rio Grande Valley in New Mexico."

A SPECIAL REPORT ON THE WILDLIFE RESOURCES OF THE RIO GRANDE VALLEY, COCHITI TO SOCORRO, N. MEX., BY NEW MEXICO DEPARTMENT OF GAME AND FISH

This is a special report on the waterfowl habitat of the Middle Rio Grande Valley, Cochiti to Socorro, New Mexico. It has been prepared under authority of the Fish and Wildlife Coordination Act (48 Stat. 401, as amended; 16 U.S.C. 661 et seq.) in cooperation with the Bureau of Sport Fisheries and Wildlife. Its pur-

pose is to examine the nature and causes of waterfowl habitat losses in the Middle Rio Grande Valley and to suggest means for mitigating such losses.

The Bureau of the Census indicates that the human population in the Middle Valley increased from approximately 64,000 people in 1930 to over 300,000 in 1960, a five-fold increase. The area now carries almost one-third of the total State population.

Coincidental with this increase and related thereto, the Middle Rio Grande Valley has witnessed extensive Federal and private water development, with resulting intensive farming and urban and industrial development. The net result of the changes in land use has been the elimination of much good waterfowl habitat.

A comprehensive plan for the Middle Rio Grande project, a joint endeavor of the Corps of Engineers and the Bureau of Reclamation, was approved by the Flood Control Act of June 30, 1948 (62 Stat. 1175). It was designed to stabilize and improve the economy of the Middle Valley by rehabilitation of the Middle Rio Grande Conservancy District and by controlling sedimentation and flooding.

In the 130-mile reach of the Rio Grande from Cochiti to Socorro considered in this report, the Corps of Engineers was authorized to rehabilitate existing flood-control levees and install levee protective works in the upper 104 miles. Within the same area, the Bureau of Reclamation was authorized to carry out for the Middle Rio Grande Conservancy District such measures as the rehabilitation and extension of the drainage system, rehabilitation of the irrigation system, and rectification of the Rio Grande channel.

In reporting on the proposed Middle Rio Grande project in October 1947, the Fish and Wildlife Service predicted destruction of thousands of acres of waterfowl habitat along the Rio Grande in New Mexico. The Service concluded at the time that there were no apparent means to mitigate the project-caused losses. The need for additional studies to determine means of offsetting such effects, however, was identified in the report. The Fish and Wildlife Service report was reproduced in the "Middle Rio Grande Project," House Document No. 653, 81st Congress, 2nd Session, page 322.

In commenting on the project to Regional Director John C. Gatlin of the U.S. Fish and Wildlife Service, Mr. Elliott S. Barker, State Game Warden of the New Mexico Department of Game and Fish, in his letter of October 10, 1947, protested the destruction of wildlife habitat in the Middle Rio Grande Valley unless some very real and extensive replacement of fish and wildlife resources be provided elsewhere in the Rio Grande basin development. His letter is reproduced in the above House Document, page 338.

The recognition for the need to conserve fish and wildlife affected by the Middle Rio Grande project was recognized by the Secretary of the Interior. In his letter of April 19, 1948, transmitting his report on the Middle Rio Grande project to the Secretary of the Interior, Commissioner Michael W. Strauss stated, in part:

"The Fish and Wildlife Service and the Bureau of Reclamation agree that so far as is practicable, the project should be provided with means for maintaining fish and wildlife values at not less than the present-day levels. To this end, all practical and feasible steps should be explored to forestall, restore, or offset the losses indicated above, and such means as are found to be feasible should be carried forward pursuant to provisions of Public Law 732, Seventy-ninth Congress."

Commissioner Strauss' letter, approved by Secretary J. A. Krug on April 22, 1948, is found on page 6 of the above House Document.

Records of waterfowl populations and use, together with hunting statistics, are historically fragmentary. Yet there is no doubt that such populations have declined. Many competent observers recall the presence of large flocks of birds, with resultant excellent duck and goose hunting along the Middle Rio Grande as recently as 15 years ago. Today, the picture has changed.

Waterfowl are migratory and the causes of their continental decline are complex and broad. One of the more obvious causes of course is the shrinkage of waterfowl habitat and in this respect, the Middle Rio Grande Valley is typical.

The 130 miles of the Rio Grande between Cochiti and Socorro once had many backwater and swampy overflow areas. Water development by the Federal Government and to some degree by non-Federal interests has altered the river channel, the overflows, and the seasonal flows in the Rio Grande. More than 8,000 acres of former waterfowl habitat have been lost during the past 25 years as a result of draining the marshes and channelizing the river, with much of this loss resulting from the Middle Rio Grande project. The remaining habitat today

lies mostly in small, isolated tracts. During periods of low flow, some portions of the river channel continue to provide surface-water resting areas and bank-resting space; but feeding areas for waterfowl and hunting areas for the public have greatly diminished.

An examination of any good map of New Mexico graphically illustrates the geographic significance of this portion of the Rio Grande to migrating waterfowl. No other major river valley carrying live water exists in this vast arid country for nearly 300 miles to the west and more than 100 miles to the east.

The importance of the Middle Rio Grande Valley to the Central Flyway and to waterfowl nationally is further emphasized by the establishment in 1939 of the Bosque del Apache National Wildlife Refuge at the lower end of the Middle Rio Grande Conservancy District, below Socorro, and in more recent years by the establishment of State waterfowl management areas near La Joya, Belen, and Bernardo.

Largely through the development and maintenance of these Federal and State installations, remnants of the large flocks of ducks and geese which once occurred in the Middle Rio Grande Valley have been preserved. Without food and sanctuary afforded such birds by these refuges, the birds would have been unable to maintain themselves in the valley and the losses to waterfowl hunters and to others interested in wildlife-oriented recreation would in all probability have been irremedial.

Noteworthy as these waterfowl areas have been, they are insufficient to provide the migrating birds with needed habitat. Migratory in habit as they are, waterfowl need additional areas in the Middle Rio Grande Valley, to supply the stepping stones, the resting and feeding areas, so sorely needed during migrations.

In efforts to remedy the losses of waterfowl habitat in the Middle Rio Grande Valley, the New Mexico Department of Game and Fish during the past decade has expended its own funds, singly and under the Federal Aid in Wildlife Restoration program, to the greatest degree possible. These efforts have resulted in the acquisition of 3,419 acres of land near La Joya and 211 acres near Belen, and the leasing of about 1,600 acres of land near Bernardo from the Middle Rio Grande Conservancy District.

By 1961, the New Mexico Game and Fish Department had invested approximately \$155,000 in the acquisition and development of waterfowl habitat in the Middle Rio Grande Valley. By July 1965, this amount had risen to \$375,000, in addition to annual operation and maintenance costs of \$63,000. The \$375,000 includes the amount of \$220,000 for the Bernardo area noted below.

The 1,600 acres in the Bernardo area, proven unsuited for profitable agricultural production, were leased with appurtenant water rights by the New Mexico Department of Game and Fish from the Middle Rio Grande Conservancy District for 30 years beginning January 10, 1961. Initial development, costing about \$220,000, has consisted primarily of land leveling, ditching, pond construction, and establishment of wells. The Department of Game and Fish is managing the area and assumes all costs of operation and maintenance. The Department has now committed itself to purchasing this 1,600-acre tract at a cost of \$160,000. This will make a total of \$380,000 invested in Bernardo by the Department. The grand total for the three areas thus comes to \$535,000.

Having taxed itself financially to restore lost waterfowl habitat in the Middle Rio Grande Valley, the New Mexico Department of Game and Fish is not in a position to engage in more capital cost investments in waterfowl areas. To prosecute its program of waterfowl management, it needs help.

To complete the development of Bernardo area as a fully operational waterfowl area will cost an added \$344,350, as itemized in the table below. These costs are substantially higher than were estimated five years ago but experience in the initial development phase has proven that former estimates were low. Irrigation is only feasible with concrete-lined ditches and underground pipelines. Such sophisticated irrigation systems are an absolute necessity to make economical use of the limited water supplies, considering the nature of the soil and other factors. Proper full development is necessary in order to keep future maintenance costs at a reasonable level.

Most of the species of waterfowl sought by hunters along this reach of the Rio Grande are capable of adapting to a changing environment, provided that an adequate food supply is available. Thus, the dewatered backwaters and marshes which once offered feeding and resting areas for ducks and geese along the Middle Rio Grande can be replaced to a large extent by a limited number of ponds for resting and by intensified farming directed toward waterfowl food production.

The development plan of the Bernardo area is designed to complement the plan for management of the La Joya area which is located approximately five miles south of Bernardo. A series of ponds have been constructed at La Joya and an agreement with the Middle Rio Grande Conservancy District and the U.S. Bureau of Reclamation has been entered into by the New Mexico Game and Fish Department which permits the impoundment of approximately 600 acres of water during the period of October 1 to February 1. These ponded areas provide resting water but natural food production is limited.

By farming the Bernardo area intensively, enough food can be produced to feed thousands of waterfowl during the critical wintering period. The complete utilization of this food is possible because of the availability of La Joya's resting water. This interchange of use has already been demonstrated by patterns that have developed with the existing farming at Bernardo and ponding at La Joya. On this basis, the complete development of Bernardo for feeding habitat with limited ponded areas, along with the resting habitat at La Joya would provide accommodations for thousands of waterfowl in this relatively small area that occupied the thousands of acres of natural habitat which have been destroyed.

At least one additional area suitable for mitigation of waterfowl losses is needed along the Rio Grande north of Albuquerque. One such area of about 200 acres lies west of the Rio Grande and north of the Rio Jemez confluence near the Angostura Diversion Dam. These lands, hereinafter referred to as the Angostura area, have existing water rights and are particularly suitable for development as waterfowl habitat.

Most of the Angostura area is owned by the Middle Rio Grande Conservancy District. However, five privately owned separate parcels of tax-delinquent land totaling about 45 acres are also included in the area. The District has expressed willingness to negotiate the purchase of the tax-delinquent lands. The total area then would be made available with appurtenant water rights to the New Mexico Department of Game and Fish as a wildlife management area.

A tentative estimate of the development cost for the Angostura area is \$83,000. This amount would be needed for land leveling, ditch construction, fencing, pond construction, establishment of a well and pump. If funds were available, the physical development of the area for wildlife management would be undertaken by the New Mexico Department of Game and Fish. The Department is willing to accept and undertake the annual operation, maintenance, and management responsibilities for the area. This development would result in a series of ponds in an area where none exist at the present time.

A recent economic survey by the New Mexico Department of Game and Fish demonstrates that more than \$500,000 is spent annually in New Mexico for waterfowl hunting, mostly in the Middle Rio Grande Valley. With waterfowl developments initiated by the New Mexico Department of Game and Fish and by the initial development proposals for the Bernardo and Angostura areas, the regional economy would further be benefited. These benefits would result from operation and maintenance by the Department of Game and Fish of more than 4,800 acres dedicated to waterfowl management. The cost of operating and maintaining the 2,000 acres involved in the Bernardo and Angostura areas alone would amount to \$60,000 annually. Additionally, on completion of development and establishment of full operation of these two proposed waterfowl areas, the Middle Rio Grande Conservancy District would receive approximately \$12,000 annually from assessment payments made by the New Mexico Department of Game and Fish for 2,000 acres of developed land. The expenditures by the New Mexico Department of Game and Fish would amount to about \$100,000 a year. It is apparent that in addition to restoring waterfowl habitat, the expenditures outlined herein would continue to assist the local economies in New Mexico.

Other migratory birds including mourning doves and sandhill cranes, and resident game such as pheasants, also would benefit from the developed waterfowl areas. The losses assigned to the Middle Rio Grande project in the 1947 report of the Fish and Wildlife Service would be reduced appreciably.

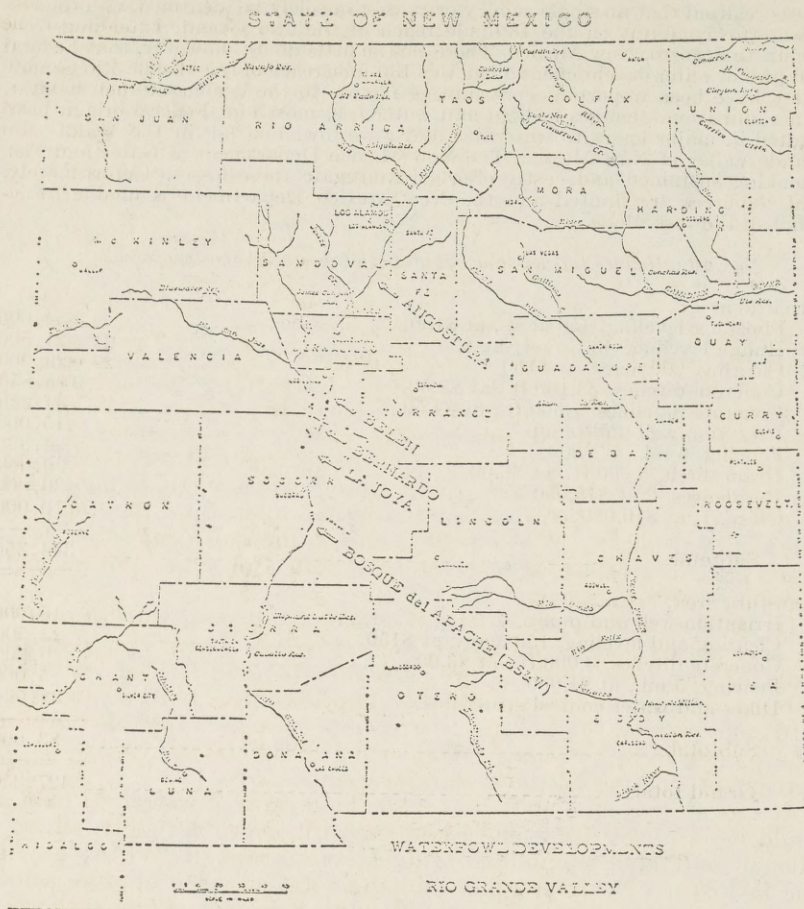
The Bernardo and Angostura areas would be developed as waterfowl sanctuaries with some hunting permitted when not in conflict with their primary purposes. Management would consist primarily of production of crops for waterfowl food, flooding of these crops in the fall to make them available to ducks, geese, and cranes, and development of permanent ponds as resting areas for waterfowl. It is estimated that 4.5 million waterfowl use-days annually would occur on the Bernardo and Angostura areas.

It is realized that no single agency or cause can solely be identified with the loss of waterfowl habitat on the 130-mile reach of the Rio Grande extending from Cochiti to Socorro, New Mexico. There can be little doubt, however, that Federal activities in water development along this 130-mile reach of the Middle Rio Grande Valley have been important contributing factors to the decline of such habitat.

In summation, changes in land and water use, mostly of Federal origin, have resulted in major losses to waterfowl and waterfowl hunting in the Middle Rio Grande Valley of New Mexico. The New Mexico Department of Game and Fish is making sustained and costly efforts to mitigate these losses. Unfortunately, local resources are limited and the New Mexico Department is unable to accomplish the task alone.

Cost estimates for development of Bernardo and Angostura areas

<i>Area</i>	<i>Cost</i>
Bernardo area:	
Finishing leveling, 450 acres, at \$100-----	\$54,000
Rough leveling, 430 acres, at \$50-----	21,500
Clearing, 290 acres, at \$100-----	29,000
Concrete ditches, 33,100 ft., at \$3.50-----	115,850
Concrete pipelines, 7,600 ft., at \$4.50-----	34,200
Irrigation well and pump-----	15,000
Fencing, 6 mi., at \$800-----	4,800
Drain ditch, 5,000 ft., at \$6.00-----	30,000
Residences, 2 at \$15,000-----	30,000
Office, 1, at \$10,000-----	10,000
Subtotal-----	344,350
Angostura area:	
Irrigation well and pump-----	15,000
Clearing and leveling, 150 acres, at \$150-----	22,500
Concrete ditches, 3,000 ft., at \$3.00-----	9,000
Fencing, 5 mi., at \$1,000-----	5,000
Dikes and water control structures-----	31,500
Subtotal-----	83,000
Grand total-----	427,350



A MEMORIAL MEMORIALIZING THE PRESIDENT AND VICE PRESIDENT OF THE UNITED STATES AND THE NEW MEXICO DELEGATION TO THE U.S. CONGRESS TO PROTECT AND REPLACE WATERFOWL AND GAME HABITAT IN THE MIDDLE RIO GRANDE VALLEY IN NEW MEXICO

Whereas the middle Rio Grande valley between the Cochiti diversion dam and Socorro, New Mexico, has suffered an extremely significant loss of waterfowl and wildlife habitat which exceeds eight thousand acres and which loss is due in major part to federal water development projects in the one hundred mile area;

Whereas the area was a wintering area of great significance to waterfowl, and the losses of habitat therein, as an important section of the central flyway, influence the welfare of waterfowl nationally;

Whereas the state of New Mexico has taken all possible measures, under the circumstances, to mitigate the losses to the wildlife and waterfowl nationally;

Whereas there exists an immediate necessity to further mitigate the losses;

Whereas, implementation of such mitigation would be of significant economic benefit to the people of this state, as well as to the national welfare as is indicated by a special report on fish and wildlife resources of the Rio Grande valley by the United States bureau of sport fisheries and wildlife and the New Mexico department of game and fish: Now, therefore, be it

Resolved by the Senate of the State of New Mexico, That the president and vice president of the United States and the New Mexico delegation to the United States congress are petitioned to instigate the immediate, necessary action to

cause the congress of the United States to enact legislation appropriating four hundred twenty-seven thousand, three hundred fifty dollars (427,350) to the proper state or federal agency to be applied to the mitigation of the loss of waterfowl and wildlife habitat in the middle Rio Grande valley between the Cochiti diversion dam and Socorro, New Mexico, in accord with the recommendations of the United States bureau of sport fisheries and wildlife and the New Mexico department of game and fish; be it further

Resolved, That copies of this memorial be sent to the president and vice president of the United States and the New Mexico delegation to the United States congress.

Signed and Sealed at The Capitol, in the City of Santa Fe.

[SEAL]

R. C. (IKE) MORGAN,
President Pro Tempore, Senate.
JUANITA PINO,
Chief Clerk, Senate.

Senator HOLLINGS. You may proceed.

Mr. PAUTZKE. Thank you, Mr. Chairman.

Mr. Chairman and Senator Metcalf, I welcome this opportunity to appear before your committee on these new three types of bills here, H.R. 480, H.R. 482, and S. 322.

First I want to give our views on broad, general legislation that will greatly affect the future of our waterfowl resource, namely H.R. 480, which passed the House of Representatives June 19, 1967, and the identical bill, S. 1078. I believe this is the most important legislation in our area to come before the 90th Congress. We strongly favor its early enactment.

In 1961, Congress passed the Wetlands Loan Act, which initiated an accelerated land acquisition program over a 7-year period beginning in fiscal year 1962, to preserve valuable and needed waterfowl habitat. It authorized an advance appropriation to the migratory bird conservation fund of not to exceed \$105 million for this purpose. The money is to be repaid commencing in fiscal year 1969, with 75 percent of the annual duck stamp receipts.

It was estimated in 1961 that 2.5 million acres of waterfowl habitat could be acquired in fee and easement with the \$105 million advance plus an estimated \$35 million of duck stamp receipts. We are now in the last year of this program and the total advance appropriations amount to \$46 million or approximately 44 percent of the authorization.

We estimated that with this amount, plus an estimated \$31.5 million of duck stamp receipts, a total of 1.1 million acres would be acquired within the 7-year period. This would be 44 percent of the 2.5 million-acre goal for the accelerated program.

Completion of the accelerated program is even more urgent now than it was in 1961. The remaining acreage of waterfowl habitat continues to shrink as our population grows and our economic progress increases the pressure to convert wetlands to other uses. This program did not get underway as rapidly as originally intended. I feel that we are now making good progress and we are in a position to obligate as much as \$15 million a year for the acquisition of waterfowl habitat.

Additional time is needed. If we were forced to commence repayment in 1969, much habitat would be forever lost before significant funds for resuming an acquisition program would again be available from duck stamp receipts.

H.R. 480 extends provisions of the Wetlands Loan Act for an additional 8 years. It also repeals the provision now in the 1961 act which prohibits the acquisition of land in a State by the Secretary with

moneys from the migratory bird conservation fund until the Governor or appropriate State agency approves the acquisition. We believe the new revenue-sharing legislation enacted by the Congress in 1964 substantially eliminates the need for the "veto" provision of the 1961 act. State enabling legislation would still be required under the Migratory Bird Conservation Act.

In our acquisition program, we will continue to capitalize on opportunities to establish refuges at Federal reservoir projects on lands acquired with water-project funds.

We are encouraged that Canada has now launched a substantial program to preserve waterfowl breeding habitat. Their present stated objective is to secure for waterfowl use 4 million acres of depressions in the waterfowl breeding areas. This is in addition to the purchase of areas of major value to waterfowl as concentration and stopover areas on migration. We must continue to do our part. Unfortunately, it appears that because of increasing land prices we are not going to reach the projected acreage goals even with all of the authorized advance. Our current projection indicates that we will acquire only about 2.28 million acres by the end of the accelerated program if it is extended.

Our report of May 12, 1967, to your committee on S. 1078, the companion to H.R. 480, urged enactment in the form of a substitute bill which, among other things, included a mandatory increase in the price of the duck stamp to \$5 (as contained in the original bill H.R. 482) and, for the first time, required a Federal permit for the taking of migratory birds other than waterfowl. The original bill, H.R. 482, provided for a \$2 Federal stamp to hunt such birds as doves, woodcock, and snipe and would have allowed use of net proceeds only for acquisition of habitat. Our substitute bill called for a \$1 Federal permit and use of the net proceeds in research, surveys, and acquisition and development of habitat.

H.R. 482 as passed by the House June 19, 1967, provides only for increases in duck stamp fee above \$3 and up to \$5, in the discretion of the Secretary of the Interior after taking into consideration, among other matters, the increased cost of lands needed to conserve migratory birds.

As pointed out in our report of July 19, 1967, on H.R. 480 and H.R. 482, we continue to recommend the enactment of that draft bill as a substitute for S. 1078, and for H.R. 480 and H.R. 482.

In particular, we firmly believe that the extension of the \$105 million advance authorization should be coupled with the increase in duck stamp price. Both proposals will enable the Department to purchase needed wetlands at an accelerated pace. They will provide a significant assist to the Nation's waterfowl program. We urge the enactment of these proposals in this session of the 90th Congress.

Personally, I cannot stress unduly the urgency of timely passage of legislation reinforcing the accelerated wetlands program. Land acquisition is a program that requires lead time for planning, staffing, public acceptance, and negotiations. We have not stressed condemnation for fear that opposition might endanger the whole habitat preservation program. We have reserved this action for urgent or cleanup cases and have stressed a negotiation approach which we feel is generally fairer to the landowner and more efficient for the Government.

In summary, we have built an effective acquisition program. Should it be allowed to falter for lack of funds we will lose the advantage of

the momentum that has been generated. The loss of time with its unavoidable destruction of habitat would be a serious blow to the national effort to preserve the North American waterfowl resource.

With respect to the proposed increase in the cost of the duck stamp, we believe that the sportsmen of America will accept any necessary increase in the duck stamp fee as their share in guaranteeing a minimum of habitat to maintain the waterfowl resource. They have supported the duck stamp approach in the past, and we believe that the majority of sportsmen will support whatever price increase is needed to keep the wetlands acquisition program going.

We estimate that an increase in price to \$5 will furnish an additional \$16 million for acquisition in the 8-year period. This added money would buy an estimated additional 90,000 acres which would bring us closer to the goal. Furthermore, the repayment period would be shortened.

The other general bill under consideration, S. 322, is designed (1), to provide more money for the acquisition of habitat for migratory birds and (2) to discourage the transfer of lands within the national wildlife refuge system, particularly for road purposes. Our Department's report of May 26, 1967, to your committee recommends against enactment of S. 322.

Although we need more money for the acquisition of waterfowl habitat, we believe this can best be accomplished by extending the \$105 million wetlands advance appropriation authorization for an additional 8 years as provided in H.R. 480 and by increasing the "duck stamp" fee from \$3 to \$5 as provided in our Department's draft substitute bill.

S. 322 prohibits the sale, transfer, or other disposition of any land within the national wildlife refuge system for any nonwildlife use without the payment of fair market value by the Secretary of the Interior to the migratory bird conservation fund.

The national wildlife refuge system is a complex of land units. It is composed of both public domain and acquired lands obtained under a variety of authorities. Frequently the refuge purpose is secondary to the primary administration of another Federal agency. Often this admixture is present on a single refuge. Approximately 85 percent of the lands within the system is reserved from the public domain and about 12 percent is acquired land. About 3 percent of the system is non-Federal land administered under agreement, easement, or lease. Less than 5 percent of the land in the system was approved by the Migratory Bird Conservation Commission. About 4 percent was acquired with duck stamp funds.

Since the environment of individual refuges is not static and the needs of the specific wildlife populations they serve change, there are instances where refuges or portions of refuges no longer serve their intended purposes. In such instances we take appropriate action, as follows: Lands reserved from the public domain are returned to the public domain or to the Federal agency having primary control. In such cases, obviously, there is no transfer of funds as these lands remain Federal property. The general authority for the disposal of acquired lands that are unneeded for the wildlife program is under the Federal Property and Administrative Services Act of 1949. These lands are first offered to other Federal agencies and then to the State or local governmental agencies under specific acts. Sometimes such

lands may be conveyed to a State for continued fish and wildlife purposes under a 1948 act (16 U.S.C. 667b). If surplus lands are not utilized by such agencies they are sold by the General Services Administration and the proceeds are covered into the Land and Water Conservation Fund in accordance with the act of September 3, 1964, establishing that fund.

In the last 10 years there have been relatively few cases of the disposal of wildlife refuge lands, that is, sale or other conveyance out of the United States. Actually the total was just over 200 acres. Of these lands, less than 15 acres was acquired under the Migratory Bird Conservation Act. The value of these 200 plus acres was about \$75,000.

Even though the amount of money involved would be relatively insignificant, we are opposed to any legislation which would reduce the potential source of revenues to the land and water conservation fund.

There now exists a gap between estimated revenues and estimated needs, including the needs for (1) refuges to serve the endangered species program and, (2) for recreation sites to divert intense recreational use to protect existing refuges. Acquisition of lands for such purposes has been authorized in several acts sponsored by your committee. Our position is that once lands become surplus to any program, they have fulfilled the purpose of the appropriation or of special user fees such as the duck stamp.

There have been transfers of administration of refuge land to other Federal agencies and to States whereby the lands are managed for wildlife purposes. Management by the States in conjunction with their own programs can provide economies with essentially the same wildlife benefits.

S. 322 also requires a payment into the migratory bird conservation fund by the Secretary of the Interior of the fair market value of road rights-of-way across the refuge system.

We are sympathetic with an requirement that would tend to discourage applications for road rights-of-way across the refuge system. We understand this is the primary intention of S. 322. We also are in agreement that the users of such lands should provide mitigation. We assume the payment is intended to represent a form of mitigation to enable purchase of replacement land.

However, in the case of road rights-of-way, we believe that the payment by the recipient of the fair market value is not an effective deterrent. The value of the land involved generally represents a minor part of the total cost of construction of a highway, and it is our experience that most States would be glad to pay for the land. Usually a large percentage of the cost would be defrayed from Federal funds. The payment, with its implication of mitigation, would tend to relieve such highway departments of any moral obligation inherent in the use of these special-purpose lands. In many cases the market value of the lands does not represent a fair mitigation of reimbursement.

In some cases the lands to be utilized are irreplaceable or replaceable only at much greater cost. In some cases the highway can destroy the effectiveness of a much larger acreage. The payment tends to reduce the argument about these lands to the common denominator of the dollar as opposed to the intrinsic worth of the land to the wildlife program.

Our records indicate that the value of the lands across which highway rights-of-way and material sites have been permitted in the last 10 years is about \$400,000.

Considering the total size of the refuge system, I am pleased to report to you that we have been able to keep the intrusion of highways to a relatively small acreage. New highways have involved about 1,900 acres. Of this, about 1,000 acres was on the large Charles Sheldon and Bosque del Apache units involving long expanses of desert or brush land. Another 415 acres, for an interstate highway, was on the Crab Orchard Refuge, Ill. That refuge was transferred to our Department under an act of Congress that recognized the industrial and relatively urban nature of the property. An additional 2,900 acres was involved in material sites, most of which return to full wildlife use after completion of construction. Again, 2,160 acres of this was relatively unproductive desert land at the Desert National Wildlife Range in that portion no longer a part of the unit.

The improvement of existing highways involved another 1,600 acres, but the impact of this construction is minimal since, in general, it involves only the widening of existing highways. The total involvement with highways for the 10-year period represents less than two one-hundredths of 1 percent of lands in the refuge system.

I would like to point out that we have made strenuous efforts to work with highway departments to have highways rerouted to avoid refuges or to follow the least damaging route. We have also tried to require design modifications to minimize damages. In fact, in some cases, the net effect may have been beneficial to the refuge by providing dikes and water control structures for better water management or access for patrol.

We believe that adequate authority now exists to control the intrusion of highways under our refuges. Section 4(d) of the Endangered Species Preservation Act, which was sponsored by your committee, provides that the Secretary of the Interior may permit the use of refuge lands or grant easements for roads and other purposes, only if he determines that such uses are compatible with the purposes for which these areas were established.

We believe that this requirement provides an adequate and valuable guideline for determining whether valuable wildlife lands may be made available for other uses.

S. 322 would require approval of the Migratory Bird Conservation Commission prior to disposal of any land or interest in land in the national wildlife refuge system. This requirement would limit the exercise of the Secretary's present authority, including exchange authority. If we are to carry out a sound program of conservation within the guidelines that have been provided by various acts of Congress, we should have the flexibility to adjust land holdings to meet changing conditions.

Also, we believe this proposal contravenes the separation of powers doctrine. The Constitution specifically grants to the executive branch the power to execute all laws including those relating to the disposal of property. Congress has the authority to provide for the disposal of real property. This is a power of the whole Congress, however, and does not extend to individual members, committees, or even one House. If it chose, it could legislate specific authorization for each property by separate acts. We believe, however, that such an approach

would be unduly burdensome to the Congress and impracticable. Congress has recognized this fact by enacting the general surplus property laws and the Endangered Species Preservation Act.

We believe the record will show that the Secretary of the Interior over the years has adequately protected the refuge system against unnecessary intrusion in accordance with the intent of the Congress and the best interests of conservation.

Thank you very much, Mr. Chairman.

Senator HOLLINGS. Thank you, Mr. Secretary.

Senator, do you have any questions?

Senator METCALF. I certainly appreciate your testimony.

As I understand it, on H.R. 480 and H.R. 482, you would recommend a combination into one bill?

Mr. PAUTZKE. That is right.

Senator METCALF. But in the form in which those two bills have passed the House, do you agree with the amendments that were added in the House?

Mr. PAUTZKE. Yes, sir.

Senator METCALF. So that if this committee, with Senator Hollings as chairman, were to pass the two House-passed bills, that would be in agreement with the policy of the Secretary of the Interior.

Mr. PAUTZKE. Yes. This would consummate our action here.

Senator METCALF. I am certainly in accord with you, that those two pieces of legislation are vitally important and significant.

Now, let's go into some of your other testimony. You read a statement identical to one that was read by Dr. Stanley A. Cain in his testimony before the House committee. Who wrote that statement?

Mr. PAUTZKE. This statement was developed in the Department, Senator Metcalf.

Senator METCALF. I have said this before, and I am going to say it again, that I am certainly one of the chief proponents of the program for summer interns, but I do resent turning over an important policy statement to a high school intern and requiring Mr. Pautzke to come up here with it—and I have the utmost sympathy for you to have to come up and read such nonsense as you presented to this committee today.

Now, let's take your last statement.

Mr. PAUTZKE. Mr. Chairman, my information is that was not, that statement was not written by a high school intern.

Senator METCALF. Well, if it was written by anyone above the standard of a high school intern, that person is inept and incompetent.

You say, "We believe that the record will show that the Secretary of the Interior over the years has adequately protected the refuge system against unnecessary intrusion in accordance with the intent of the Congress and the best interests of conservation."

Now, you know that isn't true. The Secretary of the Interior, with whom I served as a Member of the House of Representatives, knows it isn't true. And if you have to read such a statement like this, that you know isn't true, I just have the utmost sympathy for you.

Now, I can recall when Secretary Udall and I were members of the House of Representatives we stood shoulder to shoulder on the House floor and we asked, "What is happening to your duck stamp money,

Mr. Duck Hunter?" And we said, "Instead of being used for acquiring refuges, it is being used for administration."

Stewart Udall knows that. I know it. And we know that the man who was then Secretary of the Interior failed the trust that the duck hunters of America had given him. Isn't that true?

Mr. PAUTZKE. I would defer my answer to Mr. Gottschalk, the director of—

Mr. GOTTSCHALK. I would like to suggest, Mr. Chairman, if I may—

Senator HOLLINGS. Yes, Mr. Gottschalk.

Mr. GOTTSCHALK. In response to Senator Metcalf's last comment, that the two issues, as I see the situation, are distinct. What you say is perfectly true with respect to the fact that over the years there developed a practice whereby increasingly larger amounts of the receipts from the sale of duck stamps were used in the administration of the Migratory Bird Conservation Act, aside from the acquisition of land.

Senator METCALF. Instead of.

Mr. GOTTSCHALK. Instead, that is correct. So this got to be such a problem that—

Senator METCALF. And it wasn't until Congress called a halt to that sort of thing that the man who was Secretary of the Interior, did anything about it?

Mr. GOTTSCHALK. That is correct. Now, the distinction I want to make, however, is that that is one aspect, the utilization of duck stamp money for administration. But what we are talking about here is the disposition of lands which have come into the refuge system one way or the other. I cannot speak for the total record.

Senator METCALF. Well, you are speaking.

Mr. GOTTSCHALK. But I can speak for the record of the last 10 years, and I don't believe that the record shows that the Secretary of the Interior has been anything other than exemplary in his dedication to the preservation of the wildlife refuge system.

Now, I must confess that my memory becomes perhaps a little less specific as you get back into time. And the Senator well remembers, undoubtedly, the great battle over the Wichita Game Range in Oklahoma which was about to be gobbled up by the military at Fort Sill. And he well remembers other similar fights where conservationists had to tackle some very difficult opponents in protecting the Wildlife Refuge System.

But I believe that we have come to the point now, particularly with the language which was put into the endangered species bill, which makes this obligatory for the Secretary to consider the purposes for which the land was acquired before he approves any kind of disposals, that now we are in a situation where we can say that we are exercising prudent stewardship of the wildlife refuge estate.

Senator METCALF. Of course, as you know, the very high regard I have for the present Secretary of the Interior. I regard him as a friend, and I regard him as an outstanding public servant, but there have been Secretaries of the Interior in my memory that I wouldn't entrust with the public lands as far as I can kick a steamroller. And there may be some again.

That Secretary is no longer in office. I have cited an instance to you, and can cite others, of times when Congress had to come to the rescue of conservationists all over America and save them their valued resources. I don't see this reasoning you have, that if we pay for this land that it will be easier to take it out for highway purposes than if we don't pay for it. Isn't that a rather tortured sort of a conclusion?

Mr. GOTTSCHALK. If I may continue——

Mr. PAUTZKE. Yes.

Senator METCALF. Anybody can answer this.

Senator HOLLINGS. Yes, Mr. Gottschalk. I wanted to make certain we had him for the record. Go ahead, Mr. Gottschalk.

Mr. GOTTSCHALK. I would rather not think it's a tortured conclusion, because I must confess I am the author of it.

Senator HOLLINGS. You are not a high school student.

Mr. GOTTSCHALK. I don't think I qualify any longer. Although I hope that I am still learning every day.

Senator METCALF. You are not a summer intern.

Mr. GOTTSCHALK. No. I have had a number of situations in my brief tenure in this job that I am in at the present time, where the proposition was advanced that an organization which was interested in utilizing a piece of the National Wildlife Refuge system was perfectly willing to pay us the fair market value for the land. The point being that if they were able to pay us for the land, then we could have no objection.

We could have no objection, since they were going to give us fair market value. Why could we complain?

Senator METCALF. Mr. Gottschalk, if that is the kind of attitude you are going to have down there at the Department, then we do need some protection from that attitude, because if you feel that, as you say in this rather tortured phraseology of yours, that payment will help mitigate this thing, an immoral act, then somebody is doing something wrong down there.

Mr. GOTTSCHALK. Well, sir, I hope that I am making just exactly the opposite point. As far as we are concerned, the thing that is significant is the objective for which the area was set aside in the initial decision made by the Migratory Bird Conservation Commission. And I would rather fight these battles on the basis of principle, the principle that we need these wildlands set aside, and that there is a value implicit in them that goes far beyond that money.

Senator METCALF. When you lose the battle on principle——

Mr. GOTTSCHALK. I beg you pardon.

Senator METCALF. I am certainly in accord with you, as you know, that we should have these lands set aside as the accession in perpetuity for the uses for which the Migratory Bird Conservation Commission was created.

And, of course, I also recognize the suggestion that you made, that we do live in a very changing society, and sometimes it's necessary to take some of this land out of the refuge system. But when you lose this battle for a highway, when you lose the battle up in New York to put an interstate highway through, then what's wrong with being compensated for it?

Mr. GOTTSCHALK. Then we come to an entirely different facet of the argument, if I may term it that. And I would like to say, Mr.

Chairman, that I find it very difficult to be debating this point with such a great friend of the conservationists, the Senator from Montana. I don't know what we would do without him. I know he is our friend, and I hate to be put in the position of the adversary even in this court today.

But in that case, Senator, we come to the point where the provisions for the disposal of land that are on the statute books take effect, and any moneys that are derived from the sale of excess lands go into the land and water conservation fund. I think we are considering a precedent that we should look at very carefully. If we are willing to take even the small amount of money that we would get from the small acreage that would be disposed of, or that is disposed of, and permit it to be removed from the land and water conservation fund, I think it sets a congressional precedent, and many other special interests are going to be watching. You will be faced, and the Congress will be faced, with the need of defending itself against the charge that there is a precedent. Why shouldn't everybody else exclude their particular kinds of lands from the provisions of the land and water conservation fund?

And we need every dollar, as you well know, in that fund that we can possibly get. And that is the reason for our thinking there.

Senator METCALF. There is a difference, however, isn't there, in that this is a special type of fund from a special type of individual? That is, at least a quasi-trust fund contributed by the duck hunters, who sponsored this legislation initially and have acquiesced in these constant increases.

Now, surplus land for a military base, and surplus land for a Federal agency acquired just out of general appropriations is one thing. But I can recall when we were going to reduce some excise taxes and a great hue and cry came up from the duck hunters of America, who said, "No, you have got to leave those taxes on for guns," because we want that. That is the Johnson-Pitman-Robinson Act.

And so, while we reduced other excise taxes, these people are willing to tax themselves, willing to put aside this special money (and we are going to now ask them to put aside some additional money); and I think that testimony will develop here by representatives of these great organizations that, in view of the need for acquisition of additional lands, there will need to be this contribution.

But it's a trust fund. It's not analogous to some of these other things. So no precedent is being set.

Mr. GOTTSCHALK. I have to agree that it is a special trust fund. But I fear the possibility of someone interpreting the action as a precedent.

Senator METCALF. You make some persuasive arguments in pointing out that a good deal of the land in the refuge system does not come from required duck stamps. It either was turned in by the Corps of Engineers when they built a dam, or it came from the public domain, and so forth. Would you feel any different about the bill if it were amended to say that acquired land would have to be compensated for?

Mr. GOTTSCHALK. I am afraid I would have to say I would not feel any different, Senator. I can't convince myself that the legislation is necessary.

Senator METCALF. Yesterday you made a very forceful and eloquent presentation of the proposed refuges and the National—what is it?

Mr. GOTTSCHALK. The Nature Conservancy.

Senator METCALF. And they gave \$200,000 that will be the payment. Now, when that goes into the refuge system, of course the acquisition of that is completely at the mercy of the Secretary.

Now, suppose that were not off the coast of Florida but in the heartland of the United States, and they wanted to build a highway through it. Not only would the land be taken, but compensation would not be returned to sportsmen and conservationists all over America.

Mr. GOTTSCHALK. Assuming that permission were granted for the highway, what you outlined is exactly correct.

Senator METCALF. So we would lose the battle of principle and we would also lose the grant.

Mr. GOTTSCHALK. The money.

Senator METCALF. I have already expressed myself, Mr. Chairman, in my statement that this is unconstitutional. And you heard me say that I—you are not guilty of that, Mr. Gottschalk—

[Laughter.]

Senator METCALF. I just concur with the former U.S. district attorney.

Senator HOLLINGS. It is amusing to have these departmental officials soundlike southern school officials on "unconstitutional"—

[Laughter.]

Senator HOLLINGS. I don't have the same amount of success.

Senator METCALF. I think it probably was taken out of some of the early hearings that Georgia school board used to make before the Federal agency.

Senator HOLLINGS. Senator, if you will yield for a minute, I would like Mr. Gottschalk to state briefly why you think the Senate bill 322 is unnecessary.

Mr. GOTTSCHALK. The record shows, Mr. Chairman, that in the past 10 years, for example, only 208 acres of land in the refuge system that have been acquired by purchase have been disposed of. That is, completely divested from the system and removed from Federal ownership.

Now, that isn't the whole story. During that same 10-year period, we did transfer 66,600 acres of jurisdiction to other agencies. Of that 66,600, 65,712 acres were in the so-called "Between-the-Lakes" area, which was transferred from the Department to the TVA.

But in return, in that case, we acquired an amount of land which was considered to be equivalent in terms of waterfowl-carrying capacity, and indeed many people think that the Cross Creeks Refuge, which was the principal area involved in that swap of land, was a better area, so that in the long run perhaps we came out better on that exchange.

Now, as was indicated, a large amount of the total area of the national wildlife refuge system, which is something like 28½ million acres in the 50 States, is in public lands. And of that amount, 1,171,000 acres of public lands have been returned to the Bureau of Land Management or other administering agencies within the Federal Government for administration.

That sounds like a tremendous amount. Most of it, however, is involved in areas which had little or no capability for wildlife conservation purposes. And at the time the original withdrawals were made, they were made with such a sweeping concept that much land was acquired which later was determined to have little value.

For example, of the 1,171,000 acres, 615,000 are in the Desert Game Range in Nevada—this was an area of more than a million and a half acres—leaving us with roughly a million acres in the Desert Game Range.

When I reviewed this proposed disposal with Dr. Gabrielson, the esteemed conservationist and head of the Wildlife Management Institute and the man who was formerly the chief of the Fish and Wildlife Service, he told me, "Well, you are really not losing anything by that disposition, because it should never had been included in the Desert Game Range in the first place."

We have returned to the public domain 327,000 acres at Kenai in Alaska. This is an area which at one time had in excess of 2 million acres. We now have about 1,700,000 acres at Kenai. This is the great Kenai Moose Range, and an area around the edge and near the Kenai River was excluded from the refuge in order to provide a development potential for that part of Alaska.

This, I think, Senator, would fall into the category of some of the disposals that we were talking about earlier, because it was hotly contested at the time that it occurred, on the basis that it was an excision of valuable lands that the refuge needed for moose preservation.

But, looking back on it now, in the perspective that we have, it seems inevitable that some such adjustment in boundaries had to take place. Alaska is growing in population. The needs of the people of Anchorage are spilling over from a recreation standpoint into the Kenai Peninsula.

Now, of course oil has been found there, and we are having a great explosion of oil exploration and oil development in that area. All of these things together made a confrontation between human needs, in terms of economic development potential, and the wildlife range.

And it's my belief, having just been to Alaska to look at this situation, that we will come out of this with a more comprehensive and better rounded program that will not only take care of this great wild animal, the Kenai moose, but will also accommodate the needs of people for recreation and economic development.

Well, I could go down through this list.

(The following material was received for insertion in the record:)

WETLANDS FOR WATERFOWL CONSERVATION

HIGHWAY RIGHTS-OF-WAY GRANTED OVER REFUGE LANDS, 1957-66

1. STATE HIGHWAYS

State	Unit	Acres in right-of-way		
		New location	Improvement	Material site
Alabama	Wheeler		15.6	
Alaska	Kenai			53.3
Arizona	Havasu Lake	22.0	8.0	88.8
Arkansas	White River			4.0
California	Havasu Lake	7.9		
Do	Modoc			10.0
Florida	St. Marks	40.5		1.4
Georgia	Okefenokee		132.7	12.0
Do	Piedmont		10.6	
Idaho	Camas	64.0		
Illinois	Crab Orchard	415.0	48.4	
Maine	Moosehorn		24.4	
Maryland	Blackwater		10.7	
Minnesota	Kandiyoji WPA		1.5	
Do	Ottertail WPA		3.0	
Do	Tamarac		21.0	
Do	Upper Mississippi		23.0	
Missouri	Squaw Creek		3.0	
Do	Swan Lake		33.0	
Montana	Benton Lake	6.8		
Do	Charles Russell			182.0
Do	Medicine Lake		22.6	
Do	National Bison	18.0		
Do	Willow Creek	5.1		
Nebraska	Fort Niobrara		49.0	
Nevada	Charles Sheldon	655.0		393.2
Do	Desert	64.0	96.0	2,160.0
Do	Winnemucca	84.0		
New Mexico	Bosque del Apache	308.0		
New York	Montezuma		3	
North Carolina	Pea Island		11.4	
North Dakota	Arrowwood		3.0	
Do	Des Lacs		16.0	
Do	Dickey WPA		2.0	
Do	Divide WPA		2.5	
Do	Lake Zahl		27.0	
Do	Lake Ilo		5.0	
Do	Long Lake		11.0	
Do	Lostwood		57.0	
Do	Lower Souris		40.0	
Do	Tewaukon		5.0	
Do	Upper Souris		95.0	
Do	White Lake		10.0	
Oklahoma	Salt Plains		27.0	
Oregon	Cape Mears	24.0		
Do	Malheur		504.0	10.0
South Carolina	Cape Romain		3	
South Dakota	Sand Lake		50.0	
Texas	Buffalo Lake		52.5	
Washington	Columbia	10.0	8.3	
Do	Turnbull		14.9	
Do	Little Pend Oreille		24.0	
Wisconsin	Upper Mississippi	88.0	5.0	
Wyoming	National Elk		24.0	
Total		1,812.3	1,497.7	2,914.7

2. COUNTY HIGHWAYS

Alabama	Wheeler		6.5	
Arizona	Havasu	16.8		
Illinois	Crab Orchard		.1	
Iowa	Union Slough		2.4	
Do	Upper Mississippi	12.0		
Idaho	Deer Flat	20.0		
Kansas	Quivira		1.5	
Kentucky	Kentucky Woodlands	1.5	9.0	
Michigan	Seney		13.5	
Minnesota	Clay WPA		2.0	
Mississippi	Noxubee		5.2	
Do	Yazoo		.2	
North Dakota	Lake Zahl		6.0	
Do	Long Lake		31.0	
Do	Sully's Hill		25.0	
Do	Upper Souris		19.0	
Oregon	Hart Mountains	1.4		
Do	Malheur	15.4		
Tennessee	Tennessee	.5		3.0
Washington	Columbia	.2		
Do	Turnbull		2.6	
Total		67.8	124.0	3.0

HIGHWAY RIGHTS-OF-WAY GRANTED OVER REFUGE LANDS, 1957-66—SUMMARY

1. STATE HIGHWAYS

Status of lands involved	New location		Improvement of existing highway		Material site	
	Number	Acres	Number	Acres	Number	Acres
Acquisition approved by MBCC—duck stamp funds.....	2	70.8	11	132.3	1	10.0
Acquisition approved by MBCC—other funds.....	1	308.0	6	275.4	1	12.0
Acquired with duck stamp funds without MBCC approval.....			4	9.0		
Other acquired land (neither approved by MBCC nor funded from duck stamps).....	4	565.5	14	426.1	3	94.2
Public land.....	8	868.0	5	656.9	5	2,798.5
Total.....	15	1,812.3	40	1,497.7	10	2,914.7

2. COUNTY HIGHWAYS

Acquisition approved by MBCC—duck stamp funds.....	3	36.8	5	12.7		
Acquisition approved by MBCC—other funds.....			1	31.0		
Acquired with duck stamp funds without MBCC approval.....			1	2.0		
Other acquired land (neither approved by MBCC nor funded from duck stamps).....	3	14.0	6	53.3	1	3.0
Public land.....	2	17.0	1	25.0		
Total.....	8	67.8	14	124.0	1	3.0

FEDERAL LANDS RELEASED FROM REFUGE STATUS, 1957-66

1. LANDS DISPOSED OF (TITLE OUT OF UNITED STATES)

State and unit	Acres	Remarks
Florida:		
Chassahowitzka.....	0.1	Isolated parcel.
St. Marks.....	1.5	Do.
Illinois: Crab Orchard.....	178.2	138.2 acres to Southern Illinois University; 4 acres to school district No. 130.
Michigan: Lake St. Clair.....	5.0	Donation from State; sold to State for conservation purposes.
Minnesota: Upper Mississippi.....	3.5	Former Federal fish hatchery site.
Missouri: Swan Lake.....	13.0	Former sandstone quarry sold to city of Mendon.
Nebraska: Crescent Lake.....	110.0	Sale to remedy improperly marked boundary.
Utah: Bear River.....	4.6	Isolated unneeded gravel pit.
Wisconsin: Neecedah.....	1.0	Warehouse site in village.
Wyoming: National Elk.....	1.7	0.5 acre to Wyoming Game and Fish Commission; 0.8 acre isolated; 0.4 acre to Wyoming Highway Department.
Total.....	208.6	

2. LANDS TRANSFERRED TO ANOTHER FEDERAL AGENCY

Illinois: Crab Orchard.....	921.0	To Bureau of Prisons for Federal penitentiary.
Kentucky: Kentucky Woodlands.....	265,712.4	To TVA for Between-the-Lakes National Recreation Area.
Wyoming: National Elk.....	15.6	To Forest Service for administrative site.
Total.....	66,649.0	

¹ Acquired under Migratory Bird Conservation Act.² 1,632.7 acres acquired under Migratory Bird Conservation Act at cost of \$32,682.

FEDERAL LANDS RELEASED FROM REFUGE STATUS, 1957-66—Continued

3. PUBLIC LANDS ON WHICH CONTROL RELINQUISHED

State and unit	Acres	Remarks
Alaska:		
Arctic.....	141.0	Released to BLM for Indian townsite.
Curry.....	8,960.0	Released to BLM—unit eliminated; no refuge value.
Kenai.....	327,197.0	Boundary adjustment eliminating lands subject to disposal or already disposed of.
Kodiak.....	107,000.0	Released to BLM—boundary adjustment.
Arizona:		
Havasu Lake.....	80.0	Released to BLM in connection with commercial development.
	8,133.5	Reclamation reservoir—adjustment in accordance with Lower Colorado River land use plan.
Salt River.....	21,060.9	Reclamation reservoir—unit eliminated; wildlife management assumed by State.
California:		
Havasu Lake.....	1,351.0	Reclamation reservoir—adjustment in accordance with Lower Colorado River land use plan.
	8,360.9	Do.
Imperial.....	3,911.0	Reclamation reservoir—adjustment with Lower Colorado River land use plan.
Florida:		
Brevard.....	12.4	Released to BLM—for use by NASA.
Pelican Island.....	90.0	Released to BLM—subject to State selection under Swamp and Overflow Act.
Nebraska: North Platte.....	60.0	Released to BLM—isolated unneeded parcel.
Nevada:		
Desert.....	615,295.9	Released to BLM—unneeded for refuge purposes.
Winnemucca.....	9,805.7	Released to BLM—unit eliminated; no refuge value.
Oklahoma: Salt Plains.....	422.2	Corps of Engineers reservoir—recreation site.
South Dakota: Balle Fourche.....	13,680.0	Reclamation reservoir—unit eliminated; no refuge value.
Utah: Strawberry Valley.....	14,070.1	Reclamation reservoir—unit eliminated; transferred to water users association.
Washington:		
Columbia.....	.3	Released to BLM for county road.
Columbia River.....	8.2	Released to BLM—unit eliminated; island permanently inundated.
Conconully.....	933.4	Reclamation reservoir—unit eliminated; no refuge value.
Wisconsin: Longtail Point.....	103.1	Released to BLM so State could purchase for wildlife purposes.
Wyoming: Pathfinder.....	30,336.9	Reclamation reservoir—adjustment of boundaries to add 1,972.0 acres and eliminate 30,636.9 acres of ineffective refuge lands.
Total.....	1,171,313.5	

Senator HOLLINGS. But the disposition, as you indicate, has been minimal on the one hand and you think has been in the best of conservation principles on the other hand. If this very same logic has been in accordance with conservation that logic could be used in support of the bill. Why not, then? There is still that general feeling perhaps that the Department has not at all times, back beyond and prior to your memory, acted in the best interests or will perhaps in the future. So if this very particular responsible group could look at this and if the Migratory Bird Conservation Act would have that in it, what hindrance would that really make to the Department's disposition? Won't that be quite a support for the Department's program? You both got the same aims. You are both doing the same thing. You say you are not violating the Conservation Act and it would be a minimal proposition at best. It seems perhaps the Department would welcome this look-see and approvals that it won't have.

I am a Senator and have to answer thousands of letters that they got the wrong information. It seems like rather than being a hindrance, it would help the Department in a sense in its implementation of the act and administration to have this responsible group looking over this thing for all conservationists in the country.

Mr. GOTTSCHALK. I don't think the record shows, that with respect to our duck stamp acquisitions, that there has been any demonstrated

need for it. I must confess that if we got into some of the situations which Senator Metcalf has alluded to that occurred in the past, that some sort of reinforcement like this bill would provide could be conceivably an asset.

Senator HOLLINGS. Well, we got that settled.

Have you got any other questions?

Senator METCALF. Mr. Chairman, in the House hearings the Department put in tables of this acquisition. Are they in the record?

Mr. HUSE. Yes.

Senator HOLLINGS. Yes, those are included as part of the hearing.

Senator METCALF. I have nothing more. I do want to say, Mr. Chairman, that yesterday at the meeting of the Migratory Bird Conservation Commission the Secretary of Transportation, Alan Boyd, appeared and made a statement as to his policy on the conservation of national park and country lands which was a new and refreshing attitude as far as the Bureau of Public Roads was concerned, and I think in view of the fact that we are discussing roads through refuges, I would like to have Mr. Secretary Boyd's paper put in the record, too.

Senator HOLLINGS. That will be included in the record.

(Statement of Secretary Alan S. Boyd follows:)

STATEMENT OF ALAN S. BOYD, SECRETARY OF THE DEPARTMENT OF TRANSPORTATION, BEFORE THE MIGRATORY BIRD CONSERVATION COMMISSION, WASHINGTON, D.C.

I am happy to have this opportunity to appear before such a distinguished group. You have asked me to relate to you the progress of the Department of Transportation in implementing Section 2(b)(2) and Section 4(f) of the Act forming the Department. The interpretation and implementation of these sections has involved a great deal of my attention, and that of Secretary Udall and representatives of Agriculture and of Housing and Urban Development. We have been working together on this important topic. I recognize also the grave concern that the Commission feels for assuring the preservation and maximum conservation of migratory birds and all forms of wildlife—a resource which is largely irreplaceable.

Let me briefly go over for you the applicable sections of the DOT Act, my interpretation of them, and what the Department is doing to implement the Congressional directive. Section 2(b)(2) says:

"Sec. 2(b)(2) It is hereby declared to be the national policy that special effort should be made to preserve the natural beauty of the countryside and public park and recreation lands, wildlife and waterfowl refuges, and historic sites."

This is a definite statement of purpose and conviction which I wholeheartedly share. Section 4(f) states:

Sec. 4(f) The Secretary shall cooperate and consult with the Secretaries of the Interior, Housing and Urban Development, and Agriculture, and with the States in developing transportation plans and programs that include measures to maintain or enhance the natural beauty of the lands traversed. After the effective date of this Act, the Secretary shall not approve any program or project which requires the use of any land from a public park, recreation area, wildlife and waterfowl refuge, or historic site unless (1) there is no feasible and prudent alternative to the use of such land, and (2) such program includes all possible planning to minimize harm to such park, recreational area, wildlife and waterfowl refuge, or historic site resulting from such use.

Another strong statement of purpose.

I interpret these sections as giving the Department of Transportation the strong directive to improve on the performance of its constituent agencies in taking environmental factors into account in decision making. I support this mandate. The time is no longer with us when we can move ahead in locating transportation facilities and in designing them without being concerned with and aware of the impact on the environment. We have progressed far enough in affluence and in technical ability to make such disregard largely unnecessary

and certainly undesirable. I interpret the sections of the Act as an indication that we have not done well enough and must do better.

We have been moving in this direction within the Department and in cooperating with other agencies—HUD, Interior, and Agriculture. On July 14, I met with Secretary Weaver, Secretary Udall, and Assistant Secretary Baker of Agriculture to discuss means of implementing Section 4(f). The meeting produced agreement that the final responsibility in this area did properly rest with the Secretary of Transportation, but that some means of coordinating the interests of other agencies had to be found. As a result of this meeting, a committee of the involved Departments was formed, to be chaired by Assistant Secretary Mackey of DOT, to coordinate our efforts and to develop criteria for handling 4(f). This committee has met and will meet again shortly.

As a first task, the committee is reviewing a draft instructional memorandum to be sent to the states by the Bureau of Public Roads which is designed to begin implementation of the relevant DOT Act segments and of the relevant sections of the Federal Aid Highway Act of 1966. This memorandum is being reviewed by the other agencies and by my office internally in order to produce as strong a document as possible.

Further efforts are taking place internally to develop a hearing procedure which will allow interested parties to make their views known to State highway departments at early planning stages and permit them to be taken into account while alternative courses of action are still possible.

I trust that these efforts will produce an improvement in handling cases involving conflict between land uses. We are attempting to make them the strongest and most appropriate possible.

I am also aware of many suggestions which have been made to set up formal, interagency review procedures. These suggestions will be closely reviewed both by the Department internally and by the interagency committee I have mentioned. But two principles should be mentioned. I feel strongly that as much as possible conflicts over land use should be resolved at the local or field level where knowledge of specific facts is most readily available. No procedure should be set up which will encourage settlement of disputes at the Federal level and lessen the pressure on local decision makers. Second, in order to make such a system workable, great emphasis must be placed on providing sound, responsible criteria for decision making. In the past such efforts have been hampered by a feeling that social costs of certain types are just not quantifiable, and perhaps should not be. This may well be true. Certainly the dollar value of a migratory bird is impossible to conceive and if conceived would probably be meaningless. But there are other possibilities for non-quantifiable criteria and guidelines. We are working hard in this area in order to fully implement the responsibilities of the Act.

Finally, let me say that the cooperation of the various concerned agencies is essential, and their assistance and advice is making progress more and more possible. We have worked closely and well together in many instances in the past and will do so in the future on an increased scale. I share their commitment to the maintenance of natural beauty and the preservation of wildlife, and will do everything within my power to make transportation consistent with these goals.

Senator HOLLINGS. Mr. Secretary, all of us will want to hear everything that the Department has to say on this matter. We don't want to overpower you in order to win the argument. We want to have all the facts. We have the greatest respect for Secretary Udall and your Department.

Do you or any member of your group wish to add anything to this part of the presentation or any of these bills? We would be glad to have them.

Mr. PAUTZKE. Mr. Chairman, I think we have had adequate time to explain our position, and we appreciate very much this committee's tolerance in allowing this extended time that we have taken.

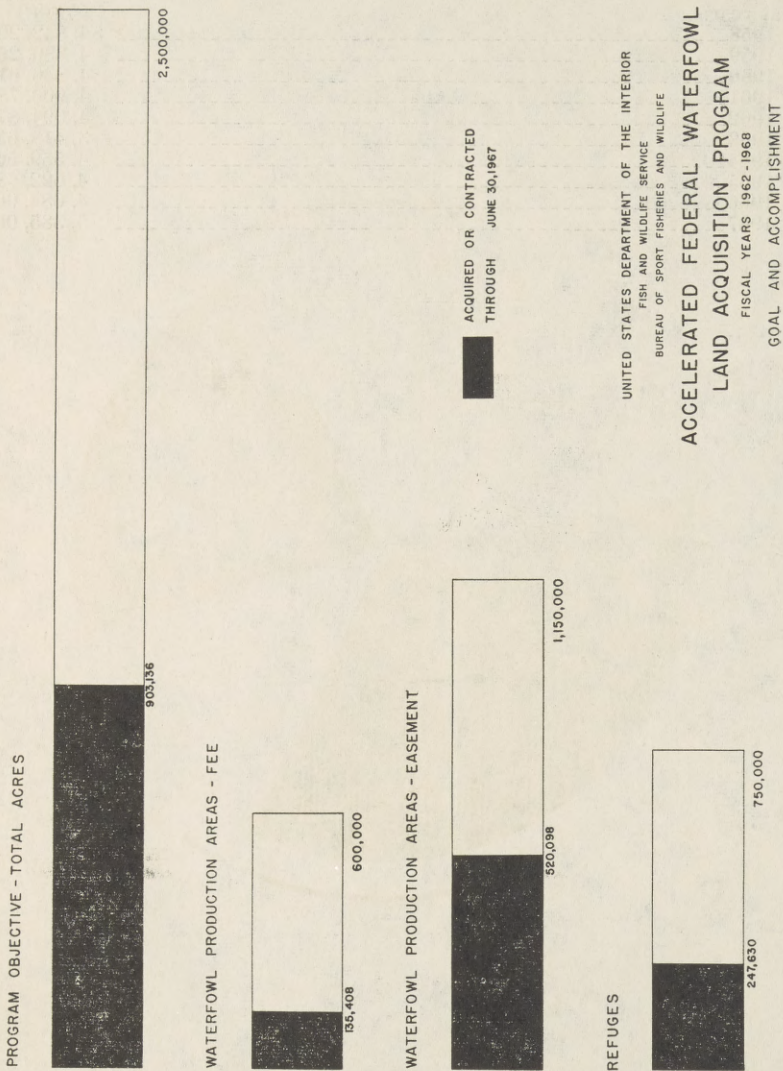
Senator HOLLINGS. Thank you, sir. We appreciate it.

For the record, we will include now the receipts from sales of migratory bird hunting stamps for the fiscal years 1958 to 1967, the Department of Interior's accelerated Federal waterfowl land acquisition program for the fiscal years 1962 to 1968, and waterfowl habitat

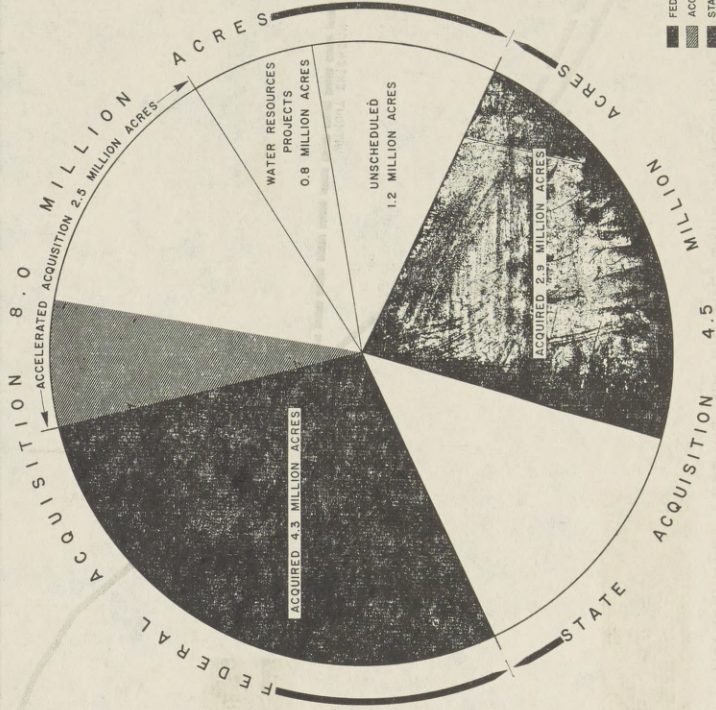
proposed for preservation under public ownership as of June the 30, 1967, and accelerated Federal waterfowl land acquisition program for the fiscal year 1962 and projected through fiscal year 1976.
(The documents follow:)

Receipts from sale of migratory bird hunting stamps, fiscal years 1958-67

Fiscal year:	Receipts
1958	\$4, 842, 291
1959	4, 330, 257
1960	4, 836, 611
1961	4, 906, 782
1962	4, 094, 874
1963	3, 418, 638
1964	4, 559, 564
1965	4, 622, 688
1966	4, 684, 908
1967	5, 385, 069

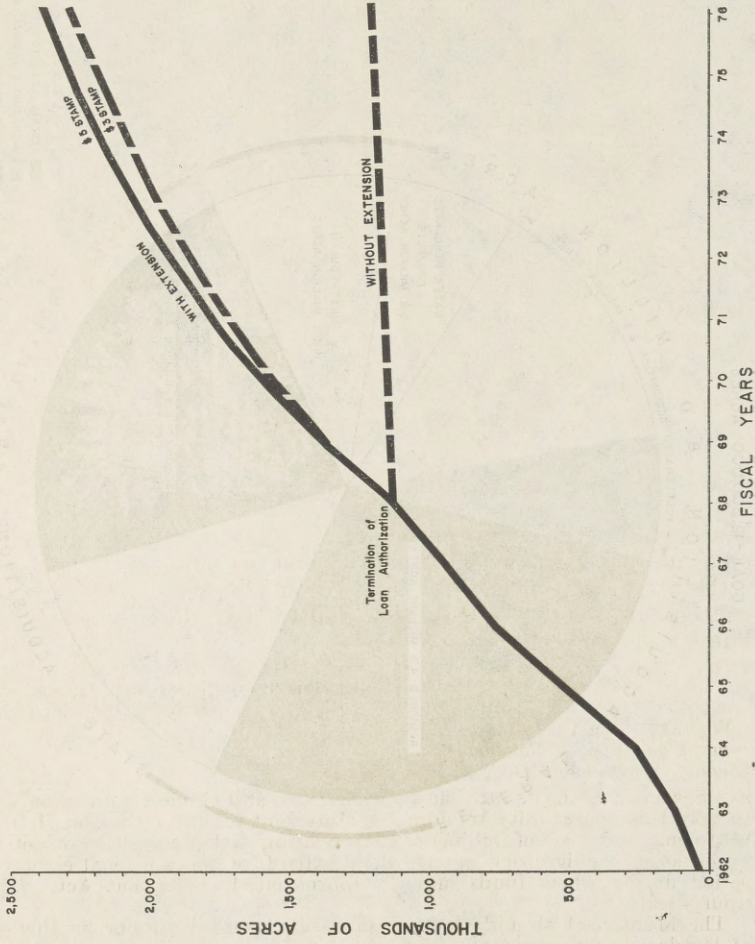


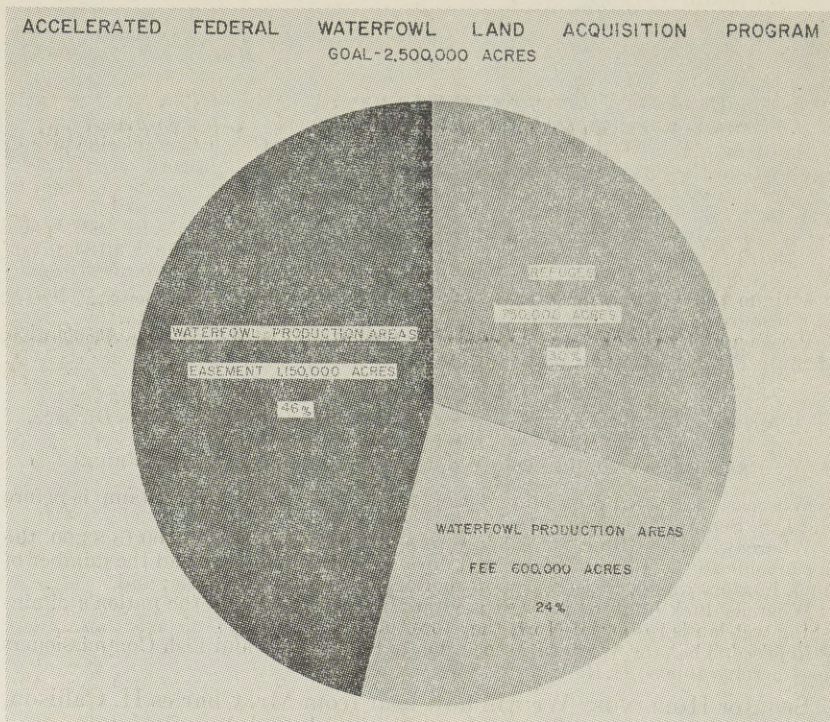
WATERFOWL HABITAT PROPOSED FOR PRESERVATION UNDER PUBLIC OWNERSHIP
GOAL - 12,500,000 ACRES



AS OF JUNE 30, 1967

ACCELERATED FEDERAL WATERFOWL LAND ACQUISITION PROGRAM





Senator METCALF. Mr. Chairman, in view of the exhibits that were put in, may I ask permission from you to include two statements from the State of Montana Fish and Game Commission?

Senator HOLLINGS. We will be glad to have them; yes, sir.

(The statements referred to follow:)

STATE OF MONTANA,
DEPARTMENT OF FISH AND GAME,
Helena, July 26, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: The Montana Fish and Game Commission would like to take this opportunity to submit a statement for the record on H.R. 480 (an Act to amend the Act of October 4, 1961, relating to the acquisition of wetlands for conservation of migratory waterfowl, to extend for an additional eight years the period during which funds may be appropriated under that Act, and for other purposes):

The Montana Fish and Game Commission is in full support of this piece of legislation to extend the authorization for the acquisition of wetlands for the conservation of migratory waterfowl.

Sincerely,

FRANK H. DUNKLE,
State Fish and Game Director.

STATE OF MONTANA,
DEPARTMENT OF FISH AND GAME,
Helena, July 26, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: The Montana Fish and Game Commission would like to take this opportunity to submit a statement for the record on H.R. 482 (an Act to amend the Migratory Bird Hunting Stamp Act of March 16, 1934, to increase by \$2.00 the fee for such stamp):

The Montana Fish and Game Commission does oppose H.R. 482. When the duck stamp was increased in the past, the net income to the United States was decreased because fewer people hunted. There is a definite need to continue the interest of waterfowl hunters in this sport so that the wetlands resource can enjoy the active support of this group.

Please note by the enclosed copy of their resolution that the Western Association of State Fish and Game Commissioners also opposes H.R. 482.

Sincerely,

FRANK H. DUNKLE,
State Fish and Game Director.

RESOLUTION NO. 7 (OPPOSING INCREASE IN DUCK STAMP PRICE)

Whereas, H.R. 482, containing a proposed increase in the Duck Stamp is before the U.S. Senate for consideration; and

Whereas, the last time the Duck Stamp was increased from \$2.00 to \$3.00, the net income to the U.S. was decreased during the first ten years and the number of duck hunters was decreased proportionately to the price increase; and

Whereas duck hunters' interest is vitally needed to protect the nation's diminishing wet-lands resource: Now, therefore, be it

Resolved, That the Western Association of State Game and Fish Commissioners does hereby oppose H.R. 482.

Senator HOLLINGS. We will now hear from Mr. Charles H. Callison, the executive vice president of our National Audubon Society.

Mr. Callison, we are very glad to have you with us.

STATEMENT OF MR. CHARLES H. CALLISON, EXECUTIVE VICE PRESIDENT, NATIONAL AUDUBON SOCIETY, NEW YORK, N.Y.

Mr. CALLISON. Thank you, Mr. Chairman.

My name is Charles H. Callison, executive vice president of the National Audubon Society.

It is my privilege, Mr. Chairman, to speak for one of this Nation's oldest and largest citizen's organizations having as a primary goal the conservation and wise use of our wildlife resources. The National Audubon Society has at present more than 53,000 national members and can point with pride to a membership growth of 48 percent in the past 2 years. Some 22,000 of the 53,000 are joint members with 120 local branches of the national society. There are, in other organizations affiliated with our society, an estimated 50,000 members not counted among the 53,000.

The National Audubon Society strongly endorsed and supported the farsighted Wetlands Acquisition (Loan) Act of 1961. We have watched with dismay as the authorized level of appropriations were not forthcoming in the years since 1961, and as the objectives, in saving vital habitat for our waterfowl resources, were not attained.

The 7-year goal envisioned in the 1961 law, which was to add 2.5 million acres of wetlands to the national wildlife refuge system, is as valid and as imperative now as it was then. But the goal becomes more difficult of attainment with each passing year because of drain-

age, filling, and development of our natural marshes and estuaries, and because of escalating land prices.

So, Mr. Chairman, we recommend the extension of the program as proposed in S. 1078 and H.R. 480.

The National Audubon Society also endorses the purposes of H.R. 482, which would increase the fee for a Federal migratory bird hunting license—the “duck stamp”—from \$3 to \$5. We do not believe that increasing the fee will cause a significant number of wildfowlers to abandon the sport. After all, even at \$5, the cost of the duck stamp—the hunter’s annual contribution to waterfowl conservation—will be but an incidental expense among all the other usual outlays of the sportsman as he prepares for and pursues his recreation in the duck blind or the goose pit.

The additional revenue that a \$5 duck stamp will produce is urgently needed for the purposes of S. 1078 or H.R. 480.

Mr. Chairman, we approve the draft bill sent to the Commerce Committee May 12, 1967, by Assistant Secretary of the Interior Stanley Cain, with the exception of the provision that would establish a \$1 Federal permit for hunting migratory game birds other than waterfowl. We think the permit a good idea but think the fee ought to be at least \$2, a very modest amount, and again, the money is sorely needed for research and conservation purposes.

In conclusion, we recommend consolidating the purposes and provisions of all these important bills as advocated by the Department of the Interior, and we respectfully urge an early and favorable report by this distinguished committee.

Mr. Chairman, I should like to address myself, on behalf of the society, briefly to S. 322. I didn’t get a statement prepared on that important legislation, but the National Audubon Society supports it.

I don’t consider myself an authority on the constitutional question, but it does seem logical and in order that the Migratory Bird Conservation Commission should have the authority to pass upon disposals of land from the refuge system. We think it will be a logical and good safeguard. So we do support that bill.

Now, if I may further turn to a brief statement in support of S. 1597—The National Audubon Society heartily supports the objectives of S. 1597. The benefits to waterfowl resources, and in particular to the rare greater sandhill crane, fully justify the proposed Federal investment.

Mr. William S. Huey, chief of game management of the New Mexico Department of Game and Fish, thoughtfully and courteously sent me a copy of the statement which he prepared for this hearing. I appreciated that courtesy on the part of Mr. Huey. I was glad to have the opportunity to study the proposal—the program which would be authorized in S. 1597, and we wish to be associated with his testimony and his recommendations.

I heard the testimony of the officials from the Department of the Interior on this same legislation, and I find no inconsistency, and wish also to support their recommendations with respect to S. 1597.

I thank you for this opportunity to present the views of the National Audubon Society.

Senator HOLLINGS: Thank you very much, Mr. Callison.

Senator Metcalf, do you have any questions?

Senator METCALF. I have no questions. But all the years I have been in Congress, it has been a pleasure to work with Mr. Callison on various conservation matters, and I welcome his testimony which is of his usual high standard.

Senator HOLLINGS. We appreciate that very much.

Mr. CALLISON. Mr. Chairman, I wish to say that I thank the Senator from Montana, and I wish to say in return that it has been a great privilege and pleasure to follow his lead on conservation matters.

Senator HOLLINGS. We are all in agreement. Thank you very much, Mr. Callison.

We are going to interrupt the stated order of witness here to hear, if we can, before the break-in time, Mr. William S. Huey and Mr. Hunter.

Mr. Huey and Mr. Hunter are from out of town, and we would like to hear them at this time if they are ready.

Mr. Huey, you seem to be the chief of game management from New Mexico. Will you come forward, please?

Senator HOLLINGS. We will now hear from you, Mr. Huey.

STATEMENT OF MR. WILLIAM S. HUEY, CHIEF OF GAME MANAGEMENT, NEW MEXICO, DEPARTMENT OF GAME AND FISH, STATE CAPITOL, SANTA FE, N. MEX.

Mr. HUEY. Thank you, Mr. Chairman.

New Mexico has never been heavily endowed with marsh type habitat suitable for the attraction and support of waterfowl and other marsh birds. During the past 25 years various federally financed drainage projects have resulted in the destruction of approximately 8,000 acres of this highly significant habitat type, along the Rio Grande between Cochiti and Socorro, N. Mex. This perhaps doesn't make much of an impression on the shores of the Chesapeake Bay, but in New Mexico it approaches 20 percent of the total acres of this type habitat now existent, and has generated considerable concern.

To demonstrate this concern the New Mexico Department of Game and Fish began to intensify its efforts toward the preservation of the remaining areas of this value and to effect a high degree of development there, so that that they would provide the maximum waterfowl use on a per-acre basis. These efforts have involved the expenditure of \$396,000 on development and an additional \$203,000 for acquisition. Of this amount, \$160,000 is now obligated toward the purchase of 16,000 acres which have been under lease for the past 7 years.

Senator METCALF. Sixteen hundred acres, you say, or 16,000?

Mr. HUEY. No, sir. Sixteen hundred. I am sorry.

The annual costs of maintenance and operation on these areas have been \$63,000. These maintenance costs include irrigation assessments to the Middle Rio Grande Conservancy District under which the water rights appurtenant to all lands developed and proposed for development are administered. These costs of operating will naturally increase with the increased development and will be borne by the New Mexico Department of Game and Fish.

I have been personally familiar with the area under consideration since 1938. At that time, with bag limits much more liberal than those of today, it was possible to take a limit of "green heads" and with-

out any long drive to reach a hunting area. With the river, ox bows, sloughs, and marshes, there was one continuous hunting area through this entire reach of the Rio Grande.

The projects proposed for financing by S. 1597 and S. 1612 would not compensate for all of the losses sustained by drainage of the 8,000 acres.

The proposal will, however, provide for the replacement of a substantial amount of the waterfowl use previously associated with it. This will be possible without conflict with the purpose of the original project—water salvage.

With highly intensified farming procedures an acre of grain production can support about 33 ducks or 20 geese during the entire wintering period. This use can be accomplished with the normal agricultural consumption of water which in this area is 3 acre-feet per acre. There is on this basis the potential for over 10,000 hunter days in the field based on our expectation that the areas will support 11,000 ducks and 4,600 geese through the entire wintering period of from 100 to 150 days. In addition, we will absorb the use of about 115 tons of grain by greater sandhill cranes which are not hunted due to their rare status, but do provide significant recreational benefit merely by their presence to be seen and photographed.

An indication of the effect of waterfowl habitat loss during the past 20 years is reflected in a 115 percent decrease in the number of waterfowl hunters in New Mexico and during that same period, an increase of 192 percent in the numbers of big-game hunters. This decrease in numbers of waterfowl and waterfowl hunters has been caused primarily by the reduction in waterfowl habitat in New Mexico's most populous area.

You have received a copy of the report, "A Special Report on the Wildlife Resources of the Rio Grande Valley, Cochiti to Socorro, New Mexico." This reports presents, in detail, the history of the problem and our proposed approach to it. We cannot justify the expenditure of additional State funds for further development of waterfowl habitat at this time, and we respectfully solicit your support of this legislation so that the timely development of these important areas may be accomplished.

Mr. Chairman, if I may, in addition to my prepared statement, I would like to add a couple of points that have come up in some of the other prepared testimony, or in answers to them.

One question has been relative to the availability and our control over sufficient water rights to cover the development that we propose. Water rights in New Mexico are covered by State law, well defined. The questions over the State's administration of water rights has been seldom questioned. We do have water rights under our current lease of the Bernardo area. The use of water under the Middle Rio Grande Conservancy District is provided for, and as I pointed out in my testimony, we are now in the process of purchasing that 1,600 acres, and when that purchase is completed, we will purchase along with the water rights for each of those 1,600 acres the right to use 3 acre-feet per acre per year.

Senator HOLLINGS. Do you have anything further?

Mr. HUEY. No, sir. Thank you.

Senator HOLLINGS. Thank you very much. We appreciate your statement.

Senator HOLLINGS. We will now hear from Mr. Hunter, the State game manager for the Colorado Game, Fish, and Parks Department. Mr. Hunter, are you present? Mr. Gilbert Hunter.

STATEMENT OF MR. GILBERT N. HUNTER, STATE GAME MANAGER, COLORADO GAME, FISH, AND PARKS DEPARTMENT, DENVER, COLO.

Mr. HUNTER. Mr. Chairman, I am here testifying on three bills. If you will notice from my testimony, I have combined the testimony of S. 1078 and H.R. 480. Is it your desire to take up 1078 and 480 before 482?

Senator HOLLINGS. We want at this hearing to get information on all bills. So probably you should go ahead any way you wish.

Mr. HUNTER. OK.

My name is Gilbert N. Hunter, State game manager, State of Colorado. I represent Mr. Harry Woodward, director of the Colorado Game, Fish, and Parks Department and chairman of the executive committee of the International Association of Game, Fish and Conservation Commissioners.

I am informing you relative to two bills now in Congress which can decide the future of North American duck hunting. They are S. 1078 and H.R. 480, and would extend the wetlands acquisition program another 8 years. If these bills fail, the current 7-year program will fail with them—only halfway to its goal of acquiring 2.5 million acres of duck habitat by 1968.

The current program began in 1961 when Congress authorized a \$105 million advance appropriations over a 7-year period for a crash program to buy vanishing wetlands. At the end of the 7 years, three-fourths of the annual duck stamp receipts would be used to repay the loan.

As it now stands, Federal wetlands acquisition will end in July 1968. Congress will have appropriated only \$46 million of the \$105 million total, and the Bureau of Sport Fisheries and Wildlife will have acquired about 1,135,000 acres of their 2.5 million acre goal.

Why has the Bureau failed to meet the goals of its 7-year program?

Because it takes time to build a field staff to carry out such a massive land-buying program; and because certain public officials in the Dakotas and Minnesota were bitterly opposed to the Federal wetlands buying, the Bureau has failed to meet the goals of the 7-year program, but now the program is moving. The staffs are set up, the waterfowl conservation is in a home-stretch battle with the draglines. For your additional information, this wetland acquisition program has been very beneficial to many States, using Colorado as an example, here are some of the facts—and naturally, I will have to go back to my own State.

Since its inception, 24,145 acres of land at a cost of \$2,231,560 has been acquired within this State and the location of these acquisitions are as follows:

Browns Park: 3,262 acres-----	\$223, 000
Alamosa: 7,528 acres-----	762, 660
Monte Vista: 13,355 acres-----	1, 245, 900

Incidentally, Browns Park is located in the extreme northwest part of Colorado, bordering both Wyoming and Utah. And Utah is now acquiring land right adjacent to the Federal refuge.

In addition, provided this program continues as planned, the additional 27,899 acres at the cost of \$5,417,000 will be acquired, and they are divided as follows:

Browns Park: 2,147 acres.....	\$242, 000
Alamosa: 2,132 acres.....	325, 000
Arapahoe (North Park): 9,120 acres.....	2, 000, 000
Yampa-Little Snake: 12,000 acres.....	2, 400, 000
Miscellaneous: 2,500 acres.....	450, 000

Again, and in addition to Browns Park, and you can see from the record the acreage—Alamosa is also in the vicinity of the present Monte Vista refuge. The Arapahoe, which is in North Park—and the first segment was approved yesterday at the Migratory Bird Conservation Committee hearings. The Little Snake and the Yampa is again located in the vicinity of Browns Park, approximately 25 miles from it. And then the miscellaneous items are small tracts, more additions to the present projects than anything else.

The Monte Vista refuge to a large extent has increased the production of ducks in the San Luis Valley 50 percent. Last year the valley produced 72,000, of which 23,000 were produced on the refuge. Hunting has also increased proportionally, and in 1966 4,000 hunters harvested 23,500 ducks.

By passing these bills, Congress will be available to appropriate the full \$105 million. Duck stamp revenue will also be available for buying wet lands.

If this program is not extended, repayment of the current \$46 million debt must begin in 1968 using duck stamp receipts. This means that our generation will have lost its greatest wildlife conservation battle—and tomorrow's waterfowl; and Colorado stands to lose better than \$5 million.

Your assistance in passing the above mentioned bills will be of great assistance and benefit to the people of the United States.

That is my statement on those two bills, gentlemen.

Senator HOLLINGS. Do you have any questions on this, Senator Metcalf?

Senator METCALF. No, sir.

Senator HOLLINGS. Now, on the other bills, do you have a statement, Mr. Hunter, on those?

Mr. HUNTER. I have a statement on 482, both from my own State, as well as the interest in the association. I will forego the introduction, because I have already read it. The following is a statement relative to H. R. 482:

At present, legislation providing authority to the Secretary of the Interior to increase the migratory bird hunting stamp fee from its present \$3 up to \$5 is being considered by this committee to Congress.

The Colorado Game, Fish, and Parks Commission favors an increase in the rate of acquisition and development of waterfowl habitat, but not by raising the migratory stamp fee.

As the current fee of \$3 for the migratory bird hunting stamp is equal to or greater than fees charged by many States for small game hunting licenses and as hunter license fees have historically been the primary source of revenue for the support of State programs designed

to manage all species of small game, the increase of Federal fees required of hunters could seriously jeopardize the use of this source of fund that supports many State conservation programs.

Since the duck stamp increase of 1959 and the recent curtailment of the bag limit on mallard ducks in the central flyway, State income revenues from small game licenses has continued to decrease in most States of the central flyway.

Colorado experienced a heavy loss in the sale of duck stamps in 1960. The year following the last increase in duck stamps, sales in Colorado decreased from 41,897 in 1959 to 31,431 in 1960. Therefore, the Colorado Game, Fish, and Parks Commission is opposed at this time to any increase in the Federal hunting fees.

It is also the opinion of the Colorado Game, Fish, and Parks Commission that Congress should appropriate funds from general revenues to increase the rate of acquisition and development of waterfowl habitat in order to maintain the waterfowl heritage of this Nation which to date has been maintained solely by only those who enjoy the recreation of water-fowling; only one of the many benefits of this wildlife resource.

Now, and gentlemen, I would like to read a resolution adopted by the International Association of Game, Fish, and Conservation Commissioners at a meeting held September 16, 1966, in Kansas City, Mo. It is known as Resolution No. 13:

OPPOSING AN INCREASE IN THE MIGRATORY BIRD HUNTING STAMP FEE

Whereas legislation providing authority to the Secretary of the Interior to increase the Migratory Bird Hunting Stamp fee from its present \$3 up to \$5 is being considered by the Congress; and,

Whereas the International Association of Game, Fish and Conservation Commissioners favors an increase in the rate of acquisition and development of waterfowl habitat, but not this method; and,

Whereas the current \$3 fee for Migratory Bird Hunting Stamps is equal to or greater than the fees charged by many states for small game hunting licenses; and,

Whereas hunter license fees have historically been the primary source of revenue for the support of state programs designed to manage all species of small game; and,

Whereas any increase in federal fees required of hunters could seriously jeopardize the use of this source of funds to support state conservation programs: Now, therefore, be it

Resolved, That the International Association of Game, Fish and Conservation Commissioners is opposed to any increase in federal hunting fees; and be it further

Resolved, That the Congress be urged to appropriate funds from general revenue to increase the rate of acquisition and development of waterfowl habitat in order to maintain the waterfowl heritage of this Nation which to date has been maintained solely by only those who enjoy the recreation of waterfowling—only one of the many benefits of this wildlife resource.

Those, Mr. Chairman, are my statements.

Senator HOLLINGS. Do you have any question, Senator Metcalf?

Senator METCALF. No, sir.

Senator HOLLINGS. Thank you very much, Mr. Hunter, for your position on all these matters of legislation.

Now, we have three remaining witnesses. Dr. Boardman, Mr. Clapper, and Mr. Poole. The hour has arrived and, if it's possible, you could submit these statements and we will include the entire statement in the record and each of you could just summarize your statement. If the Senator from Montana and I have any questions we

could stay a few minutes. Go ahead, Mr. Clapper. You can come first.

**STATEMENT OF LOUIS S. CLAPPER, CHIEF OF CONSERVATION,
EDUCATION DIVISION, NATIONAL WILDLIFE FEDERATION,
WASHINGTON, D.C.**

Mr. CLAPPER. Yes, sir. We could have easily summarized our statements, sir, and save the committee's time.

Senator HOLLINGS. Well, we will include the entire statement for the record, but we have a set, and you will summarize for us if you don't mind.

Mr. CLAPPER. Quite briefly, we think the extension of the program is the most important wildlife bill before the Congress this year, and we most certainly hope that it's passed and can become an accomplishment of this session of Congress.

We also believe that S. 322 has much merit, and we believe that it would be very beneficial for the Migratory Bird Conservation Commission to review these disposals from the wildlife refuge system.

Senator HOLLINGS. The National Wildlife Federation favors S. 322.

Mr. CLAPPER. Yes, sir, and we are in accord with the principle of compensation for the lands that are lost.

We also are in favor of the New Mexico proposal, S. 1597 and the land in the Rio Grande Valley. We do not, however, concur with the bill H.R. 482. We are not in accord with raising the price of the duck stamp at this time.

We believe and hope that alternate means can be found to the imposition of these new and higher fees. And that is a summary, Mr. Chairman. Thank you very much.

Senator METCALF. I just want to ask one question, Mr. Clapper, H.R. 482 increases the duck stamp?

Mr. CLAPPER. Yes, sir.

Senator METCALF. It was meant in the House to make it permissive?

Mr. CLAPPER. It's permissive with the Secretary of the Interior, but I think he has indicated in testimony, sir, that he intended to raise the price.

Senator METCALF. So, even as amended, you would oppose it?

Mr. CLAPPER. Yes, sir.

Senator METCALF. All right, sir. Thank you.

(Mr. Clapper's prepared statement follows:)

**STATEMENT OF LOUIS S. CLAPPER ON BEHALF OF THE NATIONAL WILDLIFE
FEDERATION**

I am Louis S. Clapper, Chief of the Division of Conservation Education for the National Wildlife Federation which has its national headquarters at 1412 Sixteenth Street, N.W., here in Washington, D.C.

The National Wildlife Federation is a private, non-profit organization which seeks to attain conservation goals through educational means. The Federation has affiliates in 49 States. These affiliates, in turn, are composed of local groups and individuals who, when combined with associate members and other supporters of the National Wildlife Federation, number an estimated 2,000,000 persons.

We appreciate the invitation and opportunity of appearing here today.

Mr. Chairman, we view the passage of S. 1078 or H.R. 480, extending the emergency waterfowl wetlands acquisition program by eight years, as one of the

two most important pieces of wildlife legislation referred to the Committee this year.

In our annual convention held earlier this year, our organization adopted a priority program. In the resolution was this statement: "It is viewed as essential for the maintenance of waterfowl resources that the emergency accelerated wetlands acquisition program, utilizing monies advanced against future sales of Migratory Bird Hunting Stamps (Duck Stamps), be extended until the authorization of \$105 million is appropriated and obligated." Then, the convention adopted a more detailed resolution on the same subject, a copy of which is attached (Resolution No. 4).

Mr. Chairman, the Committee has ample information on the progress of the waterfowl wetlands acquisition program and there is little point in reiterating details to emphasize the urgency of acquiring the wetlands. Only recently, we received communications from officers of our affiliate in North Dakota, informing us of additional drainage of important duck production areas in the prairie pothole country. Additional areas in Canada are being drained. Various types of competition for land increase the urgency of the acquisition of the 1,750,000 acres remaining to be set aside under goals of the original program.

We are pleased that the Congress has allowed \$7.5 million for the emergency acquisition program in fiscal 1968, an increase of \$1.5 million over fiscal 1967. This money, of course, will be repaid by sportsmen through future Duck Stamp sales.

In summary, Mr. Chairman, we solidly endorse S. 1078 or H.R. 480 and urge its early clearance by the Committee in order that it can be an accomplishment of the First Session of this 90th Congress.

We believe S. 322 has much merit. The National Wildlife Federation recognizes that the Migratory Bird Conservation Commission performs an important function in screening *acquisitions* for addition to the national wildlife refuge system, insofar as purchases with Duck Stamp monies are concerned. We think the Commission could perform an equally valuable function in screening *disposals*. We realize that some refuges come to have limited or no value to wildlife. However, we have been disturbed in the past at pressures for refuge lands disposals for highways and other uses and by arbitrary instructions for the reduction of refuge units. An additional check, such as would be required by the Commission, could help offset these pressures. We say this, realizing that some refuges came into the system by means other than by acquisition with Duck Stamp funds.

We are in accord with the principle requiring that State or local highway departments fully compensate the Interior Department for refuge lands used for highway purposes. We also agree that funds so accruing should be earmarked for replacing the refuge lands which are lost in such a disposal. This is particularly true of refuges acquired all or in part with Duck Stamp monies contributed by sportsmen. We would hope that other provisions of law can protect these lands from competing Federal uses, requiring mitigation of losses.

Mr. Chairman, we should like to express serious reservations about H.R. 482, which would authorize raising the price of Duck Stamps to \$5. While we recognize the value of adding to the Migratory Bird Conservation Fund, we would hope that alternative means could be found to the imposition of new and higher fees. Hunters have carried the load for much of the migratory bird program in the past and we think the time now has come for the general public, which enjoys wildlife through viewing and photography, to contribute to the program through general tax revenues. There is still another facet to this situation: the imposition of new and additional Federal licenses has a restricting and inhibiting effect upon license sales by State wildlife agencies and this is their principal source of income.

Finally, Mr. Chairman, we have been in touch with officers of our affiliate in New Mexico, the New Mexico Wildlife and Conservation Association, Inc., and this organization joins us in expressing the hope that the Committee will see fit to issue a favorable report upon S. 1597. The State of New Mexico has an outstanding record of work in the waterfowl field despite limited resources. Water developments in the Middle Rio Grande Valley, financed to some considerable degree with Federal funds, have resulted in the loss of some 8,000 acres of water fowl habitat and we believe the Federal Government has a responsibility for helping restore it. It is our understanding that the State holds long-term leases on appropriate lands and has, or can acquire, the necessary water rights. Therefore, we think it is fair and equitable for the Federal Government to contribute up to \$430,000 for the restoration and development work envisioned by S. 1597.

Thank you for the opportunity of expressing these views.

RESOLUTION No. 4

EXTENSION OF ACCELERATED WETLANDS ACQUISITION PROGRAM

Whereas only \$38.5 million of the \$105 million authorized has been appropriated from the emergency loan fund by the Congress during the first six years of the seven-year accelerated wetlands acquisition program administered by the Bureau of Sport Fisheries and Wildlife, U.S. Department of the Interior; and

Whereas the acquisition program still is far short of the minimum believed necessary for the perpetuation of flights of migratory waterfowl within the boundaries of the United States; and

Whereas repayment of the emergency loan from the Migratory Bird Conservation Fund is scheduled to begin in fiscal 1969, effective July 1, 1968: Now, therefore, be it

Resolved, That the National Wildlife Federation, in annual convention assembled March 11, 1967, in San Francisco, California, hereby expresses its concern and belief that the wetlands acquisition program must be extended beyond the expiration date presently stipulated in the Act of October 4, 1961, either until the maximum authorization is appropriated or the goal of the wetlands acquisition program is reached.

Senator HOLLINGS. Thank you very much, Mr. Clapper.
Is Mr. Boardman here?

STATEMENT OF WALTER S. BOARDMAN, DEFENDERS OF WILDLIFE, WASHINGTON, D.C.

Dr. BOARDMAN. Mr. Chairman, I am Walter S. Boardman of 2504 Eye Street NW., Washington, D.C., and I am here representing the Defenders of Wildlife with offices at 1346 Connecticut Avenue. Without going into the statement, I would say that the Defenders of Wildlife are in support of all these matters of legislation and commend the committee here and Senators for the statements made. We are in full accord.

Senator HOLLINGS. Thank you very much, Dr. Boardman. Your entire statement will be included in the record.

PREPARED STATEMENT BY WALTER S. BOARDMAN, DEFENDERS OF WILDLIFE, WASHINGTON, D.C.

I am Walter S. Boardman of 2504 Eye Street, N.W., Washington, D.C., and I am here representing the Defenders of Wildlife with offices at 1346 Connecticut Avenue, N.W. This invitation to appear before you today to present testimony concerning: S. 322, S. 1078, S. 1597, H.R. 480 and H.R. 482 is appreciated.

The Wildlife Refuge System established by the Congress is rendering a very important service in helping to preserve the bird and wildlife species. We have learned sadly and sometimes too late, that the natural resources which waterfowl and many mammal species represent were not unlimited and concerted action to protect them has been necessary. We know that the preservation of habitat is a key factor in maintaining their numbers if not their survival. In recent years, the encroachment upon natural habitat by the agricultural and commercial interests of man has been compounded by the increasing mobility of population. Vast areas once remote and rarely visited, even by hunters are now being reached by people in such numbers as to be seriously detrimental to wildlife, both through persecution and destruction of habitat. Thus while the areas brought under the wildlife protective system is increasing, thanks to wise legislation, the need is outpacing the gains and land acquisition must be accelerated, even to hold the present status.

The bills under consideration all represent efforts to revise existing laws to meet the changing conditions and economic problems of the time. It is hoped that favorable action will be taken.

In specific terms, the following comments are offered for consideration.

S. 322 would amend the Migratory Bird Conservation Act requiring approval of the Migratory Bird Commission. It may be questioned as to why this added safe-

guard is proposed. We have confidence in the judgment of the Secretary of the Interior, but such decisions as to the sale of small areas are made on the basis of staff recommendations and these may be biased by the sincere interests or the philosophy of an individual. To illustrate, a unique forest stand that ought to be preserved for its own character might be regarded as needed to meet an immediate lumbering interest by a forester and the sale recommended on that basis. The review by the Commission will serve to protect the public interest against a sincere but perhaps unwise decision by a staff member.

S. 1078 to amend the Act of October 4, 1961 seems clearly in the public interest. It has demonstrated its value and the public interest has been well served. It would seem that the program should be extended.

S. 1597 and S. 1612 would authorize a program of restoration and development of migratory waterfowl habitat in the Middle Rio Grande Valley of New Mexico. The growing pressures of agricultural and industrial development in a once remote area with all too little water even under natural conditions seems to justify special consideration. Aside from treaty obligations to Mexico and Canada this bill represents a step in principle of sharing economic resources with other forms of life beside mankind.

H.R. 482 would amend the Migratory Bird Hunting Stamp Act of March 16, 1934, to increase by \$2.00 the fee for such a stamp. This seems to constitute an adjustment to meet the higher costs of the present time. It is to the credit of the users of the stamp that they are willing to pay the additional amount for the privilege of hunting.

At this point, I would like to make a general observation relative to outdoor recreation and wildlife. Historically the prime movers for the propagation of game mammals and waterfowl have been the hunters and fishers. There is a very rapidly growing segment of the population which gains enjoyment from the study and observation of these same forms of wildlife, along with many others. They have been sometimes characterized as "the little old ladies in high button shoes" but whatever grounds for such a characterization ever existed, is no longer true. The Migratory Bird Hunting Stamp is a license to enjoyment of wildlife by killing it. Perhaps there should be a stamp made available for those who are willing to pay for refuges where wildlife may be observed as living creatures and enjoyed as such. The popularity of such places as Sap Sucker Woods near Ithaca and Caddy's Wildgoose Refuge in North Carolina are living examples of the appeal which this form of recreation has for people. It might also be observed that wildlife observation tours to Africa and elsewhere are drawing more people than the hunting safari that once dominated the scene.

In conclusion, I wish again to thank the Committee for this opportunity to present viewpoints regarding the proposed legislation.

I understand that in place of Mr. Guthermuth we have Mr. Poole to represent the Wildlife Management Institute.

STATEMENT OF DANIEL A. POOLE, SECRETARY, EDITOR, OUT-DOOR NEWS BULLETIN, WILDLIFE MANAGEMENT INSTITUTE, WASHINGTON, D.C.

Mr. POOLE. Thank you, Mr. Chairman. I am Daniel A. Poole, Secretary of the Wildlife Management Institute and, in brief, the Institute strongly supports and endorses S. 322 which would require compensation for lands taken for other than non-wildlife purposes from the national refuge system. We support S. 1078 and hope that this proposal can move this Session. This is the bill to extend the accelerated wetlands acquisition authority. We are pleased to join with conservationists and with the New Mexico Department of Game and Fish in supporting S. 1597.

And, finally, on our statement we raise a number of points concerning H.R. 482, which would give the Secretary of the Interior discretionary authority to increase the duck stamp or fee to \$5.

Now, if I may—

Senator HOLLINGS. What are those points? You say you raised the points. Do you favor or don't you?

Mr. POOLE. At this time, Mr. Chairman, it does not appear that it would be a seller's market to increase the duck stamp fee. The outlook for the ducks this fall is not too good, or is less than last year, I should say. The outlook for next year we really don't know and won't know until next year.

And also following most increases, or the increase in 1949 from a dollar to \$2, there was a decrease of 173,000 stamps sold, and in 1959 when the fee was increased from \$2 to \$3, the stamp sales declined by 537,000 that year. It was coupled, of course, that second year with a poor waterfowl outlook. But we haven't quite gotten back from that.

If I might go off the record just a moment to make an explanation mainly to Mr. Huse.

Senator HOLLINGS. You can go off the record.

(Discussion off the record.)

Senator HOLLINGS. On the record, the committee will accept a revised statement from Mr. Poole.

Mr. POOLE. Thank you very much.

Senator Hollings. Do you have questions?

Senator METCALF. Mr. Chairman, I want to note that Mr. Poole is a Montanan and has frequently appeared before committees in support of wise conservation legislation.

I want to thank you, Mr. Chairman, for the opportunity to sit with you today and hear in the room some of the outstanding conservation leaders in America. If I am somewhat critical of my friend on the staff, I do want to pay my respects to that very fine staff. I have worked with them for 7 years now and I have enjoyed a fine relationship and have confidence in their ability.

(Mr. Poole's revised statement follows:)

STATEMENT OF DANIEL A. POOLE, WILDLIFE MANAGEMENT INSTITUTE,
WASHINGTON, D.C.

Mr. Chairman, I am Daniel A. Poole, secretary of the Wildlife Management Institute, with headquarters in Washington, D.C. The Institute is a national conservation organization, and its program has been devoted to the restoration and improved management of natural resources in the public interest for more than fifty years.

My statement is relatively brief, Mr. Chairman, and I will comment on the bills in the order that they are listed in the committee's invitation to appear here today.

S. 322

This proposal provides that no land in the national wildlife refuge system shall be sold, transferred for any other use, or otherwise disposed of without the approval of the Migratory Bird Conservation Commission. Dr. Ira N. Gabrielson, the president of the Institute, has expressed the opinion on a number of occasions that such authority would help the Department of the Interior to resist efforts to construct highways across refuges or to divert refuge lands to non-wildlife purposes.

The basic authority for the new Department of Transportation contains a clear statement of congressional policy against the construction of highways through wildlife refuges, parks, and recreation lands. The Endangered Species Preservation Act (Public Law 89-669) directs the Secretary of the Interior to grant easements for roads, power lines, ditches and other developments across refuges, but only if such "uses are compatible with the purposes for which these areas are established." The provisions in the two new Acts respond to the difficulties that have been encountered, and we hope that they become firm guides to future decisions of the Transportation and Interior Departments.

The record to this point has been somewhat frustrating to conservationists. There have been some classic cases, like the problem at the Chicoteague National Wildlife Refuge in Virginia—and this refuge was purchased with Duck Stamp

funds—where a high-volume access highway to the recently authorized Assateague Island National Seashore Recreation Area most likely will run the length of the small refuge. The Wheeler and Savannah refuges in the Southeast also illustrate difficulties that we hope implementation of the Transportation and the Endangered Species Acts will rule out in the future. But that may be wishful thinking, because a rising population will create demands for more highways and other developments.

Information supplied by the Bureau of Sport Fisheries and Wildlife at the House hearings earlier this year shows that all refuges do not consist of acquired lands. That is, no Duck Stamp receipts have been invested in land at refuges that were created by withdrawals from public lands or by transfer from federal agencies, hence it was not necessary for the Bureau to obtain prior approval from the Migratory Bird Conservation Commission.

The tabular material shows that refuge lands transferred to non-wildlife purposes between 1957 and 1966 amounted to 6,244.7 acres for state highways and 194.8 for county roads. Of the total, approximately 265 acres of refuge lands, acquired with Duck Stamp funds for which approval of the Migratory Bird Conservation Commission was required, were diverted for the construction and improvement of state and county highways, or for material sites. Acreage figures do not tell the whole story.

Until 1958, most of the Duck Stamp receipts were used to develop, operate, and maintain refuge lands and to pay for research, law enforcement and other routine expenses. Prior to 1954, only \$6.5 million of the \$34.9 million collected from sportsmen were invested in land. It is impossible to say how much of the sportsmen's money has been invested in dikes, water control structures, and other developments on lands subsequently relinquished for highway purposes or on lands whose usefulness for wildlife has been impaired by nearby road construction and public travel.

We know that the Migratory Bird Conservation Commission is making a point of acquainting the new Transportation Secretary with the purposes of the national wildlife refuge system. We realize, too, that the position of the Department of the Interior has been strengthened by the Endangered Species Act. Perhaps these changes will help to overcome the objections conservationists have had in the past. We do not know if they will work or how well they will work without a period of observation. It generally takes many months for good intentions to get down to the field.

We do know, however, that these two important acts, or any others that might be enacted, hold little promise of success unless they relieve the constant threats to units of the national wildlife refuge system in many parts of the country. All threats cannot be eliminated, of course, but clear policy and a strong operating procedure should be established to convince the road builders and others that wildlife refuges no longer will be a source of free rights-of-way.

We are not suggesting in our support of S. 322 that wildlife refuges be sold for highway and other inconsistent developments. Requiring payment for the fair market value of lands sought for development, including the value of dikes and other habitat improvements already on the land and the severance costs for wildlife habitat values that would be destroyed or impaired, should make refuge lands far less attractive to the highway planners. And equally important, it will demonstrate to the purchasers of Duck Stamps—the sportsmen of America who initiated and supported the stamp as a means of making an extra contribution toward the well-being of migratory waterfowl—that the millions of dollars they have contributed to this great program are sincerely appreciated and that the refuges this money has made possible are worthy of protection. To do less would be to suggest that the Migratory Bird Conservation Commission and the Department of the Interior have not capably discharged their responsibilities for the special Duck Stamp Fund.

S. 1078

This proposal to extend Public Law 87-383, the so-called Accelerated Wetlands Acquisition Act of 1961, has a purpose similar to H.R. 480, also before the Committee. The utter necessity for the extension of this authority has been explained fully in the report from the Department of the Interior and by representatives of the Bureau of Sport Fisheries and Wildlife. To my knowledge, every major national, regional, and state and wildlife agency and conservation organization supports the enactment of this legislation. The additional time is required, along with appropriations support as authorized in the 1961 Act, so that the Bureau may acquire or obtain easements on a sufficient acreage of wetlands to meet

national waterfowl program objectives. It is hoped that this necessary extension will be granted this session. Further, we support the Interior Department's recommendation for the elimination of the veto power granted in the parent act.

S. 1597

The Institute joins with other conservationists and with the New Mexico Department of Game and Fish in supporting this bill. The development of migratory waterfowl habitat in the Middle Rio Grande Valley would contribute to the national waterfowl program by restoring wetlands that had been destroyed largely by alteration of the flow of the Rio Grande River.

H.R. 482

The premise of this proposal is that an increase in the Duck Stamp fee will yield additional money for the wetlands acquisition program. The necessity for larger annual appropriations is attested, in part, by the broad national support for S. 1078 and H.R. 480, which would extend the emergency wetlands acquisition program for eight years. The extension has been made imperative by the inability of Congress to appropriate funds at anywhere near the annual level that was anticipated. The Bureau of Sport Fisheries and Wildlife has worked out field procedures and has assembled and trained proficient wetlands acquisition teams, but the program cannot function at peak efficiency without adequate financing. By increasing the Duck Stamp fee, it has been suggested, a small additional source of reliable funds would be available for the program. I say "reliable" because Duck Stamp receipts are handled as a permanent indefinite appropriation in the budget, and are free from annual variation other than in the total amount that is collected.

The Bureau estimates that the long-term effect of an increase in the price of the Duck Stamp would benefit the land acquisition program over the next few years. Larger collections also would speed the repayment of the \$105 million that should have been advanced for wetlands acquisition by the time the program expires. It has been suggested, too, that an increase in the price of the Duck Stamp would result in fewer stamps being sold, particularly in the year or two following the increase.

An increase in the stamp fee from \$1 to \$2 in 1949 resulted in nearly 173,000 fewer stamps being sold the following year. In 1959, when the fee was increased from \$2 to \$3, the decline in stamp sales was about 537,000. It appears, however, that some of the 1959 decline should be attributed to a poor waterfowl hunting outlook rather than solely to the greater stamp cost.

The outlook for waterfowl hunting this fall apparently is not as good as had been expected earlier. What this will mean in terms of the number of birds in the 1968 fall flights is not known, of course. But a continued downward trend for waterfowl, plus an increase in the cost of the Duck Stamp, could depress total sales and possibly reduce income below present estimates.

The International Association of Game, Fish and Conservation Commissioners, as well as a number of individual state fish and game departments, advise against an increase in the Duck Stamp fee at this time. Faced with rising costs, many state conservation departments are seeking increases in their basic hunting licenses in order to service the demands of hunters and other recreationists. The state wildlife programs are financed basically from hunting license fees, hence their concern about the eventual cost of hunting to sportsmen and the division of the sportsman's dollar between state and federal programs is understandable.

Senator HOLLINGS. I want to thank Mr. Poole and especially the Senator from Montana for his assistance to me, because I am not as informed as I should be on conservation and wildlife matters. It has been a big help.

The record will be open for 10 days for the committee to receive any further statements that should be included. We also want to include, before adjourning here this morning, a statement from the senior Senator from Nebraska, Roman L. Hruska, and a statement

by Dr. Spencer M. Smith, of the Citizens Committee on Natural Resources.

(The statements referred to follow:)

STATEMENT BY HON. ROMAN L. HRUSKA, U.S. SENATOR FROM THE STATE OF NEBRASKA

Your Committee is considering H.R. 480 and S. 1078, which would provide the authority for continued appropriation of funds for acquisition of wetlands for migratory waterfowl under the Wetlands Loan Act of 1961.

Enactment of legislation along these lines is essential to protect the habitat needed to maintain our migratory waterfowl. The steady growth of population and the continued drainage or other encroachment on wetlands which have been their habitat for centuries makes a program of wetlands acquisition and protection a necessity.

In 1961 Congress enacted Public Law 87-383, which authorized a special appropriation of \$105 million within a seven-year period for the acquisition of wetlands. This original authorized period is now expiring, and total appropriations during the seven years have amounted to only \$46.0 million, including the appropriation for fiscal year 1968. Enactment of H.R. 480 or S. 1078 would extend the authority for an additional eight years, to give time for completion of the original \$105 million program of land acquisition.

However, I urge strongly one amendment to either H.R. 480 or S. 1078. Under present law, the Secretary is prohibited from acquiring lands in a State with money from the migratory bird conservation fund until the Governor or an appropriate State agency approves the acquisition. Both bills propose to abolish this "veto" power of the Governor. In my judgement, it is an essential safeguard and should be preserved.

When creation of any proposed refuge is under consideration, the people in the neighboring communities as well as the units of local government may be greatly affected by such a step. Not only is the taxable revenue of local government affected, but other questions may arise, including the preservation of existing farming units, the location of local roads, and the like. Conservation of the waterfowl benefits us all, including those far distant from the refuge, but frequently a local community may suffer a severe impact from the location of a refuge in its immediate environs.

This statement is based on my experience as a member of the Migratory Bird Conservation Commission, which has the statutory duty to grant or withhold approval of the acquisition of lands under this program. During my service on that Commission there have been a number of occasions when a proposed refuge met with strong opposition by the people of the affected area. The local people have a right to be heard. This can best be done through protecting their governor as their spokesman, and preserving his present veto over any proposed refuge in his state.

It is therefore urged that the existing provision of law be maintained. H.R. 480 or S. 1078, whichever is acted upon by your Committee, should be amended by restoring language substantially as follows:

"No land shall be acquired with moneys from the migratory bird conservation fund unless the acquisition thereof has been approved by the Governor of the State or appropriate State agency."

Mr. Chairman, the purpose of S. 322 is to protect the lands of the national wildlife refuge system from hasty or unwise disposal or transfer to purposes other than conservation purposes.

The bill was introduced in response to two different problems. First, about two years ago there was a drive by the Department of Interior to close down or dispose of a number of the wildlife refuges, in a manner similar to the steps also then being taken to close down certain military installations and veterans' facilities. The proposals aroused quite a storm of protest, and in time they were drastically modified, and most of the wildlife refuges were saved. However, the incident taught us a lesson temporarily of the need for eternal vigilance.

The second problem is the constant threat of highway construction within the wildlife refuges. It sometimes happens that a wildlife refuge seems the easiest place to put a road, when any other route might evoke some resistance. We should not allow the refuges to become targets for highway construction merely because they offer the line of least resistance. We all recognize the need for highways, of course, but they should not be put through wildlife refuges unless on the basis of

considered judgment that is the best place to put them, from all points of view. Furthermore, if the highways take refuge lands, then the highway funds should reimburse the funds set aside for purchase and operation of refuges.

It is a difficult struggle to find and acquire additional lands suitable for refuge use, in the face of all the competing demands for land under modern conditions. For that reason it is all the more urgent to maintain and protect the refuges already in existence.

The bill introduced by Senator Metcalf, Senator Tydings, and me would permit the disposal of refuge lands only with the permission of the Migratory Bird Conservation Commission. This is the Commission created by statute to oversee the program of land acquisition for migratory bird refuges. It contains two members from the Senate, two from the House, and three cabinet officers.

Since land cannot be purchased for migratory bird refuge purposes without approval of the Commission, it seems logical that the same lands should not be disposed of without approval of the same Commission.

It is true that to be technical some units in the refuge system are not for migratory birds, but for other species. Also, it is true that some lands in the system have been acquired by being reserved from the public domain lands or otherwise. However, to a major degree the system of refuges was the work of the Migratory Bird Conservation Commission and was acquired out of the revenues from sale of duck stamps and similar funds placed under the control of the Commission. Control over disposal of these lands is just as important as control over their acquisition.

The bill also contains a provision that when lands are diverted to highway use, there must be reimbursement of the value thereof to the migratory bird conservation fund. Such reimbursement is logical and necessary to permit the refuge system to replace any lands lost to highway use.

I strongly support this bill, and urge its approval by your subcommittee and the Senate Commerce Committee.

STATEMENT OF DR. SPENCER M. SMITH, SECRETARY OF THE CITIZENS COMMITTEE ON NATURAL RESOURCES, WASHINGTON, D.C.

Mr. Chairman and members of the committee, I am Dr. Spencer M. Smith, Jr., Secretary of the Citizens Committee on Natural Resources, a national conservation organization with offices in Washington, D.C.

We support strongly the measures now being considered by the Committee that extend the period during which funds may be appropriated under this Act.

Of the original 127 million acres of wetlands only 74 million acres remained by 1955. Of the remaining 74 million acres approximately 22.5 million acres were suitable for migratory water fowl.

It was estimated that about 10 million acres would remain in private ownership with the remainder to be acquired by the public. The remaining 12.5 million acres would be acquired by the Federal Government, 7.5 million acres, and the State Governments, 5 million acres.

By 1961 the Federal Government needed 2.5 million acres to reach their goal.

In 1961, Congress enacted the Wetlands Acquisition Act in order to accelerate the acquisition of migratory water fowl habitat. Prior to that time the migratory bird conservation fund, which received the proceeds from the sale of duck stamps, was the sole means by which wetlands could be acquired. With the passage of the 1961 Act, however, an advance appropriation without interest was authorized to provide \$105 million over a seven year period, beginning with fiscal year 1962.

Beginning with fiscal year 1969, the funds advanced to the migratory bird conservation fund would be repaid to the Treasury by allocating 75% of the receipts from duck stamp sales for each year until full payment was effected.

The hopes and aspirations that many conservationists had at the time the 1961 Act became law has waned with each appropriation. Only 750,000 acres have been acquired in fee or less than fee, since 1961. Since the Act of 1961 only \$46 million has been appropriated (including \$7.5 million for fiscal year 1968) under an authorization of \$105 million.

The original authorization was predicated on an accelerated acquisition. Suitable land was fast disappearing and that remaining was escalating in value at a rapid pace. The failure to appropriate sufficient funds has frustrated a well planned and prudently financed program.

The present measures would extend for an additional eight years the date when repayment is required of the advanced appropriations to the Treasury. This is a minimal amendment to the 1961 Act. It can be contended from the immediate past history, that in addition to the eight year extension the original authorization of advanced appropriations should also be increased. Perhaps the wisdom of a step at a time is prudent and we will not urge this amendment, despite the logic of it.

We do seek to emphasize, however, that any less aid to the wetland acquisition program will mean a serious blow to the program and a similar diminution of wetland habitat.

Additional legislation, which appears as an appropriate and necessary corollary to the extension of repayment, is the increase in the price of duck stamps. The price of duck stamps was authorized at \$1.00 in 1934, increased to \$2.00 in 1949, and increased to \$3.00 in 1958. The present proposal would authorize the Secretary of Interior to increase duck stamps to a maximum of \$5.00.

From every evidence, the revenues from an increase in price will be increased, thus providing additional funds for wetland acquisition. It is doubtful that the increase in price will be burdensome to the hunter. It would appear to us that the necessity of accelerated wetland acquisition is appreciated by sportsman and conservationist alike.

Senator HOLLINGS. If there is nothing further the committee stands adjourned. Thank you very much.

(Whereupon, at 12:10 p.m., the subcommittee was adjourned.)

APPENDIXES

APPENDIX A

(The following correspondence was received from the various State agencies interested in the bills covered by this hearing:)

STATE OF ALABAMA,
DEPARTMENT OF CONSERVATION,
Montgomery, Ala., July 17, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: This is to inform you that the sportsmen of Alabama are in favor of H.R. 480 which is an extension of Wetlands Acquisition Program as it would be greatly beneficial to game and fish, and we request your support.

We also request and urge that you oppose H.R. 482 which is increasing the price of the "Duck Stamp" from \$3.00 to \$5.00. This would further increase the total cost of your State's sportsmen and should be opposed.

Thanking you in advance for your support and consideration, I remain,
Sincerely,

CHARLES D. KELLEY,
Chief, Game and Fish Division.

STATE OF ALASKA,
Juneau, July 28, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Subcommittee on Merchant Marine and Fisheries, Senate Committee on Commerce, U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: We wish to place on record our position on legislation now before your committee.

S. 322.—We support this legislation. It seems reasonable that if acquisition by funds from the duck stamp receipts require approval by Migratory Bird Commission, that disposition of such lands should also be approved by the Commission. When such lands are disposed of, the duck stamp buyer's interests should be protected by returning receipts of such sales to their original purpose.

S. 1078 and H.R. 480.—We urge the enactment of this legislation and regret that neither the funding nor the goals have been met.

S. 1597.—The enactment of this legislation will provide for the conservation of important waterfowl habitat in New Mexico. We believe the program has merit and should be supported.

H.R. 482.—It is our understanding that even if this legislation were enacted the Secretary may not wish to take immediate steps to increase the fee of the duck stamp. If such is the case, we believe that Congress will have ample opportunity to enact legislation to provide for the increase. We have reservations with respect to the predicted increase in receipts due to the increase in the fee for the duck stamp. We are not convinced that receipts will be a straight line projection on previous receipts. We in Alaska have a special problem in that the present cost of the duck stamp places a hardship on many people with a very low annual income. Indeed the waterfowl provides an important source of food. For this reason we do not favor enactment of this legislation at this time.

H.R. 11026 Funds for Wildlife Conservation on Defense Installations. Amends Section 3 of Act of September 15, 1960.

This Act known as the "Sikes Act" has made possible much recreational use by both civilian and military personnel on defense areas. The full potential, however, has been handicapped by lack of funding. We therefore support this legislation.

With warm personal regards.

Sincerely yours,

WALTER J. HICKEL, *Governor.*

ARIZONA GAME & FISH DEPARTMENT,
Phoenix, Ariz., July 6, 1967.

Senator CARL HAYDEN,
Old Senate Office Building,
Washington, D.C.

DEAR SENATOR HAYDEN: The House recently passed H.R. 482 authorizing the Secretary of the Interior to increase the price of the migratory waterfowl stamp from \$3.00 to \$5.00. I understand this bill is now before the Senate Committee on Commerce (Report No. 20, Page 253).

The state wildlife agencies through the International Association of Game, Fish and Conservation Commissioners, and the western states through the Pacific Flyway Council, have unanimously opposed an increase in the duck stamp fee. The resolution of the International Association was mentioned in the hearings in the House, but evidently members of the House did not grasp that this resolution was collectively expressing the views of the states. In any event, the bill passed and is now before the Senate.

We wildlife administrators in the states find ourselves in a squeeze for adequate funding to carry on our wildlife commitments, and we believe an increase in the waterfowl stamp fee would decrease our present license sale and increase opposition to future additional state fees. Wildlife management is a sophisticated science requiring highly skilled and trained personnel. Since salaries for comparable positions in the Fish and Wildlife Service are at least one-third higher than average state salaries, we are at present at a disadvantage in competing for personnel. We would like to be in a position to compensate our personnel at the same level as federal employees, but to do so we must increase our income. Our only source of additional income is additional license fees, hence we are in opposition to an additional federal fee to be paid by the same group of hunters from whom we must obtain funds.

I want to make it abundantly clear that I am not objecting to the salary scale of Bureau of Sport Fisheries employees, but until salaries for comparable state positions are somewhat competitive, I must object to moves to obtain additional funds from the same group who must also financially support the programs of the states.

Sincerely,

WENDALL G. SWANK, *Director.*

ARIZONA GAME & FISH DEPARTMENT,
Phoenix, Ariz., July 27, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
New Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: At your Commerce Committee hearing on August 16 and 17 I would like to register my support for S. 322, S. 1078 and H.R. 480.

With the increase in competition for uses of the land, it is natural for those segments of our population who are not aware of basic ecological concepts to look upon wetlands as wastelands or lands of low economic production. A continuation of the elimination and degradation of our wetlands will effect a severe decrease in our waterfowl population as well as other marsh-dwelling birds and mammals.

Procurement of additional waterfowl refuge lands and retention of those now in the system is a move in the right direction.

Sincerely,

WENDELL G. SWANK, *Director.*

DEPARTMENT OF FISH AND GAME,
Sacramento, Calif., July 17, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR MAGNUSON: We have been informed that your Committee will soon be considering H.R. 480, the bill that would amend the Act of October 4, 1961, and thereby extend the accelerated wetlands acquisition program for another eight years.

We wish to go on record as strongly supporting this fine piece of legislation that will allow more wetlands to be acquired and help perpetuate the waterfowl resource. The original Act authorized \$105 million over a seven year period for the Department of Interior to acquire wetlands. Unfortunately, now less than half of the funds have been appropriated and time is running out. The extension provided by H.R. 480 will allow this acquisition program to reach its goal of preserving 2.5 million acres of wetlands.

Your support of this legislation will be greatly appreciated.

Sincerely,

ROBERT L. JONES
(For the Director).

THE RESOURCES AGENCY OF CALIFORNIA,
Sacramento, Calif., July 17, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
New Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: It is our understanding that your Committee will soon be considering H.R. 482, the bill that would increase the fee from \$3 to \$5 for a migratory waterfowl hunting stamp.

We wish to go on record as opposing this legislation as an increase in price will discourage people from participating in waterfowl hunting. A look at the nationwide sales of waterfowl hunting stamps shows that in the years following 1959, when the fee was increased from \$2 to \$3, several hundred thousand hunters quit hunting waterfowl. This reduction in the number of hunters was so drastic that there has actually been less revenue from the \$3 stamp than there was with the \$2 stamp.

At this time we should be encouraging hunters to remain in waterfowl conservation instead of forcing them out of the picture. Of prime concern is the continued loss of wetlands habitat. Here in California about half of our remaining wetlands is privately owned and managed for waterfowl hunting. When these landowners quit hunting their wetlands lose their recreational value and they are converted to other land uses. When wetlands are lost the waterfowl resource suffers.

Your careful consideration of our views in opposing this legislation will be greatly appreciated.

Sincerely yours,

N. B. LIVERMORE, Jr., Administrator.

HAMDEN, CONN., June 13, 1967.

HON. THOMAS J. DODD,
New Senate Office Building,
Washington, D.C.

SIR: There are two bills in this session of Congress identified as S. 1078 and H.R. 480 which would continue the Wetlands Acquisition Program.

The magnitude of this program in terms of cost to the Federal Government is not large, but the long-range benefits to the future health and preservation of wildlife are great. I cannot recite all of the pros and cons involved in this program, but I am convinced of the overall benefit of our citizenry of preserving as much wildlife habitat as possible and practical so that generations to come will be able to tread on other than concrete and asphalt.

Without presuming to influence your position on these bills, I do ask that you consider them in your usual thorough fashion and, hopefully, arrive at a point of view which may parallel mine in general terms, that is, make an investment in

these lands now for the continued satisfaction and enjoyment they will give countless millions of U.S. citizens in the years to come.

Even though you are not on the committee considering this bill, I am writing you, as my senator, and because I know your position will be a factor in the eventual action to be taken.

Very truly yours,

V. J. TIEFENBRUNN.

FLORIDA GAME & FRESH WATER FISH COMMISSION,
Tallahassee, Fla., August 7, 1967.

SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES,
Senate Committee on Commerce,
U.S. Senate, Washington, D.C.
(Attention: Chairman Warren G. Magnuson).

DEAR SIRs: Reference is made to your memorandum regarding the hearing scheduled for August 16-17, 1967 concerning S. 332, S. 1078 and H.R. 480.

This letter is for the purpose of advising you that the Florida Game and Fresh Water Fish Commission would like to officially go on record as strongly endorsing the aforementioned bills. Our Commission stands fully behind all efforts to continue the acquisition of wetlands for conservation of migratory waterfowl. We do not at this time feel that we can support H.R. 482.

Sincerely,

O. E. FRYE, Jr., *Director.*

HONOLULU, July 18, 1967.

Senator WARREN G. MAGNUSON,
Senate Office Building, Washington, D.C.:

The Western Association of State Game & Fish Commissioners today asked me to express our opposition to H.R. 482 increasing the duck stamp from \$3 to \$5. The association favors passage of H.R. 480 extending the wet land acquisition program.

MICHIO TAKATA,
President, Western Association of State Game & Fish Commissioners.

IDAHO FISH & GAME DEPARTMENT,
Boise, Idaho, July 17, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: When the Senate Committee on Commerce holds the public hearings on H.R. 480, the bill to extend the wetlands acquisition program for an additional eight years beyond its present June 30, 1968 cut-off date, we would like to be on record that the Idaho Fish and Game Department and the sportsman of Idaho are highly in favor of the passage of this legislation.

The original goal of 2½ million acres of wetlands to be acquired under this program is far from complete. The overwhelming approval and passage of the original wetlands acquisition program by Congress attests to the fact that most Congressmen are aware of the pressing needs for saving this minimal wetland habitat base so that future generations of waterfowl hunters throughout the country can continue to enjoy waterfowl hunting recreation.

We strongly urge passage of H.R. 480 and S. 1078, with the provision that repayment of the loan from Duck Stamp receipts begin with the termination date of the proposed eight year extension of the wetlands acquisition program.

Sincerely,

ROBERT L. SALTER, *Assistant Director.*

IDAHO FISH & GAME DEPARTMENT,
Boise, Idaho, July 11, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: This letter pertains to H.R. 482 which has passed the House and is now in the hands of your Committee for Senate consideration. The bill authorizes an increase in the Migratory Waterfowl Hunting Stamp fee to a maximum of \$5 (from the present \$3) at the discretion of the Secretary of the Interior.

The Pacific Flyway Council, consisting of the Directors of the Fish and Game Departments for the states of Oregon, Washington, California, Arizona, Nevada, Utah, and Idaho went on record unanimously at its meeting of August 3, 1966, opposing any increase in the Duck Stamp.

The Idaho Fish and Game Department strongly supports the Council's motion cited above and urges that your Committee not approve H.R. 482.

Our state, as well as many others in the Nation, is having a difficult time financing a broad based fish and game management and research program. We depend almost entirely on license fees for financing. We are in need of additional revenues and the only hope is an increase in state license fees. Many other states are in this same position. Any increase in the Federal Duck Stamp fee at this time would seriously hamper efforts to obtain a higher state fishing and hunting fee schedule. We feel certain that resentment by hunters at the Duck Stamp increase would inevitably carry over into adverse reaction to any proposed raising of state license fees.

We have no quarrel with the use to which the additional Duck Stamp revenue would be put. Acquisition of wetlands is an urgent necessity to maintain the waterfowl resource. However, we feel that the financing of such a program through renewal of the accelerated wetlands acquisition program (H.R. 480) provides an adequate monetary base for the wetlands preservation program without at this time increasing the Duck Stamp fee. An eventual increase in the Duck Stamp fee at the end of the suggested eight year loan period to assist in repaying the loan may be advisable and desirable.

Idaho hunters purchase from 25,000 to 30,000 duck stamps annually. Idaho sportsmen organizations and duck hunters in general are against any increase in the Duck Stamp fee at this time. We submit that your Committee should reject H.R. 482.

Sincerely,

ROBERT L. SALTER, Assistant Director.

IOWA STATE CONSERVATION COMMISSION,
Des Moines, Iowa, July 18, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
New Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: It is our understanding that the Sub-committee on Merchant Marine and Fisheries of the Senate Committee on Commerce has scheduled hearings on August 16-17, 1967, concerning the acquisition of wetlands, the costs of duck stamps, and related bills.

The Iowa State Conservation Commission strongly supports S. 322 which will prevent a sale of national wildlife refuge lands without the prior approval of the Migratory Bird Commission. Also, S. 1078 and H.R. 480 are strongly favored, since they extend for an additional 8 years funds for acquisition of remaining wetlands in the Dakotas and Minnesota primarily.

Formal Commission action was taken in July 1967 concerning H.R. 482. A photo copy of letters to our Senators Jack Miller and Bourke B. Hickenlooper is attached. It indicates the rather neutral stand on this proposed legislation; however, at the International Association of Game, Fish and Conservation Commissioners meeting last year, Iowa voted against the increase in the price of the duck stamp.

Yours very truly,

E. T. ROSE, Chief, Division of Fish & Game.

U.S. SENATE,
COMMITTEE ON AGRICULTURE AND FORESTRY,
July 11, 1967.

E. T. ROSE,
*Chief, Division of Fish & Game,
State Conservation Commission,
Des Moines, Iowa.*

DEAR MR. ROSE: Thank you very much for your good letter of July 6.
The point made regarding the low income people who like to hunt is a good one, and I hope something can be worked out to meet it.

Faithfully yours,

JACK MILLER.

U.S. SENATE,
COMMITTEE ON FOREIGN RELATIONS,
Washington D.C. July 10, 1967.

E. T. ROSE,
*Chief, Division of Fish & Game,
State Conservation Commission,
Des Moines, Iowa.*

DEAR MR. ROSE: I have your letter of July 6th in reference to H.R. 482.
I think \$5.00 is a great deal for a lot of people to pay and would constitute quite a hardship on them. At the moment, I would hope that they would not press for the increase.

Yours sincerely,

B. B. HICKENLOOPER.

KANSAS FORESTRY FISH & GAME COMMISSION,
Pratt, Kans., July 18, 1967.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
New Senate Office Building,
Washington, D.C.*

DEAR SENATOR MAGNUSON: I have your communication informing me that the Subcommittee of the Merchant Marine and Fisheries of the Senate Committee on Commerce will hold public hearings on August 16-17, 1967, that are of interest to the sportsmen of this State.

The Commission speaking for the sportsmen of this State would like to go on record as favoring S. 322; S. 1078 and H.R. 480. We are, however, strongly opposed to H.R. 482. We are not taking any stand regarding S. 1597.

We wish this letter to go on record as per my suggestion and would appreciate you giving serious consideration in your action in the manner in which I have indicated.

We appreciate you notifying us of these hearings and your interest in this matter.

Yours truly,

GEORGE C. MOORE, *Director.*

COMMONWEALTH OF KENTUCKY,
DEPARTMENT OF FISH & WILDLIFE RESOURCES,
Frankfort, Ky., July 5, 1967.

HON. THRUSTON B. MORTON,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR MORTON: I would like to register opposition to H.R. 482 recently passed by the House, which authorizes the Secretary of Interior to increase the price of the annual Migratory Bird Hunting Stamp from \$3.00 to \$5.00. Kentucky hunters will strongly oppose this measure because as you know from previous correspondence, Kentucky is one of the "low-kill" states. Here, only 2.3 per 1,000 people participate in waterfowl hunting, probably because out of the total duck kill, Kentucky hunters during the past eight years has taken only from .6% to .94% of all ducks killed by other states.

If the license then were increased from \$3.00 to \$5.00 I am afraid that waterfowl hunting might become a sport for those with a higher income.

In addition, the House has passed H.R. 480, which after amendment, is a very good bill. Originally this bill would have required a Migratory Stamp for the

hunting of all species now defined as migratory birds and would have caused Kentucky dove hunters to purchase the stamp. This would probably have touched off a near revolution here. Our studies, since 1955, indicate that Kentucky hunters are shooting birds produced in Kentucky only. Our surveys for the last 12 years show that migrant birds shot in Kentucky are taken on or very near the state line only and therefore there is serious question from these years of investigation as to whether the dove should be considered a migratory bird or not. Since other states, as well as Kentucky, are carrying on the majority of dove research, it is felt that an added fee to the Federal Government of \$5.00 for National Dove Management is a bit ridiculous. I don't know whether or not there will be any effort in the Senate to restore the requirement of a Migratory Stamp for dove hunting under H.R. 480 when considered by the Senate, but I wanted you to be advised of the feeling here in regard to not only this Bill, but also the proposed increase in the cost of the Stamp under H.R. 482.

Sincerely,

MINOR CLARK, *Commissioner.*

MARYLAND DEPARTMENT OF GAME & INLAND FISH,
Annapolis, July 17, 1967.

Hon. WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
New Senate Office Building,
Washington, D.C.*

DEAR SENATOR MAGNUSON: I received your very informative letter in which you advise that public hearings on various bills relating to acquisition of wetlands, other wildlife habitat and duck stamps will be held August 16-17, 1967, and sincerely trust you will weigh the following statements in making your final deliberations.

H.R. 480. The Department of Game and Inland Fish wholeheartedly supports H.R. 480 calling for an extension of 8 additional years in which funds may be appropriated for the acquisition of wet lands for the conservation of migratory waterfowl.

H.R. 481. The Department of Game and Inland Fish also wholeheartedly endorses H.R. 481 which provides that no land contained in the national wild life refuge system shall be sold, transferred for any other use, or otherwise disposed of without the approval of the Migratory Bird Commission.

H.R. 482. The Department of Game and Inland Fish opposes H.R. 482 to require a hunting stamp for the taking of migratory birds other than waterfowl for the simple reason that this is probing further into departments' monetary sources. We wish to call to your attention the statements by the International Association of Game and Fish Commissioners presented before Congressman Hansen's subcommittee, at which time funding by direct appropriation was requested. Our neighbor to the north of us, New Jersey, has a license specifically for woodcock, and there would be a duplication of license fees, if H.R. 482 were enacted.

We are submitting 5 copies of our statement for the use of the Committee and respectfully request that you give serious consideration to the opinions expressed herein.

Sincerely yours,

GEORGE B. SHIELDS, *Director.*

THE COMMONWEALTH OF MASSACHUSETTS,
DIVISION OF FISHERIES & GAME,
Boston, Mass., July 19, 1967.

Hon. WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR SENATOR MAGNUSON: It is my understanding that your Committee will be considering several bills concerning the extension of the wetlands acquisition program and increasing the fee for the migratory duck stamp sold through the Post Office Department.

I would like to be recorded as favoring H.R. 480 and its companion bill S. 1078. I would, however, like to be recorded as being in opposition to H.R. 482 which would authorize an increase in the present duck stamp from \$3.00 to \$5.00 as determined by the Secretary of the Interior. Attached please find copies of corre-

spondence addressed to the Honorable Ted Kennedy, Senator from Massachusetts, and the Honorable Silvio Conte, Congressman from Massachusetts and member of the Migratory Bird Commission.

I respectfully request your serious consideration in opposing H.R. 482 and that consideration be given to an appropriation of general revenue to increase the rate of acquisition rather than burdening the sportsmen for the entire cost of additional acquisitions which will be utilized for general public benefits.

Sincerely yours,

JAMES M. SHEPARD, *Director.*

THE COMMONWEALTH OF MASSACHUSETTS,
DIVISION OF FISHERIES & GAME,
Boston, Mass., October 7, 1966.

HON. EDWARD KENNEDY,
*U.S. Senator,
Senate Office Building,
Washington, D.C.*

DEAR SIR: A bill is presently before the Senate Committee on Commerce which would increase the Migratory Bird Hunting Stamp fee from \$3.00 to \$5.00. The basic purpose of this fee is to provide funds for the acquisition and development of waterfowl habitat.

I hope that you will be able to do everything within your power to see that this bill is not enacted into law. The International Association of Game, Fish, and Conservation Commissioners, at our recent convention in Kansas City (I attended as a voting member), unanimously passed a resolution which will be forwarded to members of Congress, urging that a direct appropriation of funds from general revenue be made to increase the rate of acquisition and development rather than increasing the present Bird Stamp fee.

Many thanks for your help in the past, and I hope that you will be able to work for the defeat of H.R. 14136.

Sincerely yours,

JAMES M. SHEPARD, *Director.*

MINNESOTA EMERGENCY CONSERVATION COMMITTEE,
Minneapolis, Minn., July 10, 1967.

HON. WALTER F. MONDALE,
*Senate Office Building,
Washington, D.C.*

DEAR FRITZ: The House, by a vote of 328 to 8, has approved a bill, H.R. 482, relating to hunting stamps for the taking of migratory waterfowl. This is just about the most asinine bill and the most detrimental to the acquisition program waged by the Secretary of Interior for the acquisition of wetlands that we have seen come up for many a day. Unbeknownst to a great number of Congressmen is the old law of diminishing returns. This is quite apparent by the large majority given to the raising of the stamp from \$3.00 to \$5.00 and adding to the burdens of the Secretary of Interior by giving him discretionary powers to limit it to \$1.00 in such instances where he feels the \$2.00 increase would be too much.

I sincerely hope that you will do your utmost to have the bill amended when it comes before the Senate so that the acquisition program can be realized, especially in such states as Minnesota where we really raise the birds and where a great number of attractive areas can again be rehabilitated for nesting and resting purposes. A look at what happened when the license was increased to \$3.00 should be sufficient evidence that there is such a thing as making the tax too high.

With best wishes personally.

Sincerely,

OLIN L. KAUFANGER,
Secretary.

MINNESOTA DEPARTMENT OF CONSERVATION,
St. Paul, Minn., June 29, 1967.

HON. HENRY M. JACKSON,
*U.S. Senate,
Washington, D.C.*

DEAR SENATOR JACKSON: I understand that H.R. 482, which would authorize the Secretary of Interior to increase the cost of the migratory bird hunting (duck)

stamp from \$3 to \$5, has passed the House and is now up for consideration by your Interior and Insular Affairs Committee. The Minnesota Game and Fish Division is strongly opposed to this bill, as are most of the similar agencies in other states. This opposition has been expressed in a resolution of the International Association of Game, Fish and Conservation Commissioners adopted at the last annual meeting in September, 1966 and is based primarily on the fact that hunting and fishing licenses are the major or only source of financial support of the game and fish programs in most states. Increases in existing Federal hunting "licenses" or the addition of new Federal "licenses" threaten the very foundation of financial support for state game and fish programs since hunters are bound to resist increases in state licenses if they also must pay increased fees for Federal "licenses".

I am enclosing a copy of the November-December 1966 issue of the *Minnesota Conservation Volunteer* which lists the state hunting and fishing license fees which were in effect in 1966. I particularly draw your attention to the average fee of \$3.08 charged by states for resident small game licenses. This fee, which grants hunters the privilege of hunting all small game species such as pheasants, squirrels, rabbits, quail, ducks, etc., is virtually the same as the existing Federal fee required to hunt only migratory waterfowl. It is obvious that additional Federal fees to hunt only migratory waterfowl will make it increasingly difficult for states to adequately finance their game and fish programs through the attainment of increases in their small game licenses.

The states will continue to have the primary burden of managing wildlife species for the benefit of our citizens, and especially hunters. It is felt to be unnecessary and totally undesirable for the Federal Government to make this task more difficult than it presently is through the establishment of selective and competitive fees for hunters.

I urge your committee to give this matter very careful consideration, and hope you will find it possible to oppose its passage.

Sincerely,

JAMES T. SHIELDS,
Acting Director, Division of Game and Fish.

MINNESOTA DEPARTMENT OF CONSERVATION,
St. Paul, Minn., August 4, 1967.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR SENATOR MAGNUSON: The Minnesota Division of Game and Fish wishes to have the following statement pertaining to H.R. 482 included in the transactions of the August 16 hearing scheduled by the Subcommittee on Merchant Marine and Fisheries.

H.R. 482 if passed would authorize the Secretary of the Interior to increase the cost of migratory bird hunting (duck stamp) from \$3 to \$5. The Minnesota Division of Game and Fish is strongly opposed to this bill. This opposition, also expressed in a resolution by the International Association of Game, Fish and Conservation Commissioners adopted at the annual meeting in September 1966, is based on the fact that hunting and fishing licenses are the major or only source of financial support of game and fish programs in the states, including Minnesota. Increases in existing Federal licenses, or the addition of new Federal licenses, threaten the very foundation of financial support for our state game and fish programs. Hunters are bound to resist state license increases if they must also pay increased fees for Federal licenses.

In Minnesota the resident small game hunting license fee is \$3, including a \$1 surcharge for wetland acquisition. This fee, which grants hunters the privilege of hunting all small game species such as pheasants, squirrels, rabbits, ducks and grouse, is virtually the same as the existing Federal fee required to hunt only migratory waterfowl. It is apparent that additional Federal fees to hunt only migratory waterfowl will make it increasingly difficult for the states to adequately finance their game and fish programs through the attainment of increases in their small game licenses. This was one of several factors considered when the 1967 Minnesota Legislature declined increases in resident licenses.

Minnesota will continue to have the primary burden of managing wildlife species for the benefit of our citizens and especially hunters. It is felt to be unnecessary and totally undesirable for the Federal Government to make this task

more difficult than it presently is through the establishment of selective and competitive fees for hunters. The Minnesota Division of Game and Fish urges your committee to give this matter very careful consideration and hopes you will find it possible to reject H.R. 482.

Very truly yours,

RICHARD D. WETTERSTEN,
Director, Division of Game & Fish.

MINNESOTA DEPARTMENT OF CONSERVATION,
St. Paul, Minn., August 4, 1967.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR SENATOR MAGNUSON: The Minnesota Division of Game and Fish wishes to submit the following statement pertaining to H.R. 480 for inclusion in the August 16 hearing scheduled by the Subcommittee on Merchant Marine and Fisheries.

The Minnesota Division of Game and Fish enthusiastically supports H.R. 480, an act to extend for an additional eight years the period during which funds may be appropriated under the Wetland Acquisition Act of October 1961.

Acquisition of marsh areas for waterfowl production is of primary importance to maintain not only the sport of wildfowling in the United States but also, secondarily, to preserve natural areas for educational and scientific purposes.

The wetland acquisition program carried out to date by the Bureau of Sport Fisheries and Wildlife has nicely complemented similar programs carried out for 15 years by the State of Minnesota. Preservation of these vital waterfowl producing areas has added materially to the waterfowl resource not only in Minnesota but to the entire Mississippi Flyway.

Compared with the original waterfowl breeding area in Minnesota we have few suitable marsh areas remaining. We cannot afford to slacken our efforts to preserve the wetland resources during the coming 10 years.

In addition to the wetlands acquisition program conducted by the Bureau of Sport Fisheries and Wildlife, we believe that additional progress can be made by accelerated efforts on the part of the states involved. We encourage you to consider the providing of wetland acquisition funds to the states on a grant-in-aid basis. Such a grant-in-aid program would greatly accelerate the wetland and waterfowl preservation program and would materially benefit federal-state relationship.

We urge your favorable consideration of H.R. 480 and hope that it will be possible for you to recommend its passage.

Very truly yours,

RICHARD D. WETTERSTEN,
Director, Division of Game & Fish.

MICHIGAN DEPARTMENT OF CONSERVATION,
Lansing, Mich., August 11, 1967.

HON. WARREN G. MAGNUSON,
*Chairman, Senate Commerce Committee,
U.S. Senate, Washington, D.C.*

DEAR SENATOR MAGNUSON: The Mississippi Flyway Council, which represents the Conservation Departments of the 14 mid-Continent states and 3 Canadian provinces, strongly supports bills, H.R. 480 and S. 1078, to extend the loan fund for an additional eight years.

To date Congress has appropriated only 46 million of the 105 million dollars authorized for the program. Drainage of much needed wetlands for waterfowl is proceeding at a rapid pace, and the price of these lands is ever increasing. If we are to preserve these much needed wetlands, the program must be continued.

Sincerely yours,

C. D. HARRIS,
Chairman, Mississippi Flyway Council.

MICHIGAN DEPARTMENT OF CONSERVATION,
Lansing, Mich., August 11, 1967.

Hon. WARREN G. MAGNUSON,
Chairman, Senate Commerce Committee,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: The Mississippi Flyway Council, which represents the Conservation Departments of the 14 mid-Continent states and 3 Canadian provinces, does not approve of the recently passed bill, H.R. 482, which would permit the Secretary of Interior to increase the cost of the migratory bird hunting stamp. We urge the Senate and U.S. Congress not to approve an increase in the cost of the migratory bird hunting stamp at this time.

Sincerely yours,

C. D. HARRIS,
Chairman, Mississippi Flyway Council.

MICHIGAN DEPARTMENT OF CONSERVATION,
Lansing, August 7, 1967.

Hon. WARREN G. MAGNUSON,
Chairman, Senate Commerce Committee,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: I should like to present for the records of your committee the views of the Michigan Department on H.R. 480 regarding which you are holding committee hearings.

We very strongly urge the enactment of the provisions of H.R. 480, to extend from seven years to fifteen years the period during which funds may be appropriated under the Wetlands Acquisition Authority.

The preservation of wetlands is surely the most critical need of wildlife management today. The Wetlands Acquisition Authority is the most promising step toward meeting that need, but progress so far has been disappointing. We believe that most of the obstacles have been overcome and that the next few years will see a rapid advance toward the original goals. It would be a tragic and irreparable error to allow this well-conceived plan to be cut off June 30, 1969, at the very moment it should be moving most rapidly and efficiently.

We regard the preservation of adequate wetlands as a most vital part of maintaining the ecological completeness of our native land. The need goes far beyond the need to provide for waterfowl hunting, essential as that is. It may well be basic to survival; it is certainly essential to the maintenance of much of our national heritage.

Sincerely,

RALPH A. MACMULLAN, Director.

MISSOURI DEPARTMENT OF CONSERVATION,
Jefferson City, Mo., August 16, 1967.

Hon. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate,
Washington, D. C.

DEAR SENATOR MAGNUSON: Last week the National Flyway Council took action concerning H.R. 480 and H.R. 482, which presently are under consideration by the Subcommittee on Merchant Marine and Fisheries of the Senate Committee on Commerce. The National Flyway Council is the national organization of the Atlantic Flyway Council, the Mississippi Flyway Council, the Central Flyway Council and the Pacific Flyway Council. The four flyway councils are comprised of delegates from the State Wildlife Conservation Agencies throughout the nation.

The National Flyway Council supports the passage of H.R. 480, which would extend the Act of 1961 related to the acquisition of wetlands for the conservation of migratory waterfowl.

The National Flyway Council opposes H.R. 482, which would increase the cost of the migratory bird hunting stamp.

We should appreciate your making this letter a part of the record of the hearings concerning these two bills.

Sincerely,

LARRY R. GALE,
Chairman, National Flyway Council.

GREAT LAKES COMMISSION,
Ann Arbor, Mich., August 3, 1967.

HON. WARREN G. MAGNUSON,
Washington, D.C.

DEAR SENATOR MAGNUSON: The Great Lakes Commission wishes to commend to your attention and request your support for H.R. 480 (Dingell), a bill which will extend the time period for the Emergency Wetlands Acquisition Program.

Attached is a copy of the resolution adopted by the Great Lakes Commission on June 28, 1967.

Sincerely yours,

LEONARD J. GOODSSELL, *Executive Director.*

EXTENSION OF THE EMERGENCY WETLANDS ACQUISITION PROGRAM (APPROVED BY FISHERIES AND WILDLIFE COMMITTEE, JUNE 6, 1967)

Whereas, the Congress is considering legislation (H.R. 480) to extend the Emergency Wetlands Acquisition Program for migratory waterfowl to extend for an additional eight years the period during which funds may be appropriated under P.L. 87-383, enacted on October 14, 1961; and

Whereas, this very worthwhile program will end on June 30, 1968, unless extended, with less than half the authorized appropriation made and with the acquisition of less than half the land necessary to maintain our waterfowl resource; and

Whereas, the preservation of adequate wetlands for migratory waterfowl is one of the most critical needs of wildlife management today; and

Whereas, if sufficient waterfowl habitat is not preserved, not only will waterfowl hunting be lost to future generations but some species of waterfowl may actually be lost to the wild completely: Now, therefore, be it

Resolved, That the Great Lakes Commission respectfully urge the Congress to enact H.R. 480 without further delay.

MONTANA DEPARTMENT OF FISH & GAME,
Helena, Mont., July 26, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: The Montana Fish and Game Commission would like to take this opportunity to submit a statement for the record on H.R. 480 (an Act to amend the Act of October 4, 1961, relating to the acquisition of wetlands for conservation of migratory waterfowl, to extend for an additional eight years the period during which funds may be appropriated under that Act, and for other purposes):

The Montana Fish and Game Commission is in full support of this piece of legislation to extend the authorization for the acquisition of wetlands for the conservation of migratory waterfowl.

Sincerely,

FRANK H. DUNKLE, *Director.*

MONTANA DEPARTMENT OF FISH & GAME,
Helena, Mont., July 26, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: The Montana Fish and Game Commission would like to take this opportunity to submit a statement for the record on H.R. 482 (An Act to amend the Migratory Bird Hunting Stamp Act of March 16, 1934, to increase by \$2.00 the fee for such stamp):

The Montana Fish and Game Commission does oppose H.R. 482. When the duck stamp was increased in the past, the net income to the United States was decreased because fewer people hunted. There is a definite need to continue the interest of waterfowl hunters in this sport so that the wetlands resource can enjoy the active support of this group.

Please note by the enclosed copy of their resolution that the Western Association of State Fish and Game Commissioners also opposes H.R. 482.

Sincerely,

FRANK H. DUNKLE, *Director.*

RESOLUTION No. 7

(Opposing increase in duck stamp price)

Whereas H.R. 482 containing a proposed increase in the Duck Stamp is before the U.S. Senate for consideration; and

Whereas the last time the Duck Stamp was increased from \$2.00 to \$3.00, the net income to the U.S. was decreased during the first ten years and the number of duck hunters was decreased proportionately to the price increase; and

Whereas duck hunters' interest is vitally needed to protect the nation's diminishing wet-lands resource: Now, therefore, be it

Resolved, That the Western Association of State Game and Fish Commissioners does hereby oppose H.R. 482.

NEW HAMPSHIRE FISH & GAME DEPARTMENT,
Concord, N.H., July 19, 1967.

SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES,
Committee on Commerce,
U.S. Senate,
Washington, D.C.
(Attention: Hon. Warren G. Magnuson, Chairman).

GENTLEMEN: I, and the various members of my staff, wish to go on record as favoring passage of H.R. 480 extending the wetlands acquisition program. We consider this program essential to our country's efforts to preserve the various waterfowl species on the continent.

We also believe that all conservationists should and will want to share in the responsibilities of providing the necessary habitat to preserve our waterfowl species. The sportsmen have already made a major contribution towards these efforts through the duck stamp program. The new plan to place a still greater burden on the sportsmen alone to preserve waterfowl habitat through H.R. 482 (increasing the price of the duck stamp from \$3 to \$5) seems entirely unjustified. This eliminates any responsibility on the part of other conservation groups to contribute habitat toward waterfowl preservation. We, therefore, wish to go on record in opposition to H.R. 482. In this I speak as a member of the International Association of Game and Fish Commissioners which is strongly opposed to this bill.

Sincerely yours,

JACK KAMMAN, *Director.*

NEVADA FISH & GAME COMMISSION,
Reno, Nev., August 10, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: I appreciate receiving your letter announcing public hearings beginning at 10:00 a.m., on August 16-17, 1967, on five bills pertaining to the acquisition of wetlands, other wildlife habitat and duck stamps.

Without going into great detail, the Nevada Fish and Game Commission would like to register its reaction to these bills as follows:

S. 322.—A bill to amend the Migratory Bird Conservation Act to provide that no land contained in the natural wildlife refuge system shall be sold, transferred for any other use, or otherwise disposed of without the approval of the Migratory Bird Commission and for other purposes.

The Commission is opposed to said bill on the basis that we do not feel it is necessary, inasmuch as the Department of the Interior has many checks and balances to prevent them from disposing of national wildlife refuge lands. For one wildlife refuge in Nevada which has been dry since the late 1930's with no possible chance of obtaining additional water, it took many many years to have this land withdrawn from the refuge system. We feel the passage of S. 322 would only further complicate the disposal of refuge lands when said disposal is in the interest of conservation.

S. 1078.—A bill to amend the Act of October 4, 1961, relating to the acquisition of wetlands for conservation of migratory waterfowl, to extend for an additional eight years the period during which funds may be appropriated under that Act, and for other purposes.

The Nevada Fish and Game Commission is wholeheartedly in favor of this bill and urges its passage.

S. 1597.—A bill to authorize the Secretary of the Interior to carry out a program of restoration and development of migratory waterfowl habitat in the Middle Rio Grande Valley, New Mexico, in furtherance of the purposes of the migratory bird treaties with Canada and Mexico.

The Nevada Fish and Game Commission supports this legislation.

H.R. 480.—An act to amend the Act of October 4, 1961, relating to the acquisition of wetlands for conservation of migratory waterfowl, to extend for an additional eight years the period during which funds may be appropriated under that Act, and for other purposes.

The Nevada Fish and Game Commission is in favor of this bill, H.R. 482.—An act to amend the Migratory Bird Hunting Stamp Act of March 16, 1934, to increase by \$2 the fee for such stamp.

The Nevada Fish and Game Commission is unalterably opposed to H.R. 482, inasmuch as it would then make the Migratory Bird Stamp cost more than most states obtain for a general hunting license, in turn jeopardizing the states' ability to carry on their historical responsibility of managing resident wildlife in the state. Many states are doing almost as much as the Federal government in the way of managing waterfowl and providing wetlands habitat, but do not receive any portion of the Migratory Bird Stamp. Since the waterfowl program benefits all people of the United States in conserving and managing a resource, we do not feel it is just for the hunter alone to support this entire acquisition program.

We appreciate the opportunity to comment on the above bills and regret that we will be unable to attend the hearings scheduled for August 16 and 17, 1967.

Sincerely,

FRANK W. GROVES, *Director*.

NEW MEXICO DEPARTMENT OF GAME & FISH,
Santa Fe, July 25, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Subcommittee on Merchant Marine and Fisheries, Committee on Commerce, New Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: Reference is made to two pieces of legislation which will be considered by your committee in hearing on August 16 and 17. We would like to record the support of our department for H.R. 480 and S. 1078. The extension of time proposed by this legislation would make possible the completion of acquisition of wetlands provided in the Act of 1961. It is necessary for these wetlands to be committed to public ownership in order that their continued availability for waterfowl will be guaranteed. This wetlands situation is one upon which the continental waterfowl population is dependent, and therefore the peoples not only of the United States but of Canada and Mexico will benefit from the completion of these acquisitions. The support of your committee for this legislation will certainly be appreciated.

We wish also to register our opposition to H.R. 482. Our opposition to this measure is shared by other states of the International Association of Game and Fish Commissioners. It is felt that an increase in the price of the Migratory Bird Hunting Stamp would have a depressing effect on the number of small game hunters in our states. We know from past experience that increases in fees have this result, and at this particular time when we are competing with various other recreational pursuits, any inhibiting factor, such as this proposed increase, would be adverse to our purposes.

We thank you for the opportunity to comment, and will sincerely appreciate your consideration of our recommendations.

Sincerely yours,

LADD S. GORDON, *Director*.

NEW MEXICO DEPARTMENT OF GAME & FISH,
Santa Fe, August 23, 1967.

Senator WARREN G. MAGNUSON,
*Chairman, Senate Commerce Committee,
Senate Office Building,
Washington, D.C.*

DEAR SENATOR MAGNUSON: I am submitting the attached amendment to the testimony which was presented to the Subcommittee on Merchant Marine.

and Fisheries hearing held on August 16, 1967 in regard to S. 1597 and S. 1612. It will certainly be appreciated if this additional information can be included in the record.

Sincerely yours,

LADD S. GORDON, *Director.*

AMENDMENT TO THE STATEMENT OF WILLIAM S. HUEY, CHIEF OF GAME
MANAGEMENT, NEW MEXICO DEPARTMENT OF GAME & FISH

As S. 1597 and S. 1612 have been discussed with various individuals and agencies, the question of water rights on the areas proposed for development has been raised. Valid water rights are associated with all of the acres contemplated for development. These water rights provide for the use of three acre feet of water per year per acre on the entire acreage. This amount of water is quite adequate to maintain the development proposed.

It has also been suggested that these projects might be carried out with funds from the Land and Water Conservation Act or from the Pittman-Robertson Act. As is pointed out in earlier testimony, our expenditures in this particular area and for this particular purpose have been quite significant in previous years. The amount which we can dedicate to waterfowl development from our Pittman-Robertson funds is already at its limit. Our capacity for the matching of Land and Water Conservation Act funds is limited, and at this time we have no state funds available for this purpose.

NEW MEXICO WILDLIFE & CONSERVATION ASSOCIATION, INC.,
Santa Fe, N. Mex., June 6, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Commerce Committee,
Washington, D.C.

DEAR SENATOR MAGNUSON: Enclosed please find a copy of a Resolution passed by our Association at its annual convention in Taos, which we feel will be of interest to you.

We hope that you will find it beneficial to know of our position on this matter. Thank you for any consideration which you may give us.

Sincerely,

ROSALEEN WANER, *Secretary.*

RESOLUTION PASSED BY NEW MEXICO WILDLIFE & CONSERVATION ASSOCIATION,
INC. AT THE 47TH ANNUAL CONVENTION IN TAOS, NEW MEXICO, MAY 12-14,
1967

RESOLUTION FOR WATERFOWL HABITAT RESTORATION IN THE MIDDLE RIO GRANDE
VALLEY

Whereas H.R. 8468 and S. 1597 have been introduced in the Congress of the United States to provide for a program of restoration development of migratory waterfowl habitat in the Middle Rio Grande Valley of New Mexico, and

Whereas the Legislature of the State of New Mexico, in Senate Memorial No. 6, memorialized the President, the Vice President, and the New Mexico Delegation to the United States Congress to protect and replace waterfowl and game habitat in the Middle Rio Grande Valley in New Mexico, and

Whereas the New Mexico Wildlife and Conservation Association members and sportsmen generally are painfully aware of the attrition that has through the years taken place in the waterfowl habitat in the Middle Rio Grande Valley in New Mexico, and

Whereas this Association fully agrees with the points set forth in Senate Memorial No. 6, and in the several bills introduced in the Congress of the United States: Now, therefore, be it

Resolved by the New Mexico Wildlife and Conservation Association, Inc., at its 47th annual meeting in Taos, New Mexico, this 14th day of May 1967, That it urges the full support of the New Mexico Delegation in Congress of the United States for a program of restoration development of migratory waterfowl habitat in the Middle Rio Grande Valley of New Mexico; be it further

Resolved, That a copy of this resolution be sent to Senators Anderson and Montoya, and Representatives Morris and Walker, and to the Chairman of the Committee on Merchant Marine and Fisheries of the House of Representatives, and the Chairman of the Commerce Committee of the Senate.

NORTH CAROLINA WILDLIFE RESOURCES COMMISSION,
Raleigh, N.C., July 18, 1967.

HON. SAM J. ERVIN, Jr.,
U.S. Senate, Washington, D.C.

DEAR SENATOR ERVIN: H.R. 482, now before the United States Senate for consideration, would have the effect of increasing the price of the Duck Stamp from \$3 to \$5.

The Migratory Birds Committee of our Commission has considered this and has asked me to respectfully request your help in defeating the measure.

There are good reasons for our opposition to this increase. Some of the most important of these are stated in Resolution No. 13 (see p. 66), passed by the International Association of Game, Fish and Conservation Commissioners at its meeting in 1966.

Thanking you and with our highest esteem.

Cordially and sincerely,

CLYDE P. PATTON.

NORTH CAROLINA WILDLIFE RESOURCES COMMISSION,
Raleigh, N.C., July 31, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR MAGNUSON: Thank you for your recent memorandum about H.R. 480 and H.R. 482.

The former would extend the period during which funds may be appropriated under the Act of October 4, 1961, for the acquisition of wetlands. We favor this. It is our conviction that these funds should come from general taxation in which all the people share, and likewise receive benefits.

We are opposed to H.R. 482, which would result in the imposition of an additional \$2 fee for a duck stamp. It is unfair to require the duck hunters to bear an increasingly greater financial burden for a conservation program that benefits all the people. Business benefits, aesthetic benefits and recreational benefits provided by waterfowl are available to a substantial segment of the taxpaying population of our nation. All should share in the cost of wetlands to sustain these values and benefits.

Please favor us by making this letter a part of the record. Also, please be assured of our gratefulness for the fine public service you are rendering our great nation.

Most sincerely,

CLYDE P. PATTON.

NORTH DAKOTA IRRIGATION DISTRICT'S ASSOCIATION,
Minot, N. Dak., September 21, 1967.

HON. QUENTIN N. BURDICK,
Senate Office Building, Washington, D.C.

DEAR SENATOR BURDICK: The Board of Directors of our Association recently met in Carrington to discuss a number of items in connection with irrigation development in North Dakota.

One of the items of concern is the acquisition of farm lands by the United States Fish and Wildlife Service under the Wetlands Program, underway at the present time. The present extension of the program did not seem to be of any real concern to the board; however, the provision that would take away the governor's present right to veto real estate purchases was of real concern to the entire board. It was the feeling of all members on the board that this provision is real important, not only to us in North Dakota, but to many other States as well. This provision should be retained as it exists at the present time. The deletion of the Governor's veto would destroy the only way now provided for participation by local officials under the Wetlands Program.

It is, therefore, our feeling that anything that could be done to assure that the present veto power be retained in the bill be strongly urged. Any assistance you can give on this matter will be greatly appreciated.

Thanks very kindly,
Sincerely yours,

ALVIN A. KRAMER,
Secretary.

NORTH DAKOTA WILDLIFE FEDERATION,
September 12, 1967.

HON. QUENTIN BURDICK,
Senate Office Building,
Washington, D.C.

DEAR SENATOR BURDICK: The North Dakota Wildlife Federation Board of Directors met in Bismarck on Saturday, September 9th.

A motion was made and adopted that the State Federation reiterate its support of Public Law 480 (extension of the wetlands acquisition act) as passed by the House of Representatives. I was instructed to transmit this information to North Dakota's congressional delegation.

In other action, the Board of Directors adopted a statement which will be made by a representative of the Federation at a public hearing to be held at McVie this coming Thursday. The hearing, conducted by the Department of the Army, Corps of Engineers, will be for the purpose of gathering public sentiment regarding a proposed mainstem dam on the Shyenne River near Cooperstown. A copy of the statement to be given is enclosed for your information.

Sincerely,

BETTY MORGAN, *Executive Secretary.*

OHIO DEPARTMENT OF NATURAL RESOURCES,
Columbus, July 21, 1967.

HON. WARREN G. MAGNUSON,
New House Office Building,
Washington, D.C.

DEAR SENATOR MAGNUSON: This letter is written relative to pending House Representative bills H. R. 482 and 480.

Please be informed that the Ohio Department of Natural Resources is in support of H. R. 480 and in opposition to H. R. 482 both recently passed by the House. We believe H. R. 480 is a necessary bill to insure future wetlands habitat by continuing a dynamic wetlands purchasing program.

Our opposition to H. R. 482 stems from the fact that the increase would have a negative effect on fish and wildlife revenues for most state conservation departments in that it would allow the Secretary of the Interior to set migratory bird stamp prices arbitrarily.

We also bring to your attention the fact that the position of the International Association of Fish & Game Commissioners and the Great Lakes Commission also support H. R. 480 and oppose H. R. 482.

The Ohio Department of Natural Resources and other Ohio conservationists urge your consideration of our thinking in this matter.

Sincerely,

FRED E. MORR, *Director.*

OKLAHOMA WILDLIFE FEDERATION,
Stillwater, Okla., August 1, 1967.

MR. WENDELL BEVER,
Director, Department of Wildlife Conservation,
Oklahoma City, Okla.

DEAR WENDELL: Replying to your letter of July 28:

Since receiving copies of the five bills, S. 322, S. 1078, S. 1597, H. R. 480 and H. R. 482, I have discussed them with a number of members of the Oklahoma Wildlife Federation and with Izaak Walton League members and have come up with the following consensus:

On S. 322, unanimous approval.

On S. 1078, unanimous approval.

On S. 1597, no opposition.

On H. R. 480, unanimous approval.

On H. R. 482, divided opinions, generally favorable.

Chief question raised on H. R. 482 is, would an increase from \$3 to \$5 on the duck stamp cause hunters—whose main interest is in migratory waterfowl—to swear off hunting, thereby declining to buy regular hunting licenses, as well as the duck stamp?

Most of the fellows approached seemed willing to pay the higher price for the duck stamp on the assumption that its revenue actually would be put to use in providing more wetlands.

Sincerely yours,

RANDLE PERDUE, *President.*

OKLAHOMA DEPARTMENT OF WILDLIFE CONSERVATION,
Oklahoma City, Okla., September 7, 1967.

HON. WARREN G. MAGNUSON,
*Chairman, Subcommittee on Merchant Marine and Fisheries,
Senate Office Building, Washington, D.C.*

DEAR SENATOR MAGNUSON: The Oklahoma Wildlife Conservation Commission is on record favoring passage of S. 322. The Commission's endorsement grew out of a feeling that when lands are disposed of from the national wildlife refuge system that were purchased with duck stamp funds, that the funds should be reimbursed at fair market value. Also, since these lands were acquired with the approval of the Migratory Bird Commission, the Commission should be consulted about their disposal.

A copy of the Commission resolution is enclosed.

Sincerely,

WENDELL BEVER, *Director.*

RESOLUTION

Whereas, the Federal Government buys land for migratory waterfowl conservation from duck stamp funds, and

Whereas, the funds are derived from a user tax on duck and goose hunters, and

Whereas, S. 322 now before the Congress provides protection of these lands by requiring approval of the Migratory Bird Commission before any land is sold or a highway routed over any portion of these lands, and provides that the duck stamp fund be fairly compensated at fair market value: It is

Resolved, therefore, by the Oklahoma Wildlife Conservation Commission, That the Congress be encouraged to enact S. 322 into law and that copies of this resolution be transmitted to members of the Oklahoma Congressional Delegation and appropriate committees of the Congress.

Dated this 6th day of September, 1967.

OKLAHOMA WILDLIFE CONSERVATION COMMISSION,
LESLIE VANDERWATS, *Chairman,*
JOHN C. PARISH,
HAROLD S. COOKSEY,
ELMER A. VIETT,
JOHN S. HINES.

Attest:

PAUL RAIBER, *Secretary.*

OREGON STATE GAME COMMISSION,
Portland, June 21, 1967.

SENATE COMMITTEE ON COMMERCE,
U.S. Congress, Washington, D.C.

GENTLEMEN: The purpose of this letter is to register, in behalf of the International Association of Game, Fish and Conservation Commissioners, a strong protest against enactment of H.R. 482. We do not believe an increase in the cost of the Migratory Waterfowl Stamp will contribute to the welfare of the resource. On the contrary, this proportionately higher fee for one segment of the nation's wildlife resource will, in our opinion, serve to depress interest in a resource under serious stress of survival now.

Many national conservation organizations, and particularly this Association and the Flyway Councils representing the official state agencies in dealing specifically with waterfowl, have been on record in opposition to this measure for some time.

Federal hunting fees likewise endanger revenue sources for current state programs, many of which are largely dependent upon existing state hunting and angling licenses.

I respectfully urge in behalf of the Association that H.R. 482 do not pass.

Sincerely yours,

P. W. SCHNEIDER,
*Chairman, Legislative Committee, International Association of Game, Fish
& Conservation Commissioners.*

OREGON STATE GAME COMMISSION,
Portland, July 24, 1967.

Hon. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR MAGNUSON: Notice of public hearings scheduled for August 16-17 on bills regarding the acquisition of wetlands, other wildlife habitat, and duck stamps has been received.

The International Association of Game, Fish and Conservation Commissioners has a keen and continuing interest in the several aspects of conservation policy embraced in the proposed federal statutes. We are, therefore, most appreciative of your advising us of the hearings scheduled and your solicitation of comments thereon.

The Association has previously considered these proposals, has expressed through formal resolution its considered convictions, and now respectfully urges action by your committee in keeping with the following comments I am submitting for the record as chairman of the Association's Legislative Committee.

H.R. 480—The International Association of Game, Fish and Conservation Commissioners supports the enactment of this bill. Amendment of the Act of October 4, 1961, relating to acquisitions of essential wetlands for conservation of migratory waterfowl, to extend for eight years the period during which funds may be appropriated is, in our view, not only vitally necessary but a most sound move basic to adequate programming for future requirements of this resource. Three different resolutions (Nos. 1, 16, and 20) passed in September, 1966 by our Association reflect in part the concerned interest of the several states in the wisdom and advisability of such amendments to the existing wetlands acquisition program. The clear-cut responsibility of the Federal Government under solemn treaty for the welfare of this highly mobile resource is a compelling case for enactment of H.R. 480. We earnestly urge your favorable action on this legislation.

H.R. 482—The International Association of Game, Fish and Conservation Commissioners is strongly opposed to H.R. 482. It has given searching study to this proposal to amend the Migratory Bird Hunting Stamp Act of March 16, 1934 to increase by \$2 the fee for such stamp. We have considered many aspects to the proposal. We have sought, without success, a rationale of principle as justification for such an amendment. The results of our inquiry, to which most of the fifty state fish and game agencies have expressed a viewpoint, is one of strong opposition. The question has been before the International Association for some time. We have counseled with appropriate responsibilities within the executive branch of the Federal establishment in order to be completely informed. It was the cause for Resolution No. 13 passed on September 16, 1966 following serious and long discussion.

Because of the lengthy attention to this matter and the strong views of opposition held by the several states, passage of the bill after amendment in the House without the record revealing this strong opposition has given many states serious cause for concern. We wish to correct the record here.

Furthermore, we are unaware of any widely organized endorsement of this proposal. We believe it would represent a further invasion of long-established financial sources for existing state programs. Historical experience indicates that such a proposal would tend to reduce further the number of waterfowl enthusiasts of the nation with a loss in the supporters of federal waterfowl programs.

Accordingly, in behalf of the International Association of Game, Fish and Conservation Commissioners, I express strong continued opposition to passage of H.R. 482.

It is requested that the foregoing be made a part of your hearing record. I am enclosing five copies for use of the Committee in compliance with your requirements.

Sincerely,

P. W. SCHNEIDER, *Chairman, Legislative Committee.*

HARRISBURG, PA.,
July 7, 1967.

WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.:*

Respectfully urge committee and Senate approval of H.R. 480 extending the emergency waterfowl wetlands acquisition program. Your cooperation and assistance is appreciated.

GLENN L. BOWERS,
Executive Director, Pennsylvania Game Commission.

PENNSYLVANIA GAME COMMISSION,
Harrisburg, Pa., May 31, 1967.

HON. WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
Washington, D.C.*

DEAR SENATOR MAGNUSON: I am writing to ask your whole-hearted support on S. 1078 and H.R. 480. We feel that these Bills are deserving of support from all sincere conservationists.

I trust that you will be in a position to help us along this line.

Very truly yours

H. L. BUCHANAN, *Commissioner*

SOUTH DAKOTA DEPARTMENT OF GAME, FISH & PARKS,
Pierre, S. Dak., August 8, 1967.

Senator WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
Senate Office Building,
Washington, D.C.*

DEAR SENATOR MAGNUSON: Thank you for giving us an opportunity to comment on the bills under discussion August 16 and 17.

We favor passage of S. 322, S. 1597, H.R. 480 and H.R. 11026.

We oppose H.R. 482. Most State Conservation Agencies, including South Dakota's, depend entirely upon hunting and fishing license revenues to carry out their programs. Many low income sportsmen are having difficulty in affording licenses for themselves and their families. Increased fees will cause a substantial number to drop out of hunting and fishing activities. We cannot afford this from a financial standpoint and much more important cannot afford to lose our broad base of public support for conservation programs which these people provide. All American citizens benefit from the acquisition and development of wetland habitat, but only the hunter is being asked to pay for them. We believe this is inequitable and that funding for this program should come from general revenues.

Sincerely,

R. A. HODGINS, *Director.*

UTAH DEPARTMENT OF FISH & GAME,
Salt Lake City, Utah, July 17, 1967.

HON. WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
Washington, D.C.*

DEAR SENATOR MAGNUSON: The House of Representatives recently passed H.R. 482 and H.R. 480 which are now in the hands of your Committee for consideration by the Senate. Merits of H.R. 480 are self-evident since it would extend for eight years the program to acquire much needed wetlands and the appropriation of funds for this acquisition, and we favor its passage. We are, however, opposed to passage of H.R. 482 which authorizes an increase in the Migratory Waterfowl Hunting Stamp fee to a maximum of \$5 at the discretion of the Secretary of the Interior.

Our primary opposition to H.R. 482 has been documented to the Congress by the Western Association of Game and Fish Commissioners, the International Association of Game, Fish and Conservation Commissioners, and other such major organizations vitally interested in the Nation's migratory bird management program.

Here in Utah there is currently a decided resistance by our recreating public to the increase in old or establishment of more new federal fees for recreation. The most often expressed concern is that those who fish and hunt will eventually "be priced out of these recreational pursuits."

Expressions of such feelings first occurred here in 1959 after the price of the federal migratory waterfowl stamp had been increased from \$2 to \$3. Opposition to this increased fee had a very serious and adverse effect upon our unsuccessful efforts to gain a much needed increase for state licenses from which this department is funded.

Further, a drop out of some 40 percent of the waterfowl hunters in Utah was coincident with the stamp increase of 1958. Thus our management program was decidedly crippled concerning this resource, and only during the last year have we approached again the number of hunters who were hunting our wetlands prior to the increase of 1958.

Any new stamp to include the hunting of doves would only reduce the number of hunters here in Utah where we are now harvesting but a minor portion of the yearly increase of this species.

Certainly we are not opposed to increased funding for needed migratory waterfowl programs when that need is demonstrated. We do not believe this is the case at present. If and when it is, there are many other sources to pursue before prices for the present migratory waterfowl stamp are increased or new stamps approved.

Sincerely yours,

JOHN E. PHELPS, *Director.*

UTAH DEPARTMENT OF FISH & GAME,
Salt Lake City, Utah, August 4, 1967.

HON. WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
Washington, D.C.*

DEAR SENATOR MAGNUSON: In view of the fact that hearings to review proposed legislation dealing with the nation's waterfowl resource are scheduled to be held before the Senate Subcommittee on Merchant Marine and Fisheries of the Senate Committee on Commerce on August 16-17, we would like to express our opinion on several of the proposals slated for discussion at that time.

We believe that favorable consideration should be given to Senate Bill 322 which would amend the Migratory Bird Conservation Act to provide that lands in the national wildlife systems shall not be used or disposed of without consent of the Migratory Bird Commission. Such action would prevent special interest groups from utilizing lands set aside for wildlife for their personal gain or for uses which would conflict with primary purpose of these lands.

Favorable consideration should also be given Senate Bills 1078 and 1597, and H.R. Bill 480. Senate Bill 1078 and H.R. Bill 480 calls for the extension of the Wetland Conservation Act for a period of eight years, and Senate Bill 1597 calls for a program of restoration and development of waterfowl habitat in the Rio Grande Valley in New Mexico. Merits of these bills are self-evident and legislation of this type would be of benefit to the continental waterfowl resource.

We would also like to take this opportunity to reaffirm our opposition to H.R. Bill 482 which would increase the price of the duck stamp to a maximum of \$5.00 at the discretion of the Secretary of the Interior. As mentioned in our correspondence of July 17th, we feel that passage of this bill would be detrimental to the resource by seriously affecting hunter participation and revenues realized from the sale of duck stamps.

Very truly yours,

JOHN E. PHELPS,
Director.

WASHINGTON DEPARTMENT OF GAME,
Olympia, Wash., July 13, 1967.

HON. WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.*

DEAR SENATOR MAGNUSON: I am transmitting for your information a resolution adopted by the Pacific Flyway Council.

The members of this Council are Game Directors and Game Commissioners from the eight western states comprising the Pacific Flyway. This group discussed

the pending legislation pertaining to the increase of the Duck Stamp fee (H.R. 482) and unanimously adopted the following resolution: "That the Pacific Flyway Council strongly oppose any increase in the Duck Stamp fee."

This action was taken after officials of the U.S. Bureau of Sport Fisheries and Wildlife were requested to explain their views on the needs for such legislation. Respectfully submitted.

PACIFIC FLYWAY COUNCIL,
By J. BURTON LAUCKHART,
Secretary.

WASHINGTON DEPARTMENT OF GAME,
Olympia, Wash., July 14, 1967.

HON. WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.*

DEAR SENATOR MAGNUSON: I would like to take this opportunity to express my views, based on discussions I have had on two bills presently before your Committee.

The Washington State Department of Game is strongly opposed to the passage of H.R. 482 increasing the price of the Migratory Bird Hunting Stamp (Duck Stamp) from \$3 to \$5.

I have personally attended two meetings, the Pacific Flyway Council and the Executive Committee of the International Association of Game, Fish and Conservation Commissioners, where this problem was discussed with Fish & Wildlife Service personnel. In neither meeting was any demonstrable need for such an increase presented by the Fish & Wildlife Service; in fact, no serious attempt has been made by the Service to inform or enlist support of the various States for this legislation.

Presently, before your Committee, you also have H.R. 480, which would extend the Emergency Waterfowl Wetland Acquisition Program for an additional eight years. We are extremely interested in the passage of this excellent legislation, which you were so instrumental in having originally enacted by Congress. It is our feeling that, if this extension is passed by Congress and the balance of the funds are forthcoming, the goals originally set up under the program can be accomplished.

It is my opinion that, at the point when a majority of funds under H.R. 480 have been expended, the several States would be more than willing to cooperate with the Fish & Wildlife Service on any legislation, including an increase in the Duck Stamp fee, that would accelerate the pay-back period of the \$105,000,000 loan and continue our migratory waterfowl program on a sound and equitable basis.

Very truly yours,

CARL N. CROUSE, *Assistant Director.*

WASHINGTON DEPARTMENT OF GAME,
Olympia, Wash., July 28, 1967.

HON. WARREN G. MAGNUSON,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR MAGNUSON: We appreciate receiving your notice of hearings before the Senate Committee on Commerce on Merchant Marine and Fisheries, regarding bills that pertain to the acquisition of wetlands, other wildlife habitat and duck stamps, which is scheduled for August 16 and 17, 1967.

The Washington Game Department is vitally interested in these hearings and the legislation that will be before the Subcommittee. We appreciate the opportunity to submit the following comments for the Committee's consideration:

The Washington Game Commission, Washington Game Department and many thousands of waterfowl hunters throughout the State, feel H.R. 480 is extremely important legislation from the standpoint of sportsmen and conservationists nation-wide.

Three wetlands acquisition and restoration projects have been started in this State under the Act of October 4, 1961. None of these have been completed to date. In addition, several other projects, of equal importance to migratory birds, have been considered and could be accomplished with the enactment of H.R. 480.

It would be our sincere hope that this amendment to the Act of October 4, 1961, would be approved in order that the goals both statewide and nationally, as originally set out in this act, could be met in this additional period of time.

S. 1078, a companion bill to H.R. 480, would carry the same recommendation. H.R. 482, an act to increase, by two dollars, the fee of the Migratory Bird Hunting Stamp, is strongly opposed by the Washington State Game Department and sportsmen of the State. We have at various times discussed the need and effects of this act with officials of the Department of the Interior. At no time did we receive any satisfactory explanation of the need, desirability, or effect of this increase.

Until such time as we feel a demonstrable need has been shown for this increase in the Migratory Bird Hunting Stamp, we would strongly oppose such legislation.

We would strongly urge favorable consideration by your Committee for passage of S. 322. Wetlands, purchased with monies from the Nation's sportsmen, are critical in maintaining an adequate supply of waterfowl on this Continent. All possible consideration should be given to maintaining, in total, the integrity of this program.

In that no one from the Washington State Department of Game will be present at the hearings, I am enclosing five copies of this letter for use of the Committee as you requested, and ask they be made a part of your hearing record.

Very truly yours,

CARL N. CROUSE, *Assistant Director.*

WYOMING GAME AND FISH COMMISSION,
Cheyenne, August 4, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Subcommittee on Commerce,
U.S. Senate,
Washington, D.C.

MR. CHAIRMAN: I would like to voice my opposition to passage of H.R. 482, which would increase the bird hunting stamp from \$3 to \$5.

This legislation has been opposed by the National Waterfowl Council, the National Association of Conservation Commissioners, and others.

News releases from Secretary Udall indicate another cut in bag limits from 1966. Context of this news release may be found in Interior files. The following is context of a release of August 2d, in the Omaha World Herald:

"Interior Secretary Stewart L. Udall announced in Washington the duck flights may be less than last year.

"Late reports from field biologists indicate poor nesting success. This was caused by spring storms, followed by drought conditions over widespread prairie nesting areas, Udall's director of the Bureau of Sport Fisheries and Wildlife, John S. Gotschalk, said.

"An earlier report from the Interior Department indicated breeding populations, particularly of mallards, were relatively unchanged."

If bag limits and season lengths are to be cut again and again I do not believe a raise in fee is justified.

State Commissions have endeavored to raise their state fees to cover costs of habitat improvement and operation and maintenance costs. Our citizens are reluctant to pay twice for the same service—once to the state, again to the Interior.

No monies accrued from the sale of migratory bird stamps have been spent in my State of Wyoming. Yet, we have spent well over one-half million in habitat acquisition and improvement, and have paid hundreds of dollars in depredation caused by migratory waterfowl. These monies must come from the sale of other licenses and permits.

As a State Director and Chairman of the National Waterfowl Council, I have never been asked to support this legislation nor been given any reason for its' necessity.

It is my feeling that this area should be thoroughly investigated before this legislation is given any further consideration. If a definite need can be shown for the increase and what the monies will be used for, I feel quite sure it would then gain the support of those who now oppose it.

Respectfully yours,

JAMES B. WHITE,
Chairman, National Waterfowl Council.

WEST VIRGINIA DEPARTMENT OF NATURAL RESOURCES,
Charleston, August 4, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
Washington, D.C.

DEAR SENATOR MAGNUSON: On June 19, 1967 the House passed H.R. 480 and H.R. 482. House Bill H.R. 480 deals with the extension of the Wetlands Acquisition Program and received endorsement from the International Association of Game and Fish Commissioners, of which we are a member. This organization opposed H.R. 482 which would increase the Waterfowl Stamp (Duck Stamp) from \$3 to \$5.

Opposition to H.R. 482 was expressed in Resolution #13, adopted by the International Association during its 56th Convention in September 1966. This resolution pointed out that the present \$3 duck stamp was as high, and in some cases higher, than the fee charged to hunt small game in many states. It further stated that any increase in Federal hunting fees could seriously jeopardize the use of this source of funds to support state conservation programs. Through this resolution Congress is urged to appropriate additional general revenue funds to accelerate the waterfowl habitat acquisition program.

West Virginia has little waterfowl habitat and the hunting opportunity for these birds is limited. Many duck hunters have expressed displeasure in the past concerning the present \$3 fee and would not purchase a duck stamp if it were increased to \$5.

I would appreciate your support of H.R. 480 when it comes before the Senate and your opposition to H.R. 482. Your consideration of these requests will be greatly appreciated.

Sincerely yours,

T. R. SAMSELL, *Director.*

APPENDIX B

The following correspondence reflects the views of individuals and organizations other than State agencies.

LITTLE ROCK, ARK., *June 26, 1967.*

HON. WARREN G. MAGNUSON,
*Senate Committee on Commerce,
Washington, D.C.*

DEAR SENATOR: I understand that the House of Representatives has passed and sent to the Senate H.R. 480, wetlands acquisition bill.

I wish to urge prompt and favorable action by your committee on this important bill. This is very important to the wildlife of this country.

Yours truly,

WARNER ST. JOHN.

CASTRO VALLEY, CALIF., *June 7, 1967.*

Senator WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR SENATOR MAGNUSON: I (Michael J. Zipton) am in favor of S. 1078 and H.R. 480, so please see what you can do about the bills.

Thank you.

Yours truly,

M. J. ZIPTON.

VILLA PARK, ILL., *June 23, 1967.*

Senator WARREN G. MAGNUSON,
*Chairman, Senate Commerce Committee,
Washington, D.C.*

DEAR SIR: We support S. 1078 and request that this vital conservation bill be reported out of committee and passed by Congress.

Thank you.

Mr. and Mrs. J. R. JOBIN.

COMMERCIAL STATE BANK,
Madison, Wis., June 26, 1967.

Re S. 1088.

Senator WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
Senate Office Building,
Washington, D.C.*

DEAR SENATOR: The wetlands acquisition program covered under the above bill, is finally reaching some momentum, and I hope that you do everything you can to see to it that the above bill is enacted so that this tremendously worthwhile program can be continued.

Cordially yours,

R. R. PAUNACK, *President.*

PITTSBURGH, PA., *June 30, 1967.*

Senator WARREN MAGNUSON,
*Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR SIR: S. 1078 and H.R. 480 have my full support. They should be reported out of committee and passed by Congress.

Yours truly,

Mrs. M. GRAHAM NEHRUIG.

LITTLE ROCK, ARK., *June 22, 1967.*

Senator WARREN G. MAGNUSON,
Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SIR: Passage of Senate Bill 1078 and House Bill 480 is very important to all of us. Your work on this bill will be much appreciated. Think of something even if it requires a higher fee for the Federal Stamp. Speaking for myself, my three sons & many friends who are very concerned about this bill, but just hesitate to write you.

Thank you.

Good luck,

W. D. HAMMONDS.

RECREATION MANAGEMENT,
Chicago, Ill., May 31, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: I heartily urge the passage of S. 1078 which would extend the Wetlands Acquisition Program another eight years.

Sincerely,

K. ALLAN ARCHBOLD.

ALTON, ILL., *May 31, 1967.*

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: As an avid sportsman and duck hunter, I would like to express my very strong support of S. 1078 and H.R. 480 and I think it a matter of utmost importance that these bills be reported out of committee and passed by congress.

Sincerely,

DOUGLAS M. HAKE.

EAST BLOOMFIELD, N.Y., *June 5, 1967.*

DEAR SIR: Please do everything in your power to get S. 1078 and H.R. 480 extended for another 8 years. Thanking you, we remain.

Truly yours,

Mr. and Mrs. P. G. GATLING.

HARTSVILLE, S.C., *June 5, 1967.*

Senator WARREN G. MAGNUSON,
Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: I would like to voice my support for S. 1078 and hope that this vital conservation bill will be reported out of the Senate Commerce Committee. The good work that has already been done is in jeopardy if this bill is not passed and those of us who enjoy duck hunting have been able to see such dramatic results from what has already been accomplished. We have purchased duck stamps faithfully through the years when in fact there were very few ducks to hunt. We need to continue the program of wetlands acquisition and now is the time to do it.

Your support and individual effort to guide this bill to a successful passage will be appreciated by all of us who enjoy outdoor recreation. I would appreciate hearing from you in this regard.

Very truly yours,

W. M. TIMBERLAKE.

BETHALTO, ILL., *May 31, 1967.*

HON. WARREN G. MAGNUSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MAGNUSON: I am writing to express my support of S. 1078 and H.R. 480. I'm whole heartedly in favor of these bills to continue wetlands acquisition.

I'm hoping they will both be passed by Congress.

Sincerely,

_____ DWANE BRUNS.

MISSION, TEX., *May 31, 1967.*

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: I am writing in regards to Bill S. 1078 and Bill H.R. 480 I am a duck hunter, have been buying duck stamps all of my life.

This is a request that these vital bills be reported out of committee and passed by Congress.

Thank you, Sir.

_____ FRANCIS X. BOUCHARD.

CLEMSON UNIVERSITY, CLEMSON, S.C.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: I wish to express my support of Bills S. 1078 and H.R. 480 which concern the future of North American duck hunting.

I feel that we should finish this program which was begun in 1961. For to fail to do this will mean a great loss to future generations. Conservation is important to all of us.

The final cost of \$105 million is small when compared to the enjoyment future generations of nature lovers will receive if these bills are passed. Conservation is not cheap now, but it can only get more expensive in the years to come.

Again, let me express my support for bills S. 1078 and H.R. 480.

Yours,

_____ ROBERT IRVINE SMITH II.

VAN NUYS, CALIF., *June 4, 1967.*

HON. WARREN G. MAGNUSON,
Senate Committee on Commerce,
Senate Building, Washington, D.C.

DEAR SENATOR MAGNUSON: Am writing you to urge you and your colleagues in the Senate to pass Senate Bill 1078 regarding the Wetlands Acquisition Program.

Sincerely yours,

_____ ROBERT F. SCHINAEI.

GARY, IND., *June 4, 1967.*

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SIR: I would like to express my strong support for the passage of Bills S-1078, HR-480.

Our outdoor recreational areas, and our waterfowl mean a great deal to many millions of American sportsmen, and people in general who enjoy the outdoors. I would like to add that I am an avid duck hunting enthusiast, and the conservation of this resource has a deep meaning concern in my mind. Please don't let this go down the drain along with our former great marshes, and former abundant waterfowl.

Yours truly,

_____ CARL FEHRENBACHER.

ALTON, ILL., May 29, 1967.

Senator WARREN G. MAGNUSON,
 Chairman, Senate Committee on Commerce,
 U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: As Vice Pres. & legislation chairman of the 1100 member Alton-Woodriver Sportsman's Club, I wish to express our deep concern for the future duck population.

The Federal wet-lands program is only about half complete. It takes time to build a field staff to carry out such a massive land buying program. It would be a grave mistake to end the program now. We ask your support on the two bills, S-1078 and H.R. 480.

Thank you.

DON HALFORD.

TOPEKA, KANS., July 5, 1967.

Senator WARREN G. MAGNUSON,
 Chairman, Senate Committee on Commerce,
 Senate Office Building, Washington, D.C.

DEAR SIR: I am writing to express my support for Senate Bill 1078 and House Bill 480.

I feel the Wetlands Acquisition program is a very worthy project and deserves our support. This will guarantee our generation will not lose its greatest wildlife conservation battle and tomorrow's waterfowl.

Please help to see that the Bureau of Sport Fisheries and Wildlife attain their 2½ million acres goal, by reporting S-1078 out of committee and seeing that these vital conservation bills are passed by congress.

Thanking you in advance, I am

Sincerely yours,

R. H. KRAMER.

ELLWOOD CITY, PA., August 4, 1967.

HON. WARREN G. MAGNUSON,
 Chairman, Senate Committee on Commerce,
 U.S. Senate, Washington, D.C.

DEAR SIR: This is just my way of letting you know that I think increasing the "Duck Stamp" to \$5.00 is a wonderful way of insuring that our children, and their children, may enjoy some of the pleasure I have enjoyed from migratory birds. If this increase is necessary to buy "Wetlands," so that waterfowl will have a place to rest and nest, then I certainly pray that you support H.R. 480 and H.R. 482.

Sincerely yours,

DONALD OTT.

BREMERTON, WASH., June 24, 1967.

HON. WARREN G. MAGNUSON,
 Chairman, Senate Committee on Commerce,
 HON. EDWARD A. GARMATZ,
 Chairman of House Committee on Merchant Marine and Fisheries,
 Washington, D.C.

DEAR SIR: I would like you to know I am pleading for your support of S. 1078 and H.R. 480. These Bills would extend the Wetlands Aquisition Program for another 8 years. I have hunted ducks for 40 years and hope our waterfowl are not eventually due for extinction. I believe the future of duck hunting is at stake in this matter. For your information I'm enclosing this newspaper clipping from a local sports editor and I believe he knows for what of he speaks.

Sincerely yours,

ARTHUR D. OLSEN.

[The Bremerton Sun, June 1, 1967]

OUTDOORS WETLANDS PROBLEMS AND RECORD FISH

(By Elling Simonsen)

There are now two bills in Congress which could very well decide the future of duck hunting in the entire North American continent.

The bills are S. 1078 and H.R. 480. These bills would extend the Wetlands Aquisition Program for another 8 years. Should these bills fail, the current 7-

year program would fail with them—only halfway to its goal of acquiring 2½-million acres of duck habitat by the year 1968.

This program began in 1961 when Congress authorized a \$105 million advance appropriation over a 7-year period for a crash program to buy some of our vanishing wetlands. When the 7-year period ended, three-fourths of the duck stamp monies would be used to repay the loan.

As of right now, federal wetlands acquisition will end in July of 1968, and Congress will have appropriated only \$46 million of the \$105 million total, and the Bureau of Sport Fisheries and Wildlife will have acquired about 1,135,000 acres of its 2½-million acre goal.

Some of the holdback has been due to the fact it takes time to build a field staff to carry out such a massive land-buying program, and also because certain public officials in the Dakotas and Minnesota were bitterly opposed to federal wetlands buying.

But the program is now moving. All the staffs are now set up and waterfowl conservation is in a home-stretch battle.

The key legislators are Sen. Warren G. Magnuson, chairman of the Senate Committee on Commerce, and Congressman Edward A. Garmatz, chairman of the House Committee on Merchant Marine and Fisheries.

If you would like to continue hunting ducks in future years, write to the people mentioned above and express your support of S. 1078 and H.R. 480.

Should these bills fail, the \$46 million already used will have to be paid back by using duck stamp receipts, and our generation will have lost its greatest wildlife conservation battle—and tomorrow's waterfowl.

Don't put this important matter off until tomorrow, do it now, or you might as well figure on putting an ad in *The Bremerton Sun* in a few years, advertising duck decoys and shotguns for sale to some gun collector.

GARY, IND., June 4, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate,
Washington, D.C.

DEAR SIR: I would appreciate your support of Conservation bill S. 1078 and H.R. 480.

Sincerely,

HOMER FORGUY.

ORLAND PARK, ILL., June 28, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MAGNUSON: I support S. 1078 & H.R. 480 and request that you report them out of committee and have them passed by Congress.

ROGER SHEM.

GEORGETOWN, S.C., June 16, 1967.

Senator WARREN MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SIR: I am an enthusiastic duck hunter and watcher. I think the world of the wild duck should be increased for future generations as well as my own. To do this we have to conserve their breeding grounds. You have my support on the bills S. 1078 and H.R. 480 and request that these bills be passed by Congress.

Thank you.

JOE L. SHAN.

WICHITA, KANS., July 16, 1967.

Senator WARREN MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SIR: Please vote to save our ducks by voting for S. 1078.
Thank you.

FRED L. BELL.

MADISON, WIS., July 20, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

SENATOR MAGNUSON: I would like to urge your support of bills H.R. 480 and S. 1078 due to come before your committee in August. The preservation of the remaining wetlands in the United States is absolutely necessary, not only for waterfowl and wildlife, but possibly also for the physical and mental health of our human populations as well. Thank you for your attention to this matter.

Sincerely,

JOYCE JAIS.

ATKINSON TRUST & SAVINGS BANK,
Atkinson, Ill., June 27, 1967.

HON. WARREN B. MAGNUSON,
Washington, D.C.

DEAR SENATOR MAGNUSON: Please be assured of the support of myself and thousands of duck hunters in the passage bills S. 1078 and H.R. 480.

The bill will assure the great sport of waterfowling for this and coming generations. We hope you will work vigorously for passage of the bills in both the Senate and House.

Yours very truly,

W. S. LLOYD.

SCHMIDT-TRIMBLE REAL ESTATE,
Hays, Kans., June 15, 1967.

Re Senate bill S. 1078.

Senator WARREN MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

SENATOR WARREN G. MAGNUSON: I wish to extend my support in favor of the above bill. If this bill is not passed the future loss to ourselves and our country regarding Waterfowl would be so great it couldn't be counted.

Thank you,

ROBERT L. SCHMIDT.

HUNTSVILLE, ALA., June 1, 1967.

HON. WARREN G. MAGNUSON,
Senate Chamber, Washington, D.C.

DEAR SENATOR MAGNUSON: I have a copy of the article by Don Cummins "Growth Of Wildlife Habitat Rides On Bills In Congress". I am very much interested in these bills now in the Congress passing which will extend the Wetlands Acquisition Program for another eight years. Your support will be highly appreciated not only by myself but by all persons interested in Wildlife.

My best wishes.

Sincerely,

L. B. GOLDSMITH.

HUNTSVILLE, ALA., June 2, 1967.

HON. WARREN G. MAGNUSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MAGNUSON: One of the chief recreational attractions of my area is the migratory waterfowl which winter each year on nearby Wheeler National Wildlife Refuge. These beautiful birds are enjoyed by those who enjoy

them as a part of our outdoor wildlife scene; as well as those who enjoy the pursuit of wild game. For this reason, I urge your support of Senate Bill S. 1078 which provides for the extension of the Wetlands Acquisition Program financed by the waterfowl hunter's purchase of federal waterfowl hunting stamps.

Sincerely yours,

ROBERT F. SHANKS.

NAUGHTON EQUIPMENT Co., Inc.,
Birmingham, Ala., May 31, 1967.

Hon. WARREN MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: I am very interested in wildlife conservation and am most concerned about our dwindling duck population.

As I understand the situation concerning S. 1078, this bill will extend the Wetlands Acquisition Program for another eight years enabling the balance of the \$105 million originally appropriated in 1961 to be used for acquiring the rest of the two and one-half million acres of wetlands set up as the goal. Since I am an avid duck hunter I have first hand knowledge of the duck population and have seen it dwindle from its very populous degree in 1957 to the present low.

It is imperative for this legislation to be passed and I would appreciate your doing everything for passage of this bill.

Very truly yours,

ALBERT S. NAUGHTON.

HUNTSVILLE, ALA., May 30, 1967.

Hon. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: You have pending before your committee Senate Bill N. S-1078 written for the purpose of extending the wetlands acquisition program for another eight years.

I have seen our great sport of duck hunting practically become a thing of the past. Perhaps this is due to the pressure of exploding population and to the terrible drought conditions that have prevailed for several years, in the duck breeding grounds. However, a major contributing factor is the disappearance of wetlands in both this country and Canada.

I think Ducks Unlimited has done a good job in Canada, but they have been able to only scratch the surface. I have been chairman of Ducks Unlimited in this part of Alabama for several years and have seen our attendance at the annual meeting increase from just a handful of old time duck hunters to 1,750 people at the last meeting. Our contributions have increased from a few dollars to several thousand, but the important thing is how much interest we now have from the boys in this area. I can't help but believe that a boy that is truly interested in duck hunting and conservation in general is on the right road to becoming a responsible citizen.

As I think back on all of the boys that have hunted with me and my friends throughout the years, I cannot recall a single solitary failure. Surely, it must be better for a boy to work off all that boundless youthful energy duck hunting, repairing his duck gear, planting the duck ponds and the thousand other year around tasks that go with duck hunting than to hang around the taverns or other loafing joints.

All of us will deeply appreciate anything you can do to facilitate the passage of this important conservation legislation.

Very truly yours,

CARL T. JONES.

HUNTSVILLE, ALA., June 2, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: I am writing in reference to two bills concerning the extension of wet-lands, namely bills S1078 and H.R. 480. As I understand it, these bills would extend Federal wet-lands acquisition of which will expire in July, 1968. I have worked with the Alabama Ducks Unlimited for a number

of years and have had first hand knowledge of value received for developing water fowl reproduction areas.

Had it not been for Ducks Unlimited and the U.S. Department of Conservation expending such an effort in developing these lands, our duck population would be at a very low ebb. I can think of no other investment that would have such a lasting effect on the youth of our nation as the investment of perpetuating of our water fowl, so that our sons and their sons could have the same opportunity to observe nature in the fashion as we have had.

I'm heartily in favor of these bills and would be glad to work for their passage. I am writing this letter to let you know of not only my feelings, but thousands of other interested duck hunters in Alabama.

Sincerely,

RAYMOND B. JONES.

GEOLOGICAL SURVEY OF ALABAMA,
University, Ala., June 8, 1967.

Senator WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.*

DEAR SENATOR MAGNUSON: It has come to my attention that the Wetlands Bill, S. 1078, based on restoration of duck nesting habitat through the migratory bird stamp fund is up for consideration for an eight-year extension.

It is my hope that the bill will be passed by Congress and that this wonderful plan can be extended on and on until we have done all that is feasible for our migratory bird population. I am now an old man and have been hunting ducks since I was twelve years old. I have children who love to hunt and grandchildren coming along whom I hope to interest in duck hunting. Without suitable nesting habitat we can have no assurance that the expanding population of people will have the same pleasures that my generation has had.

What with increasing costs, if the duck stamp needs to be upped to \$4 or even \$5, then slap it on. Sportsmen generally take pride in the fact that we pay our own way, and that is as it should be. Duck stamps, hunting licenses, etc., are but a pittance when compared with the overall cost of hunting and fishing. Just to make sure that I do my bit I generally buy about a dozen duck stamps each year.

In order that our senators may be advised of my interest in this matter I am taking the liberty of sending copies of this letter to each of them.

With all good wishes, I am

Sincerely yours,

WALTER B. JONES.

STUTTGART CHAMBER OF COMMERCE,
Stuttgart, Ark., June 27, 1967.

Re Senate bill 1078 and House bill 480.

HON. WARREN G. MAGNUSON,
Senate Office Building, Washington, D.C.

DEAR MR. MAGNUSON: The above mentioned bills extending the Wetlands Acquisition Program for eight years is of utmost importance to the many sportsmen, local and out of state hunters, farmers, reservoir owners, business men, and communities located in a large portion of our great state.

I am writing as chairman of the Board of Directors and president of the Stuttgart Chamber of Commerce. Our organization has been contacted by groups and individuals asking us to get behind these bills, and be of whatever assistance we can to assure their passage.

Many feel that if these bills do not pass, the biggest battle of the decade for wild life conservation will have been lost and the projects for tomorrow's water fowl will be most grim.

We understand both bills are at present in committee; however, we would appreciate your advising us as to your feelings on these measures. Whether you feel the bills will pass without difficulty and what we might do to assist in their passage.

With kindest personal regards.

Very truly yours,

W. N. HARGROVE, *President.*

LITTLE ROCK, ARK., July 17, 1967.

Senator WARREN G. MAGNUSON,
Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

HON. WARREN G. MAGNUSON: I am very interested in wildlife conservation and the wetlands bills, Senate Bill 1078, or House Bill 480, which has passed in the House of Representatives. Your efforts toward making law a bill such as either of these would be greatly appreciated.

I also support the action which has passed in The House of Representatives authorizing The Secretary of The Interior to raise the price of the duck stamp from \$3 to \$5.

Sincerely yours,

JESSE C. WILSON.

GORDON & GORDON,
Morrilton, Ark., June 19, 1967.

HON. WARREN G. MAGNUSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MAGNUSON: I urge you to do all you can to secure passage of Senate Bill 1078, which provides for acquisition of wetlands for waterfowl conservation. The biggest battle of the decade for wildlife conservation will have been lost and the prospects for tomorrow's waterfowl will be grim if this bill is not passed. The loss to the economy will be greater than the appropriation of the amount of money resulting from the passage of this bill.

Sincerely,

CHARLES H. EDDY.

STUTTGART, ARK., June 21, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Washington, D.C.

DEAR SENATOR: I am writing you in regards to Senate Bill No. 1078 and also House Bill No. 480 concerning the Wetlands Acquisition Program for an additional eight years.

I would very much appreciate your wholehearted support of the passage of these bills because I believe their passage will do much for all duck hunters throughout the United States.

Thanking you in advance for your support of this measure.

Very truly yours,

V. E. PATE.

TELETYPE CORP.,
Little Rock, Ark., June 21, 1967.

HON. WARREN G. MAGNUSON,
Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

SIR: I am writing in regard to Senate Bill 1078 which calls for the extension of the wetlands acquisition program.

Since the expenditures to date in this program have fallen short of the target goal as inaugurated in 1961, I strongly urge that the aforementioned bill be given a "do pass" recommendation. I as one of the public duck hunters feel that only acquisition of these lands can benefit myself and the other hunters in years to come. As my son and I are avid hunters we would sincerely appreciate any and all assistance you may render in the passage of this bill.

Respectfully,

EARL M. STEPHEN, Jr.

VAN NUYS, CALIF., June 7, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: As a registered voter and resident of California for approximately 30 years I would like to urge you to do everything possible to

help pass the two bills Nos. S. 1078 and H. R. 480 pertaining to the acquisition of wetlands for wild duck habitat.

Very truly yours,

FRANK WILSON.

JACK KEELER Co.,
Fairfield, Calif., June 8, 1967.

Hon. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

SIR: We urge your support of two pending bills, Nos. S. 1078 and H.R. 480. This writer and many other duck hunters on the Suisun Marsh area are devoting large portions of their properties to natural duck habitat. As an example, on the writer's property consisting of approximately 1,000 acres, about 1/2 of the property is utilized for natural waterfowl and loafing areas.

I can assure you that private duck clubs account for a good portion of the wetland preserve in Central California. In addition to our preserves, we donate to and support Ducks Unlimited, and federal and state programs.

We urge your continued support to insure adequate wetlands for future waterfowl protection.

Very truly yours,

JACK C. KEELER.

MILFORD, CONN., July 21, 1967.

Hon. WARREN G. MAGNUSON,
U.S. Senate, Washington, D.C.

MY DEAR SENATOR MAGNUSON: I am writing to you regarding our government's policy and program regarding conservation bills presently in committee.

It is my understanding that two bills, S. 1708 and H. R. 480 are under consideration by your committee. I urge you, as Chairman of the Senate Committee on Commerce, to do all within your power to favorably influence these bills so they may be reported out of Committee, and passed by Congress.

In this day and age, everywhere we look, it is artificial this, artificial that. You can be instrumental in preserving a rapidly vanishing characteristic of America, its natural beauty. We cannot rely on private individuals to preserve our open spaces, and wet-lands. If private enterprise felt they could achieve monetary gains by means of destroying wet-lands, you and I know they would not hesitate to do so. If the government doesn't exercise its inherent responsibility where private initiative fails, our children will have to look at pictures in books to see how natural and beautiful America's open lands and its inhabitants are.

As best as I can find out, Congress appropriated 105 million dollars in 1961, and has only expended 46 million in the acquisition of 1,135,000 acres of wet-lands. This land acquisition program now appears to be properly staffed and directed. Don't let all this vital work end in 1968. With your help, these programs can continue and reach the established goals.

Respectfully,

ROBERT J. CROWLEY.

WINCHESTER-WESTERN DIVISION, OLIN,
New Haven, Conn., June 28, 1967.

Hon. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: This letter references two bills which are now in Congress, S. 1078 and H.R. 480. These bills would extend the Wetlands Acquisition Program another eight years. If these bills fail, the current seven-year program will fail with them.

As it now stands, federal wetlands acquisition will end in July, 1968. The Bureau of Sport Fisheries and Wildlife will have acquired about 1,135,000 acres of their 2 1/2-million acre goal.

The passage of these bills will mean a great gain in the battle of wild life conservation.

We urge your support in the passage of these two bills.

Sincerely,

H. M. PATCHET.

WINCHESTER-WESTERN DIVISION, OLIN,
New Haven, Conn., June 28, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: Two bills currently in Congress, S. 1078 and H.R. 480, have my support.

These bills, when passed, will mean a great gain in the battle of wild life conservation. The extension of the Wetlands Acquisition Program for another eight years would allow the completion of the project started seven years ago.

I urge you to work toward early passage in Congress.

Sincerely,

R. G. DEMICHAEL.

WINCHESTER-WESTERN DIVISION, OLIN,
New Haven, Conn., June 28, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: There are two bills presently in Congress, S. 1078 and H.R. 480, which would extend the Wetlands Acquisition Program another eight years.

Federal wetlands acquisition will end in July 1968 with only \$46 million of the \$105 million total unless these bills are passed. The Bureau of Sport Fisheries and Wildlife will have acquired about 1,135,000 acres of their two million acre goal.

In long range planning, conservation is one area that must be acted upon now. It is a constant effort to preserve America's wild life and we must do all we can to achieve this goal.

Please support these two bills.

Sincerely,

T. R. HARVEY.

WINCHESTER-WESTERN DIVISION, OLIN,
New Haven, Conn., June 28, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: Your attention to two bills in Congress, S. 1078 and H.R. 480, which are pertinent to our overall interest in conservation, is sought.

Presently, federal wetlands acquisition will end in July, 1968. Congress will have appropriated only \$46 million of the \$105 million total, and the Bureau of Sport Fisheries and Wildlife will have acquired about 1,135,000 acres of their two million acre goal.

In an effort to preserve America's wild life and finish this worthwhile project, I urge your support in passage of these two bills.

Sincerely,

R. P. PARCELLA.

WINCHESTER-WESTERN DIVISION, OLIN,
New Haven, Conn., June 28, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: This letter is written to express my support of two bills currently in Congress, namely, S. 1078 and H.R. 480. These bills will mean a great gain in the battle of wild life conservation.

The extension of the Wetlands Acquisition Program for another eight years would allow the complete two million acre purchase as well as allowing duck habitat purchases while there's still some to buy.

I ask you to work toward their early passage in Congress.

Sincerely,

R. H. BACON.

STONY CREEK, CONN., June 1, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.

DEAR SIR: The vital conservation bill S. 1078 in your Committee has my complete support and I respectfully ask that you have it reported out of committee and passed by Congress.

This bill will enable a long time program to acquire the wet lands without which we will cease to have ducks. This habitat must be bought now while there is still time to buy. Unless the bill is reported out and passed the funds will not be available to continue the program. Our generation will then have lost its greatest wildlife conservation battle and tomorrow's waterfowl.

Very sincerely yours,

W. B. WOODRING.

HAMDEN, CONN., June 5, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MAGNUSON: I wish to advise support of Conservation Bills S. 1078 and H.R. 480 and request that these important bills be reported out of committee and passed by Congress.

It took considerable time to build the field staff necessary to carry out this massive land buying program. The staffs, I understand, are all set up and that the program is really moving. I sincerely hope that they will be able to complete the goal of acquiring 2½ million acres of duck habitat.

Cordially yours,

W. L. PIERSON.

WESTPORT, CONN., May 29, 1967.

Senator WARREN G. MAGNUSON,
Senate Building,
Washington, D.C.

DEAR SIR: As a family who has traveled quite extensively in this country we feel strongly that wildlife, conservation, forest preserves, national parks, etc., are of the greatest importance to us and to future generations. We therefore urge that bills S. 1078 and H.R. 480 pertaining to the Wetlands Acquisition Program be passed and all other reasonable bills pertaining to conservation.

Very truly yours,

ELIZABETH S. BECK.

HAMDEN, CONN., June 1, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: I am writing to you to indicate my very strong support of Bills S. 1078 and H.R. 480. I request that these conservation bills be reported out of committee and passed by Congress.

As an enthusiastic duck hunter dedicated to the sport, I would be very much saddened to see the Wetlands Acquisition Program curtailed now when it is now moving so well. I understand the field staff necessary to carry out this tremendously large and complex program is now organized and I would like to see them given the opportunity to acquire the full 2½ million acres of Wetlands.

Sincerely yours,

ALAN I. MOSSBERG.

WINCHESTER-WESTERN,
New Haven, Conn., June 19, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR: I wish to express concern and support regarding two bills currently in Congress (S. 1078 and H.R. 480).

I strongly urge continuance of the Wetlands Acquisition Program another eight years in order to achieve the 2½ million acres of duck habitat . . . a goal which is so vital in conserving our vanishing wetlands.

It is alarming that should this bill fail in Congress, our generation will have lost its greatest wildlife conservation battle—and tomorrow's waterfowl.

Again, as both an individual and a sporting arms manufacturer, I urge favorable disposition of this vital conservation bill.

Very truly yours,

SAM J. KARNG,

Manager, Arms Operations Planning and Programming.

HAMDEN, CONN., June 13, 1967.

HON. WARREN G. MAGNUSON,
*Senator from the State of Washington,
Shoreham West,
Washington, D.C.*

SIR: With reference to S. 1078, I am writing my Connecticut Senators and Congressmen per copy attached.

May I ask the same consideration in your office as I have asked of our Connecticut people.

Very truly yours,

V. J. TIEFENBRUNN.

There are two bills in this session of Congress identified as S. 1078 and H.R. 480 which would continue the Wetlands Acquisition Program.

The magnitude of this program in terms of cost to the Federal Government is not large, but the long-range benefits to the future health and preservation of wildlife are great. I cannot recite all of the pros and cons involved in this program, but I am convinced of the overall benefit of our citizenry of preserving as much wildlife habitat as possible and practical so that generations to come will be able to tread on other than concrete and asphalt.

Without presuming to influence your position on these bills, I do ask that you consider them in your usual thorough fashion and, hopefully, arrive at a point of view which may parallel mine in general terms, that is, make an investment in these lands now for the continued satisfaction and enjoyment they will give countless millions of U.S. citizens in the years to come.

NEW HAVEN, CONN., June 14, 1967.

HON. WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.*

DEAR SENATOR MAGNUSON: I am writing to you in regard to two bills which are now in Congress, S. 1078 and H.R. 480, which would extend the Wetlands Acquisition Program another eight years. If these bills, fail, the current seven-year program will fail with them.

As it now stands, federal wetlands acquisition will end in July, 1968. Congress will have appropriated only \$46 million of the \$105 million total, and the Bureau of Sport Fisheries and Wildlife will have acquired about 1,135,000 acres of their two million acre goal.

The passage of these bills will mean a great gain in the battle of wild life conservation. It will mean that Congress will be able to appropriate the full \$105 million and we can buy duck habitat while there's still some to buy.

In long range planning, conservation is one area that must be acted upon now. It is a constant effort to preserve America's wild life and we must do all we can to achieve this goal.

We urge that you support passage of these two bills.

Sincerely,

R. J. GRUNEWALD.

GALENA, ILL., June 28, 1967.

Senator WARREN G. MAGNUSON,
 Chairman, Senate Committee on Commerce,
 Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: In the interest of conservation and the future of duck hunting in North America I urge you to favorably consider Bill No. S. 1078. Your support will be greatly appreciated. Thank you.

Very truly yours,

HAROLD J. LAREY.

GODFREY, ILL., June 30, 1967.

Hon. Mr. WARREN G. MAGNUSON,
 Chairman, Senate Committee on Commerce,
 U.S. Senate, Washington, D.C.

MY DEAR SENATOR: There are two bills in Congress that can decide the future of North American duck hunting. They are bill S. 1078 and bill H.R. 408. These would extend the Wetlands Acquisition Program another eight years. If these bills fail, the current seven-year program will fail with them—only halfway to its goal of acquiring 2,500,000 acres of duck habitat by 1968.

I would like to urge your support in having bill S. 1078 reported out of committee and passed by Congress.

Sincerely yours,

L. JACK MILLER.

GODFREY, ILL., June 19, 1967.

Senator WARREN G. MAGNUSON,
 Senate Committee on Commerce,
 U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: Your attention is called to Bill S. 1078 which is for the purpose of extending procurement of wetlands for the purpose of increasing the duck and waterfowl population. As a hunter I am greatly interested in this program and request that you give this bill as much support as possible.

Since I am not one of your constituents I really have no call upon your services other than to express my opinion as being in favor of this bill.

Sincerely yours,

CHARLES O. WILLIAMS.

THE PRUDENTIAL INSURANCE COMPANY OF AMERICA,
 Rockford, Ill., May 31, 1967.

Senator WARREN G. MAGNUSON,
 Chairman, Senate Committee on Commerce,
 Senate Building, Washington, D.C.

DEAR SENATOR MAGNUSON: Please support S. 1078 and H.R. 480 Wetlands Acquisition program.

I feel these bills are worthy of your reporting them out of Committee and have them passed by Congress.

Thank you very much.

Sincerely,

KENNETH NELSON.

WICHITA, KANS., July 14, 1967.

Senator WARREN G. MAGNUSON,
 Senate Office Building,
 Congressman EDWARD A. GARMATZ,
 House Office Building, Washington, D.C.

GENTLEMEN: The Federal Wetlands Acquisition Program will expire in July 1968. The program is only about half completed and is currently moving along at a very successful clip. Senate Bill 1078 and House Bill 480 would extend the Program another 8 years and our northern ducklands can be reprieved if these bills get favorable action. Failure to pass these bills would result in waste in all the effort and money that has been put into the Program in the past 7 or 8 years.

I urge you to give this your favorable attention and vote for these bills.

Yours very truly,

CHARLES N. BLACK.

Re S. 1078.

WICHITA, KANS., July 17, 1967.

Hon. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: I am extremely interested in perpetuation of the Wetlands Acquisition Program. Believe it is the one program that has done more to conserve vanishing wetlands for America and the continent and the sportsman than any other program in our history.

Would certainly encourage you to support S. 1078 as a worthy project.

Yours truly,

A. C. HIEBERT.

Re S. 1078.

WICHITA, KANS., July 17, 1967.

Hon. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: I wish to go on record as being very much in favor of the above bill which will extend the Wetlands Acquisition Program another 8 years. I believe that this is a most important part of our conservation program.

Would certainly encourage you to support S. 1078 as a worthy program.

Very truly yours,

PAUL A. ELLIOTT.

BEECH AIRCRAFT CORP.,
Wichita, Kans., July 17, 1967.

Hon. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate Office Building,
Washington, D.C.

MY DEAR SENATOR MAGNUSON: I wish to strongly recommend, and urge your support of two bills presently before Congress, S. 1078 and H.R. 480, which would extend the Wetlands Acquisition Program for another eight years.

It seems to me that since this program is now properly staffed and on the move, such a worthwhile program of waterfowl conservation should be given the necessary time to be brought to a successful conclusion.

Sincerely yours,

WILLIAM M. MORGAN, Vice President.

WASHINGTON COUNTY COOPERATIVE CREAMERY Co.,
Linn, Kans., June 21, 1967.

Senator WARREN G. MAGNUSON,
Chairman of the Senate Committee on Commerce,
Senate Office Building, Washington, D.C.

Hon. SENATOR MAGNUSON: Having for many years enjoyed hunting ducks I am very much interested in asking that you try to get Senate Bill 1078 out of committee so that it can be voted on by the Senate.

Some years ago I came from Minnesota to Kansas. I found here in Kansas almost no duck hunting whatsoever. However, since the building of many man made reservoirs in the State of Kansas we now enjoy very good hunting of ducks on these reservoirs.

As I understand this bill it is to provide more duck hatching habitat and certainly I would like to think into the future and hope that a recent grandson that came to our home might have some of the same enjoyment that I have had in past years.

By all means do what you can to get this bill out of committee. I speak not only for myself but for a number of my friends here in Linn, Kansas, who enjoy this sport so very much.

Sincerely,

H. C. MURRAY, Manager.

WICHITA, KANS., July 27, 1967.

Senator WARREN A. MAGNUSON,
 Chairman, Committee on Commerce,
 Senate Office Building,
 Washington, D.C.

DEAR SENATOR MAGNUSON: It is my hope that S-1078 can be acted upon favorably by your Committee. The goals of this legislation are extremely important if we are to have waterfowl for our succeeding generations. Unfortunately this is our last chance to save these wetlands and I hope their importance will be apparent to you and your Committeemen.

Yours very truly,

INNES PHILLIPS,
 Chairman, Kansas Ducks Unlimited Committee.

DETROIT, MICH., August 9, 1967.

HON. WARREN G. MAGNUSON,
 Senate Office Building, Washington, D.C.

DEAR MR. MAGNUSON: (You may want to skip the first paragraph.) We understand that some important waterfowl bills are coming up soon. Some people might question the need for these when there are so many important national and international matters to discuss but the trouble is that if these matters are not taken care of now the thoughtless, the apathetic, and the greedy guts will be causing our national treasures of wildlife, clean air and water, valuable marshes, and unspoiled landscape to disappear. When these things are destroyed we can never bring them back in quite the same way. It is quite fashionable among the shallow-minded and superficial "sophisticate" to scoff at these things as just beautification. In the first place beauty has a high priority value, not only for its own sake but for the good effect it has on the beholder. In the second place conservation has a practical money value for man—polluted land, water, and air hurt his health and purse, despoliation of the land and other resources adds greatly to pollution as no one part of the world is truly independent of any other part. Besides man was given dominion over the world but it was not mentioned that he should destroy it although sometimes he seems bound to do so.

We hope very much that bills H.R. 480 and S. 1078, H.R. 482 and S. 322, S. 1597 and S. 1612 will be passed. We need more wetlands, not only for the birds but to safeguard our water and to help the fishing industry as the young of much shellfish and other sealife is so dependent on coastal marshes and estuaries for survival and an increase in the price of the Duck Stamp will help. Also highway developers should not be allowed to infringe on national wildlife refuges for free rights of way—if they are allowed to have their way our refuges would be ruined and we could say goodbye to most of our wildlife. These developers think more of their own prestige than of their country's welfare and are too lazy to think of alternate routes when it is so much easier to use national parklands. First we have to struggle to get national treasures safeguarded in parks and refuges and then we have to keep on struggling so that they will not be ruined by exploitation. If people want freeways, hotdog stands, and billboards and neon signs they can find plenty of them in the city (and they are eyesores there also) but they do not have to deface the whole countryside with them. The roadbuilders would not only nullify the usefulness of the refuges but so many times they are careless about how they build the roads—by this we mean that they do not protect the plants growing along the site of the road and do not add protective planting along the edges of the roads to prevent erosion which can be serious, especially in hilly sections. I have seen evidences of this in New England for many years and have seen pictures of it in the Appalachian region, especially the Great Smokies.

Yours truly,

Ethel W. Thorniley, Carmen Lambert, Josephine Knight, Virginia Harrington, Elsie Morency and Family, Joseph Rakovan and Family, Rose Finnegan, Anne Kerney, Denise Lambert, Mr. George Munford and Wife, Mr. and Mrs. Fred T. Desco, Mr. and Mrs. Robert Angst, Mr. and Mrs. Frank Ryan, Mrs. Fern Allemang, Myra Stitzel, Mildred White, Mr. and Mrs. Leo Shirk, Robert Ames, Janet Gow, Lena Coleman, Oliver LaGrone, Mrs. Heyde, and Gloria Rusan.

BERRYTON, KANS., *June 23, 1967.*

Senator WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR SENATOR MAGNUSON: I am very interested in seeing the Bureau of Sport Fisheries and Wildlife reach their goal of 2½ million acres of federal wetlands.

These lands would insure good waterfowl habitat and help greatly the conservation of wildlife.

I would like to express my support for S-1078 and request this conservation Bill be reported out of committee and passed by Congress.

Thank you very much.

Yours truly,

REX E. GARY.

MISSOURI VALLEY CLINIC,
Bismarck, N. Dak., March 21, 1967.

Senator WARREN G. MAGNUSON,
*Chairman, Senate Commerce Committee,
U.S. Congress, Washington, D.C.*

DEAR SENATOR MAGNUSON: I wish to add my hearty personal support to that of the North Dakota Chapter of the National Wildlife Federation for extension of the Wetlands Acquisition program proposed by Senators Metcalf and Nelson of Wisconsin in S-1078.

This bill, of course, has profound effect on the future of waterfowl production in the State of North Dakota, the #1 duck-producing state in the United States. As important or even more so, the preservation of our wetlands is imperative to preserve underground water supplies, prairie ecology and prevention of floods. A unanimous resolution was passed by the North Dakota Chapter of the National Wildlife Federation in favor of extension of the wetlands program. We had a terrific battle to prevent stoppage of the wetlands program in this state. However, we were able to defeat North Dakota House Bill 786, which called for County Commissioners having veto power over purchase of wetlands by the U.S. Bureau of Sport Fisheries and Wildlife. This is a significant victory because the people behind it were largely farmers and agriculturists in North Dakota.

In a moment of pique, the North Dakota State Senate did pass Resolution II, which calls for stoppage of the wetlands program in North Dakota. However, I can assure you that this does not represent the thinking of the many fine conservationists in the State of North Dakota. This resolution is a poorly worded statement and nothing more. We strongly urge that you extend the wetlands acquisition program for another 8 years.

Sincerely,

G. M. JOHNSON, M.D.

WAVERLY FARMS,
Guthrie, Ky., August 4, 1967.

Hon. WARREN G. MAGNUSON,
*U.S. Senate,
Washington, D.C.*

DEAR SENATOR MAGNUSON: I was recently informed over the lack of interest Congress has taken toward the wetland acquisition program. Already, as you know, millions of acres of vital nesting ground have been drained or polluted. The acquisition program must continue if this vital resource is to maintain levels of population great enough for the hunter and the non-hunter. I voice my support for S. 1078 and H. R. 480. I would appreciate your support of these bills.

Thank you for your time and consideration.

Yours truly,

PHILIP SUMNER.

KALISPELL, MONT., *June 1, 1967.*

Senator WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
Washington, D.C.*

DEAR SENATOR MAGNUSON: I am writing to you in support of S-1078 and HB-480 and would expressly request that these conservation bills be reported out of committee and passed by Congress.

Sincerely,

FAYE M. COUEY.

KALISPELL, MONT., *June 1, 1967.*

Senator WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
Washington, D.C.*

DEAR SENATOR MAGNUSON: I am writing to express my support for bill S-1078 which will enable the government to purchase wetlands to be used for waterfowl production.

These lands could be purchased with duck stamp revenue and would be very helpful in deciding the future of North American duck hunting.

Thank you very much for your consideration.

Sincerely,

RICHARD P. WECKWERTH.

CAPITOL INTERNATIONAL AIRWAYS,
New York, N.Y., July 28, 1967.

HON. WARREN G. MAGNUSON,
*c/o Senate Office Building,
Washington, D.C.*

DEAR SENATOR MAGNUSON: I am advised that you will have much to do with the fate of S. 1078.

As a conservationist and one especially interested in the future of our waterfowl, I urge that you give this Bill your attention and backing.

Respectfully yours,

MACK H. ROWE,
Exec. Vice President.

NEW YORK 16, N.Y., *July 12, 1967.*

Senator WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
Senate Office Building, Washington, D.C.*

DEAR SENATOR MAGNUSON: I am writing to urge that you report out favorably without further delay HR-480 sponsored by Congressman John D. Dingell, Michigan, which extends the Emergency Wetlands Acquisition program. The wetlands are probably the area in which Mother Earth has been most seriously disturbed and it is high time that we take effective steps to husband our remaining wetland resources.

Sincerely yours,

ARTHUR CROCKER.

MONMOUTH COUNTY FEDERATION OF SPORTSMEN'S CLUBS,
Englishtown, N.J., June 24, 1967.

HON. WARREN G. MAGNUSON,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR MAGNUSON: The Monmouth County Federation of Sportsmen's Clubs would like to bring to your attention two similar bills which propose extending the Wetlands Acquisition Program. The bills are Senate bill 1078 and House of Representatives bill 480.

We agree with the proposal and urge your support. We understand the House Committee on Merchant Marine and Fisheries (6/6/67) ordered a favorable report on bill H.R. 480, which extends the program for an additional eight years. This extension would enable the program to fulfill its initial intent to acquire 2.5 million acres of duck habitat.

We would appreciate your careful consideration of the proposed extension to the program.

Sincerely yours,

RONALD J. PRICE, *Secretary.*

INTERNATIONAL MINERALS & CHEMICAL CORP.,
Carlsbad, N. Mex., May 31, 1967.

Senator W. G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
Senate Office Building, Washington, D.C.*
Congressman E. A. GARMATZ,
*Chairman, House Committee on Merchant Marine and Fisheries, House Office
Building, Washington, D.C.*

GENTLEMEN: As I understand it, the ultimate goal of bills S. 1078 and H.R. 480 is to complete acquisition of 2½ million acres of duck habitat (wetlands) begun in 1961, and now only halfway complete.

As an avid outdoorsman, I believe that Federal wetlands acquisition is just as important to future generations of hunters as Federal acquisition of national parks, monuments, and wilderness areas.

I urge your support of the bills.

Sincerely,

T. B. THORNTON,
Manager, Public Relations.

INTERNATIONAL MINERALS & CHEMICAL CORP.
Carlsbad, N. Mex., May 31, 1967.

Senator W. G. MAGNUSON
*Chairman, Senate Committee on Commerce
Senate Office Building Washington D.C.*

DEAR SENATOR MAGNUSON: As an avid outdoorsman I have been very interested in the ultimate goal of bills S. 1078 and H.R. 480. These are, I believe, to complete acquisition of 2½ million acres of duck habitat (wetlands) begun in 1961 and now only halfway complete.

I feel we should do everything possible to see that these bills are passed, since Federal wetlands acquisition is just as important to future generations of hunters as Federal acquisition of wilderness areas, monuments and national parks.

I respectfully urge your support of these bills.

Sincerely yours,

C. E. PRESSNELL,
Manager, Administrative Services.

PORTLAND, OREG., July 22, 1967.

HON. WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
U.S. Senate,
Washington, D.C.*

DEAR SIR: I am an ardent Duck Hunter and conservationist and I am deeply concerned with the progress of Bill H.R. 480 and its companion bill S. 1078.

I know you are well aware of the purpose of these bills and their importance to the perpetuation of our water fowl.

With the continued reduction throughout the continent of natural habitat so vital to our water fowl, it is essential that the present program of federal wet land acquisition be extended beyond the expiration date of July 1968.

I will appreciate your support of the passage of Bill H.R. 480 and S. 1078.

Sincerely,

K. L. (KEN) SEPTKA.

OREGON DUCK HUNTER'S ASSOCIATION,
Portland, Ore., July 21, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

HON. SIR: The Oregon Duck Hunter's Association, Mallard Chapter, is deeply concerned with the progress of Bill H.R. 480 and its companion bill S. 1078.

I know you are well aware of the purpose of these bills and their importance to the perpetuation of our water fowl.

With the continued reduction throughout the continent of natural habitat so vital to our water fowl, it is essential that the present program of federal wet land acquisition be extended beyond the expiration date of July 1968.

We will appreciate your support of the passage of H.R. 480 and S. 1078.

Sincerely,

HENRY G. HELBER,
Chairman, Legislative Committee.

NEMACOLIN TRAIL HUNTING RESERVES, INC.,
Farmington, Pa., June 2, 1967.

HON. WARREN G. MAGNUSON,
Old Senate Office Building,
Washington, D.C.

DEAR SENATOR MAGNUSON: As Chairman of the Senate Committee on Commerce, I know you are aware of S. 1078. Without this bill, we will have lost a great wildlife conservation battle. With its passage, the Wetlands Acquisition Program will be extended another eight years.

The program authorized by Congress in 1961 has not been fully utilized as less than half the acreage goal has been acquired by the Bureau of Sport Fisheries and Wildlife. A field staff is now set up to carry out the land-buying program. If the acquisition program is not extended at this time, the original goal of Congress will not be met. It should be passed now while there are still some Northern ducklands available for purchase.

I request your assistance to see that this vital conservation bill is reported out of Committee and your continued efforts until it is passed by Congress.

Sincerely yours,

JOHN R. CARBIN.

PITTSBURGH, PA., May 31, 1967.

HON. WARREN G. MAGNUSON,
Old Senate Office Building, Washington, D.C.

DEAR SENATOR MAGNUSON: As Chairman of the Senate Committee on Commerce, I hope you will support S. 1078 which would extend the Wetlands Acquisition Program another eight years.

Without this bill we will have lost a great wildlife conservation battle.

Congress saw fit in 1961 to authorize a loan which was never fully utilized as less than half the acreage was acquired by the Bureau of Sport Fisheries and Wildlife. The program is beginning now to move. Failure at this time to extend the Acquisition Program means the program will even fall short of the previous intent of Congress.

Passage of the bill will relieve the northern ducklands while there are still some to buy.

I urge you to see that this vital conservation bill, S. 1078, is reported out of Committee and with your continued efforts passed by Congress.

Sincerely yours,

W. F. ROCKWELL, Jr.

PITTSBURGH, PA., June 14, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Committee on Commerce,

DEAR SIR: I wish to express to you my interest in S. 1078, our Wetlands Program for Migratory Wild Fowl. As an old (and I do mean old) Duck Hunter I think its Great—As is our National Parks Program. Same idea.

I don't expect this will result in my being able to bag 10 ducks on my lucky days—Maybe none for me as time and health is running out for me. But it will—If

we carry thru—mean some youngsters will be able to take 4—And that will be a long remembered experience—As it was for me.

I respectfully solicit your support.

Sincerely,

CHARLES M. MERRITT.

THE PITTSBURGH PRESS,
Pittsburgh, Pa., May 31, 1967.

HON. WARREN G. MAGNUSON,
U.S. Senate,
Washington, D.C.

MY DEAR SENATOR MAGNUSON: I am writing to urge as a Senator you use your best efforts to see that Senate Bill 1078 be reported out of committee and favorably acted upon by Congress.

For many years I have been an avid duck hunter, and am interested in a program that will preserve this form of sport for future generations.

I understand you are the key to getting this program on the road, and will appreciate your effort in this direction.

Yours very truly,

BARNEY G. CAMERON.

COLUMBIA, S.C., June 13, 1967.

Senator WARREN G. MAGNUSON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR: As an avid hunter and conservationist of migratory waterfowl I strongly urge your support of S. 1078. Hoping that this vital conservation bill will be reported out of your committee and passed by Congress I remain

Very truly yours,

JAMES R. GILREATH.

COLUMBIA, S.C., June 8, 1967.

Senator WARREN G. MAGNUSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: I am writing to let you know that I support the bills on the acquisitions of wetlands for waterfowl, S. 1078 and H.R. 480. I was made aware that these vital conservation bills will affect the future of duck-hunting and duck-watching. I am one of the many who would want my son to enjoy a great sport and pastime. It is my strongest desire that these bills be reported out of committee and passed by Congress. If I may be of any help, no matter how small, please don't hesitate to contact me.

Yours sincerely,

JOHN E. CELY.

SUMTER, S.C., June 5, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Washington, D.C.

DEAR SENATOR MAGNUSON: I am vitally interested in the furtherance of the wet-lands program and urge and request that you vote for and use your influence to report out of committee S. 1078.

If this program is not completed at this time, I feel that the opportunity will be lost forever.

Yours for conservation,

HARRY L. BREENSON.

DENMARK, S.C., June 5, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Washington, D.C.

DEAR SENATOR MAGNUSON: I noticed the bill S-1078 is up before Congress to be voted on. I think this is a wonderful project. If it is not carried out, we will lose what has been invested in it. Everyone I have talked to in this community is in favor of it.

I am expressing my support for this bill. I strongly recommend your doing everything you can in favor of this bill.

Very truly yours,

PAUL V. HALTER, JR.

COLUMBIA, S.C., June 6, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: I, together with all the duck hunters in this part of the country, am vitally interested in seeing passed S. 1078 and H.R. 408 in connection with extending the wetlands acquisition program another eight years and will greatly appreciate your support in getting these vital conservation bills out of Committee and to see that they are passed by Congress.

Sincerely yours,

F. B. GRIER, JR.

DENMARK, S.C., June 5, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Washington, D.C.

DEAR SENATOR MAGNUSON: I noticed the bill S. 1078 is up before Congress to be voted on. I think this is a wonderful project. If it is not carried out, we will lose what has been invested in it. Everyone I have talked to in this community is in favor of it.

I am expressing my support for this bill. I strongly recommend you doing everything you can in favor of this bill.

Very truly yours,

CLIFFORD J. RAY, Sr.

DENMARK, S.C., June 5, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Washington, D.C.

DEAR SENATOR MAGNUSON: I noticed the bill S. 1078 is up before Congress to be voted on. I think this is a wonderful project. If it is not carried out, we will lose what has been invested in it. Everyone I have talked to in this community is in favor of it.

I am expressing my support for this bill. I strongly recommend doing everything you can in favor of this bill.

Very truly yours,

C. J. RAY JR.

BRANCHVILLE, S.C., June 5, 1967.

HON. WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Washington, D.C.

DEAR SENATOR MAGNUSON: I noticed the bill S. 1078 is up before Congress to be voted on. I think this is a wonderful project. If it not carried out, we will lose what has been invested in it. Everyone I have talked to in this community is in favor of it.

I am expressing my support for this bill. I strongly recommend doing everything you can in favor of this bill.

Very truly yours,

GERALD MYERS.

LA MARQUE, TEX., July 3, 1967.

Senator WARREN G. MAGNUSON,
Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SIR: This letter is in behalf of many other hunters besides myself who hunt ducks and geese in this area. We join together in protest and opposition to H.R. 482, introduced by Congressman John D. Dingell, to authorize a possible

"hike" in the price of the Federal duck stamp. As pointed out by our local representative of Houston, Texas, this is completely unnecessary as the sale of duck stamps has been steadily increasing each year.

It also appears to many of us as another indirect act to "freeze" out the "poor" man from participating in the last of our free American heritages.

Sincerely,

N. J. FROST.

CLARKSVILLE, TENN., July 31, 1967.

Senator WARREN G. MAGNUSON,
U.S. Senate,
Washington, D.C.

DEAR SIR: I am deeply concerned over the lagging interest and support shown for bills S. 1078 and H.R. 480 regarding the conservation of North America's waterfowl population. Disinterest and the continued lack of support for these bills has spurred me to write these, my first words of persuasion to any national representative. As a duck hunter naturally I'm interested in seeing the present duck population maintained and boosted. As a citizen I'm equally concerned to see one of our Nation's waning natural resources shown so little interest. Please put me on record as being for continued and elevated acquisition of vital nesting lands in the northern tier of states. I urge your support in extending the acquisition program by the passage of S. 1078 and H.R. 470. Thank you for your attention.

Respectfully,

WADE L. BOURNE.

OCONOMOWOC, WIS., July 5, 1967.

Hon. WARREN G. MAGNUSON,
United States Senate,
Washington, D.C.

DEAR SIR: I feel it is most important to work for the passage of bill S. 1078 to provide money for the continuing purchase of wetlands.

Not only ducks for hunting but the many other birds and aquatic life so necessary to the balance of nature depend on wetlands for their well-being, in fact for their very lives.

Respectfully yours,

Mrs. PAUL HOFFMANN.

NEW MARKET, VA., June 13, 1967.

Senator WARREN G. MAGNUSON,
Senate Committee on Commerce,
Washington, D.C.

DEAR SENATOR: As one who finds hunting more and more important in this much too urban society, may I urge your active support of S. 1078, both in your Committee and in securing passage of this bill.

Ducks may seem far less important than other matters before Congress but unless something is done soon we'll really lose our ducks; and all the other damn problems will still be here anyway!

And as a responsible citizen, may I also urge your support of some reasonable firearms legislation—NOT the S. 1 bill of Sen. Dodd. I think some control of handgun sales is in order, but S. 1 treats every sporting arm as though it and its owner is a potential law breaker; which is a direct threat to the most important sport of millions of Americans.

Let us have more stringent laws dealing with the criminal *misuse* of firearms by the few, rather than meaningless action against the rights of millions of law abiding citizens. What hope is there that the criminal element will line up and register *their* guns? And what good does it do to register mine.

And, frustrating as it may be, no possible legislation can protect us from madmen.

I lived in New York City for many years, never feeling safe at night in many sections of it. Or even in our own apartment. I often wonder if the New York City crime rate might not take a tremendous drop if all homeowners were *required* to have a firearm in the house and know how to use it! While living there I always felt that we citizens were at a most unfair disadvantage, the Sullivan Act

disarmed us but every day we read of the action of criminals with guns or knives who most certainly never applied to the Police Dept. for a permit.

I don't feel that our National guilt complex over the death of our beloved President should be assuaged by a new law which will not really control crime; while giving something approaching police state authority to a Federal Bureau.

Sincerely,

ROGER BARLOW.

GRIFFITH BROKERAGE CO., INC.,
Wichita, Kans., July 14, 1967.

HON. WARREN G. MAGNUSON,
Senate Office Building,
Washington, D.C.

DEAR SIR: I certainly hope that you will do everything within your power to get S. 1078 passed. The job of securing federal wetlands is not quite done, and upon completion will insure one of my favorite sports for future generations.

Very sincerely,

P. C. GRIFFITH.

GREATER NORTH DAKOTA ASSOCIATION,
N.D. STATE CHAMBER OF COMMERCE,
FARGO, N. DAK., August 11, 1967.

HON. QUENTIN N. BURDICK,
U.S. Senate, Senate Office Building,
Washington, D.C.

DEAR SENATOR BURDICK: I am writing you in regard to the legislation pertaining to the wetlands acquisition and the entire wetlands program. To my knowledge this legislation is up for renewal during this year and it is legislation that will continue for eight years. Due to the interest that has been shown to the entire wetlands program in North Dakota in the past few years, I would like to take this opportunity to share with you some of our comments pertaining to this program.

The suggestions that I would have would be as follows:

1. At present there is interest in raising the duck-stamp fees by \$2.00 in order to allow more money to be used for land acquisition. It is our feeling that this increase should not be granted because they have an adequate supply of money in which to purchase land and that this money be used for development rather than continually purchasing more land for wetlands use. If this money were used for development of lands already owned, they could enhance the wildlife habitat much more than by purchasing more land.

2. Perpetual leases should be reconsidered and studied as to whether or not they should be continued. It is the feeling of many people in areas that are involved with land acquisition, that a perpetual lease may be too long in which this land is tied up in such a program. The thinking is that in most cases land that is entered into perpetual lease with the government for wetlands use, is usually by a land owner who is close to, if not at, retirement age. This does, in some cases, create hardship to young people in those areas who would be interested in farming this land. By having a large number of acres involved in a wildlife program, many times it is impossible for those in these areas to expand their acreage in order to make a farm that is of the size to give them the type of returns they need in order to continue farming. It also creates a hardship on those individuals who farm land immediately joining these lands because of the fact that it does prevent normal drainage of lands in that area. These leases could possibly be shortened in their term. For example: at one time they did have a program in which leases continued for 20 to 30 years.

The attitude of the game and wildlife service was that very little interest was for the shorter term leases. The reasons were that the payments for the short leases were very much smaller compared to the perpetual lease. I think that if the lease payments would be larger, it would encourage more people to enter into this for a shorter period of time. This would allow more flexibility within the program in which the land could be returned to productive uses if the need should arise.

3. Also with leases, is the consideration of determination by local subdivisions. It is our feeling that the governor of the state and the people in local government sub-divisions should be allowed final decision as to the feasibility of lands being

leased. It is our feeling also that final decisions should be given to the local sub-divisions whether or not these acres should be allowed to go into wetland use. The reason for our feeling is that at the present time local sub-divisions have problems of maintaining local government today. As numbers of people continue to leave rural areas, and if land in great amounts is entered into perpetual lease with the US government for wildlife use, this eliminates large portions of tax revenues. If this is so, then areas where heavy wetland use is involved puts tremendous pressure on those land owners left to carry the tax burden for that area. It is our feeling that if the decision is left to local sub-divisions, that a more equitable distribution in wetlands would be more feasible and present less hardship cost on all people.

These are some of our feelings pertaining to the wetlands programs. I thank you for your consideration and if we could be of any assistance or if explanation is needed, please contact us.

Sincerely,

VERNON C. LEE,
Manager, Agriculture Department.

THE ISAAC WALTON LEAGUE OF AMERICA, INC.,
Glenview, Ill., August 15, 1967.

Senator WARREN MAGNUSON,
Chairman, Senate Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: The Isaac Walton League of America wishes to comment briefly on wildlife measures now before your Committee, as follows:

S. 1078 and H.R. 480.—We strongly support extension of the emergency waterfowl wetlands acquisition program so as to achieve the original objective of having 7½ million acres set aside in Federal ownership.

S. 1597.—We support this measure to authorize the Secretary of the Interior to carry out a program of restoration and development of waterfowl habitat in the Middle Rio Grande Valley, New Mexico.

S. 322.—We support this measure which would require approval of the Migratory Bird Commission before any lands in the national wildlife refuge system may be sold, transferred to other purposes or otherwise disposed of.

H.R. 482.—We support an increase of \$2 for the Migratory Bird Hunting Stamp, raising the total price to \$5.

Attached is a copy of resolution #13 adopted at the League's 1966 Annual Convention which relates to the above policy positions.

Respectfully,

J. W. PENFOLD,
Conservation Director.

RESOLUTION No. 13—THE ISAAC WALTON LEAGUE OF AMERICA, 44TH ANNUAL CONVENTION, JUNE 28 TO JULY 2, 1966, BOSTON, MASS.

WATERFOWL CONSERVATION

Whereas the migratory waterfowl of North America are a natural resource of enormous value to the people; and,

Whereas wetland areas vital to the continued existence of the waterfowl population are diminishing in quantity and quality in the United States and adjacent nations; and,

Whereas it is imperative that wetland preservation programs in the United States and elsewhere be intensified, and better financed; Now, therefore, be it

Resolved, by the Isaac Walton League of America in convention assembled this second day of July, 1966, at Boston, Mass., That it supports a \$2 fee increase for the migratory bird hunting stamp, raising the total price of such stamp to \$5; and be it further

Resolved, That the league encourages the U.S. Government to explore procedures whereby revenues from sale of U.S. migratory bird hunting stamps could be used to promote wetland conservation in adjacent nations.

THE WILDERNESS SOCIETY,
Washington, D.C., August 17, 1967.

Senator E. L. BARTLETT,
Chairman, Subcommittee on Merchant Marine and Fisheries,
Senate Committee on Commerce,
Washington, D.C.

DEAR SENATOR BARTLETT: On behalf of The Wilderness Society, I wish to offer supportive comment for the hearing record with regard to the legislation now being considered by your Subcommittee dealing with acquisition of waterfowl wetlands, disposition of lands within the national wildlife refuge system, and restoration of waterfowl habitat in the State of New Mexico.

The Wilderness Society, a national, non-profit conservation organization of 37,000 members, has as its broad purpose the preservation of certain wild lands throughout the country, as a part of our natural heritage which will remain to enrich the lives of future generations.

We view the federal acquisition* of wetlands for maintenance of continental waterfowl populations as an important part of the nation's conservation program, and subscribe to the view that an emergency exists with regard to the need for immediate acquisition of such wetlands before they are turned to other uses. Therefore we join with other conservation groups in urging favorable consideration by the Committee of S. 1078 or H. R. 480 which provide a time extension of eight years for the emergency waterfowl wetlands acquisition program.

We consider one of the most important measures before your Committee to be S. 322, requiring that wildlife refuge lands be disposed of only with the approval of the Migratory Bird Conservation Commission. This Commission should have a voice in decisions to dispose of refuge lands as well as decisions to acquire them. Wildlife refuges need not be game-species-production units only; they often have values related to education, research, and recreation which should be considered before disposal is decided upon. These values can be protected in some cases through designation of wilderness within these refuge units. We believe consideration of these values will be best assured by adoption of the provisions of S. 322, especially in those cases where extraordinary pressure is generated in favor of converting dedicated refuge lands to highways and other highly-developed uses.

The Wilderness Society is in favor of federal assistance to the State of New Mexico to finance a waterfowl restoration program to compensate for the waterfowl habitat destroyed by the federal Middle Rio Grande Valley development project. We hope that the Committee will report favorably on S. 1597 authorizing a contribution by the federal government of up to \$430,000 for this work.

Sincerely,

M. RUPERT CUTLER,
Assistant Executive Director.

WASHINGTON STATE SPORTSMEN'S COUNCIL, INC.,
Vancouver, Wash., August 4, 1967.

Senator WARREN G. MAGNUSON,
Senate Building,
Washington, D.C.

DEAR SENATOR: The Washington State Sportsmen's Council is still against the increase of \$3.00 to \$5.00 of the annual Migratory Bird Hunting Stamp (the Duck Stamp).

This is a terrific increase.
Yours for more waterfowl.

FRED NIST,
Chairman, Migratory Waterfowl Committee.

WASHINGTON STATE SPORTSMEN'S COUNCIL, INC.,
Vancouver, Wash., August 8, 1967.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MAGNUSON: The Washington State Sportsmen's Council has, by resolution, supported the bills in both House and Senate relative to the extension of the Wetlands Acquisition Loan Act.

Not only do we urge the passage of these bills, S1078 and HR 480, but we would hope the appropriations committees of both the Senate and the House will become conscious of the urgency of appropriating the necessary funds for the acquisition. Each passing year indicates the increase of land price, so the result is less land for more money.

Sincerely,

ADAH WERKEMA,
National Affairs Committee.

WASHINGTON STATE SPORTSMEN'S COUNCIL, INC.,
Vancouver, Wash., July 15, 1967.

Senator WARREN G. MAGNUSON,
*Chairman, Senate Committee on Commerce,
Senate Office Building,
Washington, D.C.*

DEAR SENATOR MAGNUSON: May we ask you to vote "nay" on H.R. 482, the bill which would raise the duck stamp from the present \$3.00 to a \$5.00 fee.

The Council has expressed the fear were this step initiated, the number of stamps sold would show an appreciable decrease. This would leave the monies available to the Lands, Water and Conservation Fund Act, in either the same level it is at the present, or perhaps, even worse, show a smaller amount available for the acquiring of more wetlands.

It may sound inconceivable that a hunter not be willing to pay the extra \$2.00 for the stamp; but, let me site an example which occurred in our own state this past legislative session.

The Lower Columbia River Sports Council sponsored a resolution, which eventually found its way into the legislative halls of the state capitol. This bill would have made it mandatory for a salmon fisherman to purchase a \$2.00 annual license to fish in marine waters of the state. The funds were earmarked for the enhancement of the anadromous fish runs, etc. The people who fought hardest were the charter operators and even some of the sportsmen themselves. Their argument was that they could not afford any more monies for their recreation. These same people will admit under questioning, they pay at least \$35.00 for a weekend of sport fishing! The same is true of the duck hunter, who will pay from \$50.00 to \$750.00 "a gun" to shoot from a private blind! We feel our reasoning is valid.

I am personally aware of the need for more funds, but I do not believe the hunters will purchase the stamps in as a large amount as perhaps the House Committee anticipates.

Sincerely,

ADAH WERKEMA,
National Affairs Committee.

NORTH DAKOTA FARMERS UNION,
Jamestown, N. Dak., August 28, 1967.

Hon. MILTON R. YOUNG,
*New Senate Office Building,
Washington, D.C.*

DEAR SENATOR YOUNG: House Bill 480 and House Bill 482 have passed the House of Representatives and are now in the Senate Commerce Committee.

The North Dakota Farmers Union looks with disfavor upon the provision taken out of the governor's veto as it makes it impossible to stop the complete destruction of local communities by virtually cutting the tax income to local governments to zero. Whole communities in our state will be uprooted if this is permitted.

We also oppose the raising of the duck stamp from \$3 to \$5 because it will cause a hardship upon young people and families with a few young people who want to hunt.

I urge you to intercede in behalf of our farmers and all of North Dakota to stop this encroachment.

Sincerely,

E. W. SMITH, *President.*

NORTH DAKOTA FARM BUREAU,
Fargo, N. Dak., September 12, 1967.

HON. MILTON YOUNG,
*Senate Office Building,
 Washington, D.C.*

DEAR SENATOR YOUNG: North Dakota Farm Bureau respectfully requests that you do everything within your power as a senator to help defeat H.R. 480 and H.R. 482. Both bills pertain to the Wetlands Acquisition program which has been of great concern to North Dakota citizens since its conception in 1961.

H.R. 480 extends the period for which funds may be appropriated under the Wetlands Acquisition Act of 1961, and also repeals the provision in the 1961 Wetlands Acquisition Act which prohibits acquisition of wetlands by the Department of Interior without approval by the Governor.

North Dakota Farm Bureau opposes legislation extending authority for further acquisition by the government of private lands. North Dakota Farm Bureau also opposes any changes in the present law which would take away from the governor the right to veto any acquisition of additional lands by any Federal agency.

Some of the reasons for North Dakota Farm Bureau's opposition to H.R. 480 are as follows:

1. The Bureau of Sports Fisheries & Wildlife have already purchased 84,737 acres and leased 361,248 acres of wetlands in North Dakota as of June 30, 1967.

2. Much of the land classified as wetlands is good productive agricultural land. The acquisition of such land has a detrimental effect upon the agricultural productivity and thus the economy of an area.

3. The acquisition of wetlands by the Bureau of Sports Fisheries & Wildlife decreases the real estate tax base for financing local government subdivisions in North Dakota which is the source of monies for the operation of our educational system and other local government activities.

4. Tactics used by the Bureau of Sports Fisheries & Wildlife have prevented orderly development of agricultural land in North Dakota.

H.R. 482 is an act to amend the Migratory Bird Hunting Stamp Act, to increase by \$2 the fee for such stamp.

North Dakota Farm Bureau opposes any legislation which would increase the duck stamp fee for the following reasons:

1. The revenue now obtained from duck stamps is felt to be adequate for the desired level of waterfowl production if used to finance development of existing Federal owned land rather than to finance further acquisition programs.

2. Increasing the duck stamp fee will create a financial barrier for persons of limited means which means fewer people will be able to participate in the sport of hunting migratory waterfowl for recreation.

For these reasons, we ask you to work against the passage of H.R. 480 and H.R. 482 in the United States Senate.

Sincerely,

CLARK ROBINSON,
President, North Dakota Farm Bureau.
 REUBEN SCHELSKE,
Chairman, Natural Resources Committee.

RESOLUTION NO. 1—EXTENSION OF ACCELERATED WETLANDS ACQUISITION PROGRAM

Whereas Federal acquisition of land for migratory waterfowl refuges under the provisions of Public Law 87-383 of 1961 has been proceeding at a rate substantially below that necessary and provided in the law; and

Whereas at the present rate of acquisition only about 1.1 million acres of the goal of 2.5 million acres will have been acquired when the present authorization ends on June 30, 1968; and

Whereas drainage of wetlands productive of waterfowl is proceeding apace with the price of lands to be purchased steadily rising at the rate of about 5 percent per year; and

Whereas, the Congress will, by 1968 have appropriated only about \$46 million of the \$105 million authorized for advance to be repaid from the sale of migratory waterfowl stamps; and

Whereas bills have been introduced into the House of Representatives and the Senate of the Congress that would extend for 8 years the 7-year program of Public Law 87-383 and give to the Congress opportunity to appropriate the

remaining moneys authorized and additional funds from sale of migratory waterfowl stamps to complete the original purchase program: Now, therefore, be it

Resolved, That the Association of Midwest Fish & Game Commissioners assembled at their regular annual meeting this 27th day of July, 1967, at Des Moines, Iowa, strongly supports bills H.R. 480 and S. 1078 which would extend for 8 years the provisions of Public Law 87-383 for the acquisition of wetlands for migratory waterfowl refuges.

This proposal already has been approved by the House of Representatives and now is pending action in the Senate.

RESOLUTION NO. 17—INCREASING WATERFOWL STAMP FEE

Whereas bill H.R. 482 recently passed by one House of Congress would permit the Secretary of the Interior to increase the cost of duck stamps to the hunter; and

Whereas this measure at present is being considered in the Senate; and

Whereas it is the feeling of the States represented in this association that this measure would not bring in an increase of revenue at this time: Now, therefore, be it

Resolved by the Association of Midwest Fish and Game Commissioners assembled at their regular annual meeting this 27th day of July, 1967, in Des Moines, Iowa, That they urge the Senate and U.S. Congress not to approve an increase in the cost of the migratory bird hunting stamp at this time.

RESOLUTION NO. 12.—TAX REVENUE AND EMERGENCY WETLANDS ACQUISITION

Whereas further acquisition of wetlands, under the Department of Interior's Bureau of Sport Fisheries and Wildlife emergency acquisition program, as extended by passage of H.R. 480 (generally accepted as assured) continues to be the target of certain local governmental agencies and farm organizations; and

Whereas this opposition centers around loss of tax revenue to counties in which such wetlands are acquired and the acquisition by the service of lands having some potential for agricultural use, thus placing the Bureau in competition with private land operators; and

Whereas the Congress has enacted legislation which returns to the counties three-fourths of 1 percent of the market value of such wetlands annually which payment generally offsets tax losses, a fact which antagonists to wetlands acquisition generally ignore; and

Whereas it appears there is much misinformation leading many land operators to believe a substantial acreage is being withdrawn through implementation of this program; and

Whereas loss of tax revenue and competition for these lands was called to the attention of the Public Land Law Review Commission repeatedly at its recent public hearing in Billings, Mont., and it was implied that these withdrawals constitute another example of Federal land ownership: Now, therefore, be it.

Resolved, That the Association of Midwest Fish & Game Commissioners assembled at their regular meeting on this 27th day of July 1967, in Des Moines, Iowa, favors extension of this acquisition program as provided in H.R. 480 and urges that the entire 7,500,000 acres, originally established as necessary for perpetuation of waterfowl habitat, be acquired under this program; and be it further

Resolved, That copies of this resolution be transmitted to Mr. John D. Dingell, chairman of the Subcommittee on Fisheries and Wildlife Conservation; Mr. Silvio O. Conte of the Migratory Bird Conservation Commission; and to Representative Wayne N. Aspinall, Chairman of the Public Land Law Review Commission.

RESOLUTION NO. 1

Whereas the U.S. Congress is currently considering, or will be considering, the extension for an additional 8 years of the provisions of the Migratory Waterfowl Act which provides for the acquisition of wetlands for the conservation of migratory waterfowl; and

Whereas millions of acres of cropland are lost annually for use of highway construction, expansion of cities, construction of manufacturing and processing plants, and for uses other than agriculture; and

Whereas this trend reducing cropland acres shall likely increase with the growth in population of the United States; and

Whereas in rural areas the increasing acquisition of cropland for public uses, Federal, State, and local, has placed extreme pressure on State and local government in their search for funds for financing local government: Now, therefore, be it

Resolved by the North Dakota Water Management Districts Association, Inc., this 9th day of December, 1966, That the association is opposed to any extension of the Federal program for the acquisition of wetlands for conservation of migratory waterfowl, for the reason that the time has now come when croplands must be developed for food production for people rather than for wildlife production.

Dated this 9th day of December, A.D., 1966.

VERNON FAHY, *Chairman.*

Attest:

CLIFF JOCHIM, *Secretary-Treasurer.*

RESOLUTION No. 2

Whereas Congress is currently giving consideration, or will be giving consideration in the near future, to amending the Migratory Hunting Stamp Act to permit the increase by the sum of Two Dollars (\$2.00) for the fee to be paid for a duck stamp; and

Whereas the increased revenue that would be derived from said increase in the Duck Stamp Fee would be used for federal land acquisition for the purpose of migratory bird conservation, and would not be used for the development of lands already acquired by the Federal Fish and Wildlife Service for wildlife purposes; and

Whereas the demand for land for crop production is greater at this time than ever before; and

Whereas competition for croplands for uses other than farming is steadily diminishing the cropland available for food production: Now, therefore, be it

Resolved by the North Dakota Water Management Districts Association, Inc., this 9th day of December, 1966, That said association is opposed to any increase in the duck stamp fee for the purpose of increasing Federal land acquisition for migratory bird conservation for the reason that there is rapidly developing a shortage of cropland for the production of food, and for the further reason that all land presently on the tax roll wherever possible should remain on the tax roll to support local and State government; and be it further

Resolved, That it is recommended, if the duck stamp fees are increased, that said additional revenue derived thereby be used for the development of land presently owned for wildlife propagation by the Federal Fish and Wildlife Service, and not for the purchase of additional land for such purposes, and that such funds that are available to the Federal Fish and Wildlife Service be used by it for the study experimentation, and development of the production of ducks and other migratory waterfowl by artificial propagation for release in hunting areas.

Dated this 9th day of December A.D. 1966.

VERNON FAHY, *Chairman.*

Attest:

CLIFF JOCHIM, *Secretary-Treasurer.*

SWEETWATER-DRY LAKE WATER MANAGEMENT DISTRICT,
Devils Lak, N. Dak., September 1, 1967.

HON. QUENTIN BURDICK,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR BURDICK: I am enclosing herewith a prepared statement which you suggested that I make in connection with the hearing on the Migratory Waterfowl Bill.

I am quite sure that the State Legislature during the last session passed a resolution opposing further acquisition of wetlands in North Dakota and also opposing the increase of the Duck Stamp Tax for the purpose of such land acquisition.

The State County Commissioners Association also passed a resolution opposing the extension of land acquisition for migratory waterfowl in North Dakota.

The State Water Management District Association of North Dakota, and various other organizations, have gone on record opposing further land acquisition for migratory waterfowl propagation in North Dakota at various meetings during the past year.

You will find attached to the enclosed statement four resolutions which were passed by a meeting which was held in Carrington, where notice had been sent out to all water districts in the state and various other interested groups who met to discuss the Wetlands Acquisition Program of the Federal Government. These resolutions are self-explanatory.

In closing, I wish to thank you for your interest in this matter. I do believe that the vast majority of the people of North Dakota are opposed to extensive wetlands acquisition in North Dakota because of the effect that it does have on land development and the economy of North Dakota.

Respectfully yours,

GORDON BERG, *Chairman.*

STATEMENT

I make this statement as Chairman of the Sweetwater-Dry Lake Water Management District, with the approval of all of the Commissioners of this Water Management District.

This statement is in opposition to any bill that would increase the migratory hunting stamp fees.

I attach to this statement copies of four resolutions that were passed by representatives of various water management districts in North Dakota and other interested organization representatives who met to discuss and consider the existing land acquisition program of the federal government for the propagation of migratory waterfowl. The resolutions were unanimously passed by this meeting and the contents of the resolutions set out the position on this matter which I believe is generally the position of all of the farmers of North Dakota. A large number of farm organizations in North Dakota and water management district organizations have passed similar resolutions opposing the acquisition of additional lands for migratory waterfowl propagation.

The Sweetwater-Dry Lake Water Management District is located in Ramsey County, North Dakota, north of Devils Lake, in what is known as a prime waterfowl area. There is in excess of 400,000 acres in the district.

The Sweetwater-Dry Lake Water Management District, as are most of the water management districts in North Dakota, is opposed to any increase in the duck stamp fee for the privilege of hunting waterfowl, and is also opposed to any changes in the law that would take away from the governor or local governing bodies or officials the right to veto any acquisition of additional lands by the Federal Fish and Wildlife Service or any other government agency for the propagation of migratory waterfowl.

The reasons for this opposition are as follows:

1. Millions of acres of croplands are lost annually for the use of highway construction, expansion of cities, construction of manufacturing and processing plants, and for many other non-agricultural uses. Although there may not be a shortage of agricultural producing lands at the present time, this is but a temporary situation. With the rapidly exploding population of the world and within our own country, it is only a matter of a short time before there will be felt extreme shortages of land for production of food within our own country because of the greater domestic market and the foreign market that will surely be developed for our food products.

2. Some of the choicest and most productive land which we have in North Dakota (and this is particularly true in the Sweetwater-Dry Lake Water Management District) is the very land which has been classified as wetlands by the Federal Fish and Wildlife Service. With proper land management and proper land use, the wetlands do become the most productive agricultural lands that we have. Acquisition of such lands, either by lease or purchase, for migratory waterfowl propagation has a detrimental effect upon the productivity of the area where such lands are located, as well as a detrimental effect upon the economy of such area.

3. The acquisition of wetlands by the Federal Fish & Wildlife Service decreases the real estate tax base for financing local government subdivisions in North Dakota. Most of the taxes for the operation of our educational system come from the real estate tax in North Dakota. This is probably true of most of the other agricultural states where the wetlands acquisition program is operating.

4. Further acquisition of wetlands by the Federal Fish and Wildlife Service in North Dakota would adversely affect the economy of North Dakota by preventing the reasonable use of agricultural land in North Dakota. When the Federal Fish & Wildlife Service acquires wetlands, either by purchase or lease, such acquisitions prevent not only the proper agricultural use of such lands that are

acquired, but also adversely affects the agricultural use of adjoining lands and other lands that are in the same watershed.

5. The Federal Fish & Wildlife Service has used tactics in its acquisition of wetlands which prevent orderly development of agricultural land in North Dakota.

6. A very large portion of the wetlands which has been acquired or which the Federal Fish and Wildlife Service anticipates acquiring is located in the State of North Dakota. It is unfair to the state to require it to limit its agricultural and economic development so that it can become a breeding ground for migratory waterfowl to supply the hunting needs of the sportsmen throughout the United States and Mexico. The Federal Fish and Wildlife Service figures show that it takes about an acre of wetlands to produce one duck. An acre of so-called wetlands, when properly managed and farmed, with proper drainage, will produce 30 to 50 bushels of wheat. With the increasing pressure for production of more food in the world, it is not likely that any wetlands acquired now by the Federal Fish and Wildlife Service for wildlife propagation will continue to be used for such purpose, except on a temporary basis.

7. The Federal Fish and Wildlife Service acquisition program is too ambitious. They have proclaimed a goal of acquiring 3,000,000 acres of wetlands for the propagation of migratory waterfowl. Most of these 3,000,000 acres are in a few states. The acquisition of such great amounts of wetlands within the borders of only a few states is bound to have a detrimental effect upon the economy of those states by limiting the land use and land development in such states. The Federal Fish and Wildlife Service has already acquired too much land under the wetlands acquisition program. The economy of North Dakota and the other states where these wetlands have been acquired has already been adversely affected.

8. Increasing the duck stamp fee will set up a further financial barrier to those persons of limited means who do like to hunt migratory waterfowl for recreation. Increasing the duck stamp fee further will definitely tend to limit the number of people who can participate in the sport of hunting migratory waterfowl.

9. I believe that proper watershed development under the various existing government programs will do more for wildlife development than will the wetlands acquisition program. Proper water conservation practices which are coordinated with farming operations and development under watershed development programs will, in my opinion, accomplish more for wildlife development and recreation than will the wetlands acquisition program. This is where the dollar should be spent, where it is not detrimental to agriculture, rather than in a wetlands acquisition program.

In closing, I request that you consider the copies of the resolutions that I have submitted with this statement, and rather than give consideration to increasing the amount of the duck stamp fee that you give consideration to decreasing such fee; and, further, instead of giving consideration to increasing and continuing the wetlands acquisition program that you give consideration to limiting or discontinuing altogether the further acquisition of wetlands for migratory waterfowl because of the detrimental effect that this program has on the agricultural economy of many of our states and because of the effect that this program has in tending to decrease the production of food in the United States.

RESOLUTION

Whereas the United States Congress is currently considering, or will be considering, the extension for an additional eight years of the provisions of the Migratory Waterfowl Act which provides for the acquisition of wetlands for the conservation of migratory waterfowl; and

Whereas millions of acres of cropland are lost annually for use of highway construction, expansion of cities, construction of manufacturing and processing plants, and for uses other than agriculture; and

Whereas this trend reducing cropland acres shall likely increase with the growth in population of the United States; and

Whereas in rural areas the increasing acquisition of cropland for public uses, federal, state and local, has placed extreme pressure on state and local government in their search for funds for financing local government: Now, therefore, be it

Resolved by this meeting of representatives from various water districts in North Dakota, and representatives from other interested organizations in North Dakota assembled at the Sportsman Lounge in Carrington, North Dakota, this 10th day of November, 1966, That said representatives are opposed to any extension of the federal program for the acquisition of wetlands for conservation of migratory

waterfowl, for the reason that the time has now come when crop-lands must be developed for food production for people rather than for wildlife production.

Dated this 10th day of November, A.D., 1966.

GORDON BERG, *Chairman.*

Attest:

CHARLES RUSSELL, *Secretary.*

RESOLUTION

Whereas Congress is currently giving consideration, or will be giving consideration in the near future, to amending the Migratory Hunting Stamp Act to permit the increase by the sum of Two Dollars (\$2.00) for the fee to be paid for a duck stamp; and

Whereas the increased revenue that would be derived from said increase in the Duck Stamp Fee would be used for federal land acquisition for the purpose of migratory bird conservation, and would not be used for the development of lands already acquired by the Federal Fish and Wildlife Service for wildlife purposes; and

Whereas the demand for land for crop production is greater at this time than ever before; and

Whereas competition for croplands for uses other than farming is steadily diminishing the cropland available for food production: Now, therefore, be it

Resolved by this meeting of representatives from various water districts in North Dakota and representatives from other interested organizations in North Dakota assembled at the Sportsman Lounge in Carrington, North Dakota, this 10th day of November, 1966, That said representatives are opposed to any increase in the Duck Stamp Fee for the purpose of increasing federal land acquisition for migratory bird conservation for the reason that there is rapidly developing a shortage of cropland for the production of food, and for the further reason that all land presently on the tax roll wherever possible should remain on the tax roll to support local and state government; and be it further

Resolved, That it is recommended, if the Duck Stamp Fees are increased, that said additional revenue derived thereby be used for the development of land presently owned for wildlife propagation by the Federal Fish and Wildlife Service, and not for the purchase of additional land for such purposes, and that such funds that are available to the Federal Fish and Wildlife Service be used by it for the study, experimentation and development of the production of ducks and other migratory waterfowl by artificial propagation for release in hunting areas.

Dated this 10th day of November, A.D., 1966.

GORDON BERG, *Chairman.*

Attest:

CHARLES RUSSELL, *Secretary.*

RESOLUTION

Whereas the Federal Fish and Wildlife Service has proclaimed a goal of acquiring 3,000,000 acres of wetland for the propagation of migratory waterfowl; and

Whereas a large portion of the acquisition of said wetlands has been allocated for the State of North Dakota; and

Whereas the Federal Fish and Wildlife Service has used tactics in its acquisition of wetlands which prevent the orderly development of agricultural lands in North Dakota; and

Whereas the acquisition of wetlands by the Federal Fish and Wildlife Service decreases the real estate tax base for financing local governmental subdivisions in North Dakota; and

Whereas the further acquisition of wetlands by the Federal Fish and Wildlife Service in North Dakota will adversely affect the economy of North Dakota by preventing the reasonable use of agricultural land in North Dakota; and

Whereas the economy of North Dakota is primarily dependent upon agriculture; and

Whereas the Federal Fish and Wildlife Service has on occasion engaged in local political activity to obtain its objectives: Now, therefore, be it

Resolved by this meeting of representatives from various water districts in North Dakota and representatives from other interested organizations in North Dakota, assembled at the Sportsman Lounge in Carrington, North Dakota, this 10th day of November, 1966, That it is recommended to the Federal Fish and Wildlife Service

that it change its policy in connection with the acquisition of wetlands for waterfowl propagation as follows:

I. That the Federal Fish and Wildlife Service discontinue the acquisition of wetlands in areas where such land acquisition would affect the agricultural development of the area.

II. That the Federal Fish and Wildlife Service, in cooperation with county commissioners, consider the effect that acquisition of large amounts of wetlands by the federal government would have on the agricultural communities such as exist in North Dakota, and take steps to limit its acquisition of wetlands where such acquisition would have an adverse effect on the economy of the community; that no land shall be acquired without county commissioners' approval.

III. That, generally, the Federal Fish and Wildlife Service limit its further acquisition of wetlands and use the funds available to it for maximum development of wildlife and migratory waterfowl in the wetlands and on the wetland leases that it has already acquired, and institute a program for the propagation of migratory waterfowl by scientific and artificial means to supplement and maintain the migratory waterfowl population.

IV. That the Fish and Wildlife Service institute a program providing for payment of funds to the local governmental subdivisions to compensate for the loss of tax base that is lost to the local governmental subdivisions by the program of acquisition of wetlands for the propagation of migratory waterfowl by the federal government, and that such payments to the local governmental subdivision be comparable to the amount of taxes paid by land owners in the areas where wetlands are acquired.

V. That the Federal Fish and Wildlife Service discontinue engaging in local political activity to obtain its objectives.

VI. That the Federal Fish and Wildlife Service discontinue its activities which tend to prevent other governmental agencies, such as the Soil Conservation Service, from assisting the farmers in the solution of their drainage and other problems.

Dated this 10th day of November, 1966.

Attest:

GORDON BERG, *Chairman.*

CHARLES RUSSELL, *Secretary.*

RESOLUTION

Whereas Public Law 87-732 provides that the Secretary of Agriculture shall not enter into an agreement in the States of North Dakota, South Dakota, and Minnesota to provide financial or technical assistance on a farm under authority of the Soil Conservation and Domestic Allotment Act if the Secretary of the Interior has made a finding that wildlife preservation will be materially harmed on that farm by such drainage and that preservation of such land in its undrained status will contribute materially to wildlife preservation; and

Whereas this restriction under present policy of the Secretary of the Interior, acting through the Federal Fish and Wildlife Service, has prevented the orderly development of land use in North Dakota, South Dakota, and Minnesota; and

Whereas it is unfair and discriminatory to the farmers and land owners of these states not to be able to receive the benefits of the Soil Conservation and Domestic Allotment Act in the development of their lands; and

Whereas proper land development with the assistance and aid provided for under the provisions of the Soil Conservation and Domestic Allotment Act will do little harm to wildlife propagation, and in many cases will enhance wildlife development; and

Whereas the failure to apply proper soil conservation practices to the lands in North Dakota will deplete the ability of the land to produce, and will have an adverse effect on the economy of the state: Now, therefore, be it

Resolved by this meeting of representatives from various water districts in North Dakota, and representatives from other interested organizations in North Dakota assembled at the Sportsmen Lounge in Carrington, North Dakota, this 10th day of November, 1966, That they are in favor of eliminating the restrictions in Public Law 87-732 which permit the Secretary of the Interior to stop the Secretary of Agriculture from entering into agreements in the States of North Dakota, South Dakota, and Minnesota, to provide financial or technical assistance on a farm under the authority of the Soil Conservation and Domestic Allotment Act.

Dated this 10th day of November, 1966.

Attest:

GORDON BERG, *Chairman.*

CHARLES RUSSELL, *Secretary.*

STATEMENT FROM CLINTON P. ANDERSON, SENATOR FROM NEW MEXICO IN SUPPORT OF S. 1597

Mr. Chairman, in 1916 the United States signed a treaty with Canada and Mexico to insure the existence of migratory waterfowl. However, that existence is now in danger. The extent of the problem and a suggested solution are as follows:

1. Water development programs, initiated by both Federal and private interests, have severely damaged the majority of waterfowl habitat in the Middle Rio Grande area of New Mexico.

2. The Middle Rio Grande area is in direct line with the Central Flyway and contains the only major supply of live water in this arid region for 300 miles to the west and more than 100 miles to the east.

3. The New Mexico Department of Game and Fish has used up its available resources in an attempt to create artificial resting ponds and feeding areas.

4. Nevertheless, two more areas must still be developed if a habitat chain, necessitated by migration, is to be available and effective.

5. Completion of these projects is impossible without Federal financial assistance, the amount of which is estimated to be \$427,350.

Further examination of the situation, together with additional statistics available through the New Mexico Department of Game and Fish, would show that this cost is relatively insignificant compared to the amount of money and effort already expended, money and effort which will have been wasted if the Federal Government fails to help.



The following table shows the results of the work done during the year 1900. The total number of specimens collected was 1,234. The number of specimens which were new to the collection was 567. The number of specimens which were identified as new species was 123. The number of specimens which were identified as new subspecies was 45. The number of specimens which were identified as new varieties was 34. The number of specimens which were identified as new forms was 21. The number of specimens which were identified as new races was 18. The number of specimens which were identified as new populations was 15. The number of specimens which were identified as new localities was 12. The number of specimens which were identified as new habitats was 9. The number of specimens which were identified as new seasons was 6. The number of specimens which were identified as new times of day was 3. The number of specimens which were identified as new months was 2. The number of specimens which were identified as new years was 1.

